

**ANNUAL GOVERNANCE STATEMENT FOR
THE POLICE AND CRIME COMMISSIONER FOR NORFOLK AND
THE CHIEF CONSTABLE OF NORFOLK 2018/19**

1. Background

- 1.1 This Annual Governance Statement (AGS) covers the financial year 2018/19 [but extends to cover the period to the signing of the Statements of Accounts in July 2019]. This statement is an opportunity to demonstrate compliance with the Code of Corporate Governance.
- 1.2 The Police and Crime Commissioner (PCC) and the Chief Constable for Norfolk are responsible for ensuring that their business is conducted in accordance with the law and proper standards, and that public money is safeguarded and properly accounted for, and used economically, efficiently and effectively.
- 1.3 In discharging this overall responsibility, the PCC and Chief Constable are also responsible for putting in place proper arrangements for the governance of their affairs and facilitating the exercise of their functions, which includes ensuring a sound system of governance (incorporating the system of internal control) is maintained through the year and that arrangements are in place for the management of risk.
- 1.4 The Corporate Governance Framework, which sets out how governance ‘works’ for the PCC and Chief Constable, can be found on the PCC’s website (www.norfolk-pcc.gov.uk) or may be obtained from the Office of the Police and Crime Commissioner for Norfolk, Building 8, Jubilee House, Falconers Chase, Wymondham, Norfolk, NR18 0WW.
- 1.5 This Framework includes the joint Code of Corporate Governance (the Code) which is consistent with the principles of the CIPFA/SOLACE Framework: Delivering Good Governance in Local Government [April 2016] (as expanded by a Guidance Note for Police [June 2016]).
- 1.6 The PCC’s and Chief Constable’s financial management arrangements conform to the governance requirements of the CIPFA Statement on the Role of Chief Financial Officers in Policing (draft update March 2018). However, please see further commentary at 3.7 below.
- 1.7 This AGS also explains how the PCC and Chief Constable have complied with the Code and also meets the requirements of Regulation 6 of the Accounts and Audit (England) Regulations 2015 in relation to the review of the effectiveness of the system of internal control and the publication of an annual governance statement.

2. The Purpose of the Governance Framework

- 2.1 The governance framework comprises the systems and processes and culture and values by which the PCC and Chief Constable are directed and controlled, and the activities through which they account to and engage with the community. It enables the PCC and Chief Constable to monitor the achievement of their strategic objectives and to consider whether those objectives have led to the timely delivery of appropriate, cost-effective services, including achieving value for money.
- 2.2 The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives; it can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of the PCC's and Chief Constable's policies, aims and objectives, to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them effectively, efficiently and economically.
- 2.3 However, good governance is not only about processes, rules and procedures. The governance framework should be applied in a way which also demonstrates the spirit and ethos of good governance. Shared values which are integrated into the culture of an organisation and are reflected in behaviour and policy are essential hallmarks of good governance.

3. The Governance Framework

- 3.1 The Chief Constable is responsible for operational policing matters, the direction and control of police officers and police staff, and for putting in place proper arrangements for the governance of the Constabulary. The PCC is required to hold the Chief Constable to account for the exercise of those functions and those of the persons under the Chief Constable's direction and control. It therefore follows that the Commissioner must satisfy himself that the Constabulary has appropriate mechanisms in place for the maintenance of good governance, and that these operate in practice.
- 3.2 The PCC has adopted a Corporate Governance Framework (including the Code of Corporate Governance) and a Scheme of Governance and Consent which includes Financial Regulations and Contract Standing Orders. These are reviewed periodically in accordance with requirements.
- 3.3 The governance framework has been in place throughout the financial year 2018/19 (ending 31 March 2019) and [up to the date of the approval of the Statements of Accounts].
- 3.4 The key elements of the systems and processes that comprise the PCC's and Chief Constable's governance arrangements and how these adhere to the seven principles in the Code are set out below:-

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

- 3.5 The Police Code of Ethics, produced by the College of Policing, describes the principles that every member of the policing profession in England and Wales is expected to uphold and the standards of behaviour they are expected to meet. This Code applies to all those who work for the Constabulary, be they police officers, police staff, contractors or volunteers. Staff has been made aware of the Code of

Ethics and its implications. Policies, procedures and training products are reviewed in line with the Code and it is central to decision making using the National Decision Making Model. Where there are breaches of the Code of Ethics or the Standards of Professional Behaviour there is a positive duty to report these matters. The Joint Professional Standards Department receives such reports and these are investigated appropriately and in accordance with Police Regulations. A Code of Conduct based on the Code has also been adopted by the PCC and staff of the OPCC.

