

# Norfolk Police and Crime Panel



Date: **Thursday 2 February 2023**

Time: **11am**

Venue: **Council Chamber, County Hall, Norwich**

**Panel Members are invited to a pre meeting at 10am on 2 February 2023 in the Edwards Room, County Hall, Norwich.**

## **Advice for members of the public:**

This meeting will be held in public and in person.

It will be live streamed on YouTube and members of the public may watch remotely by clicking on the following link: [Norfolk County Council YouTube](#)

We also welcome attendance in person, but public seating is limited, so if you wish to attend please indicate in advance by emailing [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

We have amended the previous guidance relating to respiratory infections to reflect current practice but we still ask everyone attending to maintain good hand and respiratory hygiene and, at times of high prevalence and in busy areas, please consider wearing a face covering.

Please stay at home if you are unwell, have tested positive for COVID 19, have symptoms of a respiratory infection or if you are a close contact of a positive COVID 19 case. This will help make the event safe for attendees and limit the transmission of respiratory infections including COVID-19.

**Membership**

<b>Main Member</b>	<b>Substitute Member</b>	<b>Representing</b>
Cllr Gordon Bambridge	Cllr Lynda Turner	Breckland District Council
Cllr Jonathan Emsell	Cllr Peter Bulman	Broadland District Council
Cllr Mike Smith-Clare	Cllr Jade Martin	Great Yarmouth Borough Council
Cllr Donald Tyler	Cllr Stuart Dark	King's Lynn and West Norfolk Council
Cllr William Richmond	Cllr Julian Kirk	Norfolk County Council
Cllr Graham Carpenter	Cllr David Bills	Norfolk County Council
Cllr Tim Adams	Cllr Steve Riley	Norfolk County Council
Cllr Sarah Butikofer	Cllr John Teye	North Norfolk District Council
Cllr Cate Oliver	Cllr Paul Kendrick	Norwich City Council
Cllr James Easter	Cllr Margaret Dewsbury	South Norfolk Council
Air Commodore Kevin Pellatt FCMI RAF	(no substitute member)	Co-opted Independent Member
Mr Peter Hill	(no substitute member)	Co-opted Independent Member

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

Nicola Ledain on 01603 223053  
or email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

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

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

**1. To receive apologies and details of any substitute members attending**

**2. Minutes**

To confirm the minutes of the meetings held on 14 November 2022

(Page **5**)

**3. Declarations of Interest**

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

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

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

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

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an **Other Interest** in a matter to be discussed if it affects, to a greater extent than others in your division

- Your wellbeing or financial position, or
- that of your family or close friends
- Anybody -
  - Exercising functions of a public nature.
  - Directed to charitable purposes; or
  - One of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union);

Of which you are in a position of general control or management.

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

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

**4. To receive any items of business which the Chair decides should be considered as a matter of urgency**

**5. Public questions**

Thirty minutes for members of the public to put their question to the Panel Chair where due notice has been given.

Please note that all questions were to have been received by the Committee Team (committees@norfolk.gov.uk or 01603 223814) by **5pm on Wednesday 25 January 2023**

**6. Police and Crime Commissioner (PCC) for Norfolk's proposed police precept for 2023-24** (Page **18**)

To consider the PCC's precept proposal for 2023-24.

**7. Police, Crime and Community Safety Plan 2022-24 performance monitoring** (Page **109**)

To consider a quarterly update from the PCC detailing performance of and delivery against the Plan.

**8. Information bulletin – questions arising to the PCC** (Page **141**)

To consider the full extent of PCC activities and decisions since the last Panel meeting.

**9. Work Programme** (Page **152**)

To review the proposed work programme.

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## **Norfolk Police and Crime Panel**

### **Minutes of the Meeting held on 14 November 2022 at 11am at County Hall, Norwich**

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

Cllr William Richmond (Chair)	Norfolk County Council
Air Commodore Kevin Pellatt (Vice-Chair)	Co-opted Independent Member
Cllr Gordon Bambridge	Breckland District Council
Cllr Jonathan Emsell	Broadland District Council
Cllr Donald Tyler	King's Lynn and West Norfolk Council
Cllr Graham Carpenter	Norfolk County Council
Cllr Tim Adams	Norfolk County Council
Cllr Sarah Butikofer	North Norfolk District Council
Cllr Cate Oliver	Norwich City Council
Cllr James Easter	South Norfolk Council
Mr Peter Hill	Co-opted Independent Member

#### **Officers Present:**

Giles Orpen-Smellie	Police and Crime Commissioner for Norfolk (PCC)
Sharon Lister	Director of Performance and Scrutiny, OPCCN
Nicola Ledain	Committee Officer, Norfolk County Council, NCC
Jill Penn	Chief Finance Officer, OPCCN
Jo Martin	Scrutiny Support Manager, NCC
Paul Sanford	Chief Constable, Norfolk Constabulary
Mark Stokes	Chief Executive, OPCCN
Gavin Thompson	Director of Policy and Commissioning, OPCCN

#### **1. To receive apologies and details of any substitute members attending**

- 1.1 Apologies were received from Cllr Mike Smith-Clare.

#### **2. Minutes**

- 2.1 The minutes of the meeting held on 27 June 2022 were agreed as an accurate record and signed by the Chair.

#### **3. Members to Declare any Interests**

- 3.1 There were no interests declared.

**4. To receive any items of business which the Chair decides should be considered as a matter of urgency**

4.1 No urgent business was discussed.

**5. Public Questions**

5.1 No public questions were received.

**6. Police Crime and Community Safety Plan 2022-24 Performance Monitoring**

6.1 The Panel received the report which provided the first of the PCC's new style performance reports to the Panel and it sets out an overview of progress against all six strategic priorities (pillars) contained within the Plan.

6.2 The Chair thanked the PCC for the information provided and for the private briefing to the Panel on the new approach to performance monitoring. The Chair asked the PCC if there was anything he wished to say by way of introduction for the public record.

6.3 In introducing the report, the PCC highlighted that this was the first performance report against his Plan, which went live on 31 March this year. The information covered the first quarter of the new Plan. He explained that the format of report was still evolving, but he was asking the Constabulary to provide a rolling report covering all six pillars each time. The intention was to have the same format for all four quarters and the report for the fourth quarter would become the first draft of his annual report. The PCC had sought to streamline the information required by performance reports so that the same data was being used for his own purposes, hopefully for the Panel's purposes and any other reporting purposes such as to the National Policing Board. Developing different data for different bodies obscured what was going on and made it more difficult to be transparent, which was one of his statutory duties. Working with one truth meant the same data was being used for all purposes and contributed to greater transparency. The new format gave him the option, in scrutinising the Chief Constable, to explore issues from across the whole Plan or, if he chose to do so, to drill down in to one or more pillar. For example, at his last Accountability Meeting he had felt it was appropriate to major on the recent His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) report on Norfolk Constabulary. He had taken that as both a separate agenda item and also asked additional related questions of the Chief Constable under each pillar. The PCC intended to provide the Panel with four reports a year, covering all six pillars and would leave it up to the Panel to decide whether it wished to scrutinise all six pillars each time or focus on a selection. He recognised this was a reduction in the number of reports the Panel had been used to, but he was keen to align the reporting to the four quarters of the financial year. The PCC suggested this begged a question about how many Panel meetings were held each year and he encouraged the Panel to consider a quarterly reporting and meeting cycle so that business was streamlined in a coherent manner.

6.4 During discussion, the following points were raised:

- 6.4.1 With reference to page 15, section 3.3, there was mention of eight graded judgements that had been assessed but only four were specifically mentioned in the report, with 'Treating people fairly and with respect' identified as being under improvement. The PCC explained he would be cautious with the way he responded to questions as he did not wish to subject the Chief Constable to the Panel's scrutiny. He had publicly scrutinised the Chief Constable about the HMICFRS report at his last Accountability Meeting, at which he had welcomed Councillor Easter's attendance. Eight areas had been inspected but were dovetailed into the four grades. With regards to the one mentioned, the Inspectorate was concerned about how reports on Section 60 Stop and Search were being written up. There was no suggestion from Body Worn Camera footage that this was being used inappropriately but officers had not perhaps included sufficient detail when reports were written up. The PCC, however, had challenged this in terms of the disproportionate time taken to write reports when Officers could be carrying out more effective duties. The Chief Constable added that this was the only area of the Constabulary's performance of policing that had worsened with every other area of policing remaining the same or had improved. The inspectors believed that slightly more detail was needed on the form to justify the searches. Training was being provided on that but PCC's challenge to the Inspectorate was valid. This issue did not relate to the report recently published by Baroness Casey which was an examination of the Metropolitan Police Service not of policing generally.
- 6.4.2 Panel Members had attended the previous week's national annual Panel conference and had been pleased to hear from an exceptional keynote speaker, Dr Sarah Charman, Professor of Criminology at the University of Portsmouth. The theme of the conference had been "Changing culture, moving things forward" and Dr Charman had spoken at length on her findings on culture across police forces. The PCC was asked what he was doing to support the Chief Constable in changing the public perception of policing. What was he doing to try to recover a poor situation, not caused by Norfolk Constabulary but one that reflected on it. The PCC explained that confidence in policing had been an issue and continued to be but unfortunately there was not a magic solution. In gaining confidence, it would start with exceptional policing which the Chief Constable was driving forwards, followed by the discipline procedures that had to be adhered too. It was making sure that Officers on the ground got it right and making sure that standards were adhered to. The PCC assured the Panel that the standards and values were there. However, there was no single mechanism to push this message out to the public and the engagement from the public differed depending on the demographic. Younger members would use more social media, whereas older members of the community may use different means. Work was being carried out with the OPCCN Communications Team to identify the audiences.
- 6.4.3 The Panel expressed concern about the reduction of the quantity of meetings as it could lead to less opportunity to scrutinise, less detail, and less volume. It could also impact on the outcomes at the Panel meetings. The PCC had been struck by the number of reports that had to be prepared for various different forums. It made logical sense to align with the financial year and would be more efficient and more consumable by those that were reading the papers. Regardless of the meetings or the reports, the Panel could choose to ask the PCC whatever it wanted and had access to whatever detail it requested. The PCC had an open mind but was keen to reduce the volume of the performance monitoring data.

6.4.4 The PCC explained that the abolishment of Police Community Support Officers (PCSO) made a saving of £1300 individually compared to a Police Officer. Whilst it was appreciated by the Panel the reasons they were abolished, there were other Constabulary's around the Country who had managed to keep their PCSO's. The PCC reported that he had been contacted by a number of Constabulary's who wanted to know how it had worked without the PCSO's. The decision to not employ PCSO's was considered as a lead, not a retrospective step. The Chief Constable added that the threat of crime in the country could only be solved by an Officer with the full range of police powers. Neighbourhood crime had reduced considerably such as burglary but crimes such as rape and child sexual abuse were on the rise, and the only way to combat these threats was to put the right asset in place. The PCC received a number of requests to attend parish councils. These meetings predominantly took place at the same time as one of the biggest threats of crime in the county, anti-social behaviour and whilst re-instating PCSO's was a matter of budget, he would prefer the Police Officers to be investigating crime than sat in meeting rooms. The PCP suggested that virtual joint meetings with several Parish Councils and the Constabulary could be considered which Cllr Butikofer would consider with North Norfolk District Council colleagues.

Cllr Gordon Bambridge left at 11.40am.

6.4.5 The Panel noted in the report that public perceptions of the Constabulary had reduced which was a shame as police seemed to be better resourced than ever. Following that, the Panel asked about StreetSafe and if it was still running. The Chief Constable replied that to achieve the desired outcomes better resources was not just about numbers but also about adequacy of funding. The Constabulary needed not just Police Officers, but back office staff and equipment. He confirmed that SteetSafe remained live and had resulted in patrols being directed to those areas where women felt less safe. There would also be a big publicity push as the festive party season started.

6.4.6 The Chair asked the PCC what was meant by "re-profiling of the Broadland Gate and Norfolk Professional Development Centre Schemes (3.3m)" on page 22 at paragraph 3.5 of the report. The Chief Finance Officer explained that the term referred to money which should have been spent on building services and supplies but was delayed into the next financial year. The money had been reprofiled into the financial year when it was due to be spent.

6.4.7 The Chair referred to page 24, paragraph 3.17 where it stated that the "The Digital Delivery team have been looking to develop improvements to frontline policing mobility through the 'OPTIK' system, enabling officers to react faster to incidents and record information at the first point of contact. Focus has been on usability enhancements, due to be released in summer of 2022, and further developments supporting the domestic abuse response for autumn 2022". The Chair asked if any further details could be provided. The Chief Constable explained that in Autumn 2022, there would hopefully be a new feature added to the Optik platform which was a new domestic abuse incidence risk assessment. Currently this was a paper form where it was inputted into the system at the Police Station taking up to 45 minutes. The new functionality would make this assessment quicker, more accurate and would free up hundreds of Officer's hours. It would also be more beneficial for the victim taking more accurate detail and less time.



- 6.4.8 The Panel noted from the report that the domestic abuse figures were still rising and had been doing so for a number of years. Considering several initiatives were supported by the PCC was something being missed and was there anything more that could be done. The PCC suspected that domestic abuse had been ongoing for years behind closed doors regardless of background. However, people now had the self-confidence to report it, which was a positive step. Society was becoming more receptive of people standing up and doing something about it. As a result this previously hidden crime was now much more in the public arena. However, the issue of domestic abuse was a societal problem which the Constabulary could not solve alone as often the victim did not want to take it further. There were ongoing Public Health initiatives across the country and more work was being done to inform and educate that domestic abuse was not acceptable. The PCC added that often the problem arose from males who didn't understand what a sensible relationship looked like, and young people were being brought up not knowing this. There was a society role to educate those young people and to break the cycle. The Chief Constable added that there were now more offences within domestic abuse such as coercive and controlling behaviour that had been added to the statute book. These figures had not been available before hence it appeared that the figures had gone up. Officers would attend a domestic abuse incident and report one crime whereas now they could report 3 or 4 crimes. It would be helpful to have comparable data to see the wider picture of domestic abuse
- 6.4.9 The Chief Constable explained that the public perception survey was undertaken via telephone, as mentioned at page 28, point 4.2 of the report because it gave a better spread and better coverage than conducting it via other means. It was also less expensive.
- 6.4.10 Following the recent HMICFRS report, the PCC assured the Panel that he was asking the Chief Constable to look at everything that hadn't received an outstanding grade, The Chief Constable added that he shared the ambition to make the Constabulary the best in the Country. The report was a good one and it made clear the Constabulary had improved in all areas but one. However, the recommendations would come at a cost and the Chief Constable would have to consider carefully which recommendations were a priority.
- 6.5 After being put to the vote, the Panel **AGREED** to move its meeting schedule to a quarterly programme, and officers would get in touch with OPCCN to draft a refreshed forward work programme for consideration at the next meeting.
- 6.6 Having considered the PCC's new approach to performance monitoring and the summary of progress towards delivering the six strategic priorities, the Panel **NOTED** the report.

## **7. Improving Public Confidence**

- 7.1 The Panel received the report which provided an overview of how public confidence in policing is being addressed in Norfolk, with a focus on the PCC's Independent Advisory Group and Youth Commission. The report was provided following a request by the Panel at a previous meeting.
- 7.2 The Chair thanked the PCC for the information provided and invited him to introduce the report.

- 7.3 In introducing the report, the PCC clarified that the Independent Advisory Group (IAG) offered advice from various organisations throughout the country and referred to paragraphs 2.3 and 2.9 on page 66. IAG's were set up to build confidence within communities with their police and to be the Constabulary's critical friend. He highlighted that the Chair of IAG also chaired the Constabulary's Ethics Committee as the work overlapped. The Constabulary fully supported the work of the IAG and were represented at IAG meetings. The IAG was an evolving structure and had recently created a women's group following the death of Sarah Everard at the PCC's request.
- 7.4 The Youth Commission was set up in 2017 and the PCC added that with 17% of the population being under 18 years of age, it was important to build confidence with them as they were the future. The Youth Commission had contributed to a lot of great work including the recent work carried out on stop and search powers. Both the IAG and the Youth Commission had continued to do a great job in advising the PCC and the Constabulary and ensured that the policy stayed connected to the community and particularly to certain interest groups.
- 7.5 During the discussion, the following points were raised:
- 7.5.1 The PCC explained that both the IAG and the Youth Commission tried to have representative of the population in terms of ethnicity and other characteristics. Within IAG this was achieved easily by recruiting through several organisations. With the Youth Commission, members were identified through other forums that they were involved in such as school pupils. The Director of Policy and Commissioning added that when the group was set up, there was recruitment through application. Since then, events and activities organised by partners such as Children's Services at Norfolk County Council at their participation groups seemed to be well attended. They could be used to advertise the group and the work of the PCC.
- 7.5.2 The Panel asked that with reference to page 63, how long had the Stop and Search Scrutiny Panel had been operating as there was concern that if a panel existed it implied that it was still an area of weakness. The PCC explained that against the HMICFRS standards there had been an issue with Stop and Search which was identified in the inspection. By the time the report was published, the issue had been rectified. The Scrutiny Panel were not designed to be an inspectorate. The Chief Constable added that the Panel had been running for a number of years and their job was to assess the reasonableness of the searches. Whilst they had received the training, they judged it as a lay person and gave a basic opinion of whether the search was fair. The results of that audit were generally positive. Since the inspection, the reporting lines for all audits had been changed so inspectors were applying more scrutiny and dip sampling was taking place. As valuable as the Scrutiny Panel was, the change to internal practices would likely be the reason that standards had increased. The benefit of the Scrutiny Panel would hopefully show the public that the Constabulary took Stop and Search seriously. The Chief Constable added that the numbers of Stop and Search had reduced over the last few years, but the outcomes from those searches had remained the same, which suggested that they were being used in a much more targeted and sensible way.

- 7.6 Having considered the overview of how public confidence in policing is being addressed in Norfolk, with a focus on the PCC's Independent Advisory Group and Youth Commission, the panel **NOTED** the report.

## **8. Independent Custody Visitor (ICV) Scheme – Annual Report 2021-2022**

- 8.1 The Panel received the annual report 2020-21 which provided an overview of the scheme and outcomes from visits between 1 April 2021 and 31 March 2022.
- 8.2 In introducing the report, the PCC welcomed the opportunity to highlight the normally unseen work that the Independent Custody Manager and volunteers carried out. He highlighted that in the reporting period there were 23 volunteers which was an increase of 8 (35%). In referring to page 88 and 90 of the report, it highlighted that in the reporting period there had been 14009 detainees and 180 visits had been carried out by the Independent Custody Visitors. The visits could be carried out at any time of day or night, and they were able to identify issues and suggest good ideas that could be recommended. It was not their role to visit every detainee in the custody suite. The PCC added that it was important that what happened in the custody suite was sound and detainees were treated with dignity.
- 8.3 The PCC reported that inspections had identified concerns regarding the ratio of male to female staff members as well as adequate facilities for female detainees. There had also been concerns about the meals provided to the detainees with some meals found to be past their best. Whilst the number of detainees was unknown at any given time which made it difficult to know how many to cater for, it was also important to provide suitable fresh meals. The PCC confirmed to the Panel that these issues had been rectified.
- 8.4 The Chair commended the work carried out by the Independent Custody Manager Simon Artherton and all the staff and volunteers involved.
- 8.5 Having considered how the PCC was delivering his statutory responsibility to establish and maintain an Independent Custody Visiting Scheme for the police force, the Panel **NOTED** the report.

There was a 5 minute comfort break at this point in the meeting.

## **9. Police and Crime Commissioner for Norfolk Draft Annual Report 2021-2022**

- 9.1 The Panel received the PCC's draft annual report for 2021-22 which presented the progress made during the last financial year in meeting the Police and Crime Plan. The report also provided performance metrics for each of the priorities and an overview of the main areas of activity.
- 9.2 The Chair thanked the PCC for the information provided and invited the PCC to introduce the report.
- 9.3 In introducing the report, the PCC highlighted that the report included the last year of his predecessor. Whilst he had since produced his own plan, he had carried forward most of which was included in this plan to ensure continuity.
- 9.4 During the discussion, the following points were raised:

- 9.4.1 Although the PCC couldn't comment on the usage of road safety cameras which were in use and those which were not, he did emphasise that road safety was high on his agenda. In terms of enforcement there were approximately 27 yellow cameras around county, with the ones on the A11 in addition. The Constabulary enforcement work continued by using the mobile safety vans or by the large number of Speedwatch volunteers.
- 9.4.2 The Panel had observed that in 2020/2021 there had been 12k reports to Action Fraud. Only 5.8% of these issues were referred to the relevant Constabulary. The PCC explained that the issue with solving fraud was that it was not governed by county boundaries and needed a national and international response. There was a long way to go to counter fraud in the national and international level. Additional resourcing was being allocated to City of London Police which was the national lead on fraud related criminality. The Crime Agency was also receiving extra resources. He added that if external agencies tasked the Constabulary to solve a threat based in Norfolk then they would, but the majority of those threats were based outside of Norfolk, therefore it was more important to focus on prevention such as education, and focusing on the vulnerable. The Chief Constable added that it was difficult to detect some crimes considering so much of it was per abroad. The City of London Police would lose some of their capability to have the extra resource but it was the correct course of action.
- 9.4.3 The Panel asked the PCC if he felt that the objectives of the previous plan had been achieved. The PCC agreed that the overarching vision of the previous plan had been achieved, and the measure of that was that most of it was relevant and had been carried forward into his current plan.
- 9.4.4 The Panel asked if rural crime was less often solved in Norfolk compared to crime in urban areas. Whilst the PCC did not have the data to confirm this, he did suggest asking the question in the public arena of the Public Accountability Forum where he could in turn scrutinise the Chief Constable on that matter.

Cllr Tim Adams left the meeting at 12.45pm

- 9.4.5 At the recent Police and Crime Conference there had been considerable discussion about the uplift programme and the possible routes into policing such as the degree route, which would have advantages and disadvantages or the training by Sergeant route which would be more vocational. The Panel observed that the latter could provide savings and the new trainee Officer could work through the police Service vocationally rather than through an academic route. The Panel asked for the PCC's view on the routes. The PCC explained that recently 16 PCCs had asked the Home Secretary asking for non-degree routes to be preserved as a national decision had been made to move the route into policing through a degree route. The Home Secretary had recently confirmed that she would be reviewing that decision. Being a Police Officer included a variety of roles and it was never known what scene would be found at the end of a 999 call. The PCC commented that Senior Police Officers would probably require a Police Officer with a wider range of knowledge and education to be able to deal with a different context of policing. Although the PCC confirmed he didn't have a view, the time he had spent and the complexities of the policing that he had seen, he did feel that more than 10 weeks of training was needed, and that could be given under the training from the Sergeant route. However, having wrong Sergeant mentor could perpetuate further

issues, whereas in a classroom trainees would be taught from a syllabus. He felt that this was an operational matter for Chief Constables to decide. The CC added that he believed that the new entry routes should be properly tested and evaluated. Flexibility to be able to adapt the entry routes according to the local needs would be beneficial. In Norfolk, the detective roles were a particular struggle to recruit too. It was too early to judge the merits of the degree route, but the most important thing was the content of the learning and that it should be operationally focused.

- 9.5 Having reviewed the Police and Crime Commissioner for Norfolk's draft Annual Report 2021-22, the Panel **NOTED** the report. The Chair advised that a letter would be sent to the PCC to confirm the outcome of the Panel's discussion, in place of a report.

## **10. Police and Crime Commissioner for Norfolk's 2023/24 Precept Consultation**

- 10.1 The Panel received the report outlining how the Office of the Police and Crime Commissioner (OPCCN) proposed consulting on the Commissioner's proposals and publishing the results.
- 10.2 The Chair thanked the PCC for the information provided and invited him to introduce the report.
- 10.2.1 In introducing the report, the PCC explained that as part of preparing the budget, he would be considering a precept rise. The 3-year settlement as part of the Comprehensive Spending Review (CSR) agreed last year was set when the world was a different place. With the Autumn budget statement due in the next few days, there was uncertainty how that would affect police funding. It was hoped that the police allocation would be revealed before Christmas.
- 10.2.2 The PCC explained that 45% of the core police budget of £197 million came from Norfolk households as part of the precept. The PCC was required to deliver a balanced budget. The indicative settlement had assumed that PCCs would take advantage of the maximum £10 precept rise (based on a Band D property) but he was also aware that the winter would be hard for many people with other added cost of living pressures. The PCC highlighted that he had to consider how the police could be effective on the ground whilst bearing the inflation rises too.
- 10.2.3 The PCC added that the Constabulary were looking across every department to save suggested efficiencies of 3% but putting these savings into practice would affect results on the ground. It was clarified that the OPCCN were also identifying efficiencies of 3%.
- 10.2.4 With regards to the consultation, the PCC had been intent on changing the nature of the consultation and had hoped that the consultation would be completed before Christmas. He had hoped that it would start earlier, last longer and include a wider range of engagement. However, because of the political turbulence the start of the consultation was delayed, and the end of the consultation had been extended to mid-January.
- 10.2.5 He assured the Panel that any recommendation of the precept would include a rigorous analysis, open and transparent workings out of how he had achieved that conclusion and he would be mindful of the economic situation facing the public.

- 10.3 The Panel **NOTED** the overview of the Police and Crime Commissioner's (PCC) 2023/24 precept consultation. The Chair confirmed that details of the consultation would be circulated to Panel Members once it had been launched.
- 11. Complaints Policy Sub Panel**
- 11.1 The Panel received the report giving an update from the Complaints Policy Sub Panel.
- 11.2 The Chair of the Sub Panel highlighted that the report covered two Sub Panel meetings, that of 6<sup>th</sup> July 2022 and 7<sup>th</sup> November 2022. He brought to the Panel's attention paragraphs 2.24 and 2.25 of the report which noted that the Sub Panel were now able to compare the performance data relating to the outcome of complaint reviews against Norfolk Constabulary nationally and against most similar forces. The data for Norfolk was positive in terms of reviews and timeliness of completing the reviews. The number of reviews received was in line with the national average figure.
- 11.3 It was reported that the issue surrounding the indemnity of Legally Qualified Chairs (LQC) had not yet been resolved and had been made more complicated by the fact that the Chairs had been told that they might have to sit and give evidence at a mis-conduct appeal hearing. This could persuade the Chairs not to sit. The Panel heard that none of the Norfolk LQC's had refused to sit so far.
- 11.4 With reference to paragraph 2.7.4 the term "police" referred to the police force generically, not the Norfolk Constabulary specifically.
- 11.5 Taking the latest published report into the Metropolitan Police from Baroness Casey into account, the Panel asked the PCC if processes such as exit interviews were undertaken in Norfolk to try and understand how people felt when they left the police force. The Chief Constable assured the Panel that those interviews were carried out and they did receive value from them. He added that not every exit from the Constabulary was negative and over the last year Norfolk Constabulary had been having earlier performance discussions with employees about training to avoid entering misconduct routes.
- 11.6 The Panel **NOTED** the report.
- 12. Information Bulletin – questions arising to the PCC**
- 12.1 The Panel received the report summarising both the decisions taken by the Police and Crime Commissioner for Norfolk (PCC) and the range of his activity since the last Panel meeting.
- 12.2 The Panel asked what organisations had received some of the extra £557k funding that had been received, as referred to on page 194. The Director of Policy and Commissioning would supply a written response, but in summary explained that the funding was to support victims and survivors of domestic abuse. Leeway, who were part of Norfolk Integrated Domestic Abuse Service (NIDAS) would receive some funding, as well as Norfolk Community Law Service in terms of legal support

and Advocacy After Fatal Domestic Abuse (AAFDA) to support those affected by domestic homicides. The response is attached at Appendix A.

12.3 The Chair referred to page 193 of the report and asked the PCC for his opinion on the crime statistic data from the Office of National Statistics (ONS) and what had contributed to a 5.3% increase in offences to June 2022. The PCC explained that crime generally was decreasing but certain types of crime were going up. In some areas of Norfolk reporting crime had increased due to greater confidence in the police. He had some concern over the ONS statistics as they tended to report 3 months behind and locally were reporting more up to date. It had been suggested on a national level that the same data was used which was more current. The Chief Constable added that the value of crime statistics had never been lower in terms of measuring the effectiveness of policing. It was extremely difficult to compare the last 12 months of crime due to the different nature of society due to the covid pandemic. A year ago, there was no time night economy, but more people were inside, so there was a shift of violence from the street to the household. The Chief explained that he always tried to provide an explanation for statistics as far as he was able too, but the pandemic was a huge variable in terms of explaining these figures. The other variable than needed be taken into account was better reporting. More audit resources had been put into place follow an earlier HMICFS report which meant that the crime data integrity was higher than and more offences were being recording than before. He felt that a better crime survey to consider was that of the Crime Survey of England Wales which asked the public about their experiences of crime. This currently showed that the trend was downwards in all areas of England and Wales except with regards to fraud.

12.4 The Panel **NOTED** the report and that written response to the question would be provided.

### 13. Work Programme

13.1 The Panel received the work programme for the period September 2022 to December 2023.

13.2 As the Panel had agreed previously in the meeting to move to a quarterly programme of meetings, a refreshed forward work programme would be considered at the meeting due to take place in February.

13.3 The Panel **AGREED** the work programme.

Meeting 13:30pm ended

**Mr W Richmond, Chair,  
Norfolk Police and Crime Panel**



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## 12.2 Written response to question

### Question

The Chair referred to the media story on p194 of the agenda (about receipt of extra funding to support victims and survivors of sexual violence and domestic abuse) and asked which organisations would receive the funding and how it would make a difference. OPCCN agreed to provide a written response.

### Response

More funding to help victims and survivors of domestic abuse and sexual violence has been secured by the Office of the Police and Crime Commissioner for Norfolk. The extra funding of £557,000 awarded by the Ministry of Justice is part of the Government's strategy to provide longer term support for frontline service providers over the next three years.

Out of the Norfolk-based bids made, the following five organisations have been successful:

- Advocacy After Fatal Domestic Abuse (AAFDA)
- The Sue Lambert Trust
- Norfolk Community Law Service
- The Magdalene Project
- Leeway Domestic Abuse and Violence Services for NIDAS (Norfolk Integrated Domestic Abuse Service)

**Norfolk's Police and Crime Commissioner, Giles Orpen-Smellie, said:** "This funding is so important for Norfolk and is very much welcomed. My office plays a vital role in commissioning services and awarding grants to ensure the criminal justice system puts victims first. Now more than ever we need to support victims, especially as some are having to cope with lengthy delays for court proceedings to take place. Providing meaningful support to victims is part of my Police and Crime Plan and will continue to be a top priority over the term of my office."

Funding recipient Sue Lambert Trust is a Norfolk charity providing a kind, safe, non-judgmental, and supportive range of services for people who have experienced sexual abuse and sexual violence, including domestic abuse. Anyone can self-refer to start the process of healing, rebuilding, and recovering. Sue Lambert Trust has been supporting people for more than 40 years. Their team listen, care and give people space and the professional support to begin healing.

**The Chief Executive Officer for the Sue Lambert Trust, Clive Evans, said:** "Sue Lambert Trust has been providing specialist therapeutic counselling and support work to our clients in Norfolk for 40 years and never has there been such a great demand. When people feel ready to talk about what's happened, our team are here to listen, to help people heal and re-build their lives. This funding will enable us to employ an outreach worker who will work primarily with under-represented groups and communities as well as coordinating our peer led support groups. With around 40 victims of sexual abuse and sexual violence taking the brave step to reach out to Sue Lambert Trust every month, we want to be there for them as soon as we possibly can. But we cannot deliver our life-changing services without essential funding from organisations like the PCC, combined with generous donations from the public and fundraising efforts by our kind supporters."



Norfolk Community Law Service is a local charity that provides access to free specialist legal services, for those with no means to pay. Their services cover debt, discrimination, domestic abuse, employment, family, immigration, welfare benefit appeals and other general civic legal matters.

**Norfolk Community Law Service's Family Service Manager, Tamsin Roques, said:** "Access to Legal Aid for victims of domestic abuse has diminished significantly locally, at a time when demand is increasing. We are delighted to have been awarded a grant from the OPCC. Our service is quite literally a lifeline for victims of domestic abuse and this multiyear funding will help to secure its future."

NIDAS, Norfolk Integrated Domestic Abuse Service is a domestic abuse support service for those assessed to be at high or medium risk of harm. The service also offers dedicated support for children and young people, recovery programmes, coordinated multi-agency support, court support, a Domestic Abuse Champion network, and training for professionals, across Norfolk.

**Chief Executive of Leeway and NIDAS Delivery Partner, Mandy Proctor, said:** "We are very pleased to have been successful in securing additional funding for NIDAS, which Leeway is delighted to be involved in the delivery of. Whilst NIDAS is not even one year old yet, it is encouraging to see how well received it has been from professionals and survivors alike. Everyone at NIDAS is committed to ensuring that we deliver the best possible support for those experiencing domestic abuse, regardless of where they live in the county, and this additional funding will further strengthen our commitment to doing that. We thank the Office of the Police and Crime Commissioner for Norfolk for their continued support and dedication to tackling domestic abuse in the county."

A list of every application made can be found here: <https://www.norfolk-pcc.gov.uk/key-information/documents/>

## Police and Crime Commissioner for Norfolk's proposed police precept for 2023/24

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

The Panel is recommended to:

- 1) Note the Police and Crime Commissioner for Norfolk's Revenue Budget and Capital Programme for 2023/24, the Medium-Term Financial Plan 2023/24 to 2026/27, and the funding and financial strategies.
- 2) Decide whether it supports the Police and Crime Commissioner for Norfolk's proposed precept for 2023/24 and agree the content of the Panel's report which must be made to the Commissioner.

*The PCC has confirmed his proposed precept for 2023/24; to increase council tax by 5.19% per annum at Band D (£14.94).*

- 3) Agree to meet at 11am on 20 February 2023 to review a revised precept proposal, should it decide to veto the precept proposal at today's meeting.

## 1. Background

- 1.1 The Police Reform and Social Responsibility Act 2011 ("the Act") requires the Police and Crime Panel ("the Panel") to review the Police and Crime Commissioner ("the PCC") for Norfolk's proposed precept (the amount he wants to raise from Council Tax) for the forthcoming financial year.
- 1.2 The Regulations require:
  - the PCC to notify the Panel of his/her proposed precept by 1 February 2023;
  - the Panel to review and make a report to the PCC on the proposed precept (whether it vetoes the precept or not) by 8 February 2023;
  - where the Panel vetoes the precept, the PCC is to have regard to and respond to the Panel's report, and publish his/her response, including the revised precept, by 15 February 2023;
  - the Panel, on receipt of a response from the PCC notifying it of his/her revised precept, to review the revised precept and make a second report to the PCC by 22 February 2023;
  - the PCC to have regard to and respond to the Panel's second report and publish his/her response by 1 March 2023.
- 1.3 The Panel may only veto the first proposed precept. For that purpose, the Panel must vote in favour of using its veto by the required majority of at least two-thirds of the Panel's membership (8 or more members). Where a veto

occurs, the report to the PCC must include a statement to that effect.

- 1.4 If the Panel fails to report to the PCC by 8 February 2023 the scrutiny process comes to an end. Even if the Panel has voted to veto the proposed precept, the PCC may issue it.

## **2. The proposed precept for 2023/24**

- 2.1 The PCC launched his police budget 2023/24 consultation on 3 January 2023, in which he stated:

“Resources are limited, demand for policing services is growing and policing cannot compromise. The policing family is bigger than the officers on the front line – it takes a range of different services to support them, including police staff, members of the Special Constabulary and other vital volunteers.

Significant savings have already been made but, put simply the police need the tools to do their job and if we are to maintain the same level of service as last year those working behind the scenes need to be funded.

I have discussed with the Chief Constable every possibility to save money across current staffing capability and activity and I can assure you that the constabulary are as efficient in using your money as they possibly can be.” I recognise that no-one likes to pay more tax but the choice before us, sadly, is either to pay a little more or to risk reducing the policing service available to the public.

**Based on the information provided by the Chief Constable, I propose to increase the police precept by 5.2% in order to maintain current levels of the policing service.**

**A 5.2% rise represents £14.94 a year or 29 pence per week for a Band D property and £11.62 or 22 pence per week for a Band B property.**

I would like you as a resident of Norfolk, having considered this information and the words of the Chief Constable, to tell me whether you agree that an increase of the police precept is necessary.”

- 2.2 The public consultation closed on 16 January 2023 and the results are attached at **Annex 1 (Appendix I)** of this report.
- 2.3 The PCC has confirmed his decision to propose a 5.19% increase. This decision has been made in light of current budget pressures, the core priorities set out in his Police and Crime Plan and on the basis that:
  - a) The precept needs to be seen not as a one-off decision in relation to next year, but as part of a strategy in relation to the changing demands on policing over the medium to long-term.
  - b) Norfolk Constabulary continues to face significant service pressures due rising demand, rising costs and the changing nature of crime.
  - c) Advice from the Chief Constable has been considered alongside views from the community, key stakeholders and public-sector bodies in the police, community safety and local criminal justice areas.

2.4 Details of the budget and financial outlook supporting the precept proposal are attached at **Annex 1** of this report, which includes the following information:

Appendix A	Police Grant 2023/24
Appendix B (i)	Budget and Medium Term Financial Plan 2023/27
Appendix B (ii)	Analysis of Known/Expected Changes
Appendix B (iii)	Analysis of Savings
Appendix C	High Level Analysis of the Net Budget 2023/24 to 2026/27
Appendix D	Capital Strategy
Appendix E	Proposed Capital Programme 2023/24 to 2026/27
Appendix F	Reserves Strategy
Appendix G	Annual Treasury Management Strategy 2023/27
Appendix H	Precept (5.19%, £14.94) 2023/24
Appendix I	Precept Consultation 2023/24 Results

2.5 The Panel will wish to note the PCC's Revenue Budget and Capital Programme for 2023/24, the Medium-Term Financial Plan 2023/24 to 2026/27, and the funding and financial strategies as background information for its consideration of the proposed precept. It is not required to approve the budget or make recommendations on the allocation of resources.

2.6 The funding and financial strategies are based on the provisional police funding settlement that was announced on 14 December 2022, local tax base figures and planning assumptions regarding future funding levels, on-going commitments and capital expenditure plans.

2.7 In preparing the 2023/24 Revenue Budget and Capital Programme, his Medium-Term Financial Plan 2023/24 to 2026/27 and funding and financial strategies, the PCC and Chief Constable and their Chief Finance Officers have followed the requirements of the Financial Management Code of Practice. Consideration has been given to the robustness of budget estimates and saving proposals, and the level of resources needed to meet the Strategic Policing Requirement and deliver the Police and Crime Plan for Norfolk.

2.8 The PCC's Chief Finance Officer, in partnership with the Chief Constable's Chief Finance Officer, has advised the PCC and Chief Constable on the level of risk and the adequacy of reserves in preparing the draft budget proposals. These are referred to throughout the report.

### **3. Suggested approach**

3.1 The PCC will attend the meeting to answer the Panel's questions and will be supported by members of his staff, including his Chief Executive and Chief Finance Officer, together with the Chief Constable (subject to operational commitments).

3.2 Norfolk County Council's Director of Financial Management will attend to provide independent financial advice to the Panel if required. He has considered the financial assumptions underpinning the PCC's budget proposals for 2023/24 and beyond and has discussed these with the PCC's Chief Finance Officer. The assumptions are considered to be reasonable and realistic in light of the current understanding of future funding levels, but will need to be kept under continued review.