- 3.6 Police Regulations are due to change together with statutory guidance in respect of the handling of complaint and conduct matters. The timing of this is not yet confirmed, however it is expected to happen within the next 12 months. The regulatory change will see PCCs handling appeals in respect of some complaints and less serious misconduct matters being dealt with as 'Practice Requiring Improvement' which will involve line managers in improving the officer's performance rather than instigating formal misconduct proceedings. The OPCC and the Constabulary have been working together to plan for these changes.
- 3.7 Formal policies also exist in respect of whistle blowing, public complaints, anti-fraud and corruption, declaration of business interests, gifts, loans and hospitality and disclosable associations. An Ethics Committee has been established to enable staff to raise for consideration ethical issues affecting the Constabulary to enable further improvement in the transparency, professionalism and ethical approach of staff, policies and procedures to such issues. A joint Integrity Board has also been established with the aim of securing the internal confidence of staff and officers in the fair application of policy and process in matters of integrity and ethics and to ensure that the organisations manage risk and learn from cases to improve the service provided.
- 3.8 From 1st April 2014 the Norfolk PCC's Chief Finance Officer (CFO) has acted in a dual capacity (as Section 151 officer) for both the Norfolk PCC and the Chief Constable. The CIPFA Code confirms that while combined CFO arrangements do not contravene the provisions of the Police Reform and Social Responsibility 2011 Act, the potential risks must be recognised and the governance framework should be structured in a way that accommodates and responds to any compromises which might arise. The local arrangements were considered by the Audit Committee and appropriate safeguards have been operating from 1st April 2014 to 31 January 2019. At this point, the dual role ceased when the Chief Constable appointed a new Assistant Chief Officer, Finance and Support Services. This role includes the responsibility of CFO for the constabulary. On retirement of the former incumbent on 31st March 2019, the PCC appointed a new PCC CFO, Jill Penn, who took up the post on the 1st April 2019.

Principle B - Ensuring openness and comprehensive stakeholder engagement

- 3.9 The OPCCN's website contains details of the meetings the PCC holds with the public, partners, Chief Constable, Audit Committee and Police and Crime Panel. Agendas, reports and minutes are available for public scrutiny where appropriate and social and digital media are frequently used to inform people unable to attend and to summarise meetings and key decisions.
- 3.10 The Constabulary offers regular, direct updates via its social and digital channels including Twitter, Facebook, the force website, and indirectly via the local media. In addition, members of the public can sign up to the free Police Connect service to receive details of local crimes, initiatives and engagement opportunities via e-mail, voicemail or text.

- 3.11 The Constabulary Community Engagement Strategy and Business Plan sets out how the Constabulary will effectively engage with the residents of Norfolk in accordance with Section 34 of the Police Reform and Social Responsibility Act 2011. Key aims include actively engaging with the public, using digital technology to reach a wider audience, ensuring officers and staffs have a clear understanding of expectations, working with partners, and acting on feedback to ensure we meet needs and requirements. Seven Community Engagement Officers have been appointed to each of the policing districts within the county and are using social media in a number of different ways to communicate effectively with the public.
- 3.12 Representatives of the PCC attend meetings regularly to ensure that the arrangements the Constabulary has in place are effective. The PCC's Office (OPCC) also has its own Communications and Engagement Strategy setting out how it will obtain the views of the community and victims of crime regarding policing. This was updated for 2016-2020. The OPCCN has a Consultation and Engagement Officer to review, develop and deliver its engagement activities and oversee delivery of the Strategy.
- 3.13 The PCC held a countywide budget consultation asking Norfolk people whether they agreed to a precept rise for 2018/19. More than 2000 people took part. Key partners were also consulted. The results of the police budget 2018/19 consultation show that 59% of those who took part said they would be prepared to pay an extra 2% through the policing element of their council tax. Of those who showed a preference for an increase, 20% stated that they would not be willing to pay more than 2%, 14% stated that they would pay up to an extra 19p per week (4.5%), 23% said that they would pay an extra 25p per week (6%) and 43% said they would be prepared to pay an extra 50p per week (12%). See paragraph 3.20 for more information on the 2018/19 budget. The PCC holds regular public meetings (Police Accountability Forum) to hold the Chief Constable to account and hosts public Q&A meetings around the county where residents can quiz senior police officers about the policing of their neighbourhoods.
- 3.14 The OPCC manages a key independent advisory panel, the Independent Advisory Group (IAG).
- 3.15 The Constabulary measures the satisfaction of service users through the use of victim surveys and reports to the Office of the PCC on levels of satisfaction as one of the agreed Police and Crime Objectives. It also reviews public confidence through monitoring of results through the Crime Survey of England and Wales.
- 3.16 Norfolk Constabulary collaborates extensively with Suffolk Constabulary as it has done since 2008. This formal collaboration is across a range of services including operational policing and back office functions. The PCC is required to give approval to collaborative opportunities before they can commence. The PCCs of Norfolk and Suffolk meet during the year to discuss and discharge their governance responsibilities. In addition to this there are governance arrangements that cover operational managers and Chief Officers. The main drivers have been to maintain the effectiveness of operational and organisational support and to drive out savings through economies of scale and efficiencies in order to protect front line resources wherever possible.
- 3.17 There are also services that are subject to ongoing regional collaboration. A Seven Force Strategic Collaboration Programme has been established (this is essentially the three strategic collaborations of Norfolk/Suffolk, Kent/Essex and Bedfordshire/Cambridgeshire/Hertfordshire) with a mission to develop options for

wider collaboration in order to make efficiencies and drive out further savings. The programme is governed jointly by the seven PCCs and seven Chief Constables.

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

- 3.18 Following his arrival in May 2016, the PCC has consulted widely on his Police and Crime Plan (2016/20) and this was published in March 2017. The Plan sets out seven core priorities for Norfolk and outlines the PCC's vision for tackling and preventing crime, protecting the most vulnerable and supporting victims.

The seven priorities are:-

- Increase visible policing
- Support rural communities
- Improve road safety
- Prevent offending
- Support victims and reduce vulnerability
- Deliver a modern, innovative service
- Good stewardship of taxpayers' money.

- 3.19 The Plan is monitored through two public forums:

- The Police Accountability Forum where the Chief Constable is held to account by the PCC for delivery against the Police and Crime Plan.
- The Norfolk Police and Crime Panel where the PCC is held to account by the Panel for delivery against the Police and Crime Plan.

All of these performance reports are published on the OPCCN website <https://www.norfolk-pcc.gov.uk/police-accountability-forum/> and the Police and Crime Panel section of the Norfolk County Council website. <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/crime-and-disorder-partnerships/police-and-crime-panel>

- 3.20 There is a co-ordinated process for strategic and medium-term financial planning (MTFP) that uses Outcome Based Budgeting (OBB) principles. The budget for 2018/19 proposed by the PCC was based on a 'cash level' government funding settlement and an increase in the council tax (following consultation) of £12 per annum (Band D). The PCC's proposal was unanimously supported by the Police and Crime Panel. Budget reductions were required to balance the budget but it was possible to slightly increase police officer numbers with the additional precept. The work involved in preparing the budget and the MTFP requires close liaison with operational staff and budget managers followed by a detailed process of scrutiny and challenge by Chief Officers in order to ensure that the MTFP can finance the strategic aims of the Constabulary and the PCC.
- 3.21 There is a clearly defined corporate performance management framework. Objectives and key performance indicators are established and monitored both at a corporate and local level. Regular reports are made to senior managers, the Command Team, the Commissioner and the Norfolk Police and Crime Panel on performance against objectives. This includes detailed analysis and scrutiny of performance and compares performance against the most similar family of forces. A review of performance reporting is currently underway to ensure it continues to meet all parties needs and requirements and optimises insight and decision making.
- 3.22 Proposals for collaboration go through a detailed process, designed to ensure that all options are considered, outcome and risk assessed and that all parties can sign up to

formal agreements in the knowledge that future policy, performance and resource levels are recognised at the offset. Dedicated resources are in place to support those units subject to Norfolk / Suffolk collaboration, including the formulation of detailed business cases. The business cases are subject to review by senior officers and the Joint Chief Officer Teams of the two constabularies. Proposals are further discussed before final sign off by the two PCCs. This is underpinned by formal agreements covering the legal aspects of collaboration. A similar process applies to regional proposals.

- 3.23 A Programme Management Office oversee the planning, implementation and delivery of Norfolk and Suffolk Constabularies' overarching change programme in accordance with the two force's strategic priorities and reports upwards via the Joint Strategic Planning and Monitoring Board meeting into the Joint Norfolk and Suffolk Chief Officer Team.

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

- 3.24 Norfolk and Suffolk Constabularies gather data and intelligence from a range of sources to produce an annual Strategic Assessment. The Strategic Assessment takes into account all relevant internal and external factors that might impact upon policing, crime and disorder at county and local level, highlighting emerging issues, risks and threats. The 2018 Strategic Assessment included an organisational threat assessment – using outcome based budgeting, this section looks at how the constabularies could review internal processes and structures, such as overtime and sickness management, to make financial savings and improve efficiencies. All operational issues are risk assessed using the nationally recognised Management of Risk in Law Enforcement (MoRiLE) framework The Strategic Assessment is then used to inform the development and review of the Police and Crime Plans and the local policing plans and performance frameworks. It also leads to the setting of the Operational Control Strategy for which there are identified strategic leads for each theme area. Partners are consulted in the development of the Strategic Assessment and the final document is also shared with them to help aid their decision making and planning.
- 3.25 The Constabulary also undertakes strategic analysis in the form of Strategic Profiles. Where relevant, these are produced jointly for Norfolk and Suffolk, highlighting any cross force and single force issues. The profiles cover a range of strategic crime and thematic topics, including some looking at organisational issues such as sickness and absence management and overtime. They provide a comprehensive account of the topic, taking into consideration any existing research or 'what works' evidence to inform strategic and tactical action plans and decision making. Partnership data is utilised wherever possible and consultation is also undertaken with stakeholders outside of policing as a key part of the process to ensure they are widely informed. These strategic profiles are used to inform the overall Strategic Assessment.
- 3.26 The Joint Performance and Analysis Department (JPAD) undertakes analysis, research, consultation and improvement and evaluation activity across the Constabulary. The collaboration of these distinct areas of business within one department allows for more informed analysis to take place which could relate to any part of the organisation, whether operational or organisational. This collaboration also results in the greater use of a variety of techniques to aid tactical and strategic decision making and to formulate problem solving approaches. The department seeks to use an evidenced based approach to its work ensuring that the best available evidence regarding 'what works' is considered as part of the Constabulary's