- 3.3 After the PCC has presented his report, which may include a contribution from the Chief Constable, the Panel may wish to question him on the following areas:
- a) The key messages received through the public consultation;
  - b) The rationale for the PCC's precept proposal and how it aligns with the resources required to deliver the priorities set out in the Police, Crime and Community Safety Plan for Norfolk;
  - c) The funding context: What the grant settlement means for Norfolk, including the ringfenced officer uplift grant, the pension support grant and availability of other bid-based funding schemes;
  - d) How successful the PCC has been in securing additional government grant funding through other bid-based schemes;
  - e) The impact of inflation and the Chancellor's Autumn Budget Statement 2022;
  - f) The service and financial planning process;
  - g) Service and funding pressures;
  - h) The cashable savings and efficiencies achieved through collaboration (local and regional) and the Change Programme;
  - i) Opportunities for further cashable savings and efficiencies through future collaboration plans (local and regional);
  - j) Implications arising from the reduction in the capital grant since 2015/16 and the affordability of the capital programme, which has previously been funded mainly from internal borrowing and reserves but now requires external borrowing;
  - k) The level of risk and the adequacy of reserves;
  - l) Any implications for the PCC's commissioning strategy, and the projects and services currently funded;
  - m) Progress with the development of a new Police Funding Formula, postponed from 2018/19 to follow the next Spending Review, alongside the development of a new vision for policing;
  - n) The implications of a 0% precept increase (a freeze) this year;
  - o) How the forecast budget gap will be bridged;
  - p) Whether the PCC is satisfied that, having increased the precept by the maximum amount last year, the commitments set out in his 2022-23 consultation have been delivered.

*The PCC had said that to improve the policing service being provided, to begin to respond to the public's expectations and the Government's*

*requirements, and to regain from the effects of austerity, continued investment in the Constabulary was needed.*

*The Panel supported last year's proposal to increase the precept by the maximum amount on the basis that it would allow the Constabulary to maintain its current levels of service in the face of increasing demands as well as tackle the new challenges that it was facing. The Panel noted the PCC's commitment to invest additional resources to respond to the growing concerns about violence against women and girls, in particular domestic abuse which is the main cause of rising violent crime throughout the county. This investment would be made in additional specialist officers to investigate sexual offences and domestic abuse and enable a greater focus on supporting victims while bringing perpetrators to justice.*

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

- 4.1 At the end of its review, the Panel must make a report to the PCC setting out whether it supports the proposed precept for 2023/24. This report must be published.
- 4.2 The Panel could:
- a) Support the proposed precept without qualification or comment.
  - b) Support the proposed precept, but express reservations clearly stating the reasons why and, if appropriate, make recommendations to the PCC for his consideration.
  - c) Agree not to support the precept and to set out the reasons why, but fall short of exercising the veto against it.
  - d) Veto the proposed precept, stating whether this is because it is:
    - too high (in which case the revised precept must be lower than the previously proposed precept);
    - too low (in which case the revised precept must be higher than the previously proposed precept).

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

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

- 5.1 Should the Panel decide to veto the PCC's original precept proposal, it is suggested that the Panel should agree to meet at 11am on 20 February 2023 to review a revised precept proposal.
- 5.2 On receipt of a response from the PCC notifying the Panel of a revised precept proposal, the Panel must review this and make a second report to the PCC by 22 February 2023. The Panel's report may:
- a) Indicate whether the Panel accepts or rejects the revised precept (although rejection does not prevent the PCC from issuing the revised

precept).

- b) Make recommendations, including recommendations on the precept that should be issued.

5.3 If the Panel fails to make a second report to the Commissioner by 22 February 2023, the PCC may issue his revised precept.

## **6. Action**

6.1 The Panel is recommended to:

- 1) Note the Police and Crime Commissioner for Norfolk's proposed Revenue Budget and Capital Programme for 2022/23, the Medium-Term Financial Plan 2023/24 to 2026/27, and the funding and financial strategies.
- 2) Decide whether it supports the Police and Crime Commissioner for Norfolk's proposed precept for 2023/24 and agree the content of the Panel's report which must be made to the Commissioner.
- 3) Agree to meet at 11am on 20 February 2023 to review a revised precept proposal, should it decide to veto the precept proposal at today's meeting.



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## REPORT TO THE NORFOLK POLICE AND CRIME PANEL 2 FEBRUARY 2023

### PROPOSED PRECEPT FOR 2023/24

#### Executive Summary

This report sets out important factors and issues that the Police and Crime Commissioner has had to consider in reaching a proposal on the level of precept for policing in the County of Norfolk.

The increase in government funding for the 2023/24 police settlement, while welcome, is £1.9m (1.8%) and significantly lower than inflation that peaked at 11.1% and at the time of writing remains over 10%. The bulk of this increase (£1.6m) is also ringfenced for funding the requirement to maintain Norfolk's share of the 20,000 Uplift officers. The estimated constabulary requirement for non-pay inflation is £2m and therefore already more than the increase of government grant.

Driven by this inflationary pressure, the 2022/23 nationally set pay settlement of 5% for police officers and staff was higher than budgeted for (ahead of the conflict in Ukraine) and along with an anticipated 3.0% increase in 2023/24 has placed an additional pressure of £11.6m going into 2023/24.

Therefore, in total, there is £13.6m of inflationary pressure on the constabulary as we enter 2023/24.

It is within that context that this report outlines the budget and financial impact of the 2023/24 precept option upon which the Police and Crime Commissioner (PCC) has consulted:

- **To increase council tax by 5.19% per annum at Band D (£14.94).**

The report also sets out the Medium Term Financial Plan (MTFP) 2023/24 to 2026/27 including the Capital Programme, together with various Financial Strategies that must be published by the PCC. A high-level summary of the precept option is set out in the table below. See Appendix B (i) for more detail.



## Increase Council Tax by 5.19% per annum (£14.94)

<b>5.19% (£14.94) Council Tax increase - Year 1</b>	<b>Budget</b>	<b>Forecast</b>	<b>Forecast</b>	<b>Forecast</b>
<b>Modelling assumptions Y2 onwards: 3.30% (£9.99) / 2% (£6.21) / 2% (£6.30)</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>
	£000	£000	£000	£000
Total Funding (Grant + Precept)	(199,854)	(205,242)	(208,175)	(211,185)
Net Revenue Budget before changes and savings	200,415	205,706	213,049	218,369
<b>REVENUE DEFICIT BEFORE KNOWN CHANGES</b>	<b>561</b>	<b>464</b>	<b>4,874</b>	<b>7,184</b>
Known / Expected Changes	5,371	4,859	6,090	8,929
Planned use of reserves	(2,795)	(497)	(1,375)	(3,856)
<b>REVENUE DEFICIT BEFORE SAVINGS</b>	<b>3,137</b>	<b>12,681</b>	<b>19,479</b>	<b>24,251</b>
Planned Savings	(3,137)	(2,738)	(2,738)	(2,738)
Savings to be identified	0	(2,088)	(6,852)	(9,520)
<b>REVENUE DEFICIT/(SURPLUS) AFTER SAVINGS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

The Police, Crime and Community Safety Plan for Norfolk gives strategic direction for policing in the county. The plan was launched after public and stakeholder consultation and is based upon six pillars as being the key areas on which the communities of Norfolk wanted police activity to be focussed. The first pillar is to 'Sustain Norfolk Constabulary' and this needs to be achieved through robust strategic, financial and organisational planning over a medium-term period.

The public's expectations and demands on the police are growing and policing simply cannot compromise.

- Control Room staff must be there at the end of a phone
- Officers must respond to emergencies
- Officers must be able to arrest and bring offenders to justice
- Officers must offer a reassuring voice to victims
- Officers need to engage communities to become aware of issues and concerns
- The public want to see more visible policing

The policing family is bigger than the officers on the front line – it takes a range of different services to support them including police staff, members of the Special Constabulary and other vital volunteers. They need police vehicles, buildings, professionals with specialist knowledge in areas such as forensics. Officers need to continually develop their knowledge and skills and require the right training facilities to do this.

The PCC has discussed with the Chief Constable every possibility to save money across current staffing capability and activity. The constabulary has an excellent record in using constrained funding efficiently. In their most recent inspection, His Majesty's Inspectorate for Constabularies, Fire and Rescue Services graded Norfolk Constabulary as 'Outstanding' for their efficient and effective use of resources.

Resources are limited, demand for policing services is growing, and policing cannot compromise. It is in this light, along with the significant pressure from inflation as outlined, that the Police and Crime Commissioner (PCC), following public consultation, is recommending a 5.2% increase to council tax to help maintain the current services provided by Norfolk Constabulary.

In recommending an increase of the precept, the PCC has considered all the other sources of funds available and the constabulary's ability to make further savings before asking the public for their support.

### **Recommendation**

It is recommended that the Police and Crime Panel:

- a) notes the Revenue Budget and Capital Programme for 2023/24, the Medium - Term Financial Plan 2023/24 to 2026/27 and the funding and financial strategies, and
- b) endorses the Police and Crime Commissioner's proposed precept increase of 5.19% for 2023/24.

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## Introduction from the Police and Crime Commissioner

The Executive Summary sets out in stark terms the challenge I face in setting the Police Precept of Council Tax for Financial Year (FY) 2023-24.

When the then Chancellor, Rishi Sunak, stood at the Despatch Box in the House of Commons on 27 October 2021 to announce the settlement for the Comprehensive Spending Review (CSR) he did so on the basis that inflation was then 3.1% and the Consumer Price Index was forecast to average 4% over FY 2022-23. Unfortunately, his forecast was low: by October 2022 inflation had risen to 11.1%, a 40-year high, and remains above 10%. This translates in Norfolk's case to an inflationary pressure of £13.6M on the policing budget.

The Bank of England is forecasting that inflation should begin to fall in mid-2023.<sup>1</sup> However, while reduced inflation would be welcomed, I must plan on the basis of reasonable certainties rather than speculative opinions. Therefore, it is my view as the Police and Crime Commissioner (PCC), given my responsibility to hold Norfolk Constabulary's budget,<sup>2</sup> that I should assume that inflation would probably remain somewhere between 5 and 10% throughout FY 2023-24.

On 14 December 2022 the government announced a £7.4M (3.8%) increase in Norfolk's policing budget for FY 2023-24. However, as the Executive Summary of this report notes, £1.9M is coming from the Treasury via the Home Office grant, of which £1.6M is ring fenced for the Police Uplift Programme, while the government's announcement assumes that the remaining £5.5M would come from the households of Norfolk via an average increase of the Precept of £15. It should be noted that the Precept forms part of the core policing budget and is not an optional extra. In FY 2023-24 54% of the budget would come from the Home Office grant while 46% would come from the Precept.

Responsibility for setting the rate at which the Precept is charged lies in law with the PCC.<sup>3</sup> Previously, the threshold for an increase at which a local referendum would be necessary stood at 2%. Rishi Sunak, as Chancellor, increased this to £10 per year for each of the three years of the CSR settlement announced on 27 October 2021. However, on 12 December 2022, the Policing Minister announced that the threshold for FY 2023-24, Year 2 of the CSR settlement, would be increased to £15. Furthermore, given the current financial climate, the Home Office has given clear indications that PCCs are expected to take full advantage of this £15 flexibility.

Meanwhile, if my responsibilities under the Police Reform and Social Responsibility Act 2011 are distilled down to a single line it would be to "secure that the police force is efficient and effective."<sup>4</sup> I can give a clear assurance that Norfolk Constabulary is financially efficient given that it was graded 'Outstanding' by His Majesty's Inspectors of Constabularies, Fire and Rescue Services (HMICFRS) in their recent inspection report.<sup>5</sup> That efficiency has not, and will not, reduce during FY 2023-24. However, it is less easy to give an equivalent assurance about effectiveness while police budgets are being squeezed as they are by inflation.

<sup>1</sup> Bank of England, *Monetary Policy Report*, dated November 2022

<sup>2</sup> *Police and Social Responsibility Act 2011*, Section 1

<sup>3</sup> *Local Government Act 1992*, Section 39

<sup>4</sup> *Police Reform and Social Responsibility Act 2011*, Section 1 (6)

<sup>5</sup> HMICFRS, *Police Efficiency, Effectiveness and Legitimacy Report*, dated 14 October 2022

A budget increase of £7.4M (3.8%) should be just enough to be able to continue to deliver the current level of policing services to Norfolk's residents. There would be penalties, but these would mostly be felt within the Constabulary and, I hope, be largely invisible to the public. However, if I was not able to take full advantage of the £15 threshold then there would be greater penalties, probably leading to reductions of policing services. Norfolk Constabulary is already a lean organisation - I would argue that they are under resourced - and it follows that asking for further police efficiencies, on top of the effects of a decade of Austerity, would lead to more police retrenchment. This in turn would undermine the good work being done to restore visible policing and public confidence in the Constabulary.

Therefore, I propose to increase the police precept by 5.19%, i.e. by an average of £15, in order to maintain current levels of policing services. This represents an increase of: £14.94 per year, or 0.29p per week, for a Band D property; or, £11.62 per year, or 0.22p per week, for a Band B property.

**Giles Orpen-Smellie**  
**PCC Norfolk**

## **A view from the Chief Constable**

With our aim to provide exceptional policing to the county of Norfolk, over the last year and as we move forward into 2023, we will continue to focus on protecting our communities and rebuilding your trust and confidence in our service.

Policing never stands still and there has been much discussion, both locally and nationally, focussed on what needs to change and what needs to be maintained. In addition, with the ever-changing financial picture, we need to keep our performance and budgets under constant review.

We will again look for direction from central government's Beating Crime Plan and our own Police and Crime Commissioner's Police, Crime and Community Safety Plan, using it to shape our responses and looking to improve our service where we can and ensuring we maintain our delivery to at least the current levels.

Our mission will remain to prevent crime and anti-social behaviour, catch criminals and bring them to justice while at the same time providing prompt, professional and accessible service that identifies and investigates crime well, supporting those who are victims of criminal behaviour.

Our focus on the local issues and concerns of our communities remains with our local policing teams working hard to maintain visibility, despite increasing demand.

Our detectives now investigate more rape and sexual offences than any other crime with our public protection unit teams working tirelessly to manage offenders within the community. Our officers are also working hard to identify serious and organised criminals and victims of modern slavery and child exploitation while also taking down county lines gangs and prevent drugs from coming into the county.

In addition, our new digital investigation officers look to capture and retrieve the growing volumes of digital evidence from numerous investigations and our Witness Care Unit seek to support victims and manage difficult news over court and other delays, decisions we often have little influence around. We are also seeing the impact of people with worsening mental health, meaning officers spending more time with those in crisis and addressing linked demands such as the 7,400 missing people reports we investigated last year.

Policing a large rural landscape also provides extra challenges and really stretches our capacity. Like all other businesses, households and individuals, we face significant inflationary pressures, and we cannot absorb them all without a reduction in service. That reduction could include longer waits on the phone, less visibility and worse outcomes in investigations – that is not the level of service I want the constabulary to provide our communities.

With inflation rising ever further, we have all seen our costs increase and policing is no different. With government funded grants, we have invested in our buildings to not only improve our investigative abilities but also to reduce costs in the future, saving around £14 million over 40 years, but the rising costs of living, particularly around energy, means we need to keep a tight rein on our budgets elsewhere. As a result, we have once again asked the Police and Crime Commissioner to consider raising the precept to the maximum so that we can deliver the service you expect and need.

We need £13.6 million just to fund inflationary pressures, stand still and meet current demands. But with a growing population and demands increasing, further financial support is needed to be able to even match last years' level of service.

To provide a scalable, adaptable policing model which is capable of facing the demands of modern policing and is fit for the future, we need to, as many of our county partners and regional colleagues are doing, ask for that little bit more.

A precept increase, equal to 22 pence per week for a Band B property or 29 pence per week at Band D, will allow us to maintain our current levels of service and continue to tackle whatever may be just around the corner.

We will work hard to maintain our service, and you can trust, that we only seek an increase because we really feel it's necessary. We all face an uncertain financial future, and this will go some way to providing the constabulary with some of the resilience it needs to maintain those levels and keep our communities safe.

**CC Paul Sanford**

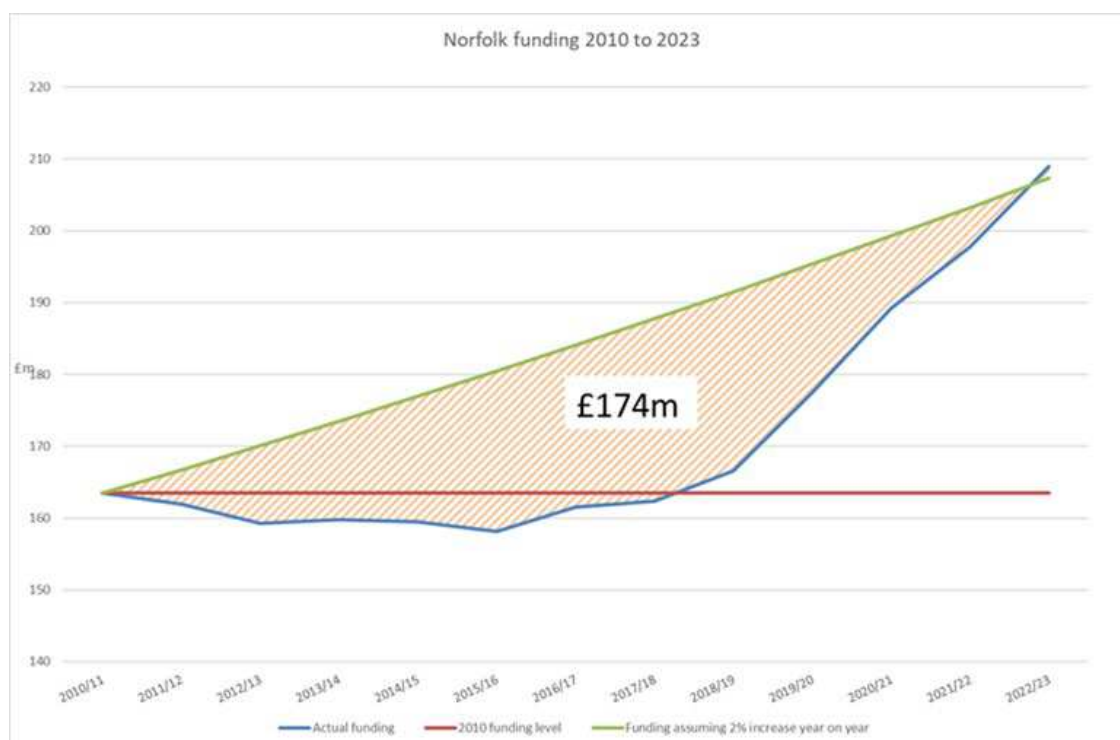
## Section 1: Background

- 1.1 The decision on the level of the precept/council tax, the Revenue Budget and Capital Programme needs to be seen in the context of the funding envelope (the total of the precept and government grants), and the pressures on the policing service, for example the changing nature of crime increasing demand and more complex investigations.
- 1.2 This year has also seen significant unavoidable cost pressures resulting from the highest rate of inflation for 40 years, and the resulting pressure this has put on pay settlements for both police officers and police staff. This has put police budgets under significant strain and will continue to impact over the period of the medium-term financial plan (MTFP).
- 1.3 This report sets out the impact of the cost pressures, the grant settlement, the approach to generating savings, and the precept recommendation. All of these are required as a coherent strategy to balance the budget.
- 1.4 The budget setting process and the MTFP takes the priorities contained within the Police, Crime and Community Safety Plan (PCCSP) 2022-2024 into account. The PCCSP has six pillars and is underpinned by prudent budgeting and financial planning alongside ethics and standards in policing. Sustain Norfolk Constabulary is one of the pillars and this includes gaining best value from Constabulary and OPCCN funding.
- 1.5 The PCC has been involved with the budget setting process during the course of the year with regular briefings on the financial position and the Outcome Based budgeting process (OBB). These sessions enabled the PCC to explore several options and the impact of potential financial decisions. The precept decision was drawn out of this process.
- 1.6 The decision on precept must also be seen, not as a one-off decision in relation to next year, but as part of a strategy in relation to the changing demands on policing and police budgets over the medium to long-term. That position is even more relevant this year, with the highest level of inflation for 40 years, and the Autumn Statement from the Chancellor on 17<sup>th</sup> November. With the economic picture remaining volatile and uncertain, and with significant unavoidable cost pressures foreseeable for the medium-term, a precept strategy that helps Sustain Norfolk Constabulary is required.
- 1.7 The precept options and budget proposals within this report are made within the context of a rolling four year strategic and financial planning cycle. The figures contained within the strategy are based upon current information and the stated assumptions.
- 1.8 In accordance with the requirements of the Police and Crime Panel (Precepts and Chief Constable Appointments) Regulations 2012, a precept is proposed for 2023/24.



## Section 2: The Funding Context

- 2.1 Public sector funding has been constrained since 2010 and that has been no different for the police service. In the graph below, the blue line shows the amount of cash received by Norfolk Constabulary from the main Home Office grant, precept from households in Norfolk, plus all specific grants. Cash levels only exceeded those of 2010/11 for the first time in 2018/19. The green line represents the amount of money the force would have received if their grants and precept had risen broadly in line with inflation of 2% each year.
- 2.2 This shows that the force has absorbed c£174m of inflation over that time. When you add the impact of other statutory and legislative changes that have increased costs to the organisation (e.g. increases to National Insurance, Pensions and Insurance tax) that amount to around £10m a year, and further add in the changing nature of crime that requires more expensive investigations and more kit and equipment with an annual refresh of around £4m a year it can be seen the pressure on annual budgets has been even more significant.
- 2.3 It should be noted, that within this context, Norfolk Constabulary has once again been judged as **Outstanding** for Good Use of Resources by His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS). This assesses how efficiently the force uses the finite funds it receives, and how well the force understands the demands placed upon it both now and in the future.
- 2.3 Every year, cashable savings and efficiencies have been identified. The savings help to finance the demand pressures, cover inflation costs and balance the budget. By the 31<sup>st</sup> March 2023 the Constabulary will have made savings of over £42.4m from their annual budgets.



## **Section 3: Unavoidable cost pressures**

### **Impact of Inflation and the Autumn Statement**

- 3.0 Globally, economies around the world had suffered as a result of the Covid 19 pandemic, and coupled with the exit from the European Union there has been increased disruption to supply chains and increases in costs. This has been compounded since March 2022 with the conflict in Ukraine that has resulted in surging energy prices and unprecedented increases in inflation. As a consequence, in order to get inflation under control, the Bank of England has increased interest rates to their highest levels since 2008, and this has increased the cost of borrowing.
- 3.1 In the Spending Review 2021 (SR21), inflation was forecast to be 4%, 2.6%, 2.1% and 2% respectively for each year from 2022/23 onwards. In October 2022 the rate of inflation was running at 11.1% significantly higher than the 4% forecast. As a number of the constabulary contracts were at fixed rates, and not subject to inflationary increases from the start of the year, coupled with longer lead in times for some high-cost items (e.g. vehicles and ICT kit and equipment), the constabulary has broadly been able to manage within the inflation allocation set in the last budget report. However, the pressure going into 2023/24 is much higher than in the last MTFP at £2m compared to £1m.
- 3.2 With inflation running at much higher levels than anticipated ahead of the conflict in Ukraine, there has been increased pressure on pay settlements. The outcome of the police officer and police staff pay awards was a 5% increase overall with a gross cost pressure of £5m in 2022/23. Set against inflation of over 11% it is expected that higher than previously planned for pay settlements will arise in 2023/24 and the report assumes a 3.0% increase, with a cost pressure of £11.6m (being the full-year impact of the 2022/23 award rolling into 2023/24 as well as the forecast 2023/24 award from 1<sup>st</sup> September 2023). This is set against an increase in government funding of £1.9m (1.75%) and more detail is given on this later in the report.
- 3.3 As part of the Chancellor's Autumn Budget on 17<sup>th</sup> November 2022, he confirmed that central government departmental budgets (including that of the Home Office) "will be maintained at least in line with the budgets set at the Spending Review 21." While this is welcome compared to any reduction against the SR21 budgets, as outlined in the previous two paragraphs, the levels of inflation and pay increases are much higher than those anticipated in SR21. The resulting funding impact for Norfolk PCC and Constabulary is set out in the rest of this document.

### **Rising and Changing Demand for the Constabulary**

- 3.4 Whilst Norfolk remains a very safe county, the Constabulary is dealing with continuing increases in reports of domestic abuse, rape and serious sexual offences, adult and child abuse and allegations of cyber enabled fraud. These are some of the most complex and demanding investigations the service has to undertake, and they require a highly skilled workforce. Norfolk has seen year-on-year increases in serious sexual offences (13.5%) and violence (5.9% increase in GBH and 6.7% increase in ABH). Domestic abuse crimes have stabilised with a slight decrease (2.3%). However, the constabulary still recorded over 13,500 domestic related

crimes which make up 20% of crimes recorded by the force<sup>[1]</sup>. Nearly all of these areas of increasing demand relate to crimes that occur behind closed doors and in family settings. They require sensitive investigation, but the Constabulary has a determination to identify these offences and bring offenders to justice.

- 3.5 Summer demand in 2022 continued the same trend seen in 2021 where it the seasonal surge started earlier than normal (mid-May) and remained at similar levels through to the end of October (a pre-pandemic summer demand period usually starts in June and finishes early September). The Constabulary had to manage the increase in complex criminality such as domestic abuse and stalking and harassment, alongside the additional expected demand the county experiences over the summer months.
- 3.6 On average, 330 999 calls are being received a day<sup>[2]</sup>. This is 13% higher than the 999 demand last year and equates to 13,700 extra calls a year. The number of calls received into the switchboard (101 service) for the last 12 months to November 2022 has stabilised with a slight reduction by 3% compared to the same time period last year. This equates to 7,000 fewer calls a year. Despite the reduction, 239,000 101 calls were still made to the police over the last 12 months. Whilst the pandemic altered demand significantly, the Constabulary has invested in improved website services and switchboard functions. The Local Policing Delivery Unit (internal continuous improvement team) continue to be engaged in the demand management review with a focus on the Contact and Control Room and the management of volume crime.
- 3.7 The National Uplift Programme continues with police officers being deployed in areas of highest demand. In addition to the County Lines team that was set up last year, a new Community Policing Team went operational in December 2021. The team supports local policing through, high visibility patrols, the management of problem-solving plans and assisting with engagement events and other community initiatives. The team compliments the work being done by neighbourhood teams to manage demand in the community and, working with partners, find long-lasting solutions to the problems identified in local areas. Since April 2022 the team have conducted 230 deployments totalling over 1600 officer hours focussed on engagement and visible policing.
- 3.8 The completion and opening of Broadland Police Station, the sister station to Swaffham, this year brings to an end the Norfolk 2020 programme. This brand-new police station has been completed in Broadland which brings the detectives back together, providing first class facilities and allowing the innovative new role of Police Digital Investigator to work alongside detectives. The vast majority of investigations have an element of digital investigations, from mobile phones, to home technology, and working with this technical material requires a unique skillset. In addition, the delivery of this major station, with teams from across the county combining, will allow the wider estate to be rationalised, delivering around £14m of savings over a 40 year period.
- 3.9 With the increase in demand of complex investigations, developing the capability of the workforce is an organisational priority. The constabulary has also made significant investment to get ready for the introduction of the Police Education

<sup>[1]</sup> Percentages taken from the National Police and Crime Measures dashboard

<sup>[2]</sup> Data taken from the call trend data presented to the Chief Officers at the Horizon day in November 2021

Qualification Framework (PEQF) and the Police Constable Degree Apprenticeship (PCDA) that will see benefits delivered in terms of equipping students with increased levels of skills before they start their careers. The PEQF programme started in April 2022 and over 100 officers have now embarked on this course.

### **Other service pressures**

- 3.10 As part of the strategic planning process a key document, the Force Management Statement (FMS) is used to help assess all areas of the constabularies operating model. The FMS has a look at the current and future demand for those business areas and how well current capacity and capabilities are able to meet that demand.
- 3.11 This process helps the constabulary understand the risk of making savings in any given service area, and also to understand where there are critical risk areas that need further investment.
- 3.12 Following the pandemic, and the adverse impact this had on court backlogs, the constabulary has needed to put additional resources in place to give support to the growing numbers of victims and witnesses that are waiting to go through the court process. This is an important and sensitive area of work and a service that helps keep as many victims and witnesses engaged in the process as possible.
- 3.13 The FMS is also showing increased operational demand in respect of dealing with cases of domestic abuse and managing sex offenders and resources need to be focussed into these areas. In the traditional back-office space, mainly as a result of the expanding workforce, there is also increasing pressure on the Professional Standards Department (including vetting) as well as the Human Resources and ICT teams and again these areas need further investment over the medium-term.
- 3.14 There are also a growing number of additional national regulatory requirements placed on the constabulary that eat into other productivity gains. For example, the requirement from the Forensic Services Regulator that all police forces must achieve a specific level of accreditation and comply with FSR Codes of practice. While the force understands why the requirement has been introduced, this has been a significant task requiring investment in terms of time and money and the cost and time of maintaining accreditation continues to put pressure on force resources.
- 3.15 Similarly, as the College of Policing update Approved Professional Practice across different policing functions, additional costs can emerge that forces then have to absorb as there is no additional funding for these types of requirements. These pressures mean that efficiency gains cannot be fully realised and have to be directed to these areas.

### **Maintaining investment in modernising technology**

- 3.16 To remain as efficient as possible, the Constabulary needs to continue to invest in and refresh technology that keeps the policing model fit-for-purpose and able to meet increasing demand and the changing nature of crime and support the PCCs key pillar of Sustain Norfolk Constabulary. It is also important to invest in modern enabling technology that help support the drive for increased productivity and efficiency.

Examples include but are not limited to technology to download content from mobile phones, improved capabilities to communicate with the public, body worn video, mobile devices, automatic number plate recognition (ANPR).

- 3.17 These assets then need replacing every 3 to 5 years. The capital programme therefore includes the routine refresh of this growing ICT / digital estate as well as the increasing investment in infrastructure e.g. in networks and servers to deal with the growth in requirements for investigating, transferring and storing large volumes of digital data. The investment for 2023/24 is £6.6m, including £3.9m of refreshing equipment, and up to £2.7m of provision for new projects, kit and technologies.
- 3.18 There are also a number of key developments coming through national police ICT programmes (known as the National Enabling Programme) that the force is required to adopt and do incur costs. These include required investments in Microsoft Office 365; National Law Enforcement Data Service; Home Office Biometrics and others.
- 3.19 A significant cost within the Capital Programme is the inclusion of the Emergency Services Network (ESN) rollout. This is the replacement for the ageing Airwave system (i.e. the push-to-talk radio communications for officers). The ESN programme is technically complex and nationally the programme has had a number of delays and the programme has been pushed back in our plans compared to last year's assumption. As a result, in the last year of the plan £2.5m of the expected £5m of costs is profiled in the plans. This is a significant cost that as it stands will have to be met by force budgets / reserves.
- 3.20 The government previously provided for a capital grant of over £1m but has gradually reduced and now finally removed the grant in its entirety. This has resulted in the force needing to replace that £1m of capital funding annually from increased revenue or reserve contributions.
- 3.21 The investment in kit and equipment (outlined in the capital programme and Appendix E), initially charged to capital account, is significant and has ultimately to be funded from the revenue budget. Norfolk Constabulary is committed to the drive to improve efficiency and productivity of the force.

### **Pensions related costs and risks**

- 3.22 There are a number of pension related cost pressures and future risks that are outside of constabulary control.
- 3.23 The Police Officer Pension Schemes are "unfunded". This means they are not backed by assets such as shares or other investments in the way the staff Local Government Pension Scheme is, rather they are 'pay as you go' schemes.
- 3.24 In simple terms, current officers pay pension contributions, and these are collected and paid to retired officers as benefits. The amount collected from current officers is not enough to meet the requirement for retired officer benefits and this leaves a "gap".
- 3.25 Until 2015/16 the His Majesty's Treasury (HMT) fully funded this "gap" by funding employer contributions through the main police grant, and by providing an additional top-up grant. Therefore, there was no funding required from precept. Since 2015/16 the Treasury has passed an increasing element of this gap on to PCCs, by increasing

employer contributions by 9.7% without providing any additional funding for this increase (equating to about £7m cost pressure for Norfolk).

- 3.26 To relieve an element of this pressure HMT provide a grant to Norfolk of £1.565m. This grant has been rolled over for the last 4 years and is now expected to be maintained at this level for the life of the plan.
- 3.27 There are current risks in terms of pensions that may result in additional costs in the future. This includes additional cost pressures resulting from legal cases (McCloud and Sargeant Judgement, and the Aarons, Roderick & Slade cases) against government (and forces) following police pension scheme reforms put in place in by government in 2015. Complex pension remedy arrangements are now being put in place by government and all police forces and will cost the policing sector millions of pounds. The Home Office has settled the injury to feelings claims in the Aarons cases on behalf of the forces and itself. Other similar cases remain open but it is hoped that if settlement is required, the Home Office will again pick these costs up.
- 3.28 Another area of risk relates to the HMT consultation on the discount rate methodology for Public Service Pensions. The discount rate is a technical pensions issue, but one that has significant potential impact on the required employer contribution rate and could increase the contribution forces are required to fund in line with the paragraphs above. In theory, this could run into millions of pounds for each force. Clearly, such an increase would make the ongoing sustainability of the Uplift programme impossible and would therefore be at odds with government policy and mitigations are expected but not certain.

### **Rising and Changing Demand for the PCC**

- 3.29 Both the aftermath of the pandemic and a new phase of austerity have created difficult and challenging times for many and additional external funding income for the 2022/23 financial year has yet again reduced strain and impact on core Commissioning, Ministry of Justice, and Community Safety Budgets and offset some costs. The additional income is due to the success in securing external funding through bid processes. The OPCCN has secured an additional £1.020m of funding.
- 3.30 The result of the first stage of the PCC review by Central Government was released. This included a discussion on the role of a Deputy PCC and a review into the governance of the Fire Service. The second stage has not been fully completed due to the changes in Home Secretary in recent months. However, the current Home Secretary has stated publicly her wish to see the work completed and the relevant legislation in place. This will involve Criminal Justice Board changes and potentially other public services being supported by the PCC.
- 3.31 The Norfolk devolution deal has been signed by Norfolk County Council. However, there are still necessary governance processes to be completed, at the time of writing this report. The PCC continues to engage with the County Council on progress.
- 3.32 The OPCCN budget does not take account of any of these potential changes but is looking to assess resource need during 2023/24 as government policy becomes clearer.

## Summary of all unavoidable cost pressures

- 3.33 It is clear that challenging times continue in the medium-term due to the requirement to fund pay and non-pay inflation, tackle increasing demand on policing, and the increasing complexity and cost of investigations, and manage pressures from other local, regional and national programmes and statutory changes. With the government targets on increasing police officer numbers and maintaining them through to at least 2024/25, savings requirements will have to be met from a much smaller proportion of our budget that excludes officer pay. For 2023/24 this was £55m that the constabulary can make savings from compared to the total gross budget of £216m. The challenge to deliver these savings without significantly reducing the service to the communities of Norfolk becomes harder each year.
- 3.34 It is critical therefore, that the plans set out in this report ensure that the budget is not only balanced for 2023/24, but that there is financial resilience in terms of planned spending and reserve levels over the medium-term.

## Section 4: The Strategic Financial Planning Process

- 4.1 To deal with the funding context, and the cost pressures outlined in the section above, it is important that the constabulary has a robust and disciplined strategic financial planning process. Since 2010, in response to the challenging financial situation, the Constabulary has been running a successful Change Programme and annual planning process which will have delivered £42.4m (to 31 March 2023) since its inception. A significant element of that programme has been delivered through collaboration with Suffolk Constabulary.
- 4.2 Norfolk and Suffolk use a process that is underpinned using the Force Management Statements (FMS), and then applying Outcome Based Budgeting (OBB) principles. The FMS is a strategic document that examines current and future demand, and potential future asset shortfalls, and the resultant potential risks for the services provided by Norfolk Constabulary.
- 4.3 OBB is a method for aligning budgets to demand, performance, outcomes and priorities. This approach analyses the spending of the entire Force. This information is then lined up against the priorities and demands of the FMS and Police and Crime Plan. This allows projects to be developed to target areas that can be made more efficient, as well as reviewing areas requiring more investment.
- 4.4 As a result of this process, His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) rated Norfolk as **Outstanding** in terms of Good Use of Resources (the top rating achievable) in the force's recent Police Effectiveness, Efficiency and Legitimacy (PEEL) inspection.
- 4.5 The 2023/24 joint (Norfolk and Suffolk) strategic financial planning process for 2023/24 has been on-going over recent months in accordance with an agreed timetable. Chief Officers and their Heads of Department were set a savings target. During the summer they presented savings and investment proposals, and these were modelled against the impact on budgets and outcomes. These outcomes were then reviewed by a Joint Chief Officer Panel against the OBB principles / FMS priorities and decisions were made about limiting growth and increasing savings.

- 4.6 These outputs were then presented to the Chief Constables, and further refined after these sessions. The outcomes of the constabulary process were presented to the PCC and a series of sessions were held to model several scenarios. Following the outcome of the Autumn Statement, and then the force settlement itself, the process concluded with agreement on Norfolk only budgets, the agreement of joint budgets, costs and savings arising from the process to be included in spending plans.
- 4.7 The 3-year Spending Review in 2021 (SR21) provided an indicative settlement for that period of time, allowing for an improved planning horizon. The Autumn Statement confirmed SR21 funding levels, but as noted elsewhere in this report inflation and pressure on pay settlements is much higher than anticipated in SR21.
- 4.8 Alongside the drive for increasing productivity and efficiency, it is clear that the Constabulary Change Programme will need to be sustained over the medium-term so that efficiency gains can be driven out to help contribute to the funding of inflation and other cost pressures. The Programme will need to be delivered in a timely fashion to ensure budgets are balanced and reserves levels are kept within proportionate levels in accordance with the Reserve Strategy.
- 4.9 As part of the Change Programme, and jointly with Suffolk, thematic and cross cutting initiatives are being developed around process maturity, exploitation of existing technology, and investments in new technologies (e.g., automation) to lever out cashable and non-cashable efficiencies over the life of the plan.
- 4.10 The OPCCN has continued to undertake a review of its budgets. The budget must cover inflationary pressures, including pay awards, and to ensure that the staffing levels and the non-pay budget for 2023/24 enables the PCC to discharge his duties. This budget will support the PCC and the office in delivering the Police, Crime and Community Safety Plan. The total budget is £2.590m. The OPCCN core budget (excluding commissioning services and the PCC costs) is £1.445m for 2023/24.
- 4.11 The PCC is still waiting on the outcome of the PCC review that may require new legislation. If this involves transfer of services, it is hoped that funding will accompany any changes. However, a budget had been included for a deputy PCC in future years in the MTFP to ensure this part of new regulation can be implemented once set out in statute. This has been moved into the next PCC period from May 2024 rather than include in this reporting period as legislation is unlikely to be in force by then.
- 4.12 After several key national issues in the year there is more demand for preventative services, and funding bids submitted by the Commissioning team have for a further year increased the grant funding into the OPCCN as follows: -



Fund	District	2022/23
MOJ - DA/SV Fund - Victim Support	All	185,727.50
IDVA/ISVA National Fund	All	79,350.00
IDVA/ISVA National Fund - EOI	All	172,113.00
IDVA/ISVA National Fund - EOI	All	12,015.00
Sexual Violence Fund	All	104,200.00
Core 1 Year Formula Based Funding Uplift	All	91,832.88
NIDAS Partnership funding	All	249,500.00
Public Health - Wonder +	All	45,000.00
Public Health - Pathway Out	All	30,000.00
Serious Violence Duty		30,174.66
Prevent project		20,000.00
<b>TOTAL SECURED</b>		<b>1,019,913.04</b>

\*

*\*Funds held by Home Office*

- 4.13 The Police, Crime and Community Safety Plan has the new Commissioning Strategy sitting alongside and funding will be utilised from external funding and the reserves to deliver its objectives over the life of the plan.