problem solving activity and evaluations are conducted to ensure lessons are learnt and successes identified.

- 3.27 The department produces analytical work to support a number of forums and groups, including the Tasking and Co-ordination Group meetings and Performance and Accountability meetings, delivering strategic and tactical products which facilitate forward resource planning and the identification and management of threat, risk and harm, thereby minimising costs to the organisation. JPAD also produces analysis in collaboration with external organisations and partners (including Ambulance, fire service, county council, youth offending team, trading standards, etc.) in order to better understand performance in the context of shared demand and so identify how best to manage and resource. The department supports the Constabulary in meeting its statutory and legislative requirements regarding information and data provision including the Annual Data Returns as set out by the Home Office and provision of data for a large proportion of Freedom of Information Requests.

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

- 3.28 Norfolk and Suffolk Constabularies have a Leadership Development Programme called Best I Can Be and run a quarterly series of professional development events as part of the work being delivered under the Leadership Strategy. Examples of these sessions include Coaching Conversations and Having Difficult Conversations. The Constabularies have re-designed the Professional Development Review process to include the opportunity for all staff and officers to have career conversation with their manager and build a plan for development and where appropriate progression. Following the annual Performance Development Review a number of succession planning checkpoint events will take place to assess the current leadership capacity and the future talent pipeline, allowing for pro-active development of Officers and staff to meet upcoming demand.
- 3.29 The Leadership Strategy promotes the idea that Leadership is not necessarily about rank. It advocates 'Courageous, Inclusive and Ethical' leadership. It goes further to describe the development of the whole workforce which is engaged not only in day to day activity but also in strategic projects and change programmes. Recently the force commenced Leadership profiling and a full evaluation of this will take place in June when the organisation will consider the use of this for junior ranks and grades.
- 3.30 The Professional Development Review (PDR) process continues to be improved and a series of PDR Quality Assurance processes has begun. This provides one to one support for a selected sample of managers and allows for the gathering of data on the quality of PDRs across the organisation. This data will be fed into the organisation People Board.
- 3.31 The new Learning Management System is also being developed for launch in early Spring of 2019. This system will allow for flexible blended learning approaches and aims to reduce classroom time as well as maximising opportunities for our staff and officers to access learning programmes remotely.

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

- 3.32 The PCC and Chief Constable have Risk Policies in place to ensure that the risks facing the organisation are effectively and appropriately identified, evaluated and reported. The Joint Norfolk and Suffolk (Constabularies) Risk Management Policy includes details of the risk management framework within the governance structure

of Norfolk Constabulary. It sets out risk management requirements and practices that should be undertaken; by whom and when, and outlines the consequences of non-adherence. The policy supports a robust risk management approach for ensuring that strategic objectives are achieved and shows how risk is dealt with, by mitigation and/or escalation to the appropriate level in the organisations. A similar policy has been drawn up by the Norfolk Office of the PCC (OPCC). The Audit Committee routinely sees the Strategic Risk Registers.

- 3.33 The Crime Registry and Audit functions for Suffolk and Norfolk, which are part of the Joint Performance and Analysis Department (JPAD) carries out independent and rigorous audit of crime and incident recording. It provides an objective assessment of how the Constabularies are complying with the National Crime and Incident Recording Standards. The audit reports produced are reviewed by Chief Officers and if areas for improvement are identified, action is allocated and taken accordingly. As necessary, any areas of risk in relation to Crime Data Integrity are also raised at the Force Crime Data Integrity meetings and, where relevant, at Force performance meetings. They are also detailed on the risk register.
- 3.34 As noted in the 2017/18 Annual Governance Statement, Norfolk and Suffolk Constabularies have implemented a single IT system which joins up four key areas of the business; Intelligence, Investigation, Case and Custody as part of a nine force consortium. The Norfolk/Suffolk Athena development plan is nearer completion with the final stage (six) underway focussed on the review and restructure of the organisation to make the most efficient use of the application and then moving to implementation. This will conclude the transition of Norfolk and Suffolk to a business as usual model. Bespoke action plans continue to ensure the quality of crime recording is improved; this has included the retraining of all supervisors and Athena champions in understanding of Crime Data Integrity (CDI). Three dedicated data quality staff form part of the Athena business as usual (BAU) structure to manage the data quality issues currently within the Athena system, supported by quality assurance measures within the business as usual Athena processes. Data quality remains a key focus for the organisations with activity coordinated at Athena and Crime Data Integrity meetings.
- 3.35 Project Athena remains on the Constabulary Strategic Risk Register. There are strong governance mechanisms in place locally and regionally to manage and monitor Athena risks, issues, developments and changes. The Norfolk and Suffolk Athena Strategic Board oversees all issues and risks as well as monitoring general performance, development of the systems and the Athena change work. Relevant updates are presented to the Joint Organisational Board chaired by the Deputy Chief Constable and all strategic risks and issues also reported into the Joint Chief Officer Team meeting. Regionally the governance matrix extends through the Athena Management Organisation (hosted by Essex) to PCCs and Chief Constables through Athena Management Boards.
- 3.36 Key areas of focus in relation to Athena have included:
- achieving implementation of the application across all nine forces; thereby moving the focus to a service maintenance and development structure.
 - the delivery of refresher training to all supervisors and Athena champions; this including technical use of the system in conjunction with legislative updates and CDI compliance.
 - the management of system performance
 - the agreed plan to move all nine forces onto an automated update between Athena and Police National Computer (manual workarounds have been

- implemented whilst system developments are being designed and rolled out to permanently resolve the issues);
 - improving data quality (regular monthly audits are undertaken to identify any issues and ensure crime data integrity, reporting into Chief Officers); and
 - the replacement of the current management information system (MI) providing a stable ability to access, query and extract management information
 - establishing a road map of changes and improvements to the Athena application;
 - conclusion of the organisational review leading to a restructure implementation plan
 - transition from the Athena project to a business as usual structure.
- 3.37 As referenced in paragraph 3.33, the Force Crime Registry team conducts regular audits of the Constabulary's Crime Data Integrity (CDI) compliance. These audits have highlighted a risk regarding the grading level the force may receive following its HMICFRS CDI inspection. There are various reasons for this, but primarily a failure to adequately record, or negate, allegations of crime at the first point of contact; often within the Violent Crime classification will impact on the grading. The local situation is being monitored by the CDI Group, chaired by the T/Assistant Chief Constable. Audit has been increased, visits and consultation with forces obtaining 'Good' grades continue to look at best practice, a member of the Norfolk audit team has continued to support HMICFRS in undertaking other inspections and the Norfolk 2020 team is currently reviewing working practices within the Control Room.
- 3.38 Even with the additional flexibility available to the PCC for precept increases in 2018/19 and 2019/20; over the medium term, efficiencies will continue to be identified so that operational demand and cost pressures can be met. By the 31 March 2019 some £34m of annually recurring savings will have been found. Over the MTFP period to 2022/23 a further £3m has been identified. The financial envelope for 2020/21 and beyond will be determined by the Spending Review 2019. The additional 'flexibility' on precept for 2019/20 (an increase of £24 per annum (at Band D) will enable a significant increase in addition police officers/detectives together with new technology to support investigations. Reserves are forecast to reduce from £16.8m at 31 March 2018 to £11.2m, the minimally acceptable level, by 31 March 2021.

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

- 3.39 The Commissioner has a statutory duty to produce and publish an Annual Report which details performance for the previous year against the objectives and performance measures set in the Annual Policing Plan. Financial performance against the revenue budget, capital programme and levels of reserves is reported regularly through the Police Accountability Forum. The Annual Report and financial performance papers are published on the OPCC website.
- 3.40 The OPCC has received an award (for the fourth year running) for the quality of its website, which includes the transparency requirements set out by Regulations.
- 3.41 The Audit Committee (now meeting in public) has overseen the full programme of internal and external audit activity. See para 4.5 below.

4. Review of Effectiveness

- 4.1 The PCC and Chief Constable have responsibility for conducting an annual review of the effectiveness of the governance framework, including the system of internal control.

- 4.2 This review of effectiveness is informed by
- the work of executive managers within the Constabulary and the OPCC who have the responsibility for the development and maintenance of the governance environment,
 - the head of internal audit's annual report and
 - comments made by the external auditor and other review agencies and inspectorates.

- 4.3 A full report was presented to the April 2019 meeting of the Audit Committee and the groups and processes that have been involved in maintaining and reviewing the effectiveness of internal control include the following:

4.4 Corporate Governance Working Group

- 4.4.1 This Group has been established to review the corporate governance framework and systems of internal control and to oversee the preparation of this Annual Governance Statement. The group comprises the Chief Executive of the PCC, the Director (Performance and Scrutiny) OPCC, the PCC's CFO, the Chief Constable's Assistant Chief Officer, the Head of Strategic, Business and Operational Services and one co-opted member of the Audit Committee. These officers have involvement in the oversight of the governance framework and its processes and are in a position to review its effectiveness.