### **Capital Programme and Financing 2023/27**

- 4.14 The capital programme is a key element of the strategic and financial planning process. As highlighted over the last few years, due to funding constraints, the impact of capital spending, particularly the investment in “short-life” assets, has a significant impact on the revenue budget and will continue to do so over this medium-term plan. The capital strategy (Appendix D) gives more detail on the approach to setting the capital programme.
- 4.15 The revenue impact for long-term estates assets is spread over the years through the Minimum Revenue Provision (MRP) mechanism. Norfolk has previously used internal cash to fund estates spending, delaying external borrowing and the consequent interest payments.
- 4.16 As flagged over recent budget reports, as the estate continues to be modernised in line with the Estates Strategy, additional external borrowing has been required and interest payments have started to be made. This borrowing remains affordable and more details are in Appendix G. It should be noted that the investment in the Estates

Strategy will enable the rationalisation of the estate, including the disposal of some buildings, and the exit from remaining leased properties. This coupled with the Modern Workplace Programme (with some of the workforce formally moving to home and hybrid working) will result in savings of c£14m to the force over 40 years resulting in significant savings over the life of that investment.

- 4.17 It is not prudent to borrow for short-life assets. These should be funded from capital receipts, reserves allocated to fund capital schemes, or revenue budget contributions.
- 4.18 Funding constraints, and limitations on the availability of capital receipts over time, have meant there has been an increased reliance on reserves to fund short-life assets over the last few years. To continue to fund the replacement programme over the medium-term and beyond, to protect reserve levels, and to mitigate the pressure to borrow, additional revenue budget has been required to be dedicated to the funding of short-life assets and this has been increased year on year. This issue is expanded further in the review of adequacy of reserves later in this report as well as the Capital and Reserves Strategies (see Appendices D and F).
- 4.19 The proposed capital programme has been updated to 2026/27 and is set out in detail at Appendix E. The revenue consequences of the proposed capital programme have been fully taken-into-account in preparing the MTFP.
- 4.20 Key aspects of the programme are outlined below:
- Capital costs for ICT include an improved programme of equipment replacement and updating of the technology infrastructure.
  - Projects to help modernise the Force are set out in the capital programme including continuing to invest in efficiency enabling technology, both hardware and software, as the Constabulary embraces the rapid advance of digital solutions including the need to move and store significant amounts of data.
  - Building schemes include the one-off costs incurred in relation to the disposal of estate infrastructure that is either too large or not fit for purpose, and replacement with buildings that better meet operational needs and service requirements and cost less to maintain.
  - Capital costs for fleet are for replacement vehicles and the equipment used to service them.

## **Section 5: Impact of the Grant Settlement**

- 5.1 In recent years government has only issued one-year funding settlements for PCCs, and force-by-force provisional detailed grant announcements are normally made in December for funding commencing the following April. This creates a challenging planning environment.
- 5.2 Last year, the then Chancellor announced a 3-year spending review known as SR21, and the new Chancellor confirmed that central government departmental spending would be at least maintained at SR21 levels.

- 5.3 The detailed force-by-force announcement was made on 13<sup>th</sup> December 2022 and at this point only provides the detailed provisional funding for 2023/24. The Policing Minister's Written Ministerial Statement provides detail about Norfolk's increased share of grant funding and this equates to £1.9m (see the table below). This funding needs to cover the cost of the Uplift officers, plus funding for the middle and back office functions that are required to support the growing front line, as well as providing for the kit, equipment and estates provision that the officers need.
- 5.4 The table below provides a comparison between the 2023/24 grant settlement and 2022/23 figures.

	2022/23	2023/24	Variance	
	£000	£000	£000	%
Police Core Grant	96,298	96,632	334	0.34%
Ringfenced Grant (Uplift)	1,510	3,076	1,566	103.71%
Legacy Council Tax Grants	9,305	9,305	0	0%
Pensions Grant	1,565	1,565	0	0%
<b>Total all Grants</b>	<b>108,678</b>	<b>110,578</b>	<b>1,900</b>	<b>1.75%</b>

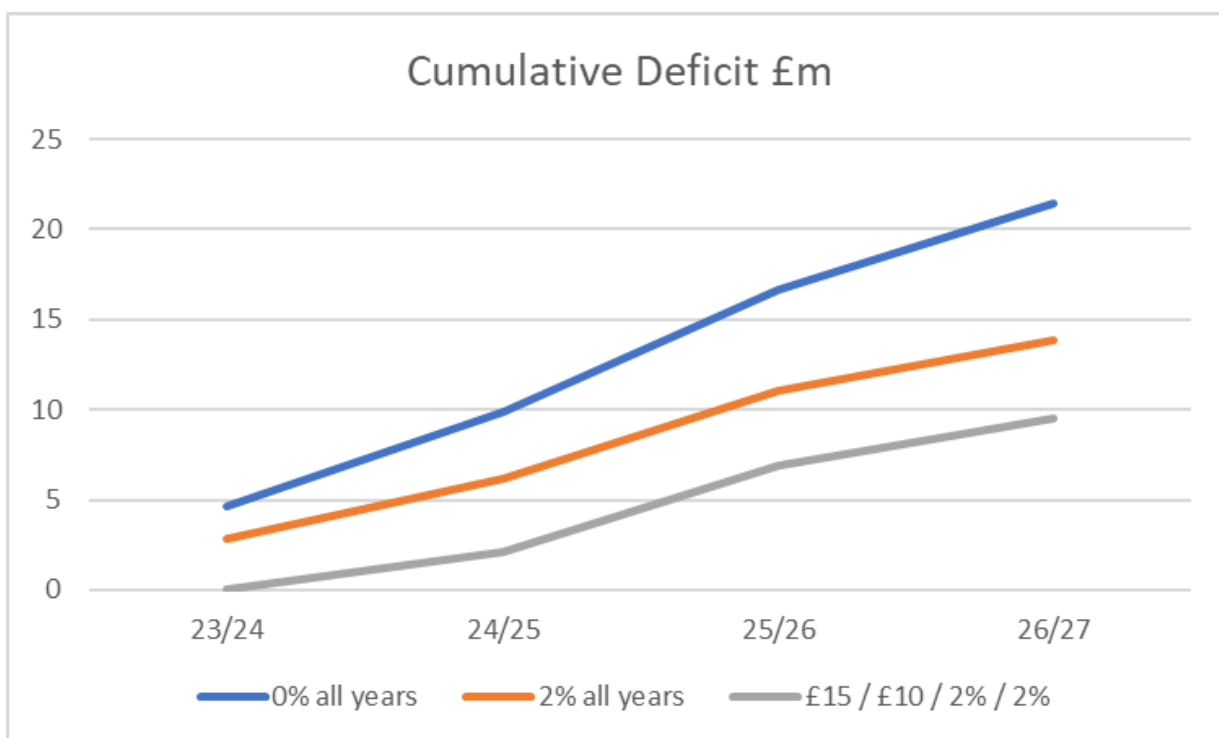
- 5.5 The Written Ministerial Statement that set out the provisional settlement for forces also outlined a number of policing priorities. These include improvements of outcomes for victims of rape and serious sexual assault, tackling organised crime, drugs supply, and other high harm offences. The PCC and Chief Constable are committed to supporting these priorities, and the proposals included in this report are consistent with those aims and relevant to local needs.
- 5.6 In the statement the government is also clear that policing must continue to focus on improving efficiency and productivity, so that it can be shown to local communities that forces are getting the most out of the increases in funding. This report outlines continued investment in improving efficiency, productivity and outcomes. This is achieved through the delivery of the savings programme, the updated capital programme, and the move to spend on efficiency and productivity initiatives.
- 5.7 The Minister of State for Crime, Policing and Fire outlined an updated precept limit for 2023/24: "To ensure that policing are able to balance budgets and deliver on key priorities, we have gone even further by providing an additional £5 on top of the £10 precept limit agreed at SR21".

There has been no change announced for 2024/25 precept limit over and above what was outlined in SR21 and therefore, this report includes, for modelling purposes, £9.99 precept increase for year two of the medium-term plan. As precept limits are not known for 2025/26 and 2026/27 the plan models a 2% increase for those years. Precept for each of the future years of the plan will be subject to public consultation as required by statute.

- 5.8 As part of the Spending Review 2021, the funding position was outlined for the 3 years that SR21 covered. Since then, a number of factors have changed the economic landscape, but the Chancellor has committed to the figures outlined in SR21 as a minimum for central government departments. This budget report

therefore includes informed assumptions about grant levels in 2024/25 but that will not be confirmed until December 2023. From a prudent basis, the last two years of the plan assumes “cash flat” central grant funding.

- 5.9 Informed and prudent assumptions have therefore been included in future years, and due to the impact of inflation (including an assumption of 3.0% pay rise in 2023/24 and 2% thereafter) and the full year impact of cost pressures, efficiency savings are required in each year of the plan.
- 5.10 It should be noted that on current assumptions, even with a precept of £14.94 for 23/24 there is still a significant cumulative deficit projected over the medium-term (yellow line) rising to close to £10m by 2026/27. Modelling figures without £14.94 precept (orange and blue lines), the table shows below that not only would the constabulary struggle to balance its budget for 2023/24, the cumulative deficit by the end of the plan rises to anywhere between £14m to £21m depending on the modelled precept levels.



- 5.11 In terms of addressing any such deficits depending on precept decision levels now and in the future, contingency plans would need to be made to understand how costs could be reduced to meet any deficit, while at the same time working with the Home Office to secure positive settlement outcomes in the future.

### Grant damping and the Police Funding Formula

- 5.12 A review of the Police Funding Formula is underway and is due to make recommendations to the Home Office in 2023 for potential application in a new parliamentary term. As a result, there were no changes to grant damping for 2023/24.

## Section 6: The Precept Option 2023/24

6.1 In light of all the information set out in this report, the context, unavoidable cost pressures and grant settlement the table below summarises the budget and forecast for the option on which the PCC consulted. Full details are in Appendix B.

<b>MEDIUM TERM FINANCIAL PLAN - 4 YEAR OVERVIEW - NORFOLK - £14.94 (5.19%) precept increase 2023/24</b>					
<b>£9.99 (3.30%) 2024/25 included for modelling purposes</b>					
<b>2% assumed for 2025/26 (£6.21) and 2026/27 (£6.30)</b>					
	Line	Budget 2023/24	Forecast 2024/25	Forecast 2025/26	Forecast 2026/27
		£000	£000	£000	£000
<b>REVENUE FUNDING</b>					
Home Office Grant	1	(96,632)	(98,327)	(98,327)	(98,327)
Legacy Council Tax Grants	2	(9,305)	(9,305)	(9,305)	(9,305)
Precept Income	3	(93,917)	(97,611)	(100,544)	(103,554)
<b>TOTAL FUNDING</b>	<b>4</b>	<b>(199,854)</b>	<b>(205,242)</b>	<b>(208,175)</b>	<b>(211,185)</b>
<b>BASE REVENUE BUDGET INCLUDING INFLATION:</b>					
Total Revenue Expenditure before savings	5	220,225	225,663	230,071	234,557
Revenue Funding of Capital Expenditure	6	3,745	3,745	3,745	3,745
Total Revenue Income inc Specific Grants	7	(23,554)	(23,702)	(20,768)	(19,933)
<b>NET REVENUE BUDGET BEFORE KNOWN CHANGES AND SAVINGS</b>	<b>8</b>	<b>200,415</b>	<b>205,706</b>	<b>213,049</b>	<b>218,369</b>
<b>DEFICIT / (SURPLUS) BEFORE KNOWN CHANGES</b>					
	9	<b>561</b>	<b>464</b>	<b>4,874</b>	<b>7,184</b>
<b>Known / Expected Changes</b>	10	5,371	4,859	6,090	8,929
<b>Planned use of reserves</b>	11	(2,795)	(497)	(1,375)	(3,856)
<b>REVENUE DEFICIT BEFORE SAVINGS</b>	<b>12</b>	<b>3,137</b>	<b>4,827</b>	<b>9,590</b>	<b>12,258</b>
<b>Change Programme Savings</b>	13	(3,137)	(2,738)	(2,738)	(2,738)
<b>Surplus / (Savings to be identified)</b>	14	(0)	(2,088)	(6,852)	(9,520)
<b>Total Cumulative Permanent Savings</b>	<b>15</b>	<b>(3,137)</b>	<b>(4,826)</b>	<b>(9,590)</b>	<b>(12,258)</b>
<b>REVENUE DEFICIT/(SURPLUS) AFTER SAVINGS</b>	<b>16</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

6.2 The Police, Crime and Community Safety Plan for Norfolk gives strategic direction for policing in the county. The plan was launched after public and stakeholder consultation and is based upon six pillars as being the key areas on which the communities of Norfolk wanted police activity to be focussed. The first pillar is to 'Sustain Norfolk Constabulary' and this needs to be achieved through robust strategic, financial and organisational planning over a medium-term period.

6.3 The public's expectations and demands on the police are growing and policing simply cannot compromise.

- Control Room staff must be there at the end of a phone
- Officers must respond to emergencies
- Officers must be able to arrest and bring offenders to justice
- Officers must offer a reassuring voice to victims
- Officers need to engage communities to become aware of issues and concerns
- The public want to see more visible policing

6.4 The policing family is bigger than the officers on the front line – it takes a range of different services to support them including police staff, members of the Special

Constabulary and other vital volunteers. The constabulary needs police vehicles, buildings and professionals with specialist knowledge in areas such as forensics. Officers need to continually develop their knowledge and skills and require the right training facilities to do this.

- 6.5 The PCC has discussed with the Chief Constable every possibility to save money across current staffing capability and activity. The constabulary has an excellent record in using constrained funding efficiently. In their most recent inspection, His Majesty's Inspectorate for Constabularies, Fire and Rescue Services graded Norfolk Constabulary as '**Outstanding**' for their efficient and effective use of resources.
- 6.6 Resources are limited, demand for policing services is growing, and policing cannot compromise. It is in this light, along with the significant pressure from inflation as outlined, that the Police and Crime Commissioner (PCC), following public consultation, is recommending a 5.2% increase to council tax to help maintain the current services provided by Norfolk Constabulary.
- 6.7 In recommending an increase of the precept, the PCC has considered all the other sources of funds available and the constabulary's ability to make further savings before asking the public for their support.
- 6.8 More financial information is shown in Appendix B (ii).
- 6.9 Even allowing for the 5.2% precept funding in 2023/24, significant savings requirements are required from 2024/25 onwards.
- 6.10 Based on the information contained in this report and having taken into account the position and information presented by the Chief Constable, the PCC proposes to raise the policing part of local council tax by 5.2% (22 pence per week at Band B / 29 pence at Band D) in order to help maintain current levels of service and enable your police service to tackle the new challenges they are facing.
- 6.11 As outlined in section 5, the Minister of State for Crime, Policing and Fire outlined an updated precept limit for 2023/24: "To ensure that policing are able to balance budgets and deliver on key priorities, we have gone even further by providing an additional £5 on top of the £10 precept limit agreed at SR21".
- 6.12 As no announcement on precept limits for 2024/25 have been made, this report includes, for modelling purposes, £9.99 precept increase for year two of the medium-term plan (as outlined in SR21). As precept limits are not known for 2025/26 or 2026/27 the plan assumes a 2% increase in each of those years. Precept for each of the future years of the plan will be subject to public consultation as required by statute.

### **Council Tax Income**

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

an overall surplus on the collection fund, with the exception of 2021/22 where the impact of the pandemic on the economy did result in a deficit.

- 6.14 The taxbase has grown by 1.36%. This is forecast to continue at a similar level for the duration of the plan. 65% of properties in Norfolk are in Bands A to C, i.e. below Band D.

## Section 7: Preparing the Medium Term Financial Plan (MTFP)

7.1 The budget and MTFP are constructed as follows: -

- The base 2022/23 budget (funding current activity) is rolled forward and repriced for inflationary pressures. The full year effect of any 2022/23 part year initiatives / change programmes is added. (See the line 'Deficit / Surplus before Known Changes' in the tables in the Executive Summary and in Appendix B).
- Known / Expected Changes are then added. These include the impact of statutory changes (e.g. pension contributions), service developments (other unavoidable base budget pressures), capital financing costs (of the revised capital programme) and finally any growth required as a result of the strategic financial planning process.
- Use of reserves is then considered. Typically, they will be used to finance short-life capital assets (over and above the budget provision), temporary revenue costs and invest to save initiatives.
- This results in a sub total - Revenue Deficit Before Savings
- Finally, the savings identified as part of the planning process are included to balance the budget.

7.2 The MTFP remains consistent. It provides for pay and price increases, growth to meet demand and service pressures, a change programme to make the required efficiencies, and use of reserves to support one off costs, including invest to save measures and the continued investment in modernising technology to help boost productivity, and ensure an efficient and effective police force and OPCC.

7.3 The following financial planning assumptions have been used.

	<b>Budget 2023/24</b>	<b>Forecast 2024/25</b>	<b>Forecast 2025/26</b>	<b>Forecast 2026/27</b>
Police main grant change	0.34%	1.75%	0%	0%
Legacy council tax grants change	0%	0%	0%	0%
Council taxbase change	1.27%	1%	1%	1%
Collection fund surplus	£0.440m	0	0	0
Pay awards - officers	3%	2%	2%	2%
Pay awards - staff	3%	2%	2%	2%
Non-pay inflation (average)	5.2%	3%	2%	2%

7.4 Prudent assumptions have been included for each year of the MTFP as shown above.

- 7.5 It should be noted that assumptions in the table above could change over the period of the medium-term and the impact of these changes can be seen in the sensitivity analysis below.

	Variation	Variation
		£m
Main Government grants	1.0%	0.963
Legacy council tax grants	1.0%	0.093
Tax base increase	1.0%	0.878
Precept	1.0%	0.878
Pay awards officers (full year impact)	1.0%	1.122
Pay awards staff (full year impact)	1.0%	0.554
Non-pay inflation	1.0%	0.433

## Section 8: Statutory Assurances and Strategies

### Robustness of the Budget

- 8.1 The integrated financial planning model provides the high-level financial data that is used to generate the annual revenue and capital budgets, all of which are reconciled to control totals.
- 8.2 The comprehensive Service and Financial Planning process has resulted in the development of the various savings proposals and programmes. This has involved Chief Officers, Finance, and the Programme Management Office (PMO) from both Norfolk and Suffolk Constabularies, maintaining financial clarity and consistency in financial plans.
- 8.3 Whilst there are always risks to delivering savings, controls will be maintained to ensure that the budgeted levels of savings are achieved as a minimum. Identified savings will be removed from budgets prior to allocation at the start of the financial year. The progress of delivering the savings is monitored through the Strategic Planning and Monitoring Board that is chaired by the Deputy Chief Constables from Norfolk and Suffolk and includes the Assistant Chief Officers from both forces (the Chief Constables Chief Finance Officers). Progress is reported monthly through the budget monitoring reports to the PCC and PCC Chief Finance Officer.

### Collaboration and the Change Programme

- 8.4 Norfolk and Suffolk Constabularies have been collaborating for over a decade. In the period to 2022/23, a large number of business cases have been implemented and total savings of £46.6m (£22.6m Suffolk and £24m Norfolk) have been found from collaboration.
- 8.5 The “joint” services budget is now over 1/3<sup>rd</sup> of the combined budget of both forces and stands at over £122m.



## Norfolk and Suffolk Collaboration 2022/23 Budget



- 8.6 As part of the Service and Financial Planning process for 2023/24, savings have been identified from collaborative units and Norfolk only units (Norfolk's share is £3.1m). These have been assessed in terms of risks and impact on outcomes using the OBB model.
- 8.7 The forecast phasing for realising the savings is set out in Appendix B (iii).

### Blue Light Collaboration

- 8.8 Norfolk Constabulary and Norfolk Fire and Rescue Service continue to strengthen their working relationship and the Fire Control Room has moved in alongside the Police Control Room in addition to the Fire Service HQ also being located at the Wymondham site. In addition, there are shared premises at Downham Market, Holt, Reepham, Sheringham and King's Lynn. Further work is ongoing to share premises for Local Beat Officers at Acle, Loddon and Sprowston during 2023 as the constabulary rationalises its estate.

The constabulary also shares premises with the East of England Ambulance Service at Attleborough, Aylsham, Earlham, Hunstanton, Long Stratton and currently Sprowston. The ambulance base at Sprowston is due to move to the new Broadland Police Station in early 2023.

### Regional Collaboration

- 8.9 The PCCs and Chief Constables (CC) for the 6 police areas in the East of England together with the CC and PCC for Kent have developed a 'Seven Force Strategic Network'. The costs of the work are being shared by the 7 Forces. Many streams of work are being pursued and work is focussing on getting the 7 Forces to 'converge' their processes.
- 8.10 The 7 Force Commercial Team has been in place for two years, and following a post implementation review that took place after 12 months, has continued to develop improvements to the way it works across the region including the ongoing development of the 7 Force commercial contractual "pipeline". The strategy is overseen by the Strategic Procurement Governance Board, chaired by one of the PCCs, while the day-to-day running of the service is overseen by the Commercial Executive Board – both boards include the membership of PCC and CC CFOs.

- 8.11 Through the programme, regional projects continue to be delivered including those to bring efficiencies to the Vetting process through automation, and the implementation of a 5 force Digital Asset Management System (DAMS). Other opportunities for further convergence and collaboration will be explored and commissioned on an ongoing basis.
- 8.12 Norfolk is also part of a well-established 10 force consortium for insurance known as the South East and Eastern Regional Police Insurance Consortium (SEERPIC), now in existence for over 20 years. All insurance contracts for the 10 forces are procured through this consortium that is one of the most extensive in policing.

### **Risk and Efficiency**

- 8.13 Risk management is a key consideration for the PCC and the Chief Constable. There is an overall risk management strategy for each corporation sole. Risk management is embedded and is an integral part of the decision-making process in both organisations. Local operational risk registers are in use throughout the Constabulary and the Office of the PCC (OPCC) and significant risks are reported to the executive levels through the relevant Strategic Risk register.
- 8.14 The Chief Constable's Strategic Risk register is updated on an ongoing basis and presented regularly for review to the Command Team. A dedicated risk manager is in place to support the process. The OPCC also maintains a Strategic Risk Register and is discussed at its senior leadership team meetings. The whole risk management process is monitored by the Joint Audit Committee.
- 8.15 The main risks that may impact upon the delivery of the MTFP and Capital Programme are:
- Reductions in funding either through austerity in terms of government funding, or reductions in taxbase and / or collection fund deficits
  - The impact of inflationary pressures, including pay, on the revenue budget
  - Exceptional demands placed upon the services, particularly in relation to hidden harms, major incidents and support for victims
  - Requirements of new legislation or government directives including the PCC review by Government, and pension related matters
  - Achieving the required outcomes from collaboration with other Forces
  - Ensuring robust accountability and governance
  - Delivering the planned level of savings through robust business cases
  - Maintaining an acceptable level of performance while increasing productivity, efficiency and effectiveness within current funding envelope
  - The impact of the capital programme on the revenue budget.
- 8.16 To manage these risks it is essential that there is a robust monitoring procedure, and action is taken to offset the risks with continuous review processes. This process is undertaken in the Constabulary through the Strategic Planning and Monitoring Board and the Organisational Board both chaired by the Deputy Chief Constables (and with the Chief Constables Chief Finance Officers in attendance), and then reviewed by the Joint Chief Officer Team including the Chief Constables.

- 8.17 The Chief Constable is then held to account by the PCC at the Police Accountability Meeting.

### **Efficiency**

- 8.18 Implicit throughout all financial planning is the need to deliver efficiency and drive out savings. Business cases should, where relevant, identify the Return on Investment. As detailed above, the Constabulary (and policing nationally) will need to continue to evidence its efficiency and effectiveness to improve the prospects of more positive Spending Review outcomes in the future. The external auditor has consistently issued an unqualified value for money (VFM) opinion and the Joint Audit Committee does consider His Majesty's Inspectorate of Constabulary and the Fire Service (HMICFRS) VFM profiles alongside internal audit reports on the control environment.
- 8.19 The PCC and the Chief Constable continue to be committed to investing in and delivering improvements in efficiency, effectiveness and productivity and Sustain Norfolk Constabulary is a key pillar of the PCCs Police, Crime and Community Safety Plan 2022-24.
- 8.20 Over recent years this has included capital investment in Body Worn Video (BWV), mobile devices, automated number plate recognition (ANPR) devices, drone technology and telematics and dashcams – and these capabilities will be refreshed over the period covered by the MTFP. In 2022/23 the force is piloting new and innovative platforms to enable better engagement with some victims of crime and if that pilot is successful then a wider roll-out will take place in 2023/24.
- 8.21 Significant investment has also been made into the Norfolk Estate including the development of two new police stations, one in the west of the county and one in the east, both of which are now fully operational. These new stations not only enable an improved policing model that delivers more efficient and better quality investigations with lower supervision costs, but they also enable c£14m worth of estates savings over a 40 year period through the disposal of sites no longer fit for purpose, and the exit from expensive lease arrangements.
- 8.22 This MTFP also includes provision for funding for Efficiency Initiatives (see Appendix E) including a Process Maturity Programme, Automation projects and a Data Quality project. All funding within these lines will be subject to business cases that need to outline the potential return on investment.
- 8.23 The constabularies are also improving their processes and governance arrangements in respect of benefits development within business cases, benefits tracking and benefits realisation – all of which are crucial to create the culture to drive out productivity improvements at each level of the business.

### **Annual Treasury Management Strategy 2023/24**

- 8.24 Government regulations require the PCC to approve the investment and borrowing strategies and borrowing limits for 2023/24 prior to the start of the financial year. This is incorporated within an over-arching Treasury Management Strategy, which is attached at Appendix G.

## **Compliance with the Prudential Code**

- 8.25 The level of borrowing for the Capital Programme needs to be based on capital investment plans that are affordable, prudent and sustainable and there is a requirement to publish a Capital Strategy. This is included as Appendix D.
- 8.26 Treasury management decisions need to be taken in accordance with best professional practice outlined in a Prudential Code published by the Chartered Institute of Public Finance and Accountancy (CIPFA).
- 8.27 To demonstrate that the objectives of affordability, prudence and sustainability have been achieved, the Prudential Code requires Indicators to be determined by the PCC. These are designed to support and record local decision making and for comparison over time. They are not designed to be comparative performance indicators. Details of the proposed indicators for 2023/24 are provided in Annex 1 to Appendix G. Progress against the indicators will be monitored throughout the year.

## **Minimum Revenue Provision (MRP)**

- 8.28 The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 place a duty on authorities (including PCCs) to make an amount of Minimum Revenue Provision (MRP) each year that is considered to be prudent. The regulations are supported by statutory guidance to which authorities are required to have regard.
- 8.29 MRP is only used where funding of the asset does not use revenue contributions, capital grants or receipts from asset sales. MRP is charged annually against the Revenue Account reflecting the cost of the asset over its life, with the MTFP including the required provision. The MRP Statement is set out in Annex 2 to Appendix G.

## **Adequacy of Reserves**

- 8.30 The Home Office introduced regulations which require PCCs to be completely transparent on the reserves they hold and how they will be used over time. Details of contributions from reserves to fund revenue spending are included in Appendix B (ii) and the projected levels of reserves are detailed in Appendix F Annex 1.
- 8.31 This budget report provides information on all the reserves held and how they will be used. General and earmarked reserves play a vital role in the financial management and financial standing of the PCC. The current policy of the PCC is to maintain the general reserve between 2.5% - 3% of net revenue budget and total reserves at no lower than 6% of net revenue budget as a minimum. Norfolk's total reserves are forecast to reduce from £22.737m (11.74% of budget) as at 31/3/23 to around £14.214m (6.73% of budget) by 31/3/27.
- 8.32 In the previous MTFP through sound financial management the PCC had set aside earmarked reserves to meet future spending needs. This included the inclusion of an efficiency reserve created with the in-year savings in the OPCCN. This is now renamed the Transformation reserve and will be used to realign the OPCC to be able to take on any new responsibilities.

- 8.33 The PCC CFO, in consultation with the CC CFO, has considered the proposed level of reserves and believes that they are adequate for the purposes for which they are intended.

### **Precept Consultation**

- 8.34 The 2023/24 police budget and council tax consultation took the form of a survey - available both online and in hard copy – with people also having the opportunity to submit their views by email, letter or by telephone. There was a comprehensive and countywide supporting programme of public engagement. In total, there were 888 valid responses to the consultation alongside feedback through social media (See Appendix B for Precept consultation communications report) and 1 email into the main OPCCN inbox. There were 25 hard copies of the survey returned during the consultation period.
- 8.35 The results of the police budget and tax 2023/24 consultation show that of the 888 respondents to the survey, a total of 272 respondents strongly agreed with the proposal to raise the precept by 5.2%. A total of 181 respondents agreed with the proposal. This equates to 51% in overall support of a precept increase in contrast to 48% of the total respondents who did not support a precept increase. 6% of respondents said they neither agree nor disagree with the proposal.
- 8.36 For more detail on the consultation please refer to Appendix I.

### **Chief Finance Officer's Section 25 Assurances**

- 8.37 Section 25 of Part 2 of the Local Government Act 2003, as amended by the Police Reform and Social Responsibility Act 2011, places responsibility on the PCC Chief Finance Officer (CFO) to report on the robustness of the budget estimates the adequacy of balances and reserves and issues of risk.
- 8.38 The estimates have been put together by qualified finance staff in the Constabulary's Finance Department, which support the OPCC Chief Finance Officer, and then reviewed by qualified staff within the Office of the PCC.
- 8.39 The biggest area of uncertainty as previously reported is around the cost pressures from inflation and pay increases. The pay for 2023/24, at the time of writing this report, level of increase is unknown with estimates included as per para 5.3. If the additional pay costs exceed what has been forecast, then the gap will have to be funded through either council tax increases and/or additional cost savings.
- 8.40 By themselves, none of the risks and issues outlined in this report are so significant that they could not be managed in isolation. However, collectively they represent a gradual and escalating build-up of financial pressure that will need to be closely monitored during the year and the next iterations of the Reserve Strategy, Capital strategy and MTFP will all be updated accordingly. The Constabulary Chief Officer team and the OPCCN Executive are very experienced at managing the identifiable risks as part of this process and through their respective Strategic Risk Registers.
- 8.41 As outlined throughout this report, the 2023/24 budget, and MTFP has been prepared in a properly controlled and professionally supported process. It has been subject to due consideration within the Constabulary and by the PCC.

- 8.42 The provisional police settlement enables each PCC to increase the police element of council tax by up to £15 a year for a band D equivalent property in 2023/24. If utilised in full, alongside the efficiency savings made by the constabulary and proportionate use of reserves, this would enable the constabulary to maintain current service levels and expected demand in 2023/24 in the face of significant levels of unfunded inflation and pressure on pay settlements.
- 8.43 The PCC is reminded that his responsibility for setting the annual budget and council tax precept for 2023/24 should also take-into-account whether the budget and service plans are relevant, affordable, and sustainable in the longer-term. In doing so, he will need to satisfy himself that services and resource allocation have been appropriately prioritised and that financial risks have been adequately addressed and covered by, for example, reserves, contingencies and risk mitigation plans.
- 8.44 The PCC CFO confirms that all the required statutory assurances can be made.

## **Section 9: Conclusion**

- 9.1 Based on the information contained in this report and having taken into account the position and information presented by the Chief Constable, the PCC proposes to raise the policing part of local council tax by 5.19% (22 pence per week at Band B / 29 pence at Band D) in order to help to maintain the constabulary's current service levels and meet expected demand in 2023/24 in the face of significant levels of unfunded inflation and pressure on pay settlements.

## Police Grant 2023/24

1. The changes in Government funding for 2023/24 are set out in the table below:

	2022/23	2023/24	Variance	
	£000	£000	£000	%
Police Core Grant	96,298	96,632	334	0.34%
Ringfenced Grant (Uplift)	1,510	3,076	1,566	103.71%
Legacy Council Tax Grants	9,305	9,305	0	0%
Pensions Grant	1,565	1,565	0	0%
<b>Total all Grants</b>	<b>108,678</b>	<b>110,578</b>	<b>1,920</b>	<b>1.75%</b>

2. The Legacy Council Tax grants are based on two historic elements. The first element is in respect of a former Council Tax Freeze Grant of £1.4m relating to the decision of the former Police Authority to freeze the Council Tax in 2011/12. The second element relates to the Council Tax Support Grant of £7.9m that has been payable since April 2013 when the Government made significant changes to Council Tax Benefit arrangements.
3. The Home Office has “re-allocated” (top sliced) £1,114m in total from the national grant pot. This funding is used to centrally fund Police Technology Programmes, enhance national policing capabilities, fund crime reduction programmes, and help tackle issues such as tackling exploitation and abuse, serious violence and drugs and county lines as well as fund other arms-length bodies.

## Budget and Medium Term Financial Plan 2023/27

## Increase Council Tax by 5.19% per annum (£14.94)

<b>MEDIUM TERM FINANCIAL PLAN - 4 YEAR OVERVIEW - NORFOLK - £14.94 (5.19%) precept increase 2023/24</b>					
<b>£9.99 (3.30%) 2024/25 included for modelling purposes</b>		<b>Budget</b>	<b>Forecast</b>	<b>Forecast</b>	<b>Forecast</b>
<b>2% assumed for 2025/26 (£6.21) and 2026/27 (£6.30)</b>		<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>
	<b>Line</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>REVENUE FUNDING</b>					
Home Office Grant	1	(96,632)	(98,327)	(98,327)	(98,327)
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Total Revenue Expenditure before savings	5	220,225	225,663	230,071	234,557
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<b>Known / Expected Changes</b>	<b>10</b>	<b>5,371</b>	<b>4,859</b>	<b>6,090</b>	<b>8,929</b>
<b>Planned use of reserves</b>	<b>11</b>	<b>(2,795)</b>	<b>(497)</b>	<b>(1,375)</b>	<b>(3,856)</b>
<b>REVENUE DEFICIT BEFORE SAVINGS</b>	<b>12</b>	<b>3,137</b>	<b>4,827</b>	<b>9,590</b>	<b>12,258</b>
<b>Change Programme Savings</b>	<b>13</b>	<b>(3,137)</b>	<b>(2,738)</b>	<b>(2,738)</b>	<b>(2,738)</b>
<b>Surplus / (Savings to be identified)</b>	<b>14</b>	<b>(0)</b>	<b>(2,088)</b>	<b>(6,852)</b>	<b>(9,520)</b>
<b>Total Cumulative Permanent Savings</b>	<b>15</b>	<b>(3,137)</b>	<b>(4,826)</b>	<b>(9,590)</b>	<b>(12,258)</b>
<b>REVENUE DEFICIT/(SURPLUS) AFTER SAVINGS</b>	<b>16</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>



## Analysis of Known/Expected Changes

## Appendix B(ii)

PLANNED REVENUE CHANGES 2023/27 - NORFOLK					
	Line	Budget	Forecast	Forecast	Forecast
		2023/24	2024/25	2025/26	2026/27
		£000	£000	£000	£000
<b>STATUTORY CHANGES</b>					
Rent and Housing Allowance Reductions	1	(50)	(100)	(100)	(100)
Variation in Bank Holiday Numbers (9 in 2022/23 then 10, 7, 8, 11)	2	175	(350)	(175)	350
Pension Based Pressures	3		240	240	240
Local Government Pension Scheme	4	(105)	(150)	(150)	(150)
Firearms Licensing Income	5	96	72	(11)	(11)
<b>TOTAL STATUTORY CHANGES</b>	<b>6</b>	<b>116</b>	<b>(288)</b>	<b>(196)</b>	<b>329</b>
<b>SERVICE DEVELOPMENTS</b>					
<b>National:</b>					
Non Pay Impact of Uplift Programme	7	256	256	256	256
Home Office System Charges inc National Monitoring Centre	8	50	50	50	50
External Audit Fees	9	166	166	166	166
National Police Air Service (NPAS)	10	106	106	106	106
Microsoft Enterprise Agreement	11	271	271	271	271
<b>Total National</b>	<b>12</b>	<b>849</b>	<b>849</b>	<b>849</b>	<b>849</b>
<b>Regional:</b>					
7 Force Collaboration Contribution	13	45			
ERSOU	14	35	35	35	35
Insurance Pressures	15		200	200	200
Digital Asset Management System	16		15	15	15
<b>Total Regional</b>	<b>17</b>	<b>80</b>	<b>250</b>	<b>250</b>	<b>250</b>
<b>Local:</b>					
PEQF - DHEP training costs	18	155	190	190	190
PEQF - Co-investment	19		65	65	65
Challenge Panel Process Review - Cost Pressures - Pay	20	331	445	445	445
Challenge Panel Process Review - Cost Pressures - Non Pay	21	607	607	607	607
Corporate Cost Pressures - People Directorate & SBOS	22	579	792	792	792
Corporate Cost Pressures - JJS	23	188	188	188	188
Corporate Cost Pressures - CSS	24	43	43	43	43
Temporary Cost Pressures	25	523			
Targeted Variable Payments	26	350			
<b>Total Local</b>	<b>27</b>	<b>2,776</b>	<b>2,330</b>	<b>2,330</b>	<b>2,330</b>
<b>TOTAL SERVICE DEVELOPMENTS</b>	<b>28</b>	<b>3,705</b>	<b>3,429</b>	<b>3,429</b>	<b>3,429</b>
<b>CAPITAL FINANCING</b>					
Capital Programme Funding - Revenue Contribution	29	438	485	605	755
Capital Programme Funding - Capital Financing	30		521	1,550	1,192
Capital Programme Funding - Invest to Save	31	987	536	395	254
Capital Programme Funding - ESN	32				2,480
Minimum Revenue Provision	33	120	115	150	194
Interest	34	4	61	157	296
<b>TOTAL CAPITAL FINANCING</b>	<b>35</b>	<b>1,549</b>	<b>1,718</b>	<b>2,857</b>	<b>5,171</b>
<b>Total Changes Before Reserve Movement Adjustments</b>	<b>36</b>	<b>5,370</b>	<b>4,859</b>	<b>6,090</b>	<b>8,929</b>
<b>CONTRIBUTION TO RESERVES</b>					
Capital Financing and Efficiency Improvement Reserve	37		500	500	
General Reserve	38	150	60	70	70
<b>CONTRIBUTION FROM RESERVES</b>					
7 Force Collaboration Contribution	39	(45)			
Capital Programme Funding - Invest to Save Reserve	40	(987)	(536)	(395)	(254)
Capital Programme Funding - Capital Financing Reserve	41		(521)	(1,550)	(1,192)
ESN Funding	42				(2,480)
Use of Budget Support Reserve	43	(1,913)			
<b>NET RESERVE MOVEMENTS</b>	<b>44</b>	<b>(2,795)</b>	<b>(497)</b>	<b>(1,375)</b>	<b>(3,856)</b>
<b>Total Known / Expected Changes (net of reserve movements)</b>	<b>45</b>	<b>2,575</b>	<b>4,362</b>	<b>4,715</b>	<b>5,073</b>

## Analysis of Savings

SAVINGS PLAN 2023/2027 - NORFOLK					
		Line	Forecast	Forecast	Forecast
			2023/24	2024/25	2025/26
			£000	£000	£000
Change and Efficiency Savings:					
As per challenge panels:					
Pay	1	1,744	1,069	1,069	1,069
Non-Pay	2	1,393	1,669	1,669	1,669
Total Change and Efficiency Savings					
	3	3,137	2,738	2,738	2,738
TOTAL PERMANENT SAVINGS AGAINST 2022/23 BASE					
	4	3,137	2,738	2,738	2,738

## High Level Analysis of the Net Budget

## Increase Council Tax by 5.19% per annum (£14.94)

5.19% £14.94 increase								
Year	PCC	OPCCN	PCC's Commissioning *	Chief Constable	Capital Financing	Specific Home Office Grants	Use of Reserves	Net Budget
		£000	£000	£000	£000	£000	£000	£000
2022/23	99	1,384	1,044	201,228	3,902	(14,766)	827	193,718
2023/24	101	1,445	1,044	209,959	5,295	(15,195)	(2,795)	199,854
2024/25	101	1,445	1,044	212,976	5,463	(15,290)	(497)	205,242
				above includes savings to be found:		£2,088		
2025/26	101	1,445	1,044	212,668	6,602	(12,310)	(1,375)	208,175
				above includes savings to be found:		£6,852		
2026/27	101	1,445	1,044	215,945	8,916	(12,410)	(3,856)	211,185
				above includes savings to be found:		£9,520		
			* includes draw down from commissioning reserve					

**Police and Crime Commissioner for Norfolk  
Capital Strategy**

**1. Introduction**

- 1.1 The Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential Code requires the production of a capital strategy to demonstrate that capital expenditure and investment decisions are taken in line with desired outcomes and take account of good stewardship, value for money, prudence, sustainability and affordability.
- 1.2 The Capital Strategy is a key document for the Police and Crime Commissioner (PCC) for Norfolk and the Chief Constable of Norfolk and throughout this document the term Norfolk is used to refer to the activities of both the PCC and the Constabulary.
- 1.3 The capital strategy sets out the long-term context in which capital expenditure and investment decisions are made in Norfolk and gives due consideration to both risk and reward and the impact on the achievement of priority outcomes.

**2. Objectives**

- 2.1 The key objectives of the Capital Strategy are to:
  - Provide a framework that requires new capital expenditure to be robustly evaluated, ensuring that capital investment delivers value for money and is made in accordance with the Norfolk corporate, financial and asset management strategies, matching their visions, values and priorities.
  - Set out how Norfolk identifies, prioritises, delivers and manages capital programmes and projects. This includes outlining the governance framework from initiation to post project review.
  - Ensure that the full life cost of capital expenditure is evaluated, including borrowing, maintenance and disposal costs.
  - Ensure that all capital expenditure and related borrowing cash flows are affordable, prudent and sustainable.
  - Identify the resources available for capital investment over the planning period and any restrictions on borrowing or funding.

**3. Governance**

- 3.1 There is a robust joint governance model that sits over the Norfolk only, Suffolk only and collaborated departments. Please refer to Annex 1.
- 3.2 Project boards are initiated for all appropriate corporate projects and are run on Prince 2 project models. These individual projects report into Portfolio Boards each with a Senior Responsible Officer (SRO). Highlight reports and exception reporting from these boards are then taken to the joint Organisational Board chaired by the Deputy Chief Constables of Norfolk and Suffolk (DCCs) and attended by each Head of Department. The Organisational Board is also used to consult on future or

ongoing joint space project work, aiding consultation and communication across all departments.

- 3.3 Sitting above this is the Strategic Planning and Monitoring meeting, again chaired by the DCCs but with a smaller membership (DCCs, Assistant Chief Officers (ACOs – Chief Constable Section 151 officers) of Norfolk and Suffolk, Head of Finance, Head of Strategic, Business & Operational Services, Director of ICT, and the Director of People). This group acts as a commissioning board for the Change Programme including approval of all corporate projects and their assigned priority and corresponding resource commitment. The group review interdependencies of projects and the capability and capacity of enabling departments such as ICT, HR, RMU and payroll to ensure the correct prioritisation is given to new work and that it is sequenced in a way that optimises delivery. The group also act as governance for any significant in-year spend outside of budget or where funding had been ringfenced (known as Table B items) subject to an agreed business case.
- 3.4 The Joint Chief Officer Team (JCOT) meeting consists of all Chief Officers from Norfolk and Suffolk, as well as the Director of ICT, Director of People, Head of the Norfolk Delivery Unit and Head of Strategic, Business & Operational Services. JCOT assign SROs and are the final arbiter for any project, programme or policy decision if needed. Where a project turns into a programme, has a significant pan-organisational impact or a materially significant financial risk/impact it will be brought to JCOT.

#### **4. Strategies and Plans**

- 4.1 The PCC formally launched his Police, Crime and Community Safety Plan (PCCSP) 2022-2024, on the 1<sup>st</sup> April 2022 and the MTFP considers the Police and Crime Priorities within that plan. The new Plan has six pillars and is underpinned by prudent budgeting and financial planning alongside ethics and standards in policing. Sustain Norfolk Constabulary is one of the six pillars and this includes gaining best value from Constabulary and OPCCN funding. The tenure of the new PCC will be three years again due to the impact of the Covid 19 pandemic.
- 4.2 To support the new plan, a number of interrelated strategies and plans are in place, such as the Medium-Term Financial Plan (MTFP), which includes the medium-term Capital Programme, Capital Strategy, Reserve Strategy and the Treasury Management Strategy.
- 4.3 The operation of all these strategies and plans is underpinned by the Scheme of Governance which includes the Financial Regulations & Contract Standing Orders.
- 4.4 In addition there are four key plans / strategies that support the capital strategy.
- A new Estates plan has been developed alongside the development of the Police, Crime and Community Safety Plan, and sets out the PCC vision for the Norfolk Estate 2022-25. The plan is designed to ensure delivery of a fit-for-purpose estates portfolio that is responsive to current and future needs, effectively supports meeting strategic objectives and service delivery and which is focussed on improving public confidence and reducing costs. The strategy will support the aim of maximising resources for front line policing and delivery of effectiveness, efficiency and value for money.

- There is a Joint Transport Strategy for Norfolk and Suffolk that covers the period 2021/25. Vehicle replacement and procurement forms part of the current and future strategies and contributes to force performance by ensuring fleet acquisition and replacement with an optimum use of all resources. The strategy promotes continuous modernisation and service improvements ensuring local and national strategies are considered to drive forward a cost effective and efficient service.
- The Joint ICT Strategy runs from 2022-2025. The strategy focuses on implementing an operating and resource model designed to integrate ICT into all areas of policing. It enables the consolidation and rationalising of software and systems, removing duplication, providing single points of contact, enabling first time call resolution, allowing staff to be more innovative, providing a more flexible and agile model and providing a consistent level of ICT service throughout the constabularies and OPCCs. The Strategy is aligned to the National Strategy published by the NPCC.

## **5. Capital Budget Setting including evaluation and prioritisation**

- 5.1 The capital programme is developed through the Strategic and Financial Challenge governance process that uses Outcome Based Budgeting principles. The Challenge Panels are informed by the Force Management Statement (FMS) that forecast demand changes for the Constabulary and any gaps that exist regarding capacity or capability and the steps being taken to improve this.
- 5.2 As part of this process there is a Capital Challenge Panel meeting with the Director of ICT, Head of Estates and Head of Transport to review the most significant elements of the programme and ensure these are consistent with the current strategies and policies previously mentioned. The panel consists of the Assistant Chief Officers (ACOs – Chief Constable Section 151 officers) from Norfolk and Suffolk, Head of Joint Finance and the Head of Joint Strategic Business Operational Services.
- 5.3 Heads of all other departments put forward smaller capital bids in their submission documents and these are also assessed by a Challenge Panel with the same membership as above.
- 5.4 Following the panel processes as described above there is a further review and prioritisation meeting of the DCCs and ACOs before a draft capital programme, along with the relevant agreed funding, is presented to the Chief Constables. Following this the Police and Crime Commissioners review, amend if necessary, and finally approve the programmes.

### **Identification and Prioritisation**

- 5.5 The identification process is initiated through the Challenge Panel as described above and that runs from August to October each calendar year, as a result of which bids are made by department heads and a draft capital programme is produced.
- 5.6 The capital project proposals are prioritised with reference to a business case and considered against the following factors;

- Mandation / statutory requirements – unavoidable projects i.e. mandated, statutory or contractually obliged,
- Strategic alignment – alignment to the Police and Crime Plan, the Force Management Statement and the constabulary Strategic Assessment,
- Interdependencies – with other projects and or strategies and plans,
- Risk – of not doing the project and whether this is within tolerable levels,
- Cashable savings – the return on investment (ROI) measured against the initial outlay, where this is appropriate to consider
- Deferability / complexity –The level of resource commitment, internally and externally and time critical deadlines,
- Non-cashable benefits – other benefits such as service improvements and efficiency / productivity benefits
- Mitigation – future cost avoidance

5.7 This draft programme is then challenged and prioritised by the Board before a final programme is put before Chief Officers and Police and Crime Commissioners for final sign off.

### **Evaluation**

5.8 To evaluate the successful outcomes of the capital projects a post project review is carried out. The depth of this review is proportionate to the project and benefits set out in the initial Business Case and Project Initiation Documentation.

5.9 The review is in effect a check on performance against the original proposal. It focusses on outcomes achieved, the extent to which benefits are being realised and actual costs against forecasts. This enables lessons learned information to inform improvements in the overall process.

### **Collaboration and cost sharing**

5.10 The Estates capital programme for Norfolk is a sovereign programme and is line with the current Norfolk Estates Plan. Spend on vehicles is also funded on a non-collaborated basis, although the strategy for investment is in line with the Joint Transport Strategy. ICT related spend on refreshing desktops and monitors in Norfolk premises is also Norfolk only spend.

5.11 Most other spend including the replacement of ICT infrastructure, the purchase of short-life assets such as Body Worn video, mobile devices, and high tech crime kit is funded collaboratively with Suffolk on the ratio of Net Revenue Budget (currently 56.4% Norfolk : 43.6% Suffolk).

### **Implementation and Monitoring**

5.12 Monitoring of the capital programme in year is undertaken monthly, using commitment information to understand the projected outturn of the programme. This view is then incorporated into the monthly revenue and capital monitoring reports that

are presented to the Chief Constables and the Police and Crime Commissioners. These reports give information about under or over-spends against the revenue and capital budgets and take-into-account the revenue implications of capital spending.

- 5.13 Progress on capital schemes is reported on a monthly basis through the Chief Finance Officer meetings (chaired by the ACOs (Chief Constable CFOs) or the PCC CFOs, with attendance of the Head of Finance).
- 5.14 In addition, following approval of the capital programme a Project Manager is identified for each key project. The Project Manager is responsible for managing implementation and delivering against the project objectives. The Project Manager will produce the project plan for approval. Progress against the plan is reported to the quarterly meeting and monitored through monthly highlight reporting. Overall monitoring of specific programme risks is also undertaken.
- 5.15 Detailed implementation work is assigned to key individuals and overseen by the specific Project Boards as per the governance model set out in Appendix A.

## **6. Capital Funding**

- 6.1 All capital expenditure has to be funded through the Police Fund, either through income received in the year or through the use of reserves. For the purposes of this Strategy, the term “funding” relates to the use of current income or reserves to fund capital expenditure. The term “Financing” relates to how the asset is to be paid for, e.g. internal borrowing (cash balances) or external borrowing.
- 6.2 The capital programme needs to be fully funded over the life of the MTFP and more information on this is set out below. As part of the MTFP process it is ensured that a balance of the funding sources is used to ensure an adequate and sustainable level of reserves remain at the end of the planning period. More information on this is set out in the Reserves Strategy. This is a strong financial indicator of the affordability and sustainability of the capital programme.
- 6.3 Capital can be funded from a number of different sources, including:
- 6.4 Capital receipts - Capital receipts are generated from the sale of existing capital assets. Proceeds from the sale of assets are either used to fund capital expenditure in the year of receipt or set aside in a Useable Capital Receipts Reserve to fund capital expenditure arising in future years. This method of funding has been utilised significantly in previous years, as the PCC has disposed of non-operational or surplus property, such as police houses or traditional police stations.
- 6.5 Capital grant - Direct funding from government capital grants has been a principal source of funding in previous years. Non-specific government capital grants have been made available through a formula-driven allocation. However, these have now ceased as the government has looked to reduce direct capital funding. Where relevant and appropriate the PCC will aim to secure specific grant opportunities, either from Central Government or through collaboration with public sector or other partnership bodies.
- 6.6 Reserves - Income surpluses that has been set aside from previous years and transferred to reserves can be used to fund capital expenditure. The Capital



Financing and Efficiency Improvement Reserve is specifically used to ring fence funding for future capital expenditure.

- 6.7 As reserves have been consumed in recent years to pump prime efficiency initiatives and the funding of investment in short-life assets, the level of reserves now available to fund future capital expenditure has reduced, and other sources of funding are required going forward to sustain the short-life capital programme.
- 6.8 As capital expenditure has been internally financed in previous years from internal cash balances, not all PCC reserves are cash-backed. Therefore, even though reserves are used to fund capital expenditure, there may still be a need to finance the expenditure using external borrowing.
- 6.9 Direct revenue funding - In the budget delegated to the Chief Constable there is an element of the current revenue budget that funds capital expenditure, any amount funded in this way will be charged directly to the Police Fund.
- 6.10 In order to maintain the level of investment required in short-life assets to ensure the most efficient service possible, this source of funding has been significantly increased over recent years, due to the reduction of availability of the other funding sources described above.
- 6.11 Minimum Revenue Provision (MRP) - Accumulated capital expenditure not funded using the above methods is called the Capital Financing Requirement (CFR). This balance is funded using MRP, there are a number of MRP options available to fund this balance, the method adopted by the PCC is the Asset Life Method, where the associated asset is funded using either equal instalments or an annuity basis.
- 6.12 MRP is charged against the Police Fund annually and effectively reduces the CFR. The PCC has adopted a position where only long-life assets are funded using MRP. As other funding sources potentially run out, it is possible that other short-life assets may be funded using this method. However, in the longer-term funding short life assets in this way is not sustainable and there will be a greater need to fund from direct revenue as outlined above.
- 6.13 MRP is also the funding method for assets financed via Private Finance Initiatives (PFI) or Finance Leases. MRP is calculated as equivalent to the principal repayment of the PFI or lease liability in the year.

## **7. Capital Financing and Borrowing**

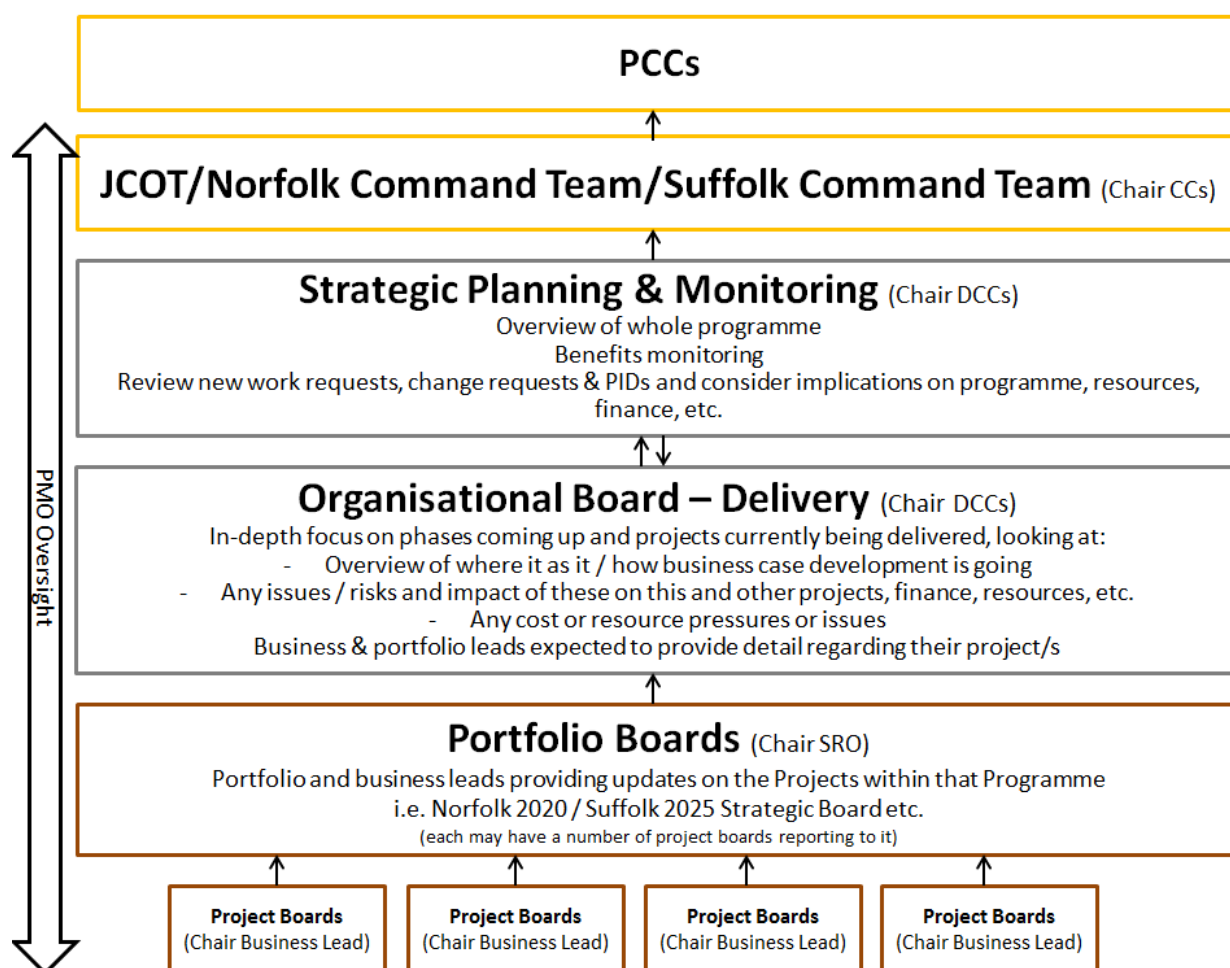
Capital expenditure can be financed in the following ways:

- 7.1 Capital grants received or capital receipts from asset sales generate cash balances and these are directly used to finance capital expenditure. Where in-year revenue funding of capital takes place, financing is made from in-year income sources.
- 7.2 Internal borrowing. Where cash or investment balances have increased over a period of time as reserves have accumulated, these balances can be used to finance the acquisition of assets. This decision is often made as the investment returns received are normally lower than the interest that would be payable if the capital expenditure is financed using external borrowing.

7.3 External borrowing. This method is used to finance capital expenditure where the above options are unavailable. External borrowing can be obtained from a number of sources:

- PFI – Historically major infrastructure projects have been financed using PFI arrangements. Private finance is secured to finance the schemes which form part of a Public/Private Partnership. Norfolk PCC have used this method to finance the Operational Command Centre (OCC – HQ) at Wymondham and several Police Investigation Centres (PICs) across Norfolk and Suffolk.
- Nationally, new PFI arrangements have significantly reduced in number and the Government have now withdrawn support for future schemes.
- Leases – Some assets have been secured using leasing arrangements. With the advent of Prudential borrowing, leases are less popular as they are generally an expensive financing route. However, with the introduction of a new leasing Standard (IFRS 16), property lease liabilities will be brought onto the balance sheet and form part of the CFR and thus attract MRP.
- Prudential borrowing – with the introduction of the Prudential Code, local government bodies have been able to secure external borrowing on favourable terms, providing their borrowing is prudent, affordable and sustainable. Unfunded long-term assets are therefore primarily financed using this route. External borrowing is principally sourced from the Public Works Loans Board (PWLB), where finance is available on fixed or variable rates over varying terms and repayable on a maturity or an annuity basis. The PCC is expected to source significant new PWLB finance throughout the medium-term.

## Governance model



## Capital Programme 2023/27

CAPITAL - NORFOLK - 2023/24 - 2026/27						
PROJECT	2023-24 Total Requirement		2024-25	2025-26	2026-27	4 Year Total
	Table A	Table B				
Estates Strategy		5,400,000	2,000,000	4,846,000		12,246,000
Carbon Management	100,000		105,000	110,000	115,000	430,000
Norfolk OCC Review		100,000	100,000	100,000	100,000	400,000
Lease Dilapidations		300,000	140,000			440,000
<b>Total Estates - Norfolk Only</b>	<b>100,000</b>	<b>5,800,000</b>	<b>2,345,000</b>	<b>5,056,000</b>	<b>215,000</b>	<b>13,516,000</b>
ICT Replacements - Desktop and Laptops	737,189		432,769	790,929	393,046	2,353,933
ICT Replacements - Communications	82,000		82,000	82,000	82,000	328,000
ANPR Vehicle Kit Refresh	50,000		50,000	50,000	50,000	200,000
ESN (Emergency Services Network)					2,480,000	2,480,000
<b>Total ICT - Norfolk Only</b>	<b>869,189</b>	<b>0</b>	<b>564,769</b>	<b>922,929</b>	<b>3,005,046</b>	<b>5,361,933</b>
Vehicle Replacement Programme	1,645,000		1,299,000	1,577,000	1,855,000	6,376,000
Athena	47,807					47,807
<b>Total Equipment and Vehicle Replacements - Norfolk Only</b>	<b>1,692,807</b>	<b>0</b>	<b>1,299,000</b>	<b>1,577,000</b>	<b>1,855,000</b>	<b>6,423,807</b>
<b>Total Norfolk Only</b>	<b>2,661,996</b>	<b>5,800,000</b>	<b>4,208,769</b>	<b>7,555,929</b>	<b>5,075,046</b>	<b>25,301,740</b>
Norfolk Share of Replacement Schemes	1,312,706	-	1,715,717	2,780,298	2,319,799	8,128,520
<b>Norfolk Capital Programme</b>	<b>3,974,702</b>	<b>5,800,000</b>	<b>5,924,486</b>	<b>10,336,227</b>	<b>7,394,845</b>	<b>33,430,260</b>
Norfolk Share of Joint Projects	331,624	2,398,979	1,519,102	1,352,129	1,120,104	6,721,939
<b>Total Norfolk Capital Programme</b>	<b>4,306,326</b>	<b>8,198,979</b>	<b>7,443,588</b>	<b>11,688,357</b>	<b>8,514,949</b>	<b>40,152,199</b>
	<b>12,505,305</b>					

## Capital Programme 2023/27 (Contd.)

PROJECT	2023-24 Total Requirement		2024-25	2025-26	2026-27	4 Year total
<b>Joint ICT Replacement Schemes:</b>	<b>Table A</b>	<b>Table B</b>				
Joint ICT Replacements - Servers	1,450,000	0	803,000	1,197,000	1,276,000	4,726,000
ICT Replacements - Network	125,398	0	1,646,956	1,924,286	1,011,798	4,708,438
Microwave Refresh	31,000	0	31,000	28,500	15,500	106,000
ANPR Cameras	255,000	0	210,000	112,500	142,500	720,000
Mobile Device Replacement Programme	300,000	0	185,000	730,545	730,545	1,946,090
BWV Replacement	166,095	0	166,095	936,776	936,776	2,205,742
<b>ICT Replacement Schemes</b>	<b>2,327,493</b>	<b>0</b>	<b>3,042,051</b>	<b>4,929,607</b>	<b>4,113,119</b>	<b>14,412,270</b>
<b>Norfolk</b>	<b>1,312,706</b>	<b>0</b>	<b>1,715,717</b>	<b>2,780,298</b>	<b>2,319,799</b>	<b>8,128,520</b>
<b>Suffolk</b>	<b>1,014,787</b>	<b>0</b>	<b>1,326,334</b>	<b>2,149,309</b>	<b>1,793,320</b>	<b>6,283,750</b>
<b>Digital Forensics</b>						
Joint Digital Forensics - data centre	0	1,161,000	1,161,000	1,161,000	1,161,000	4,644,000
<b>Total HTCU</b>	<b>0</b>	<b>1,161,000</b>	<b>1,161,000</b>	<b>1,161,000</b>	<b>1,161,000</b>	<b>4,644,000</b>
<b>Digital Portfolio</b>						
Digital Recording/Streaming	100,777	0	0	0	0	100,777
Mobile Workflow (OPTIK)	234,250	0	200,000	200,000	200,000	834,250
Single Online Home (SOH)	0	234,561	0	0	0	234,561
CDG Phase 2 - Data Warehousing	0	75,000	0	0	0	75,000
Fingerprint Scanner Replacement	0	120,000	0	0	0	120,000
DAMS Back Record Conversion	0	64,847	77,051	0	0	141,898
<b>Total Digital Portfolio</b>	<b>335,027</b>	<b>494,408</b>	<b>277,051</b>	<b>200,000</b>	<b>200,000</b>	<b>1,506,486</b>
<b>Efficiency Initiatives (Revenue Projects)</b>						
Process Maturity	0	700,000	500,000	250,000	0	1,450,000
Automation	0	800,000	400,000	400,000	400,000	2,000,000
O365 Exploitation	0	50,000	50,000	50,000	50,000	200,000
DQ Project	0	200,000	0	0	0	200,000
<b>Efficiency Initiatives</b>	<b>0</b>	<b>1,750,000</b>	<b>950,000</b>	<b>700,000</b>	<b>450,000</b>	<b>3,850,000</b>



<b>Protective Services:</b>						
Ear Defenders and Comms Rigs	0	72,000	0	0	0	72,000
Shields - replacement programme for existing ARV shields	0	25,000	25,000	25,000	25,000	100,000
Body Armour - replacement programme	0	130,000	120,000	120,000	0	370,000
Camera equipment refresh for CSI & FCIU	0	90,000	0	0	0	90,000
<b>Total Protective Services:</b>	<b>0</b>	<b>317,000</b>	<b>145,000</b>	<b>145,000</b>	<b>25,000</b>	<b>632,000</b>
<b>REGIONAL PROJECTS:</b>						
DAMS (Digital Asset Management)	0	155,900	0	0	0	155,900
ESN	0	50,000	100,000	150,000	150,000	450,000
<b>Total Regional Projects</b>	<b>0</b>	<b>205,900</b>	<b>100,000</b>	<b>150,000</b>	<b>150,000</b>	<b>605,900</b>
<b>ERP RELATED PROJECTS:</b>						
ERP Upgrade	120,825	0	0	0	0	120,825
DMS Upgrade	24,742	0	0	0	0	24,742
E-PDR	19,000	0	19,000	0	0	38,000
Sailpoint ERP	41,393	0	41,393	41,393	0	124,178
<b>Total ERP Related Projects:</b>	<b>205,960</b>	<b>0</b>	<b>60,393</b>	<b>41,393</b>	<b>0</b>	<b>307,745</b>
<b>Other Projects:</b>						
CCR Telephony	47,000	0	0	0	0	47,000
Genie Clearcore - Phase 3	0	100,000	0	0	0	100,000
Project Server	0	80,000	0	0	0	80,000
Modern Workplace	0	145,200	0	0	0	145,200
<b>Total Other Projects</b>	<b>47,000</b>	<b>325,200</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>372,200</b>
<b>Total Joint Capital Programme</b>	<b>2,915,480</b>	<b>4,253,508</b>	<b>5,735,495</b>	<b>7,327,000</b>	<b>6,099,119</b>	<b>26,330,601</b>
Joint Capital Projects - Norfolk	1,644,331	2,398,979	3,234,819	4,132,428	3,439,903	14,850,459
Joint Capital Projects - Suffolk	1,271,149	1,854,529	2,500,676	3,194,572	2,659,216	11,480,142
	<b>2,915,480</b>	<b>4,253,508</b>	<b>5,735,495</b>	<b>7,327,000</b>	<b>6,099,119</b>	<b>26,330,601</b>

### **Police and Crime Commissioner for Norfolk Reserves Strategy (Budget and Medium-Term Financial Plan 2023/27)**

1. It is important to consider the PCC's reserves at the same time as the budget to ensure that resources are available to fund spending at a level commensurate with the needs of the PCC and Constabulary. Forecasting cash flows and balances over the budget period ensures efficient and effective financial management and avoids unnecessary finance charges. Reserves are held for either general purposes (such as working capital or fall-back to cover exceptional unforeseen circumstances) or earmarked for specific purposes. The PCC complies with the definition of reserves contained within the Chartered Institute of Public Finance and Accountancy (CIPFA) Accounting Code of Practice.
2. The Strategy requires an annual review of reserves to be undertaken and reported to the PCC. This reflects guidance on reserves issued by CIPFA. The most recent guidance requires an annual review of reserves to be considered by the PCC as part of good practice in the management of financial reserves and balances.
3. The minimum prudent level of reserves is a matter of judgement rather than prescription. Neither CIPFA nor statute sets a minimum level of reserves. In determining the level and type of reserves, the PCC has to take into account relevant local circumstances and the advice of their CFO, and that of the Chief Constable and the Chief Constable's CFO in making a reasoned judgement on the appropriate level of reserves.
4. In order to assess the adequacy of reserves when setting the budget, the PCC, in line with advice as outlined above, should take account of the strategic, operational and financial risks facing the organisation. This assessment of risk should include external risks, as well as internal risks, for example the ability to deliver planned efficiency savings.
5. The ultimate use of reserves will be dependent upon both the timing and level of costs and savings over the period of the Medium Term Financial Plan (MTFP).

#### **General Reserve**

##### **Assessment of adequacy**

6. The **General Reserve** is held to enable the PCC to manage unplanned or unforeseen events. In forming a view on the level of General Reserve, account is taken of the level of financial control within the organisation and comparisons with similar bodies. Also taken into account is the risk of unforeseen expenditure occurring, particularly major operations, risk of failure to deliver the savings programme and sensitivity analysis of changes in assumptions included in the MTFP.

7. Within the MTFP appropriate estimates are made of a number of key items including provision for pay and price rises, as well as a forecast of interest movements. In addition, prudent assumptions are made for the forecast capital programme and for future capital receipts. These estimates and assumptions also take into account the general financial climate.
8. Norfolk Constabulary and the OPCCN has generally managed its demand led pressures within its budget envelope year on year, and where appropriate has used earmarked reserves to meet additional significant demand pressures and unbudgeted costs.
9. Since 2010 the constabulary has a proven track record of delivering efficiency savings year on year that will total £42.4m by the end of 2022/23.
10. In the MTFP savings plans are outlined across the period of the plan. These are outlined in the main budget report. The Chief Constable and PCC are committed to continuing to deliver efficiency and productivity gains in each year of the MTFP.
11. The General Reserve is currently at £4.575m (2.5% of net revenue budget). The strategy is to maintain this at 2.5% of net revenue budget for the duration of the MTFP. This requires the reserve to be increased by £0.695m between 2022/23 and 2026/27 to £5.270m. This is a prudent and adequate amount to hold as a General Reserve. This is shown in Annex 1.
12. A call on the general reserve, particularly for major operations, would be likely to result in an application to the Home Office for additional support.

### **Earmarked Reserves**

13. These are reserves that are held for a specific purpose, whereby funds are set aside for future use when the need arises.
14. The level of reserves and predicted movement for these reserves is set out in the attached Annex 1. All reserve levels are reviewed annually.
15. The purpose and strategy for each reserve is set out below.
16. The **Budget Support Reserve** was re-established as a response to the Covid-19 pandemic and increasing economic uncertainty. Given recent events following the conflict in Ukraine, this economic uncertainty has intensified, and the Government has been revising its fiscal policies. In last-year's MTFP a significant amount of the reserve was earmarked for use and the intention is still for the majority of the reserve to be used over the period of the Spending Review.
17. The **Invest to Save Reserve** provides funding for initiatives that will generate future savings and also provides funds to support the cost of change. The balance in this reserve is expected to be fully used up by the end of the period of the MTFP.
18. The **Capital Financing Reserve and Efficiency Improvement Reserve** is used to help fund the short-life asset requirement of the Capital Programme. The reserve is used when the amount required for investment exceeds the budget available for this purpose. This is an important part of the funding strategy to



ensure the constabulary is as efficient and productive as possible through continued investment in enabling technologies. This is a key reserve and forecast levels are reviewed each year against the capital programme to make sure there is sufficient funding available for future years.

19. The **Insurance Reserve** is being held as a contingency against future increases in premiums and/or increases in the value of assessed insurance liabilities. The reserve and also the provision within the accounts are actuarially assessed by external advisors, and as a result of this advice the reserve is being maintained to £850k.
20. The Police Reform and Social Responsibility Act 2011 sets out a number of ways that PCC's and Community Safety Partnerships should work together, including a mutual duty to co-operate with regards to each other's priorities. The **Community Safety Reserve** enables the PCC to work with the Community Safety Partnership (CCSP). The CCSP now sits under the leadership of the OPCCN. The OPCCN and its respective partners use the reserve to support evidence-based projects at a county wide and local neighbourhood level. The way the reserve is used has proved that joint delivery leads to shared outcomes and a reduction of pressure on policing.
21. The **PCC Reserve** is made up from previous underspends against the budgets of the Office of the Police and Crime Commissioner and the commissioning budget. The PCC reserve shown in the papers consists of several elements.
22. The **PCC general element** is for any urgent spend that has not been previously budgeted for in year.
23. The **commissioning element** is used to smooth commissioning spending over the MTFP period and to commission additional services in the community or delivered by the Constabulary, for instance in supporting victims. This is a planned approach over a rolling four-year period.
24. The **Efficiency Reserve** was created from savings in 2020/2021 for the PCC to draw on this reserve for engaging with the public on the progress of the Police, Crime and Community Safety Plan. This work is now budgeted for in the main revenue account therefore the reserve will be used as a **Transformation Reserve**. The PCC review may change responsibilities for the PCC and the OPCCN and budget constraints mean that the team will be looking at how to transform the organisation to make it even more efficient and effective using the funds in this reserve.
25. The **Safety Camera Reserve** is held on behalf of the Safety Camera Partnership (comprising the PCC, Chief Constable and Norfolk County Council). Income is dependent upon the number of Speed Awareness courses delivered. The use is reviewed and agreed at the Safety Camera Oversight Board. **N.B.** This reserve is not included in Annex 1 as it is a partnership reserve not solely available to the PCC. It is included in Annex 2.

## **Compliance with Home Office guidance on reserves**

26. On 31<sup>st</sup> March 2018 the Minister for Policing and the Fire Service published guidance on the information that each PCC must publish in terms of reserves. One of the key requirements is that the information on each reserve should make clear how much of the funding falls into each of the following three categories:

- Funding for planned expenditure on projects and programmes over the period of the current medium term financial plan
- Funding for specific projects and programmes beyond the current planning period
- As a general contingency to meet other expenditure needs held in accordance with sound principles of good financial management

This information is provided in Annex 2 which analyses the forecast balance on 31<sup>st</sup> March 2023 over the above headings.

### **Conclusion**

27. The current policy, as demonstrated in the MTFP, is to maintain revenue general balances at 2.5% of the net annual revenue budget.

28. The earmarked reserves have been described and the strategy is to keep these for specific purposes (excluding the Safety Camera Reserve), to ensure taxpayers' money is being used as efficiently as possible. The Strategy for the total level of reserves is that they should not drop below 6% of the net annual revenue budget - and this is achieved in this MTFP.

29. Having considered the levels of reserves included in the MTFP and acknowledging the Chief Constable's commitment to work with the PCC to balance the budget over the period of the MTFP and taking account of the approach to managing financial risk described in the report, the CFOs' advice is that there will be adequate general and earmarked reserves to continue the smooth running of the PCC and Constabulary's finances over the medium-term financial planning period.

# FORECAST MOVEMENTS IN GENERAL AND EARMARKED RESERVES 2020/21 to 2025/26

# ANNEX 1

	Total General Reserve £000	Budget Support Reserve £000	Invest to Save Reserve £000	Capital Financing and Efficiency Improvement Reserve £000	Insurance Reserve £000	Regional Partnership Reserve £000	Community Safety Reserve £000	Transformation Reserve £000	PCC Reserve £000	Total Earmarked Reserve £000	Total General and Earmarked Reserves £000
<b>PROJECTION OF RESERVES LEVELS:</b>											
<b>31/03/2022 Actual</b>	<b>4,575</b>	<b>3,496</b>	<b>1,950</b>	<b>7,952</b>	<b>856</b>	<b>105</b>	<b>500</b>	<b>125</b>	<b>1,796</b>	<b>16,780</b>	<b>21,355</b>
<b>Proposed Changes 2022/23:</b>											
Transfer to Revenue from Reserves							(91)	(1)	(87)	(179)	
Transfer to Revenue from Reserves - 7F team			(157)							(157)	
Reallocation between reserves	115	(115)						198	(198)	(115)	
Contribution to Reserves	150			1,417					151	1,568	
<b>31/03/2023 Forecast</b>	<b>4,840</b>	<b>3,381</b>	<b>1,793</b>	<b>9,369</b>	<b>856</b>	<b>105</b>	<b>409</b>	<b>322</b>	<b>1,662</b>	<b>17,897</b>	<b>22,737</b>
<b>Proposed Changes 2023/24:</b>											
Transfer to Revenue from Reserves		(1,913)	(1,032)	0						(2,945)	
Transfer to Revenue from Reserves - ESN										0	
Reallocation between reserves		(479)	479							0	
Contribution to Reserves	150									0	
<b>31/03/2024 Forecast</b>	<b>4,990</b>	<b>989</b>	<b>1,240</b>	<b>9,369</b>	<b>856</b>	<b>105</b>	<b>409</b>	<b>322</b>	<b>1,662</b>	<b>14,952</b>	<b>19,942</b>
<b>Proposed Changes 2024/25:</b>											
Transfer to Revenue from Reserves			(536)	(521)						(1,057)	
Transfer to Revenue from Reserves - ESN				0						0	
Reallocation between reserves	80	(80)								(80)	
Contribution to Reserves	60			500						500	
<b>31/03/2025 Forecast</b>	<b>5,130</b>	<b>909</b>	<b>704</b>	<b>9,348</b>	<b>856</b>	<b>105</b>	<b>409</b>	<b>322</b>	<b>1,662</b>	<b>14,315</b>	<b>19,445</b>
<b>Proposed Changes 2025/26:</b>											
Transfer to Revenue from Reserves			(395)	(1,550)						(1,945)	
Contribution to Reserves	70			500						500	
<b>31/03/2026 Forecast</b>	<b>5,200</b>	<b>909</b>	<b>309</b>	<b>8,298</b>	<b>856</b>	<b>105</b>	<b>409</b>	<b>322</b>	<b>1,662</b>	<b>12,870</b>	<b>18,070</b>
<b>Proposed Changes 2026/27:</b>											
Transfer to Revenue from Reserves			(254)	(1,192)						(1,446)	
Transfer to Revenue from Reserves - ESN				(2,480)						(2,480)	
Contribution to Reserves	70									0	
<b>31/03/2027 Forecast</b>	<b>5,270</b>	<b>909</b>	<b>55</b>	<b>4,626</b>	<b>856</b>	<b>105</b>	<b>409</b>	<b>322</b>	<b>1,662</b>	<b>8,944</b>	<b>14,214</b>

Excludes Safety Camera Partnership Reserve

# FORECAST RESERVES AT 31/03/2023 ANALYSED BY HOME OFFICE CATEGORIES

## ANNEX 2

Analysis of forecast reserves as at 31.03.2023 - NORFOLK					
	Forecast Balance as at 31.3.23	Funding for projects & programmes over the period of the current MTFP	New contributions during the life of the MTFP	Existing Funding for projects & programmes beyond 2026/27	General Contingency
	£m	£m		£m	£m
<b>General Reserve</b>	4.840	0.000	(0.430)	0.000	5.270
<b>Earmarked Reserves:</b>					
Budget Support Reserve	3.381	2.472		0.909	
Invest to Save Reserve	1.793	2.217	(0.479)	0.055	
Capital Financing Reserve	9.369	5.743	(1.000)	4.626	
Insurance Reserve	0.856	0.000			0.856
Partnership Reserve	0.105	0.000		0.105	
Community Safety Reserve	0.409	0.000		0.409	
Transformation Reserve	0.322	0.000		0.322	
PCC Reserve	1.662	0.000			1.662
<b>Total Earmarked Reserves</b>	17.897	10.432	(1.479)	6.426	2.518
<b>Safety Camera Reserve</b>	1.103	0.000	0.000	1.103	
<b>Total Reserves</b>	23.840	10.432	(1.909)	7.529	7.788

**The Office of the Police and Crime Commissioner for Norfolk  
Annual Investment and Treasury Management Strategy Statement 2023/24**

**1. Background**

- 1.1 The PCC is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low risk counterparties or instruments commensurate with the PCC's low risk appetite, providing adequate liquidity initially before considering investment return.
- 1.2 The second main function of the treasury management service is the funding of the PCC's capital plans. These capital plans provide a guide to the borrowing need of the PCC, essentially the longer-term cash flow planning, to ensure that the PCC can meet his capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans or using longer-term cash flow surpluses. On occasion, when it is prudent and economic, any debt previously drawn may be restructured to meet PCC risk or cost objectives.
- 1.3 The contribution the treasury management function makes to the PCC is critical, as the balance of debt and investment operations ensure liquidity or the ability to meet spending commitments as they fall due, either on day-to-day revenue or for larger capital projects. The treasury operations will see a balance of the interest costs of debt and the investment income arising from cash deposits affecting the available budget. Since cash balances generally result from reserves and balances, it is paramount to ensure adequate security of the sums invested, as a loss of principal will in effect result in a loss to the General Fund Balance.
- 1.4 CIPFA defines treasury management as:  
  
*"The management of the local authority's borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."*
- 1.5 The CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code) underpins the system of capital finance. The new edition of the Prudential Code, published in December 2021, makes important changes that reflect developments since the Prudential Code was last updated in 2017.