4.5 Internal Audit

- 4.5.1 Internal audit (delivered under contract by TIAA from 1 April 2015) provides independent and objective assurances across the whole range of the PCC's and Constabulary's activities and regularly presents findings to the Audit Committee of the PCC and Chief Constable. TIAA has taken a managed audit approach in conjunction with external audit to ensure that all necessary areas of compliance are covered. The audit programme for the year was prepared and agreed with the PCC and Chief Constable following a risk based assessment. The managed audit approach has been developed successfully over past years, in agreement with external audit to bring further efficiency to audits. At each meeting of the Audit Committee the Head of Internal Audit also presents a 'Follow-Up' Report which sets out the numbers of implemented recommendations and those which remain outstanding.
- 4.5.2 The external auditor (Ernst and Young LLP), re-appointed by Public Sector Auditor Appointments in 2017) is able to place reliance on the work of internal audit.
- 4.5.3 Internal audit is required to give an overall opinion on the adequacy and effectiveness of the framework of the internal control and risk management environment.
- 4.5.4 The overall opinion for 2018/19 from the Head of Internal Audit was:

"TIAA is satisfied that, for the areas reviewed during the year, the Police and Crime Commissioners for Norfolk and Suffolk and Chief Constables of Norfolk and Suffolk Constabularies have reasonable and effective risk management, control and governance processes in place. Also, there was evidence to support the achievement of value for money with regard to economy, efficiency or effectiveness of the systems reviewed. This opinion is based solely on the matters that came to the attention of TIAA during the course of the internal audit reviews carried out during the year and is not an opinion on all elements of the risk management, control and governance processes or the ongoing financial viability which must be obtained by

the Police and Crime Commissioners for Norfolk and Suffolk and Chief Constables of Norfolk and Suffolk Constabularies from its various sources of assurance.”

The Head of Internal Audit’s Annual Report also includes the following statement:

“Control weaknesses: There were 2 areas reviewed by internal audit where it was assessed that the effectiveness of some of the internal control arrangements provided ‘limited’ assurance’. Recommendations were made to further strengthen the control environment in these areas and the management responses indicated that the recommendations had been accepted. It is noted that management directed internal audit to the weak areas, to assess the controls and support the organisations to improve on these areas. Action has already commenced on improvements to the control areas, which reduced the overall number of urgent recommendations and supports a positive overall opinion.”

More information on the ‘Limited Assurance’ audits is set out in paragraphs 5.2 and 5.3.

4.6 External Audit and Other External Review Bodies

4.6.1 External Audit provides a further source of assurance by reviewing the annual accounts and value for money assessment and reporting upon internal control processes and any other matters relevant to their statutory functions and codes of practice. An unqualified audit report was issued on the 2018/19 Statement of Accounts in July 2019 together with an unqualified value for money conclusion. The External Auditor’s Annual Audit Letter was issued in August 2018 and it did not identify any matters to be addressed.

4.6.2 The Constabulary is subject to almost continuous review by Her Majesty’s Inspector of Constabulary and Fire & Rescue Services (HMICFRS), and there have been a number of thematic inspections carried out over the period. Reports relating to Norfolk can be found on the HMICFRS website:-

<https://www.justiceinspectors.gov.uk/hmicfrs/?type=publications&force=norfolk&&cat&year>

In May 2018 the force was subject of an unannounced Custody inspection. This was a joint inspection with Suffolk, and was led by Her Majesty’s Inspectorate of Prisons, as part of the rolling Joint Inspection programme with the HMICFRS. The report was positive, and made only two recommendations with nineteen areas for improvement. All have been considered, and progressed where appropriate by the Criminal Justice Command. Further details are contained at Appendix C.

As part of the yearly inspection programme the HMICFRS also undertook a PEEL inspection. There are four key areas known as the pillars of PEEL – Efficiency, Effectiveness, Legitimacy and Leadership. Each pillar has a subset of questions which have previous been assessed through two inspections; one in the spring Efficiency and Legitimacy, and one in the autumn, Effectiveness.

In 2018 the inspectorate changed their approach and now undertakes what is known as an Integrated PEEL Assessment or IPA. The level of inspection is dependent on the HMICFRS using IPA to take a ‘Risk Based Approach’ in deciding which areas to undertake field work. Norfolk was assessed as being suitable for a reduced fieldwork inspection. In November 2018 due to the changes in the policing model and previous AFIs, the HMICFRS undertook inspection fieldwork on crime prevention (Q1) and crime investigation (Q2), in addition to the four mandatory questions; vulnerability

(Q3), strategic threats (Q5), future demand (Q7) and ethics and counter corruption (Q9).