The 2021 publication of the Prudential Code applied with immediate effect, except that authorities may defer introducing the revised reporting requirements until the 2023/24 financial year if they wish. The revised reporting requirements included changes to the capital strategy, prudential indicators and investment reporting. The general ongoing principles of the revised Prudential Code, including the requirement in paragraph 51 that an authority must not borrow to invest primarily for financial return, apply with immediate effect.

The main objective of the 2021 Codes was to respond to the major expansion of local authority investment activity over the past few years into the purchase of non-financial investments, particularly property. The Codes require an authority to ensure that: -

- it defines its risk appetite and its governance processes for managing risk.
- it sets out, at a high level, its investment policy in relation to environmental, social and governance aspects.
- it adopts a new liability benchmark treasury indicator to support the financing risk management of the capital financing requirement; this is to be shown in chart form for a minimum of ten years, with material differences between the liability benchmark and actual loans to be explained.
- it does not borrow to finance capital expenditure to invest primarily for commercial return.
- increases in the CFR and borrowing are undertaken solely for purposes directly and primarily related to the functions of the authority. Where any financial returns are related to the financial viability of the project in question, they should be incidental to its primary purpose.
- an annual review is conducted to evaluate whether commercial investments should be sold to release funds to finance new capital expenditure or refinance maturing debt.
- its capital plans and investment plans are affordable and proportionate.
- all borrowing/other long-term liabilities are within prudent and sustainable levels.
- risks associated with commercial investments are proportionate to overall financial capacity to sustain losses.
- treasury management decisions are in accordance with good professional practice.
- reporting to members is done quarterly, including updates of prudential indicators.
- it should assess the risks and rewards of significant investments over the long-term, as opposed to the usual three to five years that most local authority financial planning has been conducted over, to ensure the long-term financial sustainability of the authority. (CIPFA has not defined what longer-term means, but it is likely to infer 20-30 years in line with the financing time horizon and the expected life of the assets, while medium-term financial planning, at a higher level of detail, is probably aimed at around a 10-year timeframe and focuses on affordability in particular).
- it has access to the appropriate level of expertise to be able to operate safely in all areas of investment and capital expenditure, and to involve the PCC adequately in making properly informed decisions on such investments.

- 1.6 This PCC has not engaged in any commercial investments and has no non-treasury investments.
- 1.7 The IFRS16 Leasing Standard has been deferred yet again and is now to be implemented in the Accounting Code of Practice from 1 April 2024, therefore the Prudential and Treasury Management Indicators reported include an estimation of Lease liabilities falling under IFRS16, which impact on external debt and the Capital Financing Requirement.

## **2. Reporting requirements**

### **Capital Strategy**

- 2.1 The CIPFA 2021 Prudential and Treasury Management Codes require, for 2023/24, all local authorities to prepare a capital strategy report, which will provide the following:
- a high-level long-term overview of how capital expenditure, capital financing, investments and treasury management activity contribute to the delivery of plans and the provision of services
  - an overview of how the associated risk is managed
  - the implications for future financial and environmental sustainability
- 2.2 The aim of this capital strategy is to ensure that the PCC fully understands the overall long-term policy objectives and resulting capital strategy requirements, governance procedures and risk appetite.
- 2.3 The Capital Strategy is included within the PCC's Budget and MTFP report as Appendix D.

### **Treasury Management reporting**

- 2.4 The PCC is currently required to receive and approve, as a minimum, three main treasury reports each year, which incorporate a variety of policies, estimates and actuals.
- a. Prudential and treasury indicators and treasury strategy** (this report) - The first, and most important report is forward looking and covers:
- the capital plans, (including prudential indicators); (Annex 1)
  - a minimum revenue provision (MRP) policy, (how unfunded capital expenditure is charged to revenue over time); (Annex 2)
  - the treasury management strategy, (how the investments and borrowings are to be organised), including treasury indicators; and
  - an investment strategy, (the parameters on how investments are to be managed).
- b. A mid-year treasury management report** – This is primarily a progress report and will update the PCC on the capital position, amending prudential indicators as necessary, and whether any policies require revision.
- c. An annual treasury report** – This is a backward looking review document and provides details of a selection of actual prudential and treasury indicators and actual treasury operations compared to the estimates within the strategy.

### **3. Treasury Management Strategy for 2023/24**

3.1 The strategy for 2023/24 covers two main areas:

#### **Capital issues**

- the capital expenditure plans and the associated prudential indicators; see Annex 1.
- the minimum revenue provision (MRP) policy. See Annex 2.

#### **Treasury management issues**

- the current treasury position;
- treasury indicators which limit the treasury risk and activities of the PCC;
- prospects for interest rates;
- the borrowing strategy;
- policy on borrowing in advance of need;
- debt rescheduling;
- the investment strategy;
- creditworthiness policy; and
- the policy on use of external service providers.

These elements cover the requirements of the Local Government Act 2003, the CIPFA Prudential Code, DLUHC (The Department for Levelling Up, Housing and Communities) MRP Guidance, the CIPFA Treasury Management Code and DLUHC Investment Guidance.

#### **Training**

3.2 The CIPFA Code requires the responsible officer to ensure that officers with responsibility for treasury management receive adequate training in treasury management. This also applies to Audit Committee members responsible for scrutiny. Training on the Prudential Code and the Capital Strategy was last provided to Audit Committee members in October 2018. CIPFA do offer training events specifically for Audit Committees.

#### **Treasury management consultants**

3.3 The PCC uses Link Asset Services as its external treasury management advisors. The current contract with Link expires on 31 August 2025.

3.4 The PCC recognises that responsibility for treasury management decisions remains with the organisation at all times and will ensure that undue reliance is not placed upon the services of our external service providers. All decisions will be undertaken with regard to all available information, including, but not solely, our treasury advisers.

3.5 It is also recognised that there is value in employing external providers of treasury management services in order to acquire access to specialist skills and resources. The PCC will ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented, and subjected to regular review.



## **The Treasury Management Function**

- 3.6 The CIPFA Code defines treasury management activities as “the management of the PCC’s investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.”
- 3.7 The PCC regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the PCC, and any financial instruments entered into to manage these risks.
- 3.8 The PCC acknowledges that effective treasury management will provide support towards the achievement of its business and service objectives. It is therefore committed to the principles of achieving value for money in treasury management, and to employing suitable comprehensive performance measurement techniques, within the context of effective risk management.
- 3.9 The PCC is required to operate a balanced budget, which broadly means that cash raised during the year will meet its cash expenditure. Part of the treasury management operations ensures this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low risk counterparties, providing adequate liquidity before considering investment return.
- 3.10 A further function of the treasury management service is to provide for the borrowing requirement of the PCC, essentially the longer term cash flow planning, typically 30 years plus, to ensure the PCC can meet its capital spending obligations. This management of longer term cash may involve arranging long or short term loans, or using internal cash balances on a temporary basis. Debt previously borrowed may be restructured to meet PCC risk or cost objectives.
- 3.11 The PCC has delegated responsibility for treasury management decisions taken within the approved strategy to the PCC CFO. Day to day execution and administration of investment and borrowing decisions is undertaken by Specialist Accountants based in the Joint Finance Department for Suffolk and Norfolk Constabularies.
- 3.12 External treasury management services continue to be provided by Link Asset Services in a joint contract with the PCC for Suffolk. Link Asset Services provides a range of services which include:
- Technical support on treasury matters and capital finance issues.
  - Economic and interest rate analysis.
  - Debt services which includes advice on the timing of long term borrowing.
  - Debt rescheduling advice surrounding the existing portfolio.

- Generic investment advice on interest rates, timing and investment instruments.
- Credit ratings/market information service for the three main credit rating agencies (Fitch, Moody's and Standard & Poors).

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

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

3.15 Link Asset Service's Economic Forecast is set out in Annex 3.

#### **4. Investment Strategy 2023/24**

4.1 The Bank Rate at the time of drafting this Strategy stands at 3.0 %. It is currently predicted that the Bank Rate will increase over the planning period as follows:

- Q1 2023 - 4.25%
- Q1 2024 - 3.75%
- Q1 2025 - 3.00%

However, these forecasts are likely to be revised within a relatively short timeframe due to a number of social, economic and political reasons.

4.2 The suggested budgeted investment earnings rates for returns on investments placed for periods up to about three months during each financial year are as follows:

<b>Financial Year</b>	<b>Budgeted Interest Earnings</b>
2023/24	4.40%
2024/25	3.30%
2025/26	2.60%
2026/27	2.50%
Later Years	2.80%

The overall balance of risks to economic growth in the UK is now to the downside, including residual risks from Covid, Brexit and the conflict in Ukraine - both domestically and their potential effects worldwide.

- 4.3 There are 3 key considerations to the treasury management investment process. DLUHC's Investment Guidance ranks these in the following order of importance:
- security of principal invested,
  - liquidity for cash flow, and
  - investment return (yield).

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

- 4.4 DLUHC's Investment Guidance requires local authorities and PCCs to invest prudently and give priority to security and liquidity before yield, as described above. In order to facilitate this objective, the Guidance requires the PCC to have regard to CIPFA's Code of Practice for Treasury Management in the Public Sector.
- 4.5 The key requirements of both the Code and the Investment Guidance are to produce an Annual Investment and Treasury Strategy covering the following:
- Guidelines for choosing and placing investments – Counterparty Criteria and identification of the maximum period for which funds can be committed – Counterparty Monetary and Time Limits.
  - Details of Specified and Non-Specified investment types.

## 5. Investment Strategy 2023/24 - Counterparty Criteria

- 5.1 The PCC works closely with its external treasury advisors to determine the criteria for high quality institutions.
- 5.2 The criteria for providing a pool of high-quality investment counterparties for inclusion on the PCC's 'Approved Authorised Counterparty List' is provided below
- **UK Banks** which have the following minimum ratings from at least one of the three credit rating agencies:

UK Banks	Fitch	Standard & Poors	Moody's
Short Term Ratings	F1	A-1	P-1
Long Term Ratings	A-	A-	A3

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

Non-UK Banks	Fitch	Standard & Poors	Moody's
Short Term Ratings	F1+	A-1+	P-1

Long Term Ratings	AA-	AA-	Aa3
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- **Part Nationalised UK Banks** – Royal Bank of Scotland Group (including Nat West). These banks are included while they continue to be part nationalised or they meet the minimum rating criteria for UK Banks above.
- **The PCC's Corporate Banker** – If the credit ratings of the PCC's corporate banker (currently Barclays Bank plc) fall below the minimum criteria for UK Banks above, then cash balances held with that bank will be for account operation purposes only and balances will be minimised in terms of monetary size and time.
- **Building Societies** – The PCC will use Building Societies which meet the ratings for UK Banks outlined above.
- **Money Market Funds (MMFs)** – which are rated AAA by at least one of the three major rating agencies. MMF's are 'pooled funds' investing in high-quality, high-liquidity, short-term securities such as treasury bills, repurchase agreements and certificate of deposit. Funds offer a high degree of counterparty diversification that include both UK and Overseas Banks.
- **UK Government** – including the Debt Management Account Deposit Facility & Sterling Treasury Bills. Sterling Treasury Bills are short-term (up to six months) 'paper' issued by the UK Government. In the same way that the Government issues Gilts to meet long term funding requirements, Treasury Bills are used by Government to meet short term revenue obligations. They have the security of being issued by the UK Government.
- **Local Authorities, PCCs etc.** – Includes those in England and Wales (as defined in Section 23 of the Local Government Act 2003) or a similar body in Scotland or Northern Ireland.

- 5.3 All cash invested by the PCC in 2023/24 will be either Sterling deposits (including certificates of deposit) or Sterling Treasury Bills invested with banks and other institutions in accordance with the Approved Authorised Counterparty List.
- 5.4 The Code of Practice requires local authorities and PCCs to supplement credit rating information. Whilst the above criteria rely primarily on the application of credit ratings to provide a pool of appropriate counterparties for use, additional market information will be used to inform investment decisions. This additional market information includes, for example, Credit Default Swap rates and equity prices in order to compare the relative security of counterparties.
- 5.5 The current maximum lending limit of £10m for any counterparty will be maintained in 2023/24 to reflect the level of cash balances and to avoid large deposits with the DMO. Where there is a surplus of cash due to unplanned cashflows, in order to keep within the counterparty limit with the PCC's bankers, the PCC will place investments using other secure liquid financial instruments, e.g. Money Market Funds.
- 5.6 In addition to individual institutional lending limits, "Group Limits" will be used whereby the collective investment exposure of individual banks within the same banking group is restricted to a group lending limit of £10m.

5.7 The Strategy permits deposits beyond 365 days (up to a maximum of 2 years) but only with UK banks which meet the credit ratings at paragraph 5.2. Deposits may also be placed with UK Part Nationalised Banks and Local Authorities for periods of up to 2 years.

5.8 A reasonable amount will be held on an instant access basis in order for the PCC to meet any unexpected needs. Instant access accounts are also preferable during periods of credit risk uncertainty in the markets, allowing the PCC to immediately withdraw funds should any concern arise over a particular institution.

## **6. Investment Strategy 2023/24 – Specified and Non-Specified Investments**

6.1 As determined by DLUHC's Investment Guidance, Specified Investments offer "high security and high liquidity". They are Sterling denominated and have a maturity of less than one year or for a longer period but where the PCC has the right to be repaid within one year if he wishes. Institutions of "high" credit quality are deemed to be Specified Investments where the possibility of loss of principal or investment income is small. From the pool of high quality investment counterparties identified in Section 5, the following are deemed to be Specified Investments :

- Banks: UK and Non-UK;
- Part Nationalised UK Banks;
- The PCC's Corporate Banker (Barclays Bank plc)
- Building Societies (which meet the minimum ratings criteria for Banks);
- Money Market Funds;
- UK Government;
- Local Authorities, PCCs etc.

6.2 Non-Specified Investments are those investments that do not meet the criteria of Specified Investments. From the pool of counterparties identified in Section 5, they include:

- Any investment that cannot be recalled within 365 days of initiation.

6.3 The categorisation of 'Non-Specified' does not in any way detract from the credit quality of these institutions, but is merely a requirement of the Government's guidance.

6.4 The PCC's proposed Strategy for 2023/24 therefore includes both Specified and Non-Specified Investment institutions.

## 7. Borrowing Strategy 2023/24

- 7.1 Capital expenditure can be funded immediately by applying capital receipts, capital grants or revenue contributions. Capital expenditure in excess of available capital resources or revenue contributions will increase the PCC's borrowing requirement. The PCC's need to borrow is measured by the Capital Financial Requirement (CFR), which simply represents the total outstanding capital expenditure, which has not yet been funded from either capital or revenue resources.
- 7.2 For the PCC, borrowing principally relates to long term loans (i.e. loans in excess of 365 days). The borrowing strategy includes decisions on the timing of when further monies should be borrowed.
- 7.3 Historically, the main source of long term loans has been the Public Works Loan Board (PWLB), which is part of the UK Debt Management Office (DMO). The maximum period for which loans can be advanced by the PWLB is 50 years. Lending by the PWLB is now on the proviso that CFOs confirm that the authority does not intend to buy investment assets primarily for yield at any point in the next three years. The 2021 revision to the Prudential Code now includes the requirement in paragraph 51 that an authority must not borrow to invest primarily for financial return. Paragraph 51 states:

*"The Prudential Code determines that certain acts or practices are not prudent activity for a local authority and incur risk to the affordability of local authority investment:*

- In order to comply with the Prudential Code, an authority must not borrow to invest primarily for financial return.*

- It is not prudent for local authorities to make any investment or spending decision that will increase the capital financing requirement, and so may lead to new borrowing, unless directly and primarily related to the functions of the authority and where any financial returns are either related to the financial viability of the project in question or otherwise incidental to the primary purpose."*

- 7.4 External borrowing currently stands at £31.8m (excluding PFI and ROU Leases). At 31 March 2022 and excluding PFI and ROU Leases, there was a £40.9m Capital Financing Requirement (CFR), £7.5m relating to unfunded capital expenditure which had been financed from internal resources. The CFR is estimated to be £46.7m at 31 March 2023, £50.5m at 31 March 2024 and £51.6m at 31 March 2025. Additional long term borrowing is estimated at £3.5m for 2023/24, £3.5m for 2024/25 and £6.3m for 2025/26. The borrowing requirement does not include the funding requirement in respect of assets financed through PFI and Leasing.
- 7.5 The challenging and uncertain economic outlook, together with managing the cost of "carrying debt" requires a flexible approach to borrowing. The PCC, under delegated powers, will take the most appropriate form of borrowing depending on the prevailing interest rates at the time and any risks identified.
- 7.6 The level of outstanding debt and composition of debt, in terms of individual loans, is kept under review. The PWLB provides a facility to allow the restructure of debt, including premature repayment of loans, and encourages local authorities and

PCCs to do so when circumstances permit. This can result in net savings in overall interest charges. The PCC CFO and Link Asset Services will monitor prevailing rates for any opportunities during the year. As short term borrowing rates tend to be considerably cheaper than longer term fixed interest rates, there may be potential opportunities to generate savings by switching from long term debt to short term debt. However, these savings will need to be considered in the light of the current treasury position and the size of the cost of debt repayment (premiums incurred). Consideration will also be given to identify if there is any residual potential for making savings by running down investment balances to repay debt prematurely as short term rates on investments are likely to be lower than rates paid on current debt

- 7.7 The PCC has flexibility to borrow funds in the current year for use in future years, but will not borrow more than or in advance of its needs purely in order to profit from the investment of the extra sums borrowed. Any decision to borrow in advance will be within forward approved Capital Financing Requirement estimates, and will be considered carefully to ensure that value for money can be demonstrated and that the PCC can ensure the security of such funds
- 7.8 The PCC will continue to use the most appropriate source of borrowing at the time of making application, including; the PWLB, commercial market loans, Local Authorities and the Municipal Bond Agency.

## 8. Treasury Management Indicators

- 8.1 In addition to the key Indicators included in the Prudential Code and reported separately, there are three treasury management indicators. The purpose of the indicators is to restrict the activity of the treasury function to within certain limits, thereby managing risk and reducing the impact of an adverse movement in interest rates. However, if these indicators are too restrictive, they will impair the opportunities to reduce costs/improve performance. The Indicators are:

- **Maturity Structures of Borrowing** – These gross limits are set to reduce the PCC's exposure to large fixed rate sums falling due for refinancing and require upper and lower limits. It is recommended that the PCC sets the following limits for the maturity structures of its borrowing at 31.3.23:

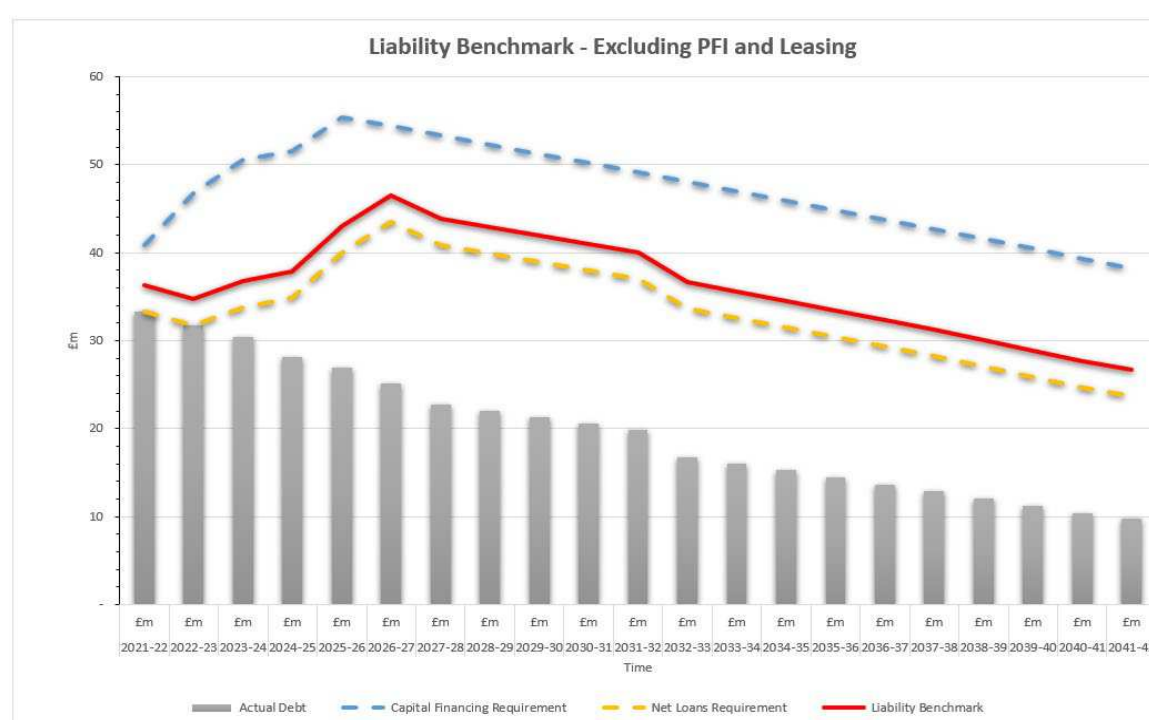
	Actual*	Lower Limit	Upper Limit
Under 12 months	4.0%	0%	15%
12 months and within 24 months	7.3%	0%	15%
24 months and within 5 years	17.2%	0%	45%
5 years and within 10 years	18.6%	0%	75%
10 years and above	52.9%	0%	100%

\* Actual is based on existing balances at 31 March 2023

- **Upper Limits to the Total of Principal Funds Invested for Greater than 365 Days** – This limit is set with regard to the PCC's liquidity requirements. It is estimated that in 2023/24, the maximum level of PCC funds invested for periods greater than 365 days will be no more than £4.840m.

- **Liability Benchmark**

This is a new indicator arising from the 2021 Revised Treasury Management Code of Practice. The liability benchmark is an essential risk management tool. The optimum position is for total borrowing to be on the liability benchmark line. Borrowing above that level will be reflected in increased investment balances and introduce the cost of carry and additional credit risk implications, although this may be needed to anticipate interest rate movements and secure affordable borrowing.





## Prudential Code Indicators 2023/24, 2024/25, 2025/26

### 1. Background

- 1.1 The Prudential Code for capital investment came into effect on 1<sup>st</sup> April 2004. It replaced the complex regulatory framework, which only allowed borrowing if specific government authorisation had been received. The Prudential system is one based on self-regulation. All borrowing undertaken is self-determined under the prudential code. A revised Prudential Code was published in December 2021 and applied with immediate effect, albeit with a soft landing for 2022/23.
- 1.2 Under Prudential arrangements the PCC can determine the borrowing limit for capital expenditure. The Government does retain reserve powers to restrict borrowing if that is required for national economic reasons.
- 1.3 The key objectives of the Code are to ensure, within a clear framework, that capital investment plans are affordable, prudent and sustainable. The Code specifies indicators that must be used and factors that must be taken into account. The Code requires the PCC to set and monitor performance on:
  - capital expenditure
  - affordability
  - external debt
  - treasury management (now included within Treasury Management strategy)
- 1.4 The required Prudential and Treasury Management indicators are:
  - Capital Expenditure Forecast
  - Capital Financing Requirement
  - Actual External Debt
  - Authorised Limit for External Debt
  - Operational Boundary Limit for External Debt
  - Net income from commercial and service investments to net revenue stream ratio.

However authorities are now advised to use local indicators, where this would be beneficial, especially if carry out commercial activities.

- 1.5 Once determined, the indicators can be changed so long as this is reported to the PCC.
- 1.6 Actual performance against indicators will be monitored throughout the year. All the indicators will be reviewed and updated annually.

## 2. The Indicators

- 2.1 The **Capital Expenditure Payment Forecast** is detailed in Appendix E (of the PCC's Budget and MTFP report 2023/27). The total estimated payments are:

	2023/24	2024/25	2025/26
	£m	£m	£m
<i>Capital Expenditure Forecast</i>	12.505	7.444	11.688
<i>Transition of ROU Leases</i>		0.309	

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

- 2.2 The **ratio of capital financing costs to net revenue budget** shows the estimated annual revenue costs of borrowing (net interest payable on debt and the minimum revenue provision for repaying the debt), as a proportion of annual income from local taxation and non-specific government grants. The estimates include PFI MRP and interest costs. Estimates of the ratio of capital financing costs to net revenue budget for future years are:

<b>Ratio of Capital Financing Costs to Net Revenue Budget</b>		
2023/24 <i>Estimate</i>	2024/25 <i>Estimate</i>	2025/26 <i>Estimate</i>
4.58%	4.45%	4.21%

- 2.3 The **capital financing requirement** represents capital expenditure not yet financed by capital receipts, revenue contributions or capital grants. It measures the underlying need to borrow for capital purposes, although this borrowing may not necessarily take place externally. Estimates of the end of year capital financing requirement for future years are:

<b>Capital Financing Requirement</b>			
31/03/23 <i>Estimate</i>	31/03/24 <i>Estimate</i>	31/03/25 <i>Estimate</i>	31/03/26 <i>Estimate</i>
£m	£m	£m	£m
96.108	100.133	102.081	101.395

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

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

- 2.5 The Code defines the **authorised limit for external debt** as the sum of external borrowing and any other financing long-term liabilities e.g. finance leases. It is recommended that the PCC approve the 2023/24 and future years limits. For 2023/24 this will be the statutory limit determined under section 3(1) of the Local Government Act 2003.

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

<b>Authorised Limit for External Debt</b>			
	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
<i>PWLB borrowing</i>	33.892	34.997	39.950
<i>Other long term liabilities (PFI and ROU Lease Liabilities)</i>	51.540	49.822	48.176
<i>Headroom</i>	21.753	21.645	20.645
<b>Total</b>	<b>107.185</b>	<b>106.465</b>	<b>108.771</b>

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

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

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

<b>Operational Boundary Limit for External Debt</b>			
	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
<i>PWLB borrowing</i>	33.892	34.997	39.950
<i>Other long term liabilities (PFI and ROU Lease Liabilities)</i>	51.540	49.822	48.176
<b>Total</b>	<b>85.432</b>	<b>84.820</b>	<b>88.126</b>

- 2.7 The Code now requires a new indicator identifying the ratio between net income from commercial and service investments to net revenue stream. This indicator provides a contextual assessment of the proportionality of income from commercial and service investments. However, as the PCC does not currently engage in any commercial arrangements, there is no need to provide further information on this indicator.

## **Annex 2**

### **Minimum Revenue Provision (MRP) MRP Policy and Statement for 2023/24.**

#### **1. Introduction**

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

#### **2. Options for Making Prudent Provision**

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

##### **Option 1 - Regulatory Method**

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

##### **Option 2 - Capital Financing Requirement (CFR) Method**

Under this option, MRP is equal to 4% of the non-housing CFR at the end of the preceding financial year.

##### **Option 3 – Asset Life Method**

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

- (a) Charging MRP in equal instalments over the life of the asset
- (b) Charge MRP on an annuity basis, where MRP is the principal element for the year of the annuity required to repay over the asset's useful life the amount of capital expenditure financed by borrowing or credit arrangements. The authority should use an appropriate interest rate to calculate the amount. Adjustments to the calculation to take account of repayment by other methods during repayment period (e.g. by the application of capital receipts) should be made as necessary.

##### **Option 4 - Depreciation**

MRP is deemed to be equal to the provision required in accordance with depreciation accounting in respect of the asset on which expenditure has been financed by borrowing or credit arrangements. This should include any amount for impairment charged to the income and expenditure accounts.

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

### **3. MRP Policy**

- 3.1 Before 1 April 2019 the option adopted for expenditure incurred after 1 April 2008 was Option 3a (Equal Instalment method). This method was deemed prudent whilst assets were primarily being internally financed.
- 3.2 As reserves, cash and investment balances have been consumed following the decrease in direct government funding, it is now necessary to externally finance capital expenditure on long life assets. The current preferred financing method is via the Public Works Loans Board (PWLB) borrowed on an annuity basis.
- 3.3 Option 3b (Annuity Method) is adopted for capital expenditure chargeable as MRP for the first time after 1 April 2019. The principal reason for this change was for the charge to revenue to reflect the capital repayment basis on the associated finance. This method will therefore adopt a similar MRP basis as those assets financed through lease or PFI arrangements.
- 3.4 The revised Statutory Guidance released on 2 February 2018 stipulates that this change in policy cannot be applied retrospectively to assets placed in service prior to the date the revised policy was introduced. Therefore Option 3a still applies to capital expenditure chargeable as MRP for the first time prior to 1 April 2019.

### **4. Recommendations**

- 4.1 It is proposed that the following MRP policy is adopted as follows for 2023/24:
- Capital expenditure incurred before April 2008 is treated in accordance with Option 1 of the regulatory guidance;
  - Capital expenditure chargeable as MRP for the first time from 1 April 2008 to 31 March 2019 is treated in accordance with Option 3(a) of the regulatory guidance.
  - Capital expenditure chargeable as MRP for the first time after 1 April 2019 is treated in accordance with Option 3(b) of the regulatory guidance.

## Norfolk PCC Precept 2023/24 – £14.94 (5.19%) increase in Council Tax

COUNCIL TAX PRECEPT						
£14.94 (5.19%) increase in council tax in 2023/24						
					£	
Budget Requirement					199,853,993	
Less Government Funding					105,936,324	
To be met from council tax (incl. surplus)					93,917,669	
Billing Authority		Taxbase	Precept Amount	Surplus on Collection Fund		Total Payments Due
			£	£		£
BRECKLAND		45,926	13,912,671	191,713		14,104,384
BROADLAND		48,127	14,579,593	55,341		14,634,934
GT. YARMOUTH		29,851	9,043,062	50,861		9,093,923
K.LYNN & W. NORFOLK		52,984	16,051,094	(15,689)		16,035,405
NORTH NORFOLK		41,086	12,446,547	21,386		12,467,933
CITY OF NORWICH		38,260	11,590,484	29,410		11,619,894
SOUTH NORFOLK		52,335	15,854,365	106,830		15,961,195
		308,569	93,477,817	439,852		93,917,669
Valuation Band		Council Tax 2023/24	Council Tax 2024/25	Increase		
		£	£	Year	Week	
A		192.00	201.96	9.96	0.19	
B		224.00	235.62	11.62	0.22	
C		256.00	269.28	13.28	0.26	
D		288.00	302.94	14.94	0.29	
E		352.00	370.26	18.26	0.35	
F		416.00	437.58	21.58	0.41	
G		480.00	504.90	24.90	0.48	
H		576.00	605.88	29.88	0.57	
(i)	As in previous years instalment payments will be made to the PCC by the district councils on the day that they receive their government grant instalments. This will minimise the cash flow effect on the collection authorities.					
(ii)	Where a surplus on collection of 2022/23 council tax has been estimated, the District Council concerned will pay to the PCC its proportion of the sum by ten equal instalments, as an addition to the May 2023 to February 2024 precept payments.					
(iii)	Where a deficit on collection of 2022/23 council tax has been estimated, the District Council concerned will receive from the PCC its proportion of the sum by ten equal instalments. as a reduction to the May 2023 to February 2024 precept payments.					

**Office of the Police & Crime Commissioner  
Precept Consultation 2023/24 Results**

**Summary**

1. The Police and Crime Commissioner (PCC) has a statutory duty to consult Norfolk people on his proposals ahead of setting the policing budget, and with it, how much they will contribute through council tax.
2. The Panel has received a report detailing the method, timescales and key dates for the 2022/23 police budget consultation.
3. The information below provides members of the Police and Crime Panel with an overview of the consultation results.

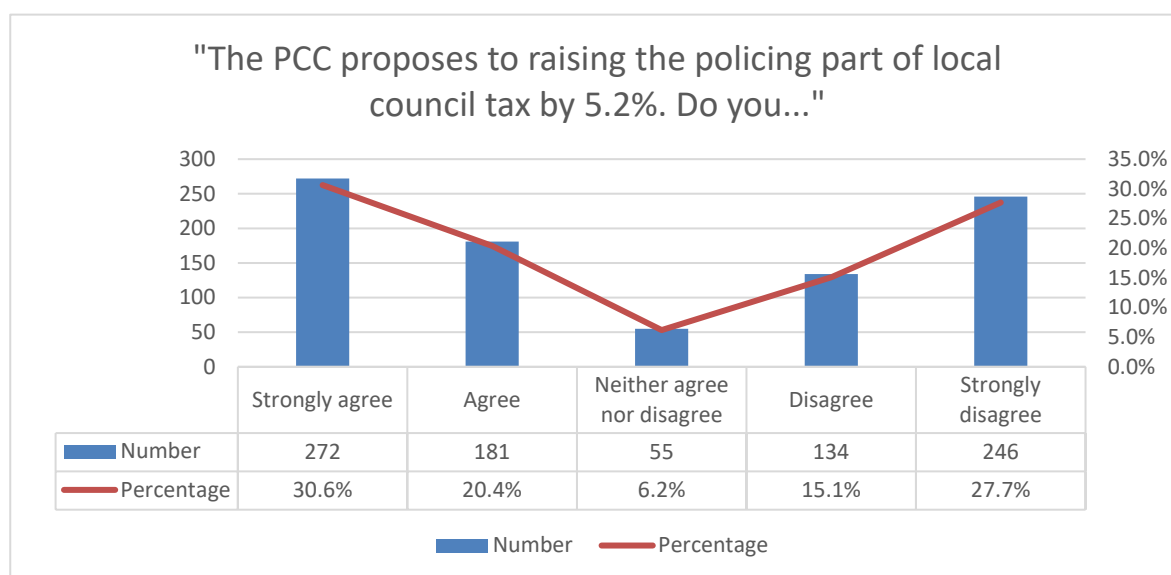
**1. Results of the public consultation**

- 1.1 The 2023/24 police budget and council tax consultation took the form of a survey - available both online and in hard copy – with people also having the opportunity to submit their views by email, letter or by telephone. There was a comprehensive and countywide supporting programme of public engagement.
- 1.2 In total, there were 888 valid responses to the consultation alongside feedback through social media (See Appendix B for Precept consultation communications report) and 1 email into the main OPCCN inbox. There were 25 hard copies of the survey returned during the consultation period.
- 1.3 All comments received to the consultation by whatever means of communication were provided to the PCC to help inform his 2023/24 policing budget decisions.
- 1.4 Recurring themes/messages within the comments included: (See Appendix A for thematic breakdown of responses)
  - Wanting more visible policing
  - Support for the police & the OPCCN
  - Concern of the cost-of-living crisis
- 1.5 Recurring themes in comments for those responders who agreed with the proposal includes:
  - More money is needed to support the service
  - Maintaining the policing service is needed to make people feel safe
  - The amount proposed seems reasonable and is below inflation

1.6 Recurring themes in comments for those responders who disagreed with the proposal include:

- Household bills are rising so people cannot afford the extra money on top of other rising bills
- Central government should fund the police
- There has been a year and year increase and there is nothing to show for this
- Mistrust of the police due to media reports so do not agree with rising the precept to support poor policing

1.7 Breakdown of responses:



1.8 Via the online survey 435 comments were made in response to the consultation question.

## 2. Conclusions

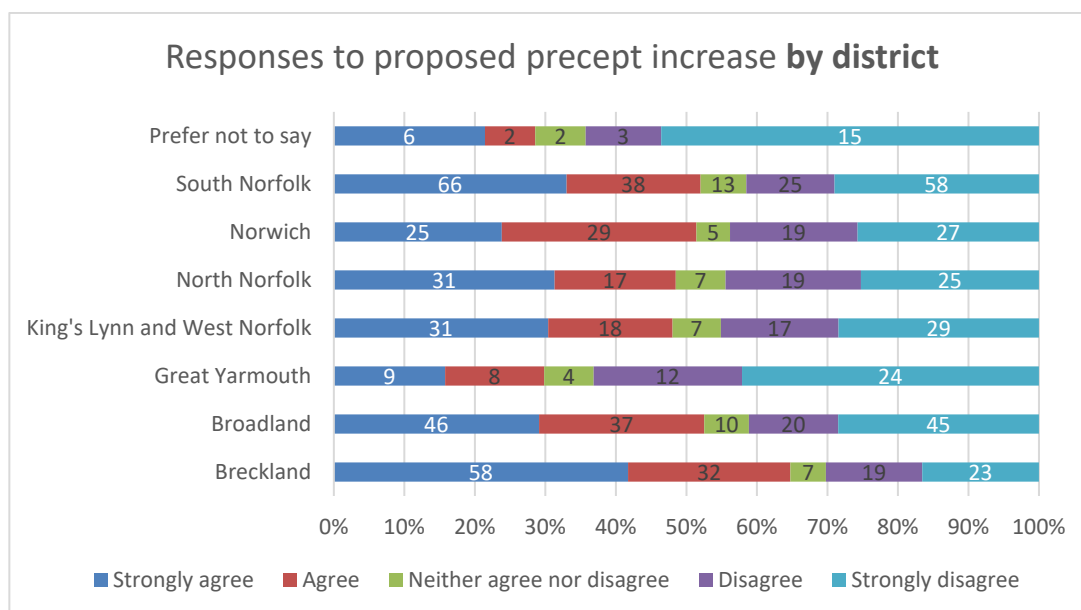
2.1 The results of the police budget and tax 2023/24 consultation show that of the 888 respondents to the survey, a total of 272 respondents strongly agreed with the proposal to raise the precept by 5.2%. A total of 181 respondents agreed with the proposal.

2.2 This equates to 51% in overall support of a precept increase in contrast to 48% of the total respondents who did not support a precept increase. 6% of respondents said they neither agree nor disagree with the proposal.

2.3 If the responses of nether agree or nor disagree were removed from the total responses, then 54% of those who responded agree with the proposal, in contrast to 46% respondents who disagreed with the proposal.



- 2.4 The PCC held a series of question-and-answer events in several parts of the county, using the local libraries or community centres. This allowed for residents to attend a natural familiar venue that provides a less informal environment to promote conversation. Holding events in these public place's benefits from high footfall, proving the opportunity to speak to residents to promote the precept survey.
- 2.5 The PCC and the Chief Constable appeared on BBC Radio Norfolk in a question-and-answer session focusing on the precept consultation.
- 2.6 The PCC consulted with the Norfolk Independent Advisory Group and various organisations and partners.
- 2.7 As standard practice when conducting a public consultation, an Equality Impact Assessment (EIA) was completed before the launch. It was noted in the EIA, that there may be some protected characteristic groups who could be excluded as they are unfamiliar with engaging via digital platforms, such as the elderly. The engagement strategy was adapted to ensure that the elderly community was able to attend bespoke question and answer sessions alongside being provided the opportunity to complete paper copies of the survey. The responses to the survey were monitored throughout the consultation period and reviewed in comparison to the EIA, with the results showing older age groups were well represented.
- 2.8 The table below shows response rates to the survey by district.



3. Please note that rounding may cause totals to not add up to 100%, however all responses are included in the tables.
- 3.1 Panel members are asked to note the results of the consultation.