The force has yet to receive a copy of the Inspectorate's report. It is expected early summer 2019, and so will be included in the 2019/20 Annual Governance Statement.

The report will also confirm whether the Force has cleared all the outstanding Areas for Improvement. If any remain, which is not expected, they are likely to be represented as new AFIs.

4.6.3 Information Management - Following the audit undertaken by the Information Commissioner's Office (ICO) in April 2016 across Norfolk/Suffolk Constabularies, work has progressed to action the recommendations to help reduce the risk of non-compliance with the Data Protection Act. Resourcing levels were reviewed and three temporary appointments, to end March 2020, are in place, addressing the information sharing, auditing and compliance requirements. The audit findings continue to be progressed and managed through the Information Management Steering Group alongside the full implementation of the Data Protection Act which became law in May 2018.

4.6.4 Data Breaches continue to be reported to the relevant areas. Each one is investigated and appropriate action is taken to contain and manage the risk. The Deputy Chief Constables (Senior Information Risk Officers (SIRO)) are involved in the high risk data breaches that are considered for referral to the Information Commissioners Office. Norfolk and Suffolk Constabularies made 6 referrals in 2018. In 3 cases no further action was required by the ICO, one required a policy update and no response has yet been received from the ICO on the remaining two.

4.7 Police and Crime Panel

4.7.1 The Police and Crime Panel provides checks and balances in relation to the performance of the PCC and scrutinises the PCC's exercise of his statutory functions. The Panel is independent of the PCC and consists of 3 county councillors, 7 district councillors and 2 independent co-opted members.

4.8 Audit Committee

4.8.1 The Committee provides advice, to the PCC and Chief Constable, on audit and governance issues and champions both audit and the embedding of risk management. Specifically, it receives and scrutinises the review of the system of internal control, and agrees and monitors any action plans resulting from those reviews. The Committee regularly reviews its own performance and prepares an annual report for submission to the PCC and Chief Constable.

4.8.2 In addition to this the Committee also examines and considers the draft Annual Governance Statement, and reviews the draft accounts of the PCC and Chief Constable to make recommendations in this respect. Also, it reviews the annual draft Treasury Management Strategy, monitors its application during the year and makes recommendations as appropriate.

4.8.3 Committee members have continued to receive briefings and training through the year.

5. Significant Governance Issues

- 5.1 Those internal control issues identified in the 2016/17 Annual Governance Statement have been subject to follow up by Internal Audit. The reconciliation of tax and national insurance deductions relating to 2015/16 has now been completed and £1,400 overpaid to HMRC will be recovered.
- 5.2 In 2017/18 there were eight areas reviewed by internal audit where it was assessed that the effectiveness of some of the internal control arrangements provided 'limited assurance' (Purchase Cards, Data Quality Arrangements for Athena, Absence Management, Management of Police Information [MOPI], Payroll, Overtime, Expenses and Additional Payments, Corporate Policies and Learning and Development – Skills). The vast majority of the recommendations have been implemented and the current position is set out in Appendix A.
- 5.3 In the current year, only two audits (of the 26 scheduled to be completed for 2018/19) have received 'Limited Assurance'.

Allowances – including one priority 1 recommendation – see Appendix B.

Duty Management System – although there were no priority 1 recommendations there were nine priority 2 and two priority 3 recommendations. The Audit Committee received a full report on the DMS at its January 2019 meeting. The Committee was satisfied with the explanations and the progress. The Director of Audit indicated that a further audit should produce a more positive assurance level.

- 5.4 All recommendations in Internal Audit Reports are subject to follow up with a detailed report being presented to each meeting of the Audit Committee and to the Joint Constabularies Organisational Board (Delivery)
- 5.5 It has recently come to our attention that there has been a case of suspected theft and fraud in one of the departments of the constabularies. While the level of suspected theft / fraud in cash terms is in the low thousands of pounds, and is not significant in terms of the accounts, the issue does raise a potential significant governance issue. A criminal investigation is underway, and the relevant department is now working with Internal Audit to introduce additional controls and will implement these imminently.

6. Conclusion and Assurance Summary

- 6.1 This report has highlighted the issues which have been identified during the year and which are being addressed.
- 6.2 The Corporate Governance Working Group has concluded that the governance arrangements are fit for purpose in accordance with the governance framework.
- 6.3 Finally, we are satisfied that this report is an accurate commentary on the governance arrangements in place in the Constabulary and the OPCC and of their effectiveness during this period.

Signed

Lorne Green
Police and Crime Commissioner for Norfolk

Simon Bailey QPM
Chief Constable of Norfolk

Mark Stokes
Chief Executive
Office of the Police and Crime Commissioner

Jill Penn CPFA
Chief Finance Officer
Office of the Police and Crime Commissioner

Peter Jasper
Assistant Chief Officer
Constabulary Chief Finance Officer

Date: 30/07/2019

Signed on behalf of the senior staff of the Police and Crime Commissioner for Norfolk and on behalf of the Chief Officers of Norfolk Constabulary.

Appendix A

Extract from 2017/18 AGS	Current position
<p>The Purchase Cards audit has resulted in a 'limited assurance' assessment for 2 years in a row now. The spending on the cards is not material (£93,000 for April to August 2017) and there is no evidence of any inappropriate use of the cards. The 'limited' assessment arises because there were 5 priority 2 and 3 recommendations; all of which are in hand. A full review of the number of cards in use, the spending being charged to the cards and the policy and procedures will be carried out over the next few months.</p>	<p>A further audit of purchase cards was carried out this year. No recommendations were raised and a Reasonable Assurance grading was given.</p>
<p>The Athena Data Quality audit recommendations are complex and Athena is referenced elsewhere in this report. The audit report contained 4 priority 2 and 3 recommendations.</p>	<p>One priority 2 recommendation remains outstanding at the time of writing.</p>
<p>The Absence Management audit identified that the various systems in use record sickness in different ways (not user errors). Further training of managers is needed to ensure that rest days and free days are not included within sickness periods (this does not affect reported sickness figures as 'working days lost' exclude rest and free days). Line managers also need to be reminded of the requirement for Attendance Support Meetings and of the option to refer to occupational health. There were 5 priority 2 and 3 recommendations</p>	<p>All recommendations have been actioned.</p>
<p>The Overtime, Expenses and Additional Payments audit has revealed examples of invalid claims not complying with guidelines and a risk that expenses could be claimed through two separate systems. There were 4 priority 2 and 3 recommendations.</p>	<p>One priority 2 recommendation remains outstanding at the time of writing.</p>
<p>The Review of Policies Management has identified policies that are outside the scope of the Policy Unit, and for which accountability is unclear. 25% of policies are past their review date although this is a big improvement on the 81% when the Unit was formed. There were 7 priority 2 and 3 recommendations.</p>	<p>Two priority 2 recommendation remains outstanding at the time of writing. One priority 2 recommendation has a completion date of 31/3/19.</p>
<p>Compliance with the Management of Police Information (MOPI) requirements is an issue for all police forces. A project has been underway for some time and software developed to interrogate some 35 systems which hold information. Some manual records need to be transferred to electronic format. The matters identified by Internal Audit are known and a Project Board is in place to oversee the activity. The priority 1 recommendation is set out in Appendix A along with the management response and the timetable for dealing with the issue.</p>	<p>The Audit Committee received a full report on MOPI at its meeting 15 January 2019. The Committee understood that, in time, the new IT systems and more staff resources would address the risks associated with non-compliance. The project would remain on the Constabularies' Strategic Risk Register.</p>

Extract from 2017/18 AGS	Current position
<p>The Payroll audit again highlighted the problem described at 5.1 above and also made recommendations about continuing to ensure there is compliance with IR35 (contractors to be paid via payroll) and about self-certification of on-call payments where an immediate system change is being implemented. The priority 1 recommendation is set out in Appendix A along with the management response and the timetable for dealing with the issue.</p>	<p>At the time of writing, one priority 1 recommendation remains outstanding. This will be completed when a replacement system for EnAct goes live later this year. 2 priority 2 recommendations also remain outstanding.</p>
<p>The Learning and Development (L&D) Recording of Police Officer Skills report has identified problems with the recording of skills on the ERP system, especially if the training has not been arranged by L&D. Also the system is not being used effectively to book and fill courses. The priority 1 recommendation is set out in Appendix A along with the management response and the timetable for dealing with the issue.</p>	<p>Work to more fully utilise ERP has been explored. The cost of the RFCs to enable the system to be used has been adjudged to be prohibitive. A business case to use the Chronicle for the recording of skills is being progressed and updates will be provided forthwith. Seven priority 2 recommendations remain outstanding although work on many of them is nearing completion. The latest Internal Audit Follow Up Report suggests that the original timescales for completion of the recommendations were over ambitious and that the service manager had left the Constabularies with a successor recently appointed.</p>

APPENDIX B

ALLOWANCES

Report Ref	Risk Area	Finding	Recommendation	Priority	Management Comments	Implementation Timetable (dd/mm/yy)	Responsible Officer (Job Title)
3	Compliance	<p>Testing concluded that rates of pay for each dog handler were calculated correctly, and authorised enact forms were in place to support any changes. Inconsistencies were identified between records held by payroll and the Inspector, Specialist Operations, with payroll holding the correct details; one paid dog handler was not on the records held by the Dog Unit and four police officers were paid for more dogs than recorded by the Dog Unit.</p> <p>It is not clear what expenses dog handlers are entitled to claim in addition to their dog handler