#### 4. Appendices

**Appendix A** --- Analysis of survey results

**Appendix B**--- Precept Consultation Communications Report

## Appendix A

### 2023-24 Precept Survey Analysis

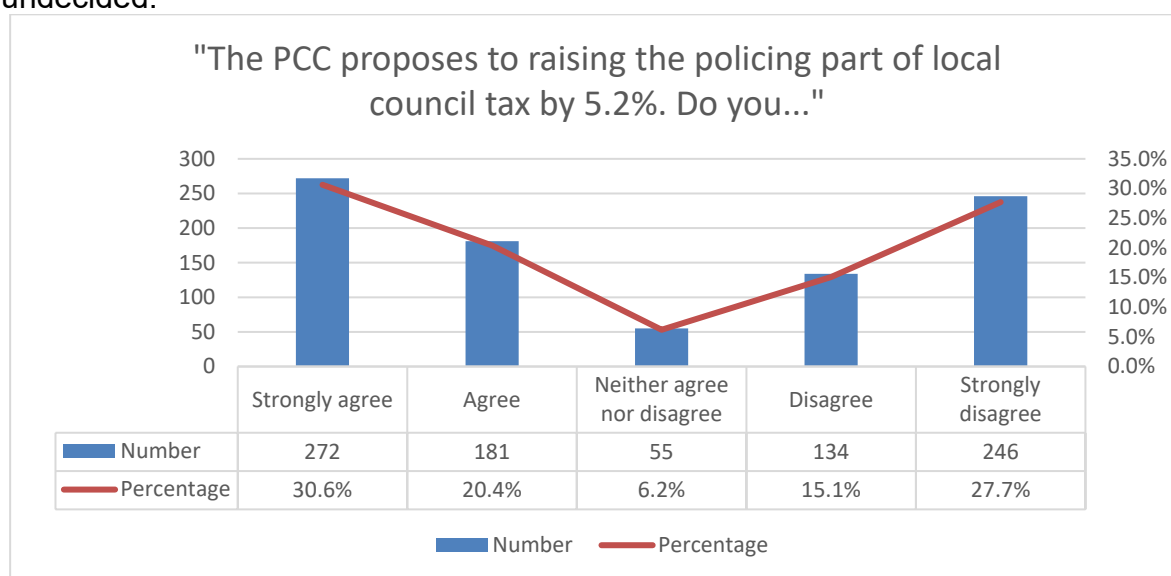
The PCC proposes raising the policing precept of council tax by 5.2% and has completed a public consultation to seek Norfolk residents' views.

A total of 888 responses were received between 3<sup>rd</sup> – 16<sup>th</sup> January 2023. A further 204 partial responses were recorded.<sup>6</sup>

#### Opinions and comments on the proposed precept increase

##### Quantitative analysis

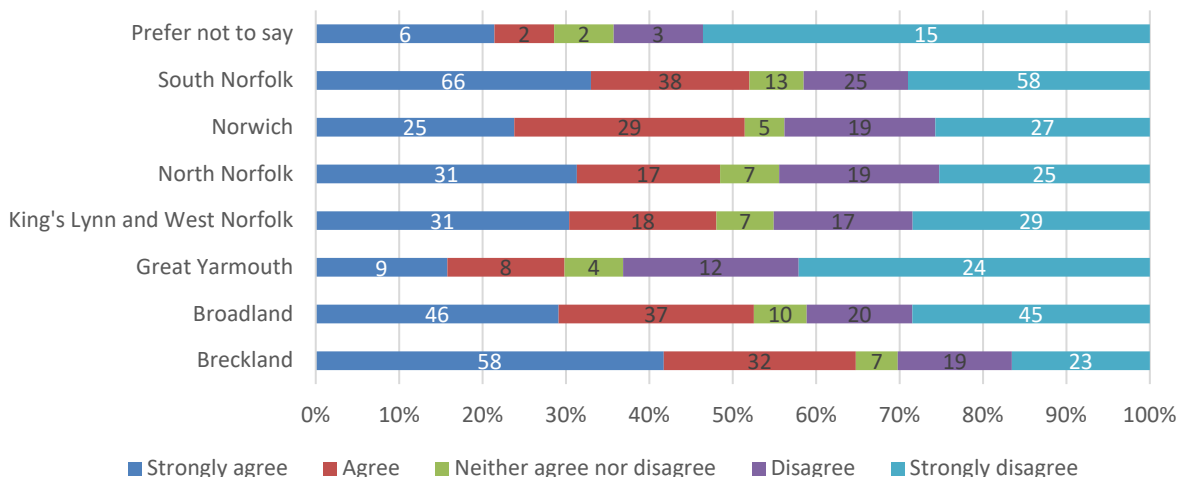
Responses to the main question on whether or not residents agreed with the proposed precept increase were split but more people were in favour than not. In total 51% of respondents agreed or strongly agreed, and 43% disagreed or strongly disagreed, with 6% undecided.



These responses have been further broken down into district and age group categories below.

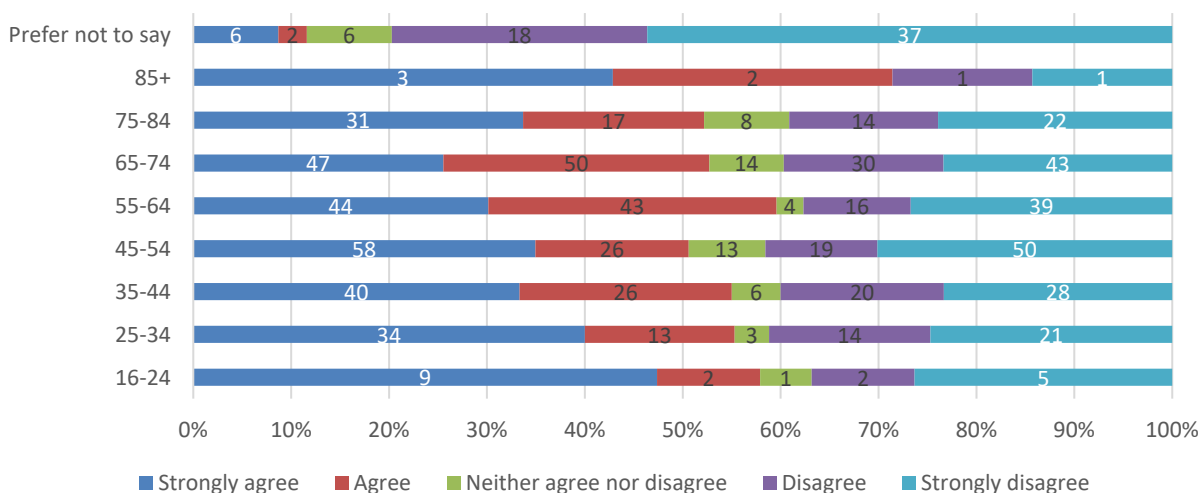
<sup>6</sup> Partial responses are those where the final 'submit' button has not been clicked, and they include responses which have timed out or where people have accidentally loaded the survey twice. They are not part of the final analysis and the majority of partial responses are left blank.

### Responses to proposed precept increase **by district**



- Over 50% of respondents in South Norfolk, Norwich, Broadland and Breckland agreed or strongly agreed.
- Slightly fewer than 50% agreeing or strongly agreeing in North Norfolk and King's Lynn and West Norfolk.
- In Great Yarmouth only 30% of respondents agreed or strongly agreed.

### Responses to proposed precept rise **by age group**



- Very few people aged 85+ responded to the survey so percentages for this age group should be treated with caution and may not be representative.
- People aged 16-24 and 55-64 were the mostly likely to agree or strongly agree to the proposed increased.

### Qualitative analysis (additional comments)

435 respondents left additional comments on a total of 39 different themes. Within these comments, 215 points were made which the PCC does have control and/or influence over, e.g. more visible policing; and 148 points were made which the PCC does not have control of, such as "get rid of the PCC". They are ordered in the table below according to the number of people who mentioned them, and the percentage of people who mentioned that theme as a total of all respondents (888) is alongside.

Theme	Number	Percentage of total
Too many police stations are closing/ want more visible policing and foot patrols	93	10.5%
Cost of living/ cannot afford increase	78	8.8%
Supportive of police/ OPCCN	72	8.1%
Norfolk Police service is poor	43	4.8%
Norfolk Police need to make efficiencies	41	4.6%
Get rid of the PCC/ OPCC to save money	35	3.9%
"Why should I pay for a service I don't use/get?"	30	3.4%
"Why does the precept go up every year?"	30	3.4%
The vote doesn't matter - it will increase anyway/it goes up every year	24	2.7%
Wants more specific information about the increase/ what it will be spent on	19	2.1%
Central government should pay	14	1.6%
Anti-equality and diversity comments	13	1.5%
Abusive/ threatening comments	12	1.4%
Wants more community policing/ dedicated 'local bobby'	12	1.4%
Struggling to trust police due to recent media reports or historical inequalities	12	1.4%
Road policing not good/ speeding an issue	10	1.1%
Would be happy to pay a higher precept increase	10	1.1%
Rural/ farming policing issues should be prioritised	10	1.1%
"The police spent too much time catching people speeding."	9	1.0%
There are too many senior officers/ the senior officers are not good at their jobs	8	0.9%
The Police need to not do other agencies' jobs	8	0.9%
Police pensions are too generous	7	0.8%
Everyone should pay the same amount of council tax	5	0.6%
Council tax bands need reassessing	4	0.5%
Concerned about misogyny and racism in policing/ more training needed	4	0.5%
Would support a smaller precept increase	4	0.5%
Increase police officer pay	3	0.3%
What about the other Council Tax bands? (only B and D are mentioned)	3	0.3%
New police buildings are too expensive	3	0.3%
Fraud resource needs increasing	3	0.3%
People in 'high crime' areas should pay more	2	0.2%
Bring back PCSOs	2	0.2%
101 response time are not good in Norfolk	2	0.2%
Abusive - Extreme language used	1	0.1%
Police should stop providing public protection, sports, events work	1	0.1%

<b>Wants more evening engagement from the PCC</b>	1	0.1%
<b>Officers have too much paperwork</b>	1	0.1%
<b>Use police reserves instead</b>	1	0.1%
<b>Defund the police</b>	1	0.1%

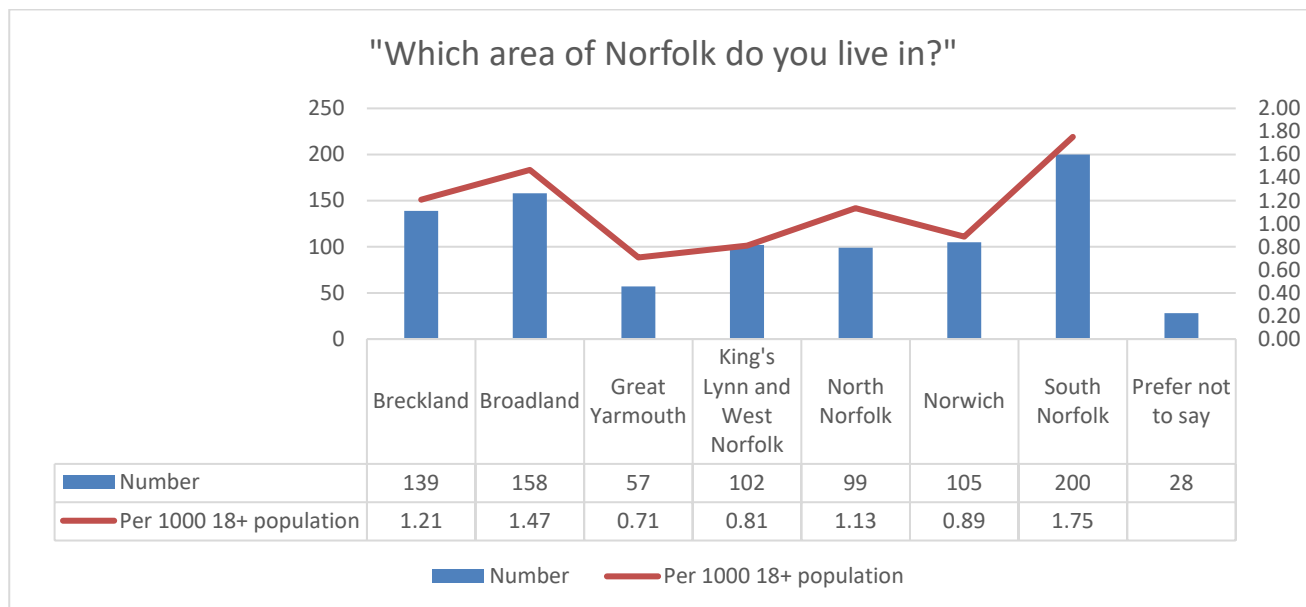
The following quotes have been selected as representative of the top several themes:

1. "I have for many years agreed with the budget for policing being increased at a higher rate than the corresponding council tax. I must however raise the point that visible policing (the reason I have always supported an increase) does not appear to have happened."
2. "Every bill is increasing. The cost of living is now having a real effect on my personal finances."
3. "Extra resources are vital, although increase in taxation is not pleasant it is urgently required for policing."
4. "Policing in Norfolk is not working for most of the people in Norfolk. The police have forgotten about what really affects people's everyday lives. Anti-social behaviour goes untackled, 'low level' crimes that blight everybody's lives go uninvestigated/unattended."
5. "Before seeking additional funding from the public you need to demonstrate that the resources they already have are being deployed in the most effective way with zero waste. That clearly is not the case."

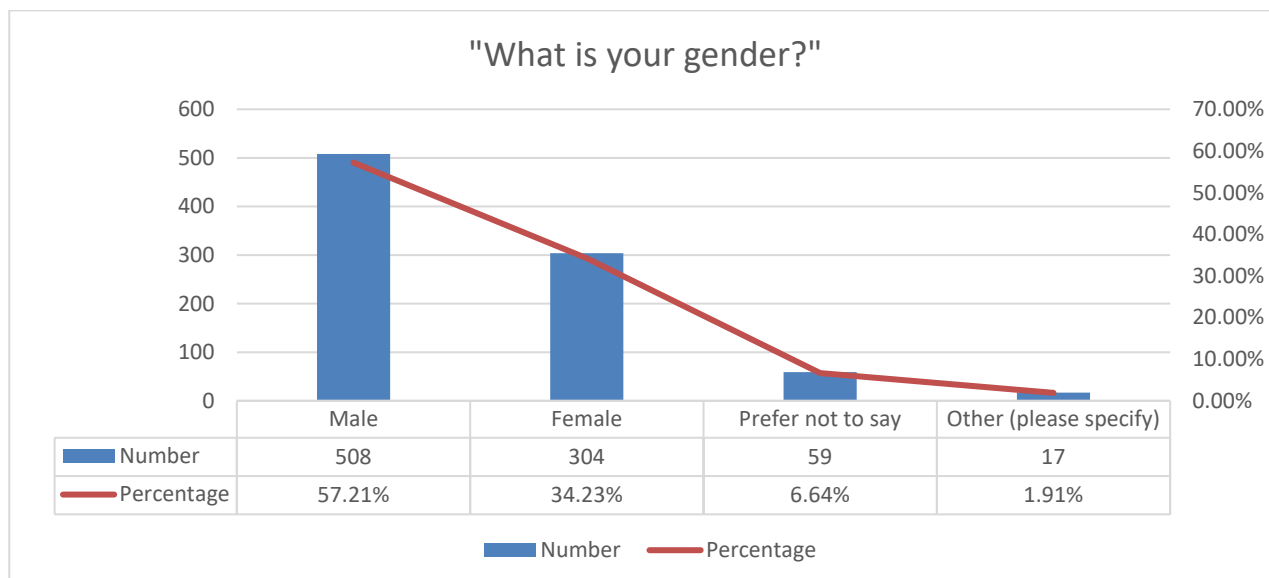
### **Demographics of respondents**

Respondents were asked seven optional questions about where they live and their protected characteristics (gender, age, ethnicity, disability status, sexuality, and religion). These questions are asked because the budget consultation is one of the largest engagement exercises the OPCCN undertakes, and it is a valuable opportunity to understand how well we are reaching different communities and individuals in Norfolk. This information can then be used to inform equalities and outreach work undertaken by the PCC and OPCCN.

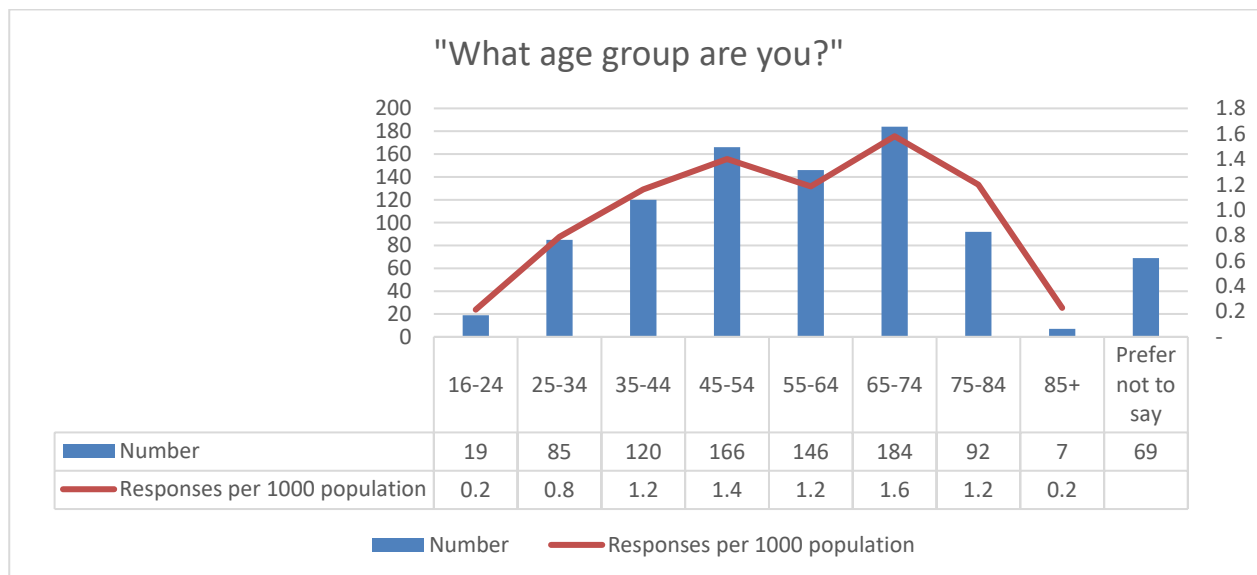
The responses to these optional questions are displayed in the charts and tables below. Data from the 2021 census has been used in the analysis. Data is presented as the total number of responses, and either the number of responses per 1000 population or as a percentage of total responses.



- After adjusting for district population, respondents were most likely to live in either Broadland or South Norfolk, and least likely to live in Great Yarmouth or King's Lynn and West Norfolk.



- A disproportionate number of respondents were male. The reason for this is unclear, however it may be that men are more likely than women to respond on behalf of their household.
- Of the 17 'other (please specify)' responses:
  - 3 people identified as non-binary
  - Other comments were abusive, anti-trans, or from people who did not understand why the OPCCN does equalities monitoring.



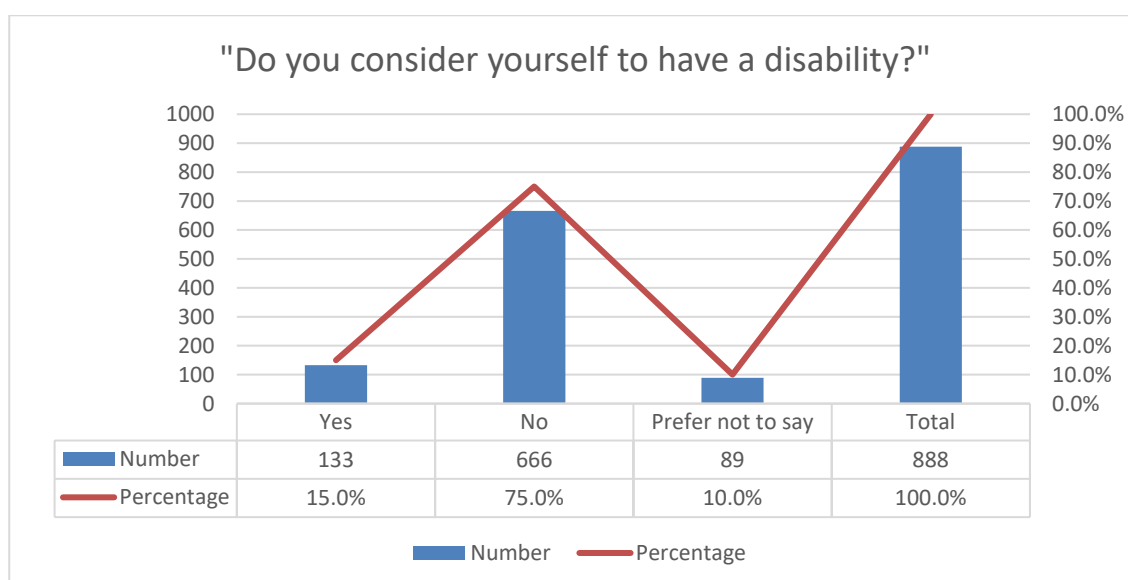
- Adjusting for the number of Norfolk adults in each age group, those in the 45-54 and 65-74 age groups were most likely to respond to the survey.
- The low response among younger adults may be because they are less likely to be living independently or they are students and therefore exempt from council tax.
- Those over 85 years old may be less likely to respond due to having less access to online spaces than younger age groups. Paper copies of the survey were sent to libraries but not all older people use libraries.

What is your ethnic group?	Number	Per 1000 population
Asian or Asian British - Bangladeshi	0	0.0
Asian or Asian British - Chinese	3	0.8
Asian or Asian British - Indian	3	0.5
Asian or Asian British - Pakistani	0	0.0
Asian or Asian British - Any other Asian background	1	0.2
Black or Black British - African	1	0.2
Black or Black British - Caribbean	1	0.4
Black or Black British - Any other Black background	2	4.6
Mixed - White and Asian	3	0.7
Mixed - White and Black African	4	1.2
Mixed - White and Black Caribbean	4	1.3
Mixed - Any other Mixed background	2	0.5
White - English/ Welsh/ Scottish/ Northern Irish/ British	788	1.0
White - Irish	3	0.7
White - Gypsy or Irish Traveller	0	0.0
White - Other	11	0.2
Other - Arab	0	0.0
Other - Any other ethnic group	2	0.4
I do not wish to disclose my ethnic origin	60	



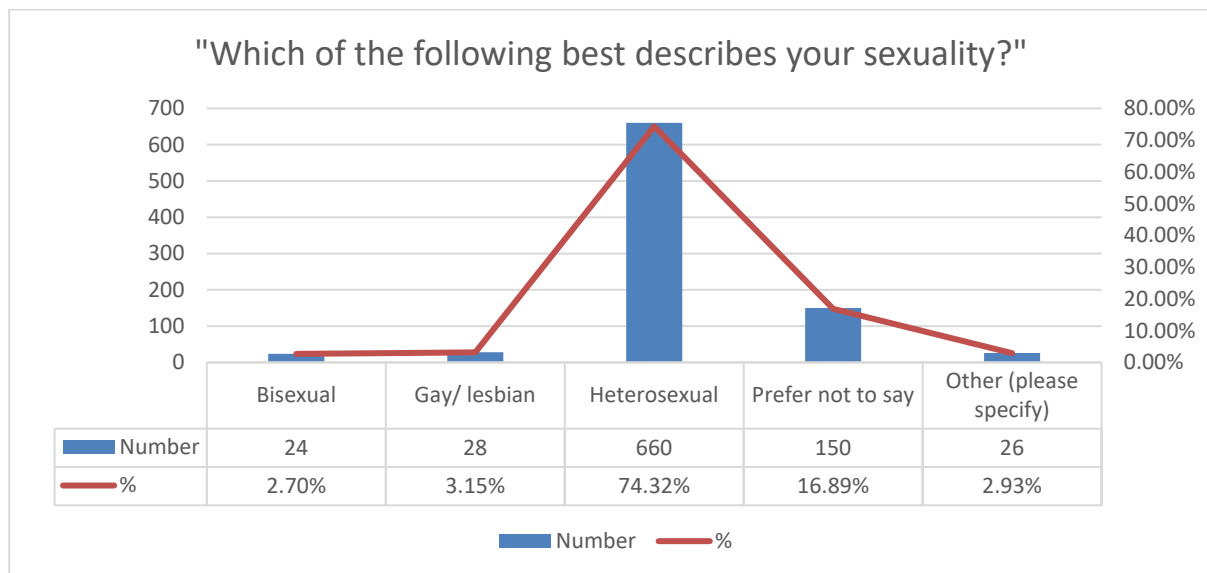
- Meaningful analysis of this data set is challenging for several reasons:
  - The small numbers of respondents in many categories
  - The relatively high number of respondents who did not want to disclose their ethnic origin
- The aggregated numbers in the table below suggest that individuals identifying as having Mixed, Black, and Asian ethnicity or heritage may be underrepresented in the responses. This assumes many of those who chose not to disclose their ethnicity were White.

Aggregated responses per main ethnic group	2021 census	2023 survey
Asian/Asian British	2.10%	0.80%
Black/ Black British	0.90%	0.50%
Mixed or Multiple	1.60%	1.50%
White	94.70%	89.00%

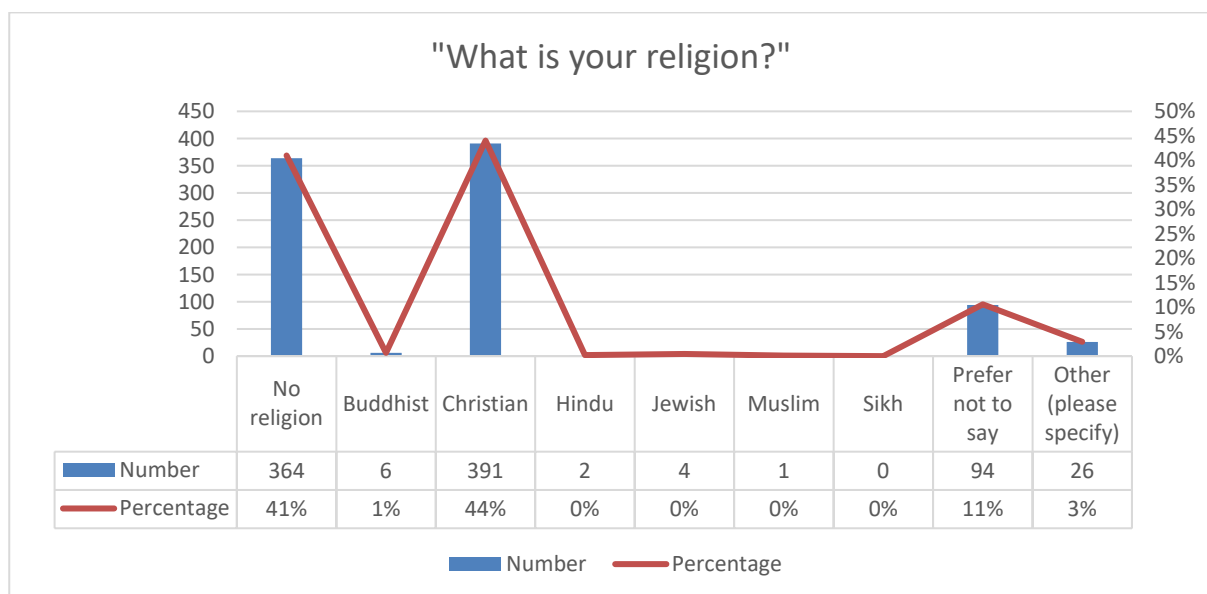


- According to Scope, 19% of working age adults and 46% of people of state pension age have some form of disability. This suggests disabled people may be underrepresented in the survey results.<sup>7</sup>

<sup>7</sup> [Disability facts and figures | Disability charity Scope UK](#)



- As far as it is possible to tell, the survey responses include a representative sample of diverse sexualities in Norfolk. The relatively high % of 'prefer not to say' responses make accurate analysis challenging.
- Of the 26 'other (please specify)' responses:
  - Three people defined themselves as pansexual, asexual, and queer.
  - Other comments were abusive or did not understand why the OPCCN does equalities monitoring.



- 44% of respondents said they were Christian, and 41% identified with no religion, with 11% preferring not to say.
- Full analysis is made difficult by the high number of people who preferred not to say, however it is possible people with non-Christian faith are underrepresented in the survey responses.
- Of the 26 'other (please specify)' responses:
  - 2 people said they were Spiritualist
  - 1 person said they were Pagan
  - 1 person said they were Jedi
  - The remaining comments were abusive or did not understand why the OPCCN does equalities monitoring.

# COMMUNICATIONS REPORT:

## January 3 - January 16, 2023

### Media coverage:

#### BBC Radio Norfolk



- Live Q&A on Breakfast Show with PCC and Chief Constable on Friday 6 January
- Clips shared on news bulletins throughout the day from launch day

#### Eastern Daily Press



- PCC face-to-face interview with reporter Simon Parkin on launch day, resulting in full page article (page 6) on Wednesday 4 January
- Front page article (plus page 4) on Thursday 12 January
- News coverage in print and online

#### Norwich Evening News

- Full page article (page 6) on Wednesday 4 January
- News coverage in print and online

### Potential audience reach:

**Radio:** 137,000 (per week)  
**Print:** 33,032



#### Also, online coverage in:

- Fakenham & Wells Times
- North Norfolk News
- Watton & Swaffham Times
- Diss Mercury
- Dereham Times
- Thetford and Brandon Times

### Social media:



**Posts:** 16  
**Reach:** 19,532  
**Engagement\*:** 68



**Posts:** 16  
**Impressions:** 11,357  
**Engagement\*:** 167

### OPCCN website:



#### Main consultation page:

Total page views: 260  
Unique visitors: 221

#### Message from your PCC:

Total page views: 29  
Unique visitors: 28

#### Message from your Chief Constable:

Total page views: 20  
Unique visitors: 20



**County-wide posts:** 2  
**Impressions:** 39,916  
**Engagement\*\*:** 68

\* Link click, profile view, retweet, like, share, comment

\*\* Comment, reaction



**Consultation news article:**  
Total page views: 25  
Unique visitors: 21

## **Police, Crime and Community Safety Plan 2022-24 performance monitoring**

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

The Panel is recommended to:

- 1) Consider the summary of progress towards delivering the six strategic priorities, and;
- 2) Agree what report or recommendations (if any) it wishes to make to the PCC.

## **1. Background**

- 1.1 The Police Reform and Social Responsibility Act 2011 (“the Act”) requires the Police and Crime Commissioner (“the PCC”) to issue a Police and Crime Plan (“the Plan”) within the financial year in which each ordinary election is held.
- 1.2 The Plan should determine, direct and communicate the PCC’s priorities during their period in office and must set out for the period of issue:
  - a) The PCC’s police and crime objectives for the area, including the strategic direction over the period for which the PCC has been elected and including:
    - Crime and disorder reduction in Norfolk
    - Policing within Norfolk
    - How Norfolk Constabulary will discharge its national functions.
  - b) The policing that the Chief Constable will provide;
  - c) The financial and other resources which the PCC will give the Chief Constable in order that they may do this;
  - d) How the PCC will measure police performance and the means by which the Chief Constable will report to the PCC;
  - e) Information regarding any crime and disorder reduction grants that the PCC may make, and the conditions (if any) of those grants.
- 1.3 Prior to publication of the Plan, the PCC must: consult with the Chief Constable in preparing the Plan; obtain the views of the community and victims of crime on the draft Plan; send the draft Plan to the Police and Crime Panel (“the Panel”); have regard and provide a response to any report or recommendations made by the Panel.
- 1.4 The PCC may vary an existing plan or issue a new one at any time, and the frequency with which this is done should be determined on the basis of local need. Any variations should be reviewed by the Panel.

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

- 2.1. The purpose of the item on today's agenda is to allow the Panel to consider both the PCC's new approach to performance monitoring as well as the progress being made towards delivering the Police, Crime and Community Safety Plan 2022-24 ("the Plan").
- 2.2 Attached at **Annex 1** of this report is the PCC's performance report which sets out an overview of progress against all six strategic priorities (pillars) contained within the Plan.

## **3. Suggested Approach**

- 3.1 The PCC will attend the meeting and answer the Panel's questions. He will be supported by members of his staff together with the Chief Constable (subject to operational commitments).
- 3.2 The Panel may wish to question the new PCC on the following areas:

### Pillar 1: Sustain Norfolk Constabulary

- a) How the PCC is working with the Association of Police and Crime Commissioners (APCC) to influence national policy on police, crime and criminal justice;
- b) Anticipated outcomes from the Home Affairs Committee's current [inquiry into Policing Priorities](#) and their implications;
- c) How the PCC is working with the APCC to address retention as well as recruitment of exceptional police officers;
- d) The strategic direction for continued emergency service collaboration;

### Pillar 2: Visible and Trusted Policing

- a) How the PCC is supporting the Constabulary to address the challenges around public perceptions of policing, including implementation of steps to strengthen vetting of police officers following the David Carrick case set out by the Home Secretary on 18 January 2023;
- b) Progress being made by the PCC to address the "expectation gap" between the public's wish to see more visible policing and the police's obligation to tackle crime;
- c) How the PCC continues to address the "trust gap" through promoting police ethical values and standards;
- d) The PCC's observations on the renewed Constabulary effort to communicate with and be easily accessible to the public and the impact

that is having;

- e) How the PCC is supporting the Constabulary to create a diverse workforce;

### Pillar 3: Tackling Crime

- a) How the PCC is working across the public, private and charity sectors to address the underlying problems that contribute to criminal activity;
- b) How the PCC is bringing together and co-ordinating resources to achieve best effects on the ground;
- c) Progress with the development of a revised Strategic Policing Requirement;
- d) The Government's recent announcement on strengthening the response to serious and organised crime, set out by the Home Secretary on 24 January 2023;

### Pillar 4: Prevent Offending

- a) How the PCC assures himself that there is appropriate focus on identifying and protecting vulnerable people;
- b) The impact of the Norfolk Strategic Framework for Reducing Offending and early findings from the local needs assessment;
- c) How the PCC is monitoring delivery of the National Strategy for Integrated Offender Management.

### Pillar 5: Support Victims

- a) How the PCC is working with the APCC to influence national policy on supporting victims;
- b) How victims are supported and given a voice, and how their feedback on services is taken into consideration;
- c) The impact of the focus on high quality investigation and provision of support services for victims of high harm crime;
- d) How the PCC is working with the Local Criminal Justice Board to increase the efficiency and credibility of the criminal justice system;
- e) Implications arising from the draft Victims Bill;

### Pillar 6: Safer and Stronger Communities

- a) The PCC's contribution to improving road safety through partnership working;

- b) Implications arising from the Online Safety Bill 2022 and Public Order Bill 2022;
- c) How the PCC is working with partners and communities to prevent crime and harm;
- d) The impact of early intervention and diversion measures for those suffering mental ill health.

#### **4. Action**

##### **4.1 The Panel is recommended to:**

- 1) Consider the summary of progress towards delivering the six strategic priorities, and;
- 2) Agree what report or recommendations (if any) it wishes to make to the PCC.



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.



**Office of the Police and Crime Commissioner**  
**Police, Crime and Community Safety Plan 2022-2024**  
**Performance Monitoring Report**

**Summary:**

This is second report to the Panel on the 2022-2024 Police, Crime and Community Safety Plan which sets out an overview of the progress made against delivering on the objectives set out within the six pillars of the plan.

**1. Background**

- 1.1 The Police, Crime and Community Safety Plan sets out the strategic priorities for policing and how, in the current financial climate, local resources will be managed to deliver the best possible policing service to our communities in Norfolk.
- 1.2 This Plan will remain in place until after the May 2024 PCC elections, following a period of public consultation the PCC will then issue a new plan on or before 31<sup>st</sup> March 2025 in line with legislative requirements.

**2. Monitoring progress against plan priorities**

- 2.1 Following the publication of this plan and the development of operational and business delivery plans, progress reports are prepared for internal and external accountability meetings.
- 2.2 Norfolk Constabulary provides the PCC with updates on the progress they are making with the police, crime and community safety plan through the PCCs Accountability Meetings (PAMs), and public papers are available on the OPCCN website.
- 2.3 Reports will be provided on all six pillars at each performance and scrutiny meeting throughout the year and a full annual review of performance will be provided through the PCCs Annual Report and presented to the Police and Crime Panel.
- 2.4 Performance reports prepared for the Police and Crime Panel will be strategic in style and include a mixture of qualitative and quantitative information to help demonstrate and provide context to panel members on the progress being made by the Police and Crime Commissioner in delivering his plan.

**3. Pillar 1 – Strategic priority of ‘Sustain Norfolk Constabulary’**

3.1 Under Pillar 1 there are seven objectives to help deliver on this strategic priority and an overview of performance in each of these areas is captured below.

**Objective 1: Maintaining an effective and efficient policing service**

3.2 This report is the summary forecast position on 30<sup>th</sup> September 2022. The total Group Revenue Budget is forecast to underspend by £0.228m (0.12% of net revenue budget).

- The high-level summary is as follows:

	Budget 2022/23 £000	Outturn £000	Over(-)/Under spend £000 %	
<b>Officer of the Police and Crime Commissioner</b>	<b>1,236</b>	<b>1,161</b>	<b>75</b>	<b>6.06%</b>
<b>PCC Commissioning</b>	<b>1,319</b>	<b>1,237</b>	<b>82</b>	<b>6.23%</b>
Chief Constable Operational Spending (Including capital financing)	205,432	205,361	71	0.03%
Transfer from Reserves	(306)	(306)	0	0.00%
<b>Chief Constable Operational Spending (net)</b>	<b>205,126</b>	<b>205,055</b>	<b>71</b>	<b>0.03%</b>
Contribution to Reserves	<b>1,095</b>	<b>1,095</b>	<b>0</b>	<b>0.00%</b>
<b>Specific Home Office Grants</b>	<b>(15,058)</b>	<b>(15,058)</b>	<b>(0)</b>	<b>(8.53%)</b>
<b>Total</b>	<b>193,718</b>	<b>193,490</b>	<b>228</b>	<b>0.12%</b>

Within that total Group underspend the Constabulary revenue budget is forecast to be under-spent by £0.071m at the year-end. The main variances are provided in the following table:

	Budget 2022/23 £000	Full Year Forecast £000	Over(-) / Under spend £000
Pay Related Costs	169,652	169,154	499
Other Employee Costs	2,736	2,541	196
Property Related Costs	18,082	18,103	(21)
Transport	4,039	4,056	(17)
Supplies and Services	16,967	17,067	(101)
Third party payments	7,902	7,887	15
Capital Financing	5,774	6,725	(951)
Corporate	778	778	(0)
Income	(20,498)	(20,949)	451
Transfer from Reserves	(306)	(306)	0
<b>Total</b>	<b>205,126</b>	<b>205,055</b>	<b>71</b>

A full and comprehensive report explaining these variances has been submitted to the Police & Crime Commissioner and the Police & Crime Commissioner's Chief Finance Officer.

- The Capital Budget and forecast expenditure is as follows:

	<b>Original Budget  £m</b>	<b>Changes to be approved  £m</b>	<b>Revised Budget  £m</b>	<b>Forecast  £m</b>	<b>Variance  £m</b>
Slippage from 2021/22	6.317	0	6.317		
Table A – schemes approved for immediate start 1 April 2022	6.966	0	6.966		
<b>Total Capital Programme</b>	<b>13.283</b>	<b>0</b>	<b>13.283</b>	<b>11.513</b>	<b>1.770</b>
Table B – schemes requiring a business case or further report to PCC(s) for approval	3.141	0	3.141		
<b>Total</b>	<b>16.424</b>	<b>0</b>	<b>16.424</b>		

3.3 The current capital forecast expenditure at year-end is £11.513m. There is an underspend of £1.770m relating to the re-phasing of the Estates schemes (Bethel Street Police Station) and various ICT projects slipping into the next financial year.

***Objective 2: Continue to invest in and support officer and all police staff's health and wellbeing***

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Sustain Norfolk Constabulary	Establishment for Police Officers	1,811	1,672	1,532	8.3%	18.2%
	Police officer strength	1,797	1,733	1,570	3.7%	14.5%
	Establishment for Staff	1,371	1,296	1,157	5.8%	18.5%
	Staff strength	1,261	1,260	1,130	0.1%	11.6%
	% hours lost to sickness for Police Officers	4.0%	5.4%	4.8%	-1.4p.p	-0.8p.p
	% hours lost to sickness for Staff	4.0%	5.3%	4.8%	-1.3p.p	-0.8p.p

Table 1: Establishment, strength and sickness of Police Officers and Staff - the date range for the Last 12 months was 01/10/2021 – 30/09/2022 unless otherwise stated. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

3.4 Police Officer Strength as at the end of September was at 100.55% of the establishment, an increase from the previous reporting period.

- A total of 25 transferees have been appointed within the financial year.
- Sickness absence in the last 12 months has been lower than the previous 12 months and the long-term average.
- 31 new recruits joined on the new PCDA (Police Constable Degree Apprenticeship) pathway in September. This means a total of 96 students have been recruited into force since the introduction of PEQF.
- Future intakes were planned for December with 24 recruits for PCDA, February for 32 recruits for PCDA and March for 24 for the Degree Holder Entry Programme.

***Objective 3: Equipping all the workforce with modern and innovative tools and technology***

- 3.5 ICT strategy continues with a plan to launch several governance boards in January 2023. Future ICT demand will now be managed via the various key senior governance meetings.
- 3.6 National Identity Access Management (NIAM) is now live. The Constabulary will see significant benefits with connecting to national ICT solutions more efficiently, the first being National Law Enforcement Data Programme (NLEDs).
- 3.7 Work progresses on the OPTIK system (an integrated mobile solution for frontline officers), including enhancements to the domestic abuse response, and an in-house mobile application development that will help record assaults and use of force for frontline officers without needing to return to the station. Both will go live early in the new year (2023).
- 3.8 O365 Development - Research is underway in getting the best use out of the existing Microsoft environment.
- 3.9 Seven Force Forensics – A revised timeline is now planning to introduce the Forensics case management system in mid-2023.
- 3.10 The transport strategy plans have been drafted and will be confirmed following receipt of the funding settlement including decisions around precept levels in Norfolk.

**Objective 4: Achieving best value from police and OPCC funding**

- 3.11 Norfolk Constabulary was subject to the PEEL inspection by His Majesty's Inspector of Constabulary and Fire & Rescue Services (HMICFRS). In October 2022<sup>1</sup> the force received eight gradings.

Outstanding	Good	Adequate	Requires Improvement	Inadequate
Good use of resources	Preventing crime	Responding to the public	Treatment of the public	
	Managing offenders	Investigating crime		
	Developing a positive workplace	Protecting vulnerable people		

- 3.12 In addition to the PEEL gradings, the inspectorate set out eleven Areas for Improvement (AFIs). Progress against the AFIs is monitored in a monthly meeting chaired by the Deputy Chief Constable. The HMICFRS PEEL inspection is a process of continuous assessment, with the next inspection commencing in 2023.
- 3.13 The force will also continue to progress recommendations from national thematic reports allocated to all forces in England and Wales. This quarter's reports include, 'An inspection of vetting, misconduct, and misogyny in the police service' and 'An inspection into how well the police and other agencies use digital forensics in their investigations'.

**Objective 5: Delivering an effective Estates Management Strategy**

- 3.14 Key Estates Projects

<sup>1</sup> [Norfolk - HMICFRS \(justiceinspectors.gov.uk\)](https://www.justiceinspectors.gov.uk/norfolk)

- 2022/23: Broadland Police Station (new build) – construction works were completed on 3<sup>rd</sup> October 2022.
- 2022/23: Norwich City Police Station (refurbishment) – planning permission has now been granted for the project by Norwich City Council. Architects Chaplin Farrant (of Norwich) are advancing the completion of the tender documents for open market tender on the national bluelight procurement portal.
- 2023/24: North Norwich / South Broadland (under review) – the availability of sites is being explored for the location of a future new response police station.
- 2024/25: Great Yarmouth & Gorleston (under review) – future operational needs of the area are under review and the impact of the Great Yarmouth third river crossing will be assessed after opening in early 2023.

### 3.15 Emergency Services Collaboration on Estates

- Further emergency services collaboration is being progressed with plans advancing for the future site sharing at Acle, Loddon and Sprowston Fire Stations. This will enable Beat Manager Constables to have desk space within a secure environment on the area they police.

### 3.16 Property Disposal

- The former premise located in North Lynn is '*under offer*' and the sale is with solicitors. Outline planning permission for residential use is to be sought for the future surplus sites at Acle and Sprowston. The former Holt and Swaffham Police Stations and land at Stalham are currently on the market for sale.

### 3.17 Carbon Reduction

- Carbon Reduction works are completed this year at Aylsham Police Station with additional solar panels being provided. Works are underway to upgrade heating services at Harleston and Long Stratton Police Stations to remove end of life gas / oil boilers and replace them with electric air source heat pumps.

## ***Objective 6: Designing policing services to 2030 and beyond***

### 3.18 The Horizons team are preparing work around several innovation projects:

- "Hotspot policing" - the evidence base suggests that visible foot patrol provided in periods of 15 minutes in clearly targeted areas can reduce crime without merely displacing it. A pilot started in May 2022 in Great Yarmouth and will continue over the summer months with a review of the findings planned in November. Analysis has been carried out for Norwich in preparation for further roll-out.
- "Operation Discovery" - is a pilot aimed at improving the timeliness and quality of crime investigations. It was launched in June 2022. The initial work will commence in the Kings Lynn and Breckland Districts. The aim is to develop the relevant management information to assist all volume crime investigations county wide and understand where further investment is required to improve speed of victim service.
- "Rapid Video Response" – is the potential to consider the use of video meetings to deal with a crime complaint. During the period the team have been reviewing the opportunity and building on the work of other forces such as Kent. The pilot is due to be launched in October 2022 with an evaluation planned for April 2023.

### ***Objective 7: Continued collaboration with other blue light services***

- 3.19 Following a business case by the Office of the Police and Crime Commissioner, both Police and Fire in the county have agreed a strategic position that they will voluntarily coordinate where an improvement can be achieved to a service delivered or a saving can be achieved for one or both organisations.
- 3.20 The Constabulary and Norfolk Fire and Rescue service now share a headquarters premises at Wymondham with the Fire Service stations around the county offering a number of opportunities to co-locate front line or neighbourhood resources.
- 3.21 A shared control room enables both emergency services to work closer together and discuss and coordinate deployments when both services are dispatched to an incident.
- 3.22 Both organisations community partnership work is collaborated within one department where both teams can look to link up around key subjects such as prevention work and making the road network safer. The Fire and Police drone teams work closely together to provide a 24/7 response to calls for service.
- 3.23 The Home Office continues to develop its strategic direction for continued emergency service collaboration with the publication of its white paper on Fire Reform in May 2022 and the Police and Crime Commissioner continues to maintain a watching brief.

## **4. Pillar 2 – Strategic priority of ‘Visible and Trusted Policing’**

- 4.1 Under Pillar 2 there are six objectives to help deliver on this strategic priority and performance in each of these areas is captured below.

### ***Objective 1: Improving public trust and confidence in policing***

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Visible and trusted policing	Public Perceptions: Police doing an excellent/good job	84%	88%	Data not available	-4.0p.p	Not applicable
	Public Perceptions: I have confidence in the police in my local area	76%	83%		-7.0p.p	
	Public Perceptions: Deal with crime/ASB that matter	54%	60%		-6.0p.p	
	Public Perceptions: Understand issues that affect your community	60%	66%		-6.0p.p	
	Public Perceptions: Satisfaction with the level of policing in your local area	51%	58%		-7.0p.p	

Table 2: Public Perceptions survey data - the date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021.

4.2 There has been a marginal decline in public satisfaction rates based on the public perception survey although 84% of those surveyed felt that Norfolk Constabulary were doing a good or excellent job demonstrating strong confidence in general policing across the County.

4.3 In the last quarter there has been activity in two areas with regards to engagement:

1. The launch of the Hyper-Local Engagement Strategy which means that relevant information is directed to the heart of local communities.
2. The launch of District Engagement Plans. These assist in briefing Beat Managers and neighbourhood policing teams in relation to what good engagement with communities looks like.

Area	Indicator	Last 12 months
Visible and trusted policing	PSD complaints	444
	PSD complaints logged within 2 working days	87.6%
	PSD complainants contacted within 10 working days	78.8%
	PSD data complaints time to resolve – Schedule 3 only (average in working days)	75
	PSD data complaints time to resolve – Outside Schedule 3 (average in working days)	44
	PSD complaints finalised where the service provided was not acceptable	76
	Reviews upheld	14
	Chapter 13 letters	3
	PSD conduct cases	53
	Misconduct hearings	2
	Misconduct meetings	7

Table 3: Professional Standards Dept data; complains, time to document, complainants contacted, time to resolve, complains upheld and Chapter 13 letters. The date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

Police Public complaints are made by members of the public in relation to the conduct of those serving in the Force and recorded under Schedule 3 of the Police Reform Act (PRA) 2002.

Schedule 3: - The complaint must be recorded and handled under Schedule 3 of the legislation if the complainant wishes it to be or if it meets certain criteria as defined within the guidance. Outside of Schedule 3: - The complaint can be logged and handled outside of Schedule 3 with a view to resolving the matter promptly and to the satisfaction of the complainant without the need for detailed enquiries to address the concerns.

Complaint: - Any expression of dissatisfaction with police expressed by or on behalf of a member of the public.

#### 4.4 Complaints Update

- In the reporting period, 444 complaints were received. This is a decrease of 14% compared to the previous year. 87.6% were logged within two working days and 78.8% of complainants were contacted within 10 working days.
- Cases took, on average, 75 working days to finalise from the date the complaint was recorded to the date the complainant was informed of the result. Cases handled outside of Schedule 3 took 44 working days.
- In 76 of 398 (19%) finalised cases, the service provided was deemed 'not acceptable'. In cases where the service provided has not been acceptable, investigating officers are encouraged to identify learning, both individual and

organisational to ensure a reduction in similar cases. Identified learning is reviewed monthly by the SIT to identify trends and seek solutions.

- The complainant has a right to request a review if they remain dissatisfied with the outcome of their complaint. The Independent Office of Police Conduct (IOPC) determined on 22 reviews, identifying seven that required further work. The Local Policing Body (the Office of the Police and Crime Commissioner) determined on 43 reviews and seven were upheld as requiring further work.
- Where a local investigation is not completed within 12 months the appropriate authority must provide the Local Policing Board and the IOPC with a summary of the steps taken to progress the investigation (this is referred to as a Chapter 13 response). Within that period the Professional Standards Department oversaw the production of three of these reports, all relating to complaint cases.

#### 4.5 Conduct Update

- In the reporting period, 53 conduct cases were recorded, this is an increase of 51% compared to the previous year, when 35 cases were recorded.
- One police officer and one Special Constable were subject of misconduct hearings in the reporting period. As a result, one would have been dismissed had they not resigned, and one was dismissed but reinstated on appeal.
- The seven misconduct meetings held in the reporting period resulted in three Final Written Warnings, two Written Warnings, one Learning from reflection and one no further action for the officers and staff concerned.
- Misconduct cases are reviewed to ascertain any learning and the results of hearing and meetings are published monthly to highlight to the wider Constabulary the behaviour of others. This is to provide officers and staff with an opportunity to learn from the mistakes of their colleagues and demonstrate the consequences of such behaviour.

### **Objective 2: Delivering effective neighbourhood policing**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Visible and trusted policing	Establishment for Beat managers	118	116	116	1.7%	1.7%
	Effective strength for Beat managers	111	111	105	0.0%	5.7%
	Effective strength for Beat managers (% of establishment)	94.1%	95.7%	90.5%	-1.6p.p	3.6p.p
	Establishment for Sergeants	147	132	132	11.4%	11.4%
	Effective strength for Sergeants	141	132	127	6.8%	11.0%
	Effective strength for Sergeants (% of establishment)	95.9%	100.0%	96.2%	-0.3p.p	5.2p.p

Table 4: Establishment, strength for Beat Managers and Sergeants - the date range for the Last 12 months was 01/09/2021 – 31/08/2022. The date range for Previous 12 months was 01/09/2020 – 31/08/2021. The date range for the long-term average was 01/09/2018 – 31/08/2022.

- 4.6 The effective strength for Beat Managers has remained constant in the last 12-month rolling period when compared with the previous 12-month period.
- 4.7 The effective strength for Sergeants has increased (147 against 132). This is reflective of the continued investment in dedicated Neighbourhood Policing posts by the Chief Constable.
- 4.8 The Constabulary has appointed a new member of police staff to fill the vacant Local Communications Officer (LCO) post for Kings Lynn and West Norfolk. The successful candidate is currently going through vetting.
- 4.9 The Constabulary has committed to take part in the National Police Chiefs Council led Neighbourhood Policing Week of Action between 23<sup>rd</sup> and 29<sup>th</sup> January 2023.

### **Objective 3: Delivering accessibility through active and focused engagement in our communities**



Area	Indicator	Last 12 months
Visible and trusted policing	Total engagements	18,409
	Park Walk Talk engagements	7,605
	General engagements	3,388
	Targeted Activity engagements	2,234
	Streetsafe engagements	1,495
	Key Individual Network engagements	1,314
	Stakeholder meetings engagements	605
	Community meetings engagements	597
	Education engagements	584
	Public events engagements	369
	Citizens in policing engagements	98
	Reassurance patrol engagements	59
	Training and recruitment engagements	38
	Neighbourhood engagements	10
	Children and Young People engagements	7
	Vulnerable or Hard to Reach Group Engagements	4
	Health Protection Regulations Compliance Monitoring engagements	1
	Business engagements	1

Table 5: Engagement totals and by category, from Engagement App - the date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

- 4.10 Recorded engagement activity has increased in this period. Park, Walk and Talk remains the most popular as Neighbourhood Policing Officers and SNT Patrol teams can carry these out in downtime between response and investigation commitments.
- 4.11 Hotspot policing trials continue with activity being recorded on the Engagement and Targeted Activity application. Trials were focussed on the Great Yarmouth area and sought to identify a link between police visibility and the effect on crime deterrence. Results will be available in the next reporting period.
- 4.12 Assistant Chief Constable Nick Davison has delivered a series of Engagement briefing events to Neighbourhood policing officers to ensure that they are delivering their engagement activity in line with the Communications and Engagement Strategy.
- 4.13 A Local Policing Engagement Plan is being launched in October 2022 to help guide the engagement activity of Neighbourhood policing officers. Alongside this, an updated version of the Force Forms Engagement and Targeted Activity Application will be released. This will allow the constabulary to record and monitor community engagement activity more efficiently.
- 4.14 A series of professional development days have now been scheduled for the next quarter with Norwich, South Norfolk, Broadland, Kings Lynn and Breckland teams taking part. These events will focus on engagement, and the preference for good quality rather than high quantity submissions. Submissions will be audited for quality assurance purposes.
- 4.15 The constabulary continues to work towards increasing visibility on its digital platforms through the work of Local Communication Officers (LCOs).
- 4.16 With their knowledge and experience of digital communications, the LCOs can judge where best to promote police activity to make sure it is promoted in the right place to reach the right audience. The LCOs have increased video/image content on the channels while also providing more context around certain types of post.
- 4.17 For the reporting period, the LCOs provided 154 posts in July, 169 posts in August and 114 posts in September across five districts (the King's Lynn and Breckland post was not filled during the reporting period). The posts were made on several media platforms

and highlighted local issues such as road closures, engagement events and local crime concerns.

#### **Objective 4: Delivery of a responsive and modern first contact to calls for service**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Visible and trusted policing	Total calls for service	415,570	422,671	Data not available	-1.7%	Not applicable
	999 calls	120,164	106,233	113,106	13.1%	6.2%
	% 999 calls answered within 10 seconds	85.7%	90.7%	88.6%	-5.0p.p	-2.9p.p
	101 calls	295,406	316,438	Data not available	-6.6%	Not applicable
	Average time to answer 999 (in seconds)	6.3	5.2		1.1 seconds	
	% Emergencies in Target – County	86.5%	89.2%	89.1%	-2.7p.p	-2.6p.p
	% Emergencies in target – Urban	88.6%	91.2%	91.0%	-2.9p.p	-2.4p.p
	% Emergencies in target – Rural	84.4%	86.9%	87.1%	-2.5p.p	-2.7p.p
	Average time to attendance for B1 (HH:MM:SS)	01:07:48	Data not available		Not applicable	
	Average time to attendance for B2 (HH:MM:SS)	22:37:59				
	Average time to attendance for C (HH:MM:SS)	42:23:52	19:02:54	21:24:41	122.6%	98.0%
	Average time to attendance for Diary apps (HH:MM:SS)	96:24:58	50:30:52	56:50:04	90.9%	69.6%
	% calls addressed through phone resolution	31.6%	32.5%	33.2%	-0.9p.p	-1.6p.p

Table 6: Call Handling and Emergency Response - The date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

Server issues in 2019 resulted in inaccurate numbers of 101s over several months. As a result, long-term average for total calls for service and 101s has not been provided here.

- 4.18 999 call demand continues to rise and on average is 13.1% (1100 calls per month) higher than the previous 12 months. This rise continues to put downward pressure on the average time to answer and attendance times.
- 4.19 An analysis of pre-Covid (2019) data and 2022 data provides an insight to the call categories with the largest increases: Concern for Safety (+35.31%), Domestic Crime (+25.29%), Collapse/Illness/Injury (+46.78%) and Missing Persons (+61.94%). These call types can often relate to high-risk incidents and as such call times tend to be longer, with multiple police units often required in the deployment phase. The time taken to finalise the incident can often be lengthy.
- 4.20 The annual increase in 999 demand is a long-term trend across all Police Forces with demand growing at circa 10% every year for the last 8 years.
- 4.21 101 demand is down 6.6% year on year. This is down to channel shift with increases in on-line reporting, Web Chat and email contact all increasing.
- 4.22 Recruitment was hindered during the pandemic, but the CCR is on target to reach full establishment in spring 2023.

#### **Objective 5: Raise the profile and public awareness of the role of the PCC/OPCCN**

- 4.23 The OPCCN Communications Team have continued to produce regular communications through social media, newsletters and announcements.
- 4.24 The OPCCN is currently carrying out the Council Tax precept consultation.
- 4.25 In November, the Office were awarded White Ribbon Accreditation, demonstration commitment and the ongoing leadership of Norfolk's response to male violence against women, and publicised the Hear Campaign, through which employers pledge and offer support to victims of abuse in their own organisations.
- 4.26 The Community Safety function has now launched a monthly newsletter for stakeholders, publicising a range of activity and opportunities for stakeholders including training for elected members.

#### **Objective 6: Active promotion of national and local campaigns across the county**

- 4.27 Below are the key campaigns supported across the Constabulary's social media platforms, website and via media releases:

- **July 05** Summer Domestic Abuse campaign – press release issued
- **July 07 & 08** – Op Foxtail Road Policing initiative in Great Yarmouth targeting individuals with fake driving licences
- **July 11** NPCC Commercial Vehicle Week
- **July 18** National ASB Week / National Alcohol Awareness week
- **July 25** National Crime Week
- **July 30** Norwich Pride weekend – press release issued in support
- **July 30** World Day Against Trafficking in Persons
- **August 09** Road Policing Action Day in King's Lynn to reduce road casualties and disrupt criminality
- **August 22-28** NPCC Drug Driving Week – press release issued 22/08
- **September 9** Emergency Services (999) Day
- **September 10** World Suicide Prevention Day
- **September 12** Op London Bridge –messaging/support following death of HM Queen Elizabeth II and accession of King Charles III
- **September 19-25** NPCC Vulnerable Road Users
- **September 25** National Police Memorial Day
- **September 26 September–2 October** National Inclusion Week
- **September 29** Phone scams - press release issued 29.9.2022

## **5. Pillar 3 – Strategic Priority of 'Tackling Crime'**

5.1 Under Pillar 3 there are four objectives to help deliver on this strategic priority and performance in each of these areas is captured below.

***Objective 1: Promote a co-ordinated county wide response to Violence Against Women and Girls (VAWG) to tackle high harm behaviours/criminality with a focus on domestic abuse, rape and serious sexual offences***

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Tackling crime	Domestic abuse crimes	14,094	14,032	12,696	0.4%	11.0%
	Solved	1,359	1,227	1,299	10.8%	4.6%
	- % solved	9.6%	8.7%	10.2%	0.9p.p	-0.6p.p
	Charged	1,148	1,013	1,063	13.3%	8.0%
	- % charged	8.1%	7.2%	8.4%	0.9p.p	-0.2p.p
	% where victim not ready to engage	58.2%	60.0%	59.6%	-1.8p.p	-1.4p.p
	% where investigation not possible	0.9%	0.6%	0.8%	0.3p.p	0.1p.p
	% of all crime	20.7%	21.3%	19.5%	-0.6p.p	1.2p.p
	Arrest rate	24.1%	20.2%	25.3%	3.9p.p	-1.2p.p
	Rape and Serious Sexual offences	2,662	2,212	2,256	20.3%	18.0%
	Solved	165	156	152	5.8%	8.6%
	- % solved	6.2%	7.1%	6.7%	-0.9p.p	-0.5p.p
	Charged	144	144	128	0.0%	12.5%
	- % charged	5.4%	6.5%	5.7%	-1.1p.p	-0.3p.p

Table 7: Domestic Abuse and Rape and Serious sexual offence volumes, outcomes, arrests - the date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

5.2 After an increase in Domestic abuse crimes in the second half of 2020, volumes of Domestic abuse have remained stable in the last 12 months since the last reporting period. The number of solved domestic abuse crimes has increased by 132 compared to the previous 12-month period.

5.3 Volumes of Rape and Serious Sexual offences continue to increase. This trend can be seen nationally - particularly with large volumes of historical crimes reported during the pandemic. Volumes of Rape and Serious Sexual offences in the last 12 months have increased 5.1% (an increase of 136 crimes) since the last reporting period (12 months ending June 2022).

#### 5.4 Ongoing workstreams linked to VAWG Strategy:

- Work to embed the national Operation Soteria principles into Rape & Serious Sexual Offence investigations, including engaging with learning events and other UK police forces to understand best practice.
- Launch of the Operation Engage pilot, utilising specially trained and experienced officers to build rapport with victims of serious sexual offences and support them in a trauma informed way.
- Work with the OPCCN to develop a program to capture of the voice of victims of serious sexual offences, which will help to improve service design and delivery.
- Work with the CPS to submit more files for early investigative advice to develop jointly agreed key lines of enquiry at the early stage of a serious sexual offence investigation.

### **Objective 2: Being effective in tackling serious and organised crime (including fraud and cyber-crime affecting Norfolk)**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Tackling crime	Serious & organised crime disruptions (Disruptions against Tactical Vulnerabilities/Priority Individuals included)	230	65	Data not available	253.8%	Not applicable
	Serious & organised crime disruptions (Disruptions recorded against scored OCGs only)	96	64		50.0%	

Table 8: Serious and Organised crime disruptions (Tactical vulnerabilities/Priority individuals and scored OCGs)

Area	Indicator	October 2022 only
Tackling crime	Live Serious and organised crime threats (Tactical Vulnerabilities/Priority Individuals and OCGs)	
	DRUGS	14
	MODERN SLAVERY AND HUMAN TRAFFICKING	2
	ACQUISITIVE CRIME	2
	NON-NATIONAL CONTROL STRATEGY	1
	OTHER	5
	Live Serious and organised crime threats (Disruptions recorded against scored OCGs only)	
	DRUGS	13
	MODERN SLAVERY AND HUMAN TRAFFICKING	2
	ACQUISITIVE CRIME	2
	NON-NATIONAL CONTROL STRATEGY	1
	OTHER	4

## 5.5 Serious & Organised Crime update

- A significant investment has been made in reviewing and refreshing the processes to claim disruptions which is a key measure of how the Constabulary makes an impact against OCG's.
- The predominant crime time remains drugs, however poly-criminality is often identified in most OCG investigations.
- Notable Results include:
  - An Organised Crime Group subject was stopped driving a vehicle. They were searched and significant cash and three mobile phones seized. The subject was arrested on suspicion of Money Laundering. Their house was searched and as a result, 3.4 kg of cannabis and an additional £15,000 was recovered. Four people were arrested on suspicion of Possessing a Controlled Substance with the Intent to Supply. Subjects remain on bail.
  - A potential victim of human trafficking was identified as flying into the UK from Hungary. The potential victim was spoken to from a safeguarding point of view and disclosed they were travelling to the UK for the purposes of adult sex work. This was dealt with in partnership with Immigration and UK Border Force.
  - The principal subject of an Organised Crime Group was sentenced to eight years imprisonment for Conspiracy to Supply a Class A Controlled Substance. They were further sentenced to four years imprisonment for Conspiracy to Supply Classes B and C Controlled Substances, to run concurrently. Cash and assets were seized, and the constabulary is applying to retain them under the Proceeds of Crime Act.

## 5.6 Fraud Investigation update

- Norfolk Constabulary have completed a pilot program and are now looking at ways to develop the learning identified into day-to-day practice. This will include triage and advice to improve fraud investigations, embedding the Fraud Investigation Model (FIM) and improving outcomes for victims.
- The Constabulary's response to High Harm fraud is victim focussed, with all who consent receiving support from the National Economic Crime Victim Care Unit (NEVCU). Victims identified as vulnerable receive further support through Operation Bodyguard.
- A national campaign regarding "courier" fraud is supported within Norfolk under Operation Radium – This involves treating incidents as a priority with a dedicated planned response, agreed banking protocol and regional working to identify offenders.

**Objective 3: Delivering an effective response to the county lines threat affecting Norfolk's communities and the vulnerable**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Tackling crime	County Lines closed following targeted investigation and enforcement charge/conviction of the line controller	12	17	Data not available	-29.4%	Not applicable
	Possession with intent to supply - arrests	261	338	328	-22.8%	-20.4%
	Concerned in supply of controlled drugs - arrests	281	359	372	-21.7%	-24.5%

Table 10: Closed County lines and Possession with intent to supply and concerned in supply of controlled drugs arrests - the date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

- 5.7 The data provided in the table needs to be read in the context of a 69% decrease in the number of active county lines in Norfolk since November 2019 and, in contrast, a 17% increase in county lines activity nationally over the last year (2021-2022).
- 5.8 In Norfolk there are fewer active lines operating, resulting in fewer enforcement opportunities. The reduction in lines closed reflects the positive picture in Norfolk as a whole. This is also reflected in lower figures for drugs supply arrests. The constabulary continues to proactively identify and target lines in the county and take every opportunity to disrupt and dismantle the organised crime networks behind them.
- 5.9 Four counties in the eastern region have been identified as being amongst those most impacted by county lines criminality and, because of extensive efforts over recent years, Norfolk is not one of those.
- 5.10 There has been a considerable reduction in drugs deaths in Norwich which had been in the top 10 out of 331 local authorities for drug-deaths per 100,000 in the previous three-year reporting period. For the most recent three-year period (2019-21) it has dropped to 38th highest. Nationally, drug-related deaths are increasing<sup>2</sup>. There were 194 drug-related deaths in Norfolk in the most recent three-year reporting period (2019-2021 compared to 235 drug-related deaths in the previous three-year reporting period (2016-2018).
- 5.11 Six more county lines have been closed, with charges being laid in all cases and guilty pleas already entered in three of those due to the strength of the evidence.
- 5.12 Norfolk Constabulary worked with partners to promote the 'Introduction to Exploitation' online training package designed to give everyone a broad understanding of the types of exploitation that vulnerable people may be exposed to, including within a county lines model.

**Objective 4: Work in partnership to tackle agricultural crimes (such as hare coursing, farm machinery theft and livestock worrying)**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Tackling crime	Hare coursing incidents	178	280	312	-36.4%	-42.9%
	Farm machinery thefts	41	34	59	20.6%	-30.5%
	Livestock worrying incidents	13	11	9	18.2%	44.4%

Table 11: Hare coursing and Livestock worrying incidents and Farm machinery thefts – the date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

<sup>22</sup> [Deaths related to drug poisoning by local authority, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/deaths-related-to-drug-poisoning-by-local-authority-england-and-wales) (Published - August 2022)

- 5.13 Volumes of Rural crime has decreased slightly since the last reporting period (12 months ending June 2022). For Hare coursing incidents, there has been a decrease of 14 offences (7.3%) since the last reporting period.
- 5.14 Farm machinery thefts have increased in the last 12 months but still shows a decrease compared to the long-term average.
- 5.15 Volumes of livestock worrying incidents are quite stable since the last reporting period and the last 12 months continue to show increases compared to the previous 12 months and long-term average.
- 5.16 During the reporting period, the constabulary has looked to address offending with partners, utilising the CRAG (Community Rural Advisory Group) to increase awareness of the public about keeping control of their dogs and being vigilant to signs/use of fields containing livestock.
- 5.17 The Op Randall team has continued to foster relations with key partner agencies widening the constabulary's response to differing aspects of rural crime. For example, a there has been a focus on Heritage crime combined with Historic England and the Norfolk Archaeological Trust to target offending at key sites across the county.
- 5.18 One of the Op Randall team has been nominated for a prestigious National Wildlife Investigator of The Year award.
- 5.19 Norfolk have led an investigation into thirteen offences relating to raptor persecution, securing a conviction which has been recognised by the National Wildlife Crime team and received significant media interest.

## **6. Pillar 4 – Strategic Priority of 'Prevent Offending'**



6.1 Under Pillar 4 there are five objectives to help deliver on this strategic priority and performance in each of these areas is captured below.

**Objective 1: Develop and deliver effective diversionary schemes for offenders (high harm and volume crime)**

Area	Indicator	Snapshot of Q2 (made in November 2022)
Prevent offending	Persons on IOM Scheme	142
	Age Under 18	0%
	Age 18-24	17.61%
	Age 25-34	35.90%
	Age 35-49	37.32%
	Age 50+	9.15%
	Gender male	88%
	Gender female	12%
	Ethnicity – White	93%
	Ethnicity – Black	7%
	Persons on Scheme managed in the Community	46%
	% Of people on IOM scheme that have committed offences in reporting period	29%
	Persons in Breach on IOM scheme	18

Table 12: Persons on Integrated Offender Management scheme and demographics - the date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2021.

6.2 During the reporting period, out of a current cohort of 142, 41 were charged with one or more offences. In other words, 71% of the cohort have not been charged for an offence in the period. The 41 charged with one or more offences had committed 158 offences between them.

**Objective 2: Work in partnership to safeguard vulnerable adults and children**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Prevent offending	Section 47 Strategy discussions (Child protection)	1,555	1,548	Data not available	0.5%	Not applicable
	Section 42 Planning discussions (Adult protection)	2,618	2,339		11.9%	
	Open Child exploitation cases - High Risk	71	76	51	-6.6%	39.2%
	Open Child exploitation cases - Medium Risk	336	332	335	1.2%	0.3%
	Child Exploitation screenings	785	842	764	-6.8%	2.7%

Table 13: Section 47 and Section 42 discussions, Child exploitation cases by risk and Child Exploitation screenings - the date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

6.3 The number of section 47 child protection strategy discussions has remained virtually unchanged over the past twelve months, whereas the number of section 42 adult protection planning discussions has increased by 11.9%. This is likely to reflect the continuing increase in the awareness of issues affecting vulnerable adults as well as an indication of the increase in pressure on the adult social care system.

6.4 The multi-agency child exploitation screening is now a mature process in Norfolk and the past year has seen a slight decrease in both the total number of children screened as well as those open at high risk. The number of medium risk open cases has remained broadly the same. This suggests that the constabulary have now perhaps reached a good understanding of the number of children at risk of exploitation in Norfolk and that demand has reached a consistent level.

6.5 **Countywide Community Safety Partnership (CCSP)**



In the last quarter Norfolk Constabulary worked with its partners:

- To analyse the findings from the previous quarter's system-wide health check in relation to domestic abuse and sexual violence and develop them into a series of recommendations for improvements over the longer term.
- Develop a Domestic Abuse & Sexual Violence Data Dashboard drawing upon multi-agency data to allow for a system-wide understanding of demand and emerging issues.
- Set up a County Lines Training Task & Finish Group to coordinate the training offer in relation to County Lines, particularly with regards to vulnerable adults.

## 6.6 Norfolk Safeguarding Children Partnership (NSCP)

In the last quarter Norfolk Constabulary:

- Completed and submitted its self-assessment under Section 11 of the Children Act.
- Took part in a staff survey in relation to Section 11, which fed into the wider partnership learning about how the NSCP's key priorities are perceived at practitioner level.
- Supported the review of the NSCP's child protection threshold guide.
- Supported the development and communications campaign regarding the NSCP's medical examinations policy.
- Assisted with the development of the concealed/denied pregnancy policy.

## 6.7 Norfolk Safeguarding Adults Board (NSAB)

In the last quarter Norfolk Constabulary worked with its partners to:

- Help shape the plans for the forthcoming joint independent scrutiny of the MASH by the NSAB & NSCP.
- Reconfigure the Business Delivery Plan to ensure that strategic objectives are fully captured and progress towards achievement is tracked.
- Submit a return in July to help shape the NSAB Assurance & Development Day.
- Engage in the NSAB Assurance & Development Day in September to help shape future strategic development in Norfolk in relation to safeguarding adults.

### ***Objective 3: Work in partnership to ensure offenders are managed effectively in the community***

Area	Indicator	October 2022 (Current snapshot)
Prevent offending	Perpetrators on DAPPA	15
	Perpetrators referred to Change	3
	Referrals made into DAPPA	2
	Meetings held	46
	Domestic Violence Disclosures (Clare's Law), prompted by DAPPA	2

Table 14: Perpetrators on Domestic Abuse Perpetrator Partnership Approach (DAPPA), referred to Change, referrals into DAPPA, Meetings held, and DVDs prompted by DAPPA

- 6.8 The numbers of new referrals to Domestic Abuse Perpetrator Partnership Approach (DAPPA) and Change have remained consistent on a month-to-month basis. The number of open cases and multi-agency meetings have also remained consistent. The DAPPA team continue to monitor stalking cases and to provide guidance to investigating officers on cases where a stalking protection order should be considered.

- 6.9 Public Protection Unit (PPU) oversees the risks and management plans around registered sex offenders. Reoffending rates remain low; 2% of registered sex offenders have been recalled to prison for breaching the terms of their release, and less than 2% have been dealt with for re-offending.

**Objective 4: Reduce the revolving door of crime by putting in place the support needed to reduce re-offending**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Prevent offending	Out of court disposals (All crime)	3.7%	4.3%	4.7%	-0.6p.p	-1.0p.p
	Referrals to Diversion schemes (Outcome 22)	0.6%	0.6%	Data not available	0.0p.p	Not applicable

Table 15: Out of court disposals (Outcomes 2, 2A, 3, 3A, 6, 7 & 8 until 31/12/2021, outcomes 2, 2A, 3, 3A & 8 from 01/01/2022) and Referrals to Diversion schemes (Outcome 22)

O OCD Type	Jul-22	Aug-22	Sep-22
Conditional Caution Completed	95	78	121
CARA/Red Snapper	8	5	12
ADDER	35	37	34
Red Snapper Referrals Premium Hub	17	23	16
Red Snapper Referrals Standard Hub	56	55	60
Breaches	5	6	1
Total	216	204	244
Total	216	204	244

Table 16: Breakdown of out of court disposals by type

- 6.10 Conditional Cautions and Red Snapper referrals increased during the period and referrals are expected to increase with the introduction of the Evidence Review Officer pilot.
- 6.11 There are plans to increase the availability of Red Snapper premium which uses techniques such as cognitive behaviour therapy to address offending behaviour.
- 6.12 Expressions of interest will be put out for restorative justice champions to facilitate restorative practice on the frontline.

**Objective 5: Strengthen early intervention and preventative approaches to crime in the county and reduce first time entrants into criminal justice**

Area	Indicator	Nov 2021 - Aug 2022
Prevent offending	Juveniles referred to Out of court disposal panel	267
	Juvenile outcomes from Out of court disposal panel	
	Returned to Police	4
	Children's services	10
	Other services	7
	Community Resolution	35
	Challenge 4 Change	150
	Youth Caution	23
	Youth Conditional Caution	13
	Other outcomes	25

Table 17: Juveniles referred to Out of court disposal panel and outcomes - the date range for the Last 12 months was 01/10/2021 – 30/09/2022. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

- 6.13 The number of young people, aged between 10-17 years, entering the criminal justice system has continued to fall when reviewing data supplied by the Norfolk Youth Justice Board. The latest Norfolk figure of 122 per 100,000 is lower than the Eastern Region (131) and lower than the average for all England and Wales (142).

- 6.14 Between November 2021 and August 2022, 267 young people were referred to the Norfolk Youth Justice Service (NYJS). 150 received a Challenge 4 Change (C4C)<sup>3</sup> outcome and 35 received a Community Resolution.
- 6.15 An established Out of Court Disposal Panel has been a key factor in securing the reduction in First Time Entrants (FTE) to the Criminal Justice System.
- 6.16 Representatives from NYJS, police, and other agencies speak on a weekly basis to assess suitable cases to consider whether a diversion option is likely to be more effective and carried by NYJS or an appropriate agency, or whether a community resolution, Youth Caution / Conditional caution or court appearance are necessary and appropriate.
- 6.17 NYJS and police are working with partners to ensure young people from ethnic minorities are not discriminated against and criminalised disproportionately. This includes the establishment of Racial Disparity in Youth Justice System working group to examine the reasons for any disproportionality and target areas for improvement across the wider system.

## **7. Pillar 5 – Strategic Priority of ‘Support Victims’**

- 7.1 Under Pillar 5 there are six objectives to help deliver on this strategic priority and performance in each of these areas is captured below.

### ***Objective 1: Improving the provision of entitlements set out in the Victim’s Code of Practice***

<sup>3</sup> A C4C outcome means that when a young person is arrested by the police, their case is reviewed and if assessed by NYJS as suitable for an intervention to prevent them entering the criminal justice system, they are engaged on the C4C scheme, which focuses on changing their behaviour to help reduce the likelihood of further offending.

Area	Indicator	July 2022 - Sep 2022
Supporting victims	Receipt of written acknowledgement	5.0%
	Recording of needs assessment	72.9%
	Referrals to support service within 2 days of the crime being recorded	39.1%
	Provision of information about the progress of their case	100.0%
	Provision of information about the investigation and prosecution	31.8%
	Offer of a Victim Personal Statement (Initial stages)	4.8%
	Offer of a Victim Personal Statement (Post-charge)	50.0%
	Making of a Victim Personal Statement (Initial stages)	0.2%
	Making of a Victim Personal Statement (Post-charge)	57.1%
	Provision of information about the trial, trial process & your role as a witness	100.0%
	Provision of information about the outcome of the case and any appeals	92.9%
	To make a complaint about your rights not being met (Total recorded)	103
	To make a complaint about your rights not being met (VCOP only)	0
	Provision of information on the Victims Right to Review scheme	24

Table 18: Victims Code of Practice data, taken from monthly audits

- 7.2 An internal VCOP dashboard is now live and is being utilised to review each VCOP right in turn and the relevant compliance levels. The dashboard breaks down to district levels on performance and exploration of more granular detail is underway to examine options for team and individual compliance.
- 7.3 In discussion with the Office of the Police and Crime Commissioner for Norfolk and Norfolk and Suffolk Victim Care through the Supporting Victims Subgroup, a communications strategy has been developed that will prioritise the areas where performance improvement is most needed.
- 7.4 Focus areas for the Victims Sub-Group have been identified as victim personal statements, needs assessments, the provision of written acknowledgements for victims of crime and referrals for support. Specific data on these rights are repeatedly scrutinised by the Sub-Group to ensure the constabulary are providing the best service possible to victims.
- 7.5 Internal communication messaging is being developed utilising victims' voices by obtaining case studies and real-life victims' journeys for new and existing officers and staff.
- 7.6 Work is underway to explore what the options are for improving support to VCOP compliance in custody & Custody Investigation Units (CIU) teams. Part of a new handover app for CIU will include VCOP compliance and will be a metric for the CIU team to monitor.
- 7.7 The Constabulary is exploring opportunities to record short videos with regards to providing good evidence in court and what to expect when giving evidence. This is being done in discussion with Ipswich & Norwich Courts alongside some of the sessions provided by judges to the Learning & Development department for training purposes.

**Objective 2: Deliver high quality investigations to support the right outcomes for victims**

- 7.8 In the third quarter of 2022, the Operation Investigate team continued to support the constabulary's district development days. Training delivered by the team focused on ensuring investigations were victim focused and evidence led to improve outcomes and victim satisfaction. Training in this quarter has also focused on widening knowledge and use of civil orders when seeking positive outcomes to obtain justice for victims.

- 7.9 The Operation Investigate team have supported the creation and development of the community support units; ensuring the training and delivery of the highest investigation standards within these teams, which will incorporate the new recruits joining the constabulary on the Police Constable Degree Apprenticeship.
- 7.10 The team have been involved in delivering training on the new bail legislation as well as the community resolution and conditional caution guidance.
- 7.11 County wide peer reviews and investigative audits are regularly carried out to support continuous investigation improvement at supervisory level.

***Objective 3: Work in partnership to commission effective services that support victims of high harm crime***

- 7.12 The OPCCN is working extensively with partners to commission services for victims of crime, as follows...
- 7.13 Norfolk and Suffolk Victim Care – jointly commissioned with the Office of the Police and Crime Commissioner for Suffolk.
- 7.14 Norfolk and Suffolk Victim care continues to evolve. As the provider of services to domestic abuse victims assessed as standard risk of further harm, work has been ongoing to improve joint working with the NIDAS service (see below). Areas of development for 2023/24 are improving engagement activity and development of a volunteer workforce to support this and deliver soe low risk case work.
- 7.15 Norfolk Integrated Domestic Abuse Service – jointly commission with Norfolk County Council, Broadland District Council, Norwich City Council and South Norfolk District Council.
- 7.16 The OPCCN continues to work with partners, including health partners to join up commissioning for support services for victims of sexual violence; ensuring that services are not duplicated and there are affective access routes to services.
- 7.17 The OPCCN continues to develop the county wide response through funding for Sue Lambert Trust, the One-to-One Project and the Daisy Programme. Recently, police funding has been awarded to upgrade the facilities at the One-to-One Project. The OPCC is currently undertaking an end-to-end review of the support for sexual violence victims in the criminal justice system, involving those with lived experience, to inform future partnership plans. In 2023/24, there will be extensive engagement with by and for organisations in the county to develop further services for BAME and LGBTQ+ victims.

***Objective 4: Implement and develop the Norfolk integrated Domestic Abuse Service (NiDAS) and review the provision of services for sexual violence victims***

- 7.18 NIDAS has now been in place for 12 months, providing services for victims assessed as high and medium risk of harm.
- 7.19 During this twelve-month period, standardised policy and procedures have been put in place to ensure consistency of service across the county and service and the delivery model tweaked to address a waiting list for medium risk clients.
- 7.20 NIDAS is now operating without a waiting list.

- 7.21 Through specialist BAME and LGBTQ+ specialist workers, engagement with by and for groups is being undertaken to develop and improve the service to meet the needs of all clients in the county.
- 7.22 The development function for the service has now been established and a programme of training for professionals from funding partners has commenced.
- 7.23 In 2023/24, the priorities for development are Recovery Programmes and the Domestic Abuse Champion Network.

**Objective 5: Improving victim's experience of the criminal justice system and raise confidence to report crimes**

Norfolk and Suffolk Constabularies				
Area	Current workload	Average case per WCO (Current average)	Civilian Victim and Witnesses supported (September 2022 only)	Non-civilian Witnesses supported (September 2022 only)
Supporting Victims	Crown Court Team			
	1028	94	6702	9716
	Magistrates Courts Not Guilty Anticipated Pleas Team			
	690	53	1940	2371
	Magistrates Courts Guilty Anticipated Pleas Team			
	857	143	885	4819

Table 19: Current workload, average case per WCO and civilian victim and witnesses and non-civilian witnesses supported by Victim and Witness Team covering Norfolk & Suffolk Constabularies

- 7.24 The current workload of the Victim & Witness Care Team (VAWS) continues to increase. Ongoing issues for the team include:
- Trials being delayed or rescheduled at short notice. This creates extra work for the team having to rearrange attendance leading to dissatisfaction and disengagement from victims and witnesses.
  - Recruitment is an ongoing issue. Several posts in the team are temporary and members of the team regularly move onto higher paid and permanent positions in the criminal justice system.
  - Lack of communication from agencies on decisions with cases can directly affect the Victim. Often the VAWS Team do not receive the updates from Court/CPS on outcomes to enable them to achieve Victim Code targets and to ensure Victims are aware of the outcome before it is reported in the Media.

**Objective 6: Safeguarding vulnerable victims of crime and ASB**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Supporting victims	High Risk ASB - County	8	12	10	-33.3%	-20.0%
	Domestic abuse crimes - Risk assessment: High	559	498	515	12.2%	8.4%
	Domestic abuse crimes - Risk assessment: Medium	5617	5296	5020	6.1%	11.9%
	Domestic abuse crimes - Risk assessment: Standard	2791	3139	3060	-11.1%	-8.8%
	Domestic abuse incidents - Risk assessment: High	81	58	79	39.7%	2.5%
	Domestic abuse incidents - Risk assessment: Medium	1947	1948	1905	-0.1%	2.2%
	Domestic abuse incidents - Risk assessment: Standard	3913	4212	4508	-7.1%	-13.2%
	Domestic Violence disclosures (Clare's Law)	816	667	634	22.3%	28.7%
	Child sex offender disclosures	115	93	92	23.7%	25.0%
	SARC - ISVA supported clients	899	820	800	9.6%	12.4%

Table 20: High Risk ASB Non-crimes by district, Domestic abuse crime and incidents by initial risk assessment, DVDs, CSODs and SARC – ISVA supported clients

Table 20 displays the number of Domestic abuse crimes and incidents by most recent risk assessment.

The date range for the Last 12 months was 01/10/2021 – 30/09/2022 unless otherwise stated. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

- 7.25 ASB high-risk cases remains as an agenda item on monthly OPT supervisor meetings. All front-line officers have now received an additional training input from the problem-solving team around the requirement for initial safeguarding to be completed if they are completing a high risk ASB investigation rather than leaving for the OPT to carry out this work later. This reduces risk at the earliest opportunity.
- 7.26 Volume of Domestic Violence disclosures (DVDs) are increasing, both compared to the previous 12 months and the long-term average. This trend is also seen in Child sex offender disclosures (CSODs). Volumes of both DVDs and CSODs in the last 12 months (12 months ending September 2022) have increased slightly compared to the last reporting period (12 months ending June 2022). This is likely to be a continuing result of the schemes being made available for application online, as well as increasing awareness of both schemes.
- 7.27 The number of both high and medium risk domestic abuse crimes continues to rise, whilst standard risk crimes have decreased. It is difficult to say exactly why this is, but review has shown that cases are being accurately risk assessed at point of contact.
- 7.28 The increase in numbers of victims being supported by the ISVA service reflects the increasing number of rape and serious sexual offences being reported to the police as well as the ongoing court backlogs, meaning that victims require support for longer periods.
- 7.29 There has been a small reduction in high-risk anti-social behaviour cases (correlating with the general reduction of recorded anti-social behaviour during this period). The numbers are not considered statistically significant. High risk cases can be secondary risk assessed and reduced in risk after work completed by Operational Partnership Teams.
- 7.30 The grading system for medium risk cases, reported upon in last quarter's update, has proven to be an incredibly helpful tool in this quarter to prioritise safeguarding work within the medium risk domestic abuse cases. This has been particularly important during the busy summer period when volumes of work have been high.
- 7.31 Work has continued to build a series of guides for the various civil orders available to officers and staff based upon best practice.

## 8. Pillar 6 – Strategic Priority of 'Stronger and Safer Communities'

- 8.1 Under Pillar 6 there are five objectives to help deliver on this strategic priority and performance in each of these areas is captured below.

**Objective 1: Supporting Road users to be safer on our roads**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Safer and stronger communities	Killed/Seriously Injured collisions	383	368	390	4.1%	-1.9%
	Vulnerable Killed/Seriously Injured collisions	182	190	198	-4.2%	-8.3%

Table 21: Killed/Seriously Injured and Vulnerable Killed/Seriously Injured - the date range for the Last 12 months was 01/10/2021 – 30/09/2022 unless otherwise noted. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

- 8.2 There has been a slight decrease in Killed or Seriously Injured collisions (KSIs) when compared to the long-term average and an increase compared to the previous 12 months. There are still decreases in Vulnerable KSIs compared to the previous 12 months and long-term average, but these decreases are smaller than the last reporting period.
- 8.3 During this quarter the constabulary has taken part in three NPCC led road safety campaigns, with the Commercial Vehicle week from the 18<sup>th</sup> to the 24<sup>th</sup> of July, Drug Driving week 22<sup>nd</sup> to the 28<sup>th</sup> of August and Vulnerable Road Users week 19<sup>th</sup> to the 25<sup>th</sup> of September. During the Commercial Vehicle week, a total of 133 TORs were issued for 149 offences.
- 8.4 Officers from the Roads and Armed Policing Team along with the Road Casualty Reduction Team have been engaged in two multi-agency days of action during this period, on the 5<sup>th</sup> of August at King's Lynn and the 2<sup>nd</sup> of September at Thetford. During these two days, 75 vehicles were brought into the check sites with 56 of those issued TORs, many of which were for multiple offences. Three arrests were also made – two of which were for drug driving. Only ten vehicles left the sites without any form of action being taken.
- 8.5 With changes made to the Highway Code earlier this year and moves towards greener transport methods – including e-scooters – the Constabulary continues to educate young people around the dangers of blind spots with larger vehicles. The Young Driver Education Coordinator continues to assist with this delivery in addition to fatal4 education to young people aged 15-19 years delivering 43 sessions to 1,816 students.
- 8.6 Update on Fatal 4 enforcement

2022	Driver using Mobile	Seatbelt	Officer detected speeding	Camera detected speeding	All other Traffic Offence Reports (Officer detected)
July	92	91	195	4552	535
August	120	155	223	5841	532
September	106	83	227	5413	467
<b>Total</b>	<b>318</b>	<b>329</b>	<b>645</b>	<b>15806</b>	<b>1534</b>

Table 22 Fatal 4 - Traffic Offence Reports (TORs)

- 8.7 The table above sets out the number of traffic offence reports issued by uniformed officers during the second quarter of the calendar year. It shows a continuation of high levels of enforcement associated to fatal 4 offences. As with the previous quarter there have been over 300 prosecutions for mobile phone offences, following the changes to legislation at the start of this year. There has also been an increase of camera detected



speeding offences compared with the previous quarter – up by over 2,000. It is felt this increase is likely to be due to the warmer weather seeing an increased number of vehicles on Norfolk's roads, coupled with a return to pre-pandemic levels of traffic.

- 8.8 The Safety Camera Partnership is progressing software that pulls together collision statistics along with public telematics data and other inputs to dynamically assess the most appropriate speed enforcement sites across the county. This can also be used by uniformed officers to assist with targeted patrols of locations where excess speed is a common factor.

## **Objective 2: Working with partners and communities to prevent crime and harm**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Safer and stronger communities	<b>ASB Environmental</b>	620	648	958	-4.3%	-35.3%
	<b>ASB Nuisance</b>	7,441	7,755	8,952	-4.0%	-16.9%
	<b>ASB Personal</b>	1,992	2,281	3,154	-12.7%	-36.8%
	<b>Burglary Residential</b>	1,320	1,363	1,647	-3.2%	-19.9%
	Solved	110	119	146	-7.6%	-24.7%
	- % solved	8.3%	8.7%	8.8%	-0.4p.p	-0.5p.p
	<b>Vehicle crime</b>	1,778	1,620	1,940	9.8%	-8.4%
	Solved	128	170	187	-24.7%	-31.8%
	- % solved	7.2%	10.5%	9.7%	-3.3p.p	-2.5p.p
	<b>Theft of Vehicle crime</b>	658	553	650	19.0%	1.1%
	Solved	78	69	93	13.0%	-16.5%
	- % solved	11.9%	12.5%	14.3%	-0.6p.p	-2.4p.p
	<b>Theft from Vehicle crime</b>	915	830	1,066	10.2%	-14.2%
	Solved	30	80	73	-62.5%	-59.2%
	- % solved	3.3%	9.6%	7.0%	-6.3p.p	-3.7p.p
	<b>Arson and Criminal Damage</b>	7,270	6,997	7,351	3.3%	-1.1%
	Solved	782	734	872	6.5%	-10.4%
	- % solved	10.8%	10.5%	11.8%	0.3p.p	-1.0p.p
	<b>Robbery</b>	360	321	366	12.1%	-1.7%
	Solved	55	44	53	25.0%	3.5%
	- % solved	15.3%	13.7%	14.5%	1.6p.p	0.8p.p
	<b>Hate crimes</b>	1,352	1,421	1,317	-4.9%	2.7%
	Solved	197	136	167	44.9%	18.0%
	- % solved	14.6%	9.6%	12.7%	5.0p.p	1.9p.p

Table 23: Neighbourhood crime (ASB by category, Burglary Residential, Vehicle crime, Arson and criminal Damage, Robbery and Hate crime)  
The date range for the Last 12 months was 01/10/2021 – 30/09/2022 unless otherwise noted. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022

- 8.9 There was an increase in ASB CADs in the very early stages of social lockdown (April and May 2020), and since then there has been a downward trend in ASB incidents for all categories. Volumes of all ASB types have decreased in last 12 months compared to previous 12 months and long-term average.
- 8.10 Operational Partnership Teams, (Police teams working alongside local authority partners) are actively engaged in tackling ASB and specifically focus on repeat victims, locations and offenders. During this period there has been training provided to these teams on the effective use of civil orders which can be used as a preventative tool and may have contributed towards reductions in reported anti-social behaviour.
- 8.11 Volumes of all Neighbourhood crime reduced prior to the Covid-19 pandemic, and this was most prominent in Residential Burglary. This trend was also apparent nationally. Volumes of Burglary Residential have remained stable since the last reporting period (since the 12 months ending June 2022) and the last 12 months is still showing decreases compared to the previous 12 months (a decrease of -3.2%) and the long-term average (-19.9%).
- 8.12 There was also a downward trend in vehicle crime prior to the Covid-19 pandemic and this decrease became more pronounced through 2020. Volumes have been increasing in the last 12 months (9.8% compared to previous 12 months) but is still lower than pre-Covid-19 levels. Volumes in the last 12 months continue to show a decrease compared to the long-term average (-8.4%).
- 8.13 Arson/Criminal Damage and Robbery offences decreased following the onset of social restrictions linked to the Covid-19 pandemic. These began to increase in 2021 and into 2022 as social restrictions were relaxed and volumes in the last 12 months show an increase compared to the previous 12 months (an increase of 3.9%). Volumes of

Arson/Criminal Damage are only -1.1% below the long-term average (compared to -3.6% in the last period). Robbery in the last 12 months is showing increases compared to the previous 12 months (an increase of 12.1%) but still shows a slight decrease against the long-term average (a decrease of -1.7%).

- 8.14 Volumes of Hate crime increased following the commencement of social restrictions linked to Covid-19 and while volumes have fluctuated, since then they have not returned to pre-Covid-19 levels. Police officers and staff continue to encourage reporting from victims of 'hidden' crimes, and those from parts of the community who may not typically report crime.
- 8.15 It is anticipated that hate crime and hate incident reporting will continue to rise particularly as the Constabulary makes progress engaging with harder to reach groups and gaining the confidence of those communities to report incidents to police. The Constabulary are also working alongside County Community Safety Partners to increase third party reporting options including the relaunch of Stop Hate in Norfolk (SHiN) website.

**Objective 3: Early identification and diversion to the appropriate agencies for those suffering with mental health issues**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Safer and stronger communities	Mental Health Act Assessments conducted in custody	172	142	125	21.1%	Not applicable
	Athena investigations tagged for MH team to review	10,263	Data not available	Data not available	Not applicable	Not applicable
	Persons detained under sec 136	500	646	536	-22.6%	-6.7%
	Section 135 warrants executed	64	76	69	-15.8%	-7.2%

Table 24: Mental health act assessments in custody, Athena investigations tagged for Mental Health Team to review, Persons detained under section 136 and section 135 warrants issues. The date range for the Last 12 months was 01/10/2021 – 30/09/2022 unless otherwise noted. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

- 8.16 S136 detentions and the number of S135 warrants executed have reduced significantly over the past year. Introduction of the Wellbeing hubs and other crisis alternatives (Mental Health Joint Response Car) have potentially contributed to this. In addition, the training given to frontline police officers and focus on consultation prior to S136 detentions and crisis alternative pathways available has supported this decrease.
- 8.17 Mental Health Act Assessments and those detained under the Mental Health Act whilst in police custody have continued to increase over the past year. The constabulary has been collaborating with partner agencies via the Urgent and Emergency Care Steering Group to ensure that a bed is located, and individuals are transferred from custody to hospital for treatment as quickly as possible.
- 8.18 This quarter has seen the opening of two additional wellbeing hubs in Aylsham and Thetford, both called REST, which complement the REST wellbeing hub in Norwich and the STEAM cafés in Kings Lynn and Gorleston. The hubs are open 7 days a week and run a walk-in service during the daytime and a referral only evening sanctuary service up until midnight each day. They are specifically for individuals experiencing mental health issues and requiring immediate support. The police have a direct referral process for each of the hubs during both daytime and evening services.

**Objective 4: Promote crime prevention initiatives**

- 8.19 Continued, new or planned Crime Prevention Initiatives supported by Norfolk Constabulary during this quarter:

- The Night-Time Economy Safety Board meets every two months. The key focus is to reduce risk and vulnerability within the Norfolk night-time economy, supporting the delivery of our Violence Against Women and Girls (VAWG) Strategy.
- Operation AVERT is an initiative which supports victims of domestic heating fuel theft. Working in partnership with Norfolk Assistance Scheme (NAS), all victims are provided with crime prevention advice and are also offered the opportunity to be referred to NAS who provide emergency support, including financial support.
- Operation Bodyguard Police Support Volunteers (PSVs) continue to provide support and prevention advice to fraud victims to reduce the likelihood of further victimisation. The Norfolk Against Scams Partnership has secured funding from National Trading Standards for several Call Blocker units which the Op Bodyguard PSVs are helping to install when vulnerable victims are identified. Volunteers have delivered a series of scams awareness talks to community groups in West Norfolk.
- The Community Children and Young People Team has supported Norfolk Fire and Rescue Service to deliver the Crucial Crew multi-agency safety education programme to 756 Year 6 pupils in July and 636 Year 6 pupils in September.
- The Community Policing Team will be spearheading a Safer Spaces deployment strategy in the next quarter in the lead up Christmas and into the New Year.

**Objective 5: Increasing volunteering opportunities within the community to help policing**

Area	Indicator	Last 12 months	Previous 12 months	Long-term average	% difference to previous 12 months	% difference to long-term average
Safer and stronger communities	Special Constabulary establishments (monthly average)	181	172	184	5.2%	-16%
	Special Constabulary hours	44,005	41,575	49,850	5.8%	-11.7%
	Special Constabulary duties	6486	5680	7071	14.2%	-8.3%
	Special Constabulary events	572	341	612	67.7%	-6.5%
	Police support volunteers establishments (monthly average)	118	120	123	-2.7%	-9.9%
	Police support volunteers hours	10513	8047	10,586	30.6%	-0.7%
	Police support volunteers duties	2519	1950	2643	29.2%	-4.7%
	Police support volunteers events	Data not available			Not applicable	

Table 25: Establishments, hours, duties and events for Special Constabulary and establishments, hours and duties for Police support volunteers \*Police support volunteer events are not recorded. The date range for the Last 12 months was 01/10/2021 – 30/09/2022 unless otherwise noted. The date range for Previous 12 months was 01/10/2020 – 30/09/2021. The date range for the long-term average was 01/10/2018 – 30/09/2022.

Area	Indicator	April 2022 – September 2022
Safer and stronger communities	Cadet establishments (monthly average)	109
	Cadet hours	282
	Cadet duties	111
	Cadet events	36

Table 26: Establishments, hours, duties and events for Cadets

Area	Indicator	Last 12 months
Safer and stronger communities	Community Speed watch - Schemes (current number)	97
	Community Speed watch - Members (current number)	874
	Community Speed watch - Letters issued	16,776

Table 27: Community Speed watch: Schemes, members and letters issued

## Cadets

- 8.20 A recruitment drive in September saw an uplift in one Cadet unit by ten Cadets. Some Cadets have moved on having reached the age of 18. There was a steady increase in both hours and events from April 2022 as all units became active following the

restrictions of the pandemic. There is no cadet activity, however, over the summer holiday period.

- 8.21 Cadets volunteered and marched at PRIDE Norwich and Kings Lynn and supported several Run/Walks/Bike events for the local community. One unit attended an overnight camp in the Summer and in Great Yarmouth they completed a Beach Clean and Litter Pick. Norfolk Cadets supported an Op Bridges Training Exercise for Senior Officers, and 58 Cadets helped the Fire and Rescue Service with a 'Fire and Acid Attack' Drill at a Nightclub in the City of Norwich. The constabulary's recruitment process has opened, and it has seen an increase of referrals from Children Services and other Targeted Youth Support organisations.
- 8.22 Future activity includes an increase of social activities and team building over the winter break, reducing the waiting lists to accept more Cadets in each unit and for the Safe to Operate Standards to be reviewed by the National VPC Hub.

#### Special Constables

- 8.23 There has been a small increase in the Special Constabulary establishment in the last 12 months. The number of duties, hours and events that members of the Special Constabulary have completed has also increased compared with the previous 12-month period. The attrition rate to the join as a regular Police Constable remains constant. This is viewed as being positive, with the experience that individuals are gaining as a Special Constable giving them the confidence and drive to become a regular officer.
- Face-to-face recruitment events have received excellent feedback and there are regular dates planned for recruitment events in 2023.
  - A new recruitment poster campaign will be launched shortly which includes quotes from existing Special Constabulary officers and a senior regular officer.
  - The Special Constabulary provided exceptional support for the policing operation at Sandringham following the death of HM The Queen.

#### Police Support Volunteers (PSV)

- 8.24 Whilst the number of registered Police Support Volunteers has remained constant since the last reporting period, the number of hours and duties that our PSVs have completed has increased significantly.
- 8.25 Police Support Volunteers have delivered several popular fraud and scams awareness session to community groups in the West of the county. We hope to expand this offer to other parts of the county in 2023.

#### Community Speed Watch

- 8.26 The numbers of Community Speed Watch (CSW) volunteers have increased since the last reporting period, with 874 members now registered compared with 838 in the previous quarter. The number of schemes across the county has also increased, from 93 to 97. As a result of the work of these teams there have been 16,776 warning letters sent out to motorists. The work of the CSW schemes continues to guide and assist the safety camera partnership to proactively target speeding issues of public concern.
- 8.27 The Norfolk Constabulary Community Safety Team is planning for the national November Road Safety week with the intention of as many CSW schemes deploying during this period as possible to maximise the impact and visibility of schemes operating locally.

## Information bulletin – questions arising to the PCC

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

This information bulletin summarises for the Panel both the decisions taken by the Police and Crime Commissioner for Norfolk (PCC) and the range of activity since the last Panel meeting.

#### 1. Background

- 1.1 The Police Reform and Social Responsibility Act 2011 describes the Police and Crime Panel's role as including to "review or scrutinise decisions made, or other action taken, by the PCC". This is an opportunity for the Panel to publicly hold the Police and Crime Commissioner for Norfolk (PCC) to account for the full extent of their activities and decisions.
- 1.2 This report covers the end of the previous PCC's term of office and the beginning of the new PCC's term of office.

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

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

- a) Decisions taken

All decisions made by the PCC are recorded and published on his website. Decisions made by the PCC, up until 25 January 2023, are listed at **Annex A** of this report.

- b) Items of news

Items of news, covering the PCC's activity and including the key statements he has made, are recorded and published on his website. A summary of those items published up until 25 January 2023, are listed at **Annex B** of this report.

- c) PCC Accountability Meetings

Agendas for these meetings are published on the PCC's website. Items discussed at the most recent PCC Accountability Meeting are set out at **Annex C** of this report.

- d) Norfolk and Suffolk Collaboration Panel meetings

Suffolk Constabulary is Norfolk's preferred partner for collaboration. The two forces have been collaborating for over five years, and that partnership is

credited for having yielded significant savings for both Constabularies. An extensive programme of collaborative work has already delivered several joint units and departments in areas such as major investigations, protective services, custody, transport and IT.

The PCC meets with Suffolk's Police and Crime Commissioner, Tim Passmore, and the Chief Constables of both counties to monitor collaborative work between the two forces. These meetings are planned to be held in public every other month, with the venue alternating between Norfolk and Suffolk, and agendas are published on the PCC's website. Items discussed at the most recent Collaboration Panel meeting are set out at **Annex D** of this report.

- e) Other (virtual) 'out-of-county' activity since the current PCC took office:

<b>Date</b>	<b>Activity</b>
7 <sup>th</sup> November 2022	Norfolk & Suffolk Criminal Justice Board Executive Group meeting
8 <sup>th</sup> November 2022	Launch of the new APPG for Antisocial Behaviour
9 <sup>th</sup> November 2022	APCC - NPCC Partnership Summit
10 <sup>th</sup> November 2022	APCC - NPCC Partnership Summit
15 <sup>th</sup> November 2022	APCC Leads & Minister for Policing
7 <sup>th</sup> December 2022	Norfolk & Suffolk Criminal Justice Board meeting
12 <sup>th</sup> December 2022	APCC all PCCs Meeting
15 <sup>th</sup> December 2022	Provisional Police Funding Settlement - All Chiefs and PCCs
19 <sup>th</sup> December 2022	APCC Transparency Portfolio Meeting
6 <sup>th</sup> January 2023	APCC Transparency Portfolio Meeting
11 <sup>th</sup> January 2023	National Ethics Committee

- f) Audit Committee

The Audit Committee is independent of the PCC and Norfolk Constabulary. The Committee considers the internal and external audit reports of both the PCC and the Chief Constable and provides advice on good governance principles and appropriate risk management arrangements. Items discussed at the most recent meetings are set out at **Annex E** of this report.

- g) PCC responses to inspections of Norfolk Constabulary published by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services

(HMICFRS)

November 2022: The response to the HMICFRS investigation arising from a police super-complaint regarding vetting, misconduct, and misogyny in the police service can be viewed [here](#).

h) Emergency services collaboration.

Norfolk County Council's Cabinet approved the PCC's request for membership of Cabinet (in respect of its role in exercising functions of the Fire & Rescue Authority only) when it met on 20 May 2019. View the Cabinet report and minutes [here](#).

- On 11 January 2023 Cabinet noted the following decision by NCC's Cabinet Member for Communities and Partnerships: [Award of contract for the provision of electric hybrid emergency response cars for Norfolk Fire and Rescue Service](#)

### 3. Suggested approach

- 3.1 The PCC has been invited to attend the meeting to respond to your questions and will be supported by members of staff.

### 4. Action

- 4.1 The Panel is recommended to put questions to the PCC, covering the areas at paragraph 2.1 of this report, to publicly hold him to account for the full extent of his activities and decisions since taking office. It may also wish to put questions about any matters relating to decisions and activity by the previous PCC.



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.



## PCC's Decisions

The PCC's policy statement on decision making, updated on August 2020, can be read [here](#).

Decision notices published since the previous meeting are listed below.

### Sustain Norfolk Constabulary

#### Section 22A Collaboration Agreement for Joint Justice Finance

##### *Confidential Decision 2022-56*

The Chief Executive of the Office of the Police and Crime Commissioner authorised the collaboration agreement on behalf of the Police and Crime Commissioner, to enable the Joint Finance Department to progress. This paper is confidential because it deals with ongoing internal constabulary structure changes which will affect people's roles and reporting responsibilities.

#### Norwich City Police Station (Bethel Street) Submission of Planning Application for Temporary Public Enquiry Office Cabin

##### *Confidential Decision 202302*

The PCC approved the submission of a planning application to Norwich City Council for temporary public enquiry office accommodation relating to the re-development of Norwich City Police Station. This paper is confidential as it relates to works which have not been subject to open market tender yet.

### Support Victims

#### Fresh Start New Beginnings - Extension of Grant

##### *Decision 2022-50*

The Police and crime Commissioner awarded Fresh Start New Beginnings the sum of £20,000 to reduce the current waiting list for children affected by sexual abuse.

#### LIME CULTURE – RESEARCH/CONSULTANCY via Matrix MM

##### *Decision 2022-51*

The Police and Crime Commissioner awards Grant Funding of £41,500 + VAT to Lime Culture to deliver two research and consultancy projects:

1. To support Op ENGAGE/Rape and Serious Sexual Offences Unit (RASSO) with the Norfolk response to the Governments End to End Rape Review (June 21)
2. Independent Pathway Review of services in Norfolk for adult and child victims/survivors of sexual violence and abuse.

#### Additional Provision for Norfolk's Integrated Domestic Abuse Service (NIDAS)

##### *Decision 2022-52*

The Police and Crime Commissioner supported an additional funding to employ 1 x FTE Assistant Service Manager as laid out within this Decision Notice.

#### The Rowan Project – Pilot for Sexual Violence Services in the Breckland District area of Norfolk

##### *Decision 2022-53*

The Police and Crime Commissioner for Norfolk approved the extension of the Pilot Service by way of a grant for 1 Year initially with the option of a possible additional year's extension.



[Five Independent Domestic Violence Advocates \(IDVA's\) Norfolk's Integrated Domestic Abuse Service \(NIDAS\)](#)

*Decision 2022-55*

The Police and Crime Commissioner supported extending provision of the NIDAS service by five Independent Domestic Violence Advocates (IDVAs).

[Restorative Justice Service - Additional Funding 2022/23 and Continuation of Funding 2023/24 and 24/25](#)

*Decision 2023-01*

The PCC approved funding of £11,525 to support additional resource in the Norfolk and Suffolk Restorative Justice Service in 2022/23 and an extension of Norfolk OPCC's share of joint funding provided to the Norfolk and Suffolk Police Joint Justice Department to operate the Restorative Justice Hub for a further two years from April 2023, at a total cost of £49,025 per annum.

(Decision 2022-07 not yet published)

## Summary of the PCC's activity

### [PCC outlines challenges ahead at Police and Crime Panel](#)

Norfolk's Police and Crime Commissioner, Giles Orpen-Smellie, was at County Hall on Monday (14 January) to answer questions from the Norfolk Police and Crime Panel. As Giles holds the Chief Constable to account, so councillors and independent members of the Panel scrutinize the PCC's actions and decisions.

18 November 2022

### [Tackling domestic and sexual abuse in Norfolk is everyone's business](#)

Partners across the county are continuing to work together in a bid to show tackling domestic and sexual abuse is 'everyone's business' in Norfolk.

25 November 2022

### [PCC's office makes a commitment to ending men's violence against women](#)

The Office of the Police and Crime Commissioner for Norfolk (OPCCN) has shown its commitment to ending violence against women and girls by achieving White Ribbon Accreditation.

25 November 2022

### [Delayed publication of 2021/22 audited statement of accounts](#)

The external audit of the draft Statement of Accounts for the year ended 31 March 2022 has not yet been completed.

30 November 2022

### [Workplace pledge to help those affected by domestic abuse](#)

Tens of thousands of employees who may be affected by domestic abuse are getting access to vital help and support thanks to a pledge signed by workplaces across Norfolk.

1 December 2022

### [Call for volunteers to check on welfare of detainees](#)

The Office of the Police and Crime Commissioner for Norfolk (OPCCN) are currently looking for volunteers from the Great Yarmouth area to become Independent Custody Visitors (ICVs).

21 December 2022

### [Police and Crime Commissioner launches Police Budget Consultation](#)

Norfolk's Police and Crime Commissioner, Giles Orpen-Smellie has launched his Police Budget Consultation today. Residents of Norfolk are being asked if the PCC should increase the police precept of council tax for the coming year.

3 January 2023

### [PCC invites residents to pose policing questions to Norfolk's Chief Constable](#)

For the first time in 2023 Police and Crime Commissioner (PCC) Giles Orpen-Smellie is asking Norfolk residents to pose their questions to Norfolk's Chief Constable ahead of his next accountability meeting.

6 January 2023

[PCC funding available: grant to tackle modern slavery and human trafficking](#)

Norfolk's Police and Crime Commissioner (PCC), Giles Orpen-Smellie, is inviting applications for funding from non-statutory organisations that can support hidden victims of modern slavery and human trafficking.

23 January 2023

## Annex C

### List of items discussed at the most recent PCC Accountability Meetings

<b>Date: 31 January 2023</b>	
Subject	Summary
<b>Public agenda</b>	
Police Accountability Meeting (PAM) Public Questions	Verbal update
Police, Crime & Community Safety Plan 2022-24: 'Sustain Norfolk Constabulary'	<p>The report sets out a short summary update of key Constabulary activity contributing to elements 1-7 of Pillar 1 of the Police and Crime Plan.</p> <p><b>Recommendation</b> The PCC is asked to note the report.</p>
Police, Crime & Community Safety Plan 2022-24: 'Visible and Trusted Policing'	<p>The report sets out a short summary update of key Constabulary activity contributing to elements 1-4 &amp; 6 of Pillar 2 of the Police and Crime Plan.</p> <p><b>Recommendation</b> The PCC is asked to note the report.</p>
Police, Crime & Community Safety Plan 2022-24: 'Tackling Crime'	<p>The report sets out a short summary update of key Constabulary activity contributing to elements 1-4 of Pillar 3 of the Police and Crime Plan.</p> <p><b>Recommendation</b> The PCC is asked to note the report.</p>
Police, Crime & Community Safety Plan 2022-24: 'Prevent Offending'	<p>The report sets out a short summary update of key Constabulary activity contributing to elements 1-5 of Pillar 4 of the Police and Crime Plan.</p> <p><b>Recommendation</b> The PCC is asked to note the report.</p>
Police, Crime & Community Safety Plan 2022-24: 'Supporting Victims'	<p>The report sets out a short summary update of key Constabulary activity contributing to elements 1,2,5 &amp; 6 of Pillar 5 of the Police and Crime Plan.</p> <p><b>Recommendation</b> The PCC is asked to note the report.</p>
Police, Crime & Community Safety Plan 2022-24: 'Safer and Stronger Communities'	<p>The report sets out a short summary update of key Constabulary activity contributing to elements 1-5 of Pillar 6 of the Police and Crime Plan.</p> <p><b>Recommendation</b> The PCC is asked to note the report.</p>

Emerging Operational/Organisational Risks	Verbal update.
<b>Private agenda</b>	
None	

The public reports can be viewed on the OPCCN's website at the following address  
[PCC Accountability Meeting | Norfolk PCC \(norfolk-pcc.gov.uk\)](https://norfolk-pcc.gov.uk/PCC-Accountability-Meeting)

There was a public questions and answers segment at this meeting. A written copy of the public questions and responses will be published in due course along with the minutes of the meeting.

The next PCC Accountability Meeting is scheduled to take place on 19 April 2023. There will be a public questions and answers segment at this meeting.

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

A Norfolk and Suffolk Collaboration meeting took place in private on the 25<sup>th</sup> July 2022.

Public information on the Collaboration Panel can be viewed on the OPCCN's website at the following address <https://www.norfolk-pcc.gov.uk/key-information/accountability/norfolk-and-suffolk-collaboration-panel/>

### List of items discussed at the most recent Audit Committee meetings

<b>Date: 25 January 2023</b>	
Subject	Summary
<b>Public agenda</b>	
Review and update the action log	
Internal Audit 2022/23 Summary of Internal Control	Report from Head of Internal Audit
Treasury Management Reports -2021/22 Half Year Update and 2022/23 Strategy (draft)	Report from Chief Finance Officer
Report on Annual Governance Statement	Report from Chief Finance Officer
Forward Work Plan	Report from Chief Finance Officer
<b>Private agenda</b>	
Fraud update	Report from Chief Finance Officer (not published)
Audit Follow-up Report	Report from Head of Internal Audit (not published)
Strategic Risk Register Update	Report from Chief Executive and Chief Constable (not published)
Any other business	PSAA procurement and fee variations

The public reports can be viewed on the Commissioner's website at the following address [Audit Committee | Norfolk PCC \(norfolk-pcc.gov.uk\)](https://norfolk-pcc.gov.uk/Audit-Committee)

The next Audit Committee meeting is scheduled to take place on 14 March 2023.

## Forward Work Programme

Date	Item	Attendees
11am, 20 February 2023 County Hall	<b>Reserve date – to review a revised precept for 2023-24, if vetoed (the Panel must review and report by 22 February 2023)</b>	Commissioner, supported by members of the Commissioner's staff and Chief Constable
11am, 27 April 2023 County Hall	<b>Police, Crime and Community Safety Plan 2022-24 performance monitoring</b>  <b>Information bulletin – questions arising to the PCC</b>  <b>PCC Complaints Monitoring Report</b>  <b>Complaints Policy Sub-Panel – update</b>  <b>Norfolk Police and Crime Panel Annual Report 2022-23</b>  <b>Forward Work Programme</b>	Commissioner, supported by members of the Commissioner's staff and Chief Constable
11am, 17 July 2023, County Hall	<b>Election of Chair and Vice-Chair</b>  <b>Balanced Appointment Objective</b>  <b>Panel Arrangements and Rules of Procedure – Review</b>  <b>Police, Crime and Community Safety Plan 2022-24 performance monitoring</b>  <b>Information bulletin – questions arising to the PCC</b>  <b>Norfolk Police and Crime Panel funding</b>  <b>Forward Work Programme</b>	Commissioner, supported by members of the Commissioner's staff and Chief Constable



11am, 30 October 2023, County Hall	<b>PCC's 2022-23 Annual Report (Police, Crime and Community Safety Plan 2022-24 performance monitoring 4<sup>th</sup> quarter)</b>  <b>Independent Custody Visitor Scheme Annual Report 2022-23</b>  <b>PCC Complaints Monitoring Report</b>  <b>Complaints Policy Sub-Panel – update</b>  <b>Information bulletin – questions arising to the PCC</b>  <b>Forward Work Programme</b>	Commissioner, supported by members of the Commissioner's staff and Chief Constable
January 2024 (To be confirmed)	<b>Panel Member briefing – review of PCC's precept proposal</b>	
11am, 6 February 2024 County Hall	<b>Review the PCC's proposed precept for 2024-25 (the Panel must review and report by 8 February 2024)</b>  <b>Police, Crime and Community Safety Plan 2022-24 performance monitoring</b>  <b>Information bulletin – questions arising to the PCC</b>  <b>National Police and Crime Panel Conference 2023</b>  <b>Forward Work Programme</b>	Commissioner, supported by members of the Commissioner's staff and Chief Constable
11am, 21 February 2024 County Hall	<b>Reserve date – to review a revised precept for 2024-25, if vetoed (the Panel must review and report by 22 February 2024)</b>	Commissioner, supported by members of the Commissioner's staff and Chief Constable

11am, 23 April 2024 County Hall	<b>Police, Crime and Community Safety Plan 2022-24 performance monitoring</b>  <b>Information bulletin – questions arising to the PCC</b>  <b>PCC Complaints Monitoring Report</b>  <b>Complaints Policy Sub-Panel – update</b>  <b>Norfolk Police and Crime Panel Annual Report 2021-22</b>  <b>Forward Work Programme</b>	Commissioner, supported by members of the Commissioner's staff and Chief Constable
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The identified items are provisional only. The following meetings will be scheduled only if/when required:

- confirmation hearings

#### **PCP - Complaints Policy Sub Panel**

Membership 2021-22: Cllr Sarah Bütikofer, Cllr James Easter, Mr Peter Hill, Air Commodore Kevin Pellatt (Chair), Cllr Mike Smith-Clare

Date of last meeting: 7 November 2022

Next meeting: 14 March 2022

#### **PCP training and network events**

- Eastern Region PCP Network: 2 March 2023 10am-1pm (in person, venue to be confirmed).

#### **For information**

Norfolk County Community Safety Partnership Scrutiny Sub Panel meetings are due to take place on the following dates (details will be made available via NCC's website):

- 24 February 2023
- 8 June 2023
- 28 September 2023
- 7 December 2023

Police Accountability Meetings are due to take place on the following dates and will include a public question and answer segment (details will be made available via OPCCN's website):

- 19 April 2023

Norfolk and Suffolk Collaboration Panel meetings are due to be held in public every other month, with the venue alternating between Norfolk and Suffolk (agendas will be made available via OPCCN's website). The next meeting is yet to be scheduled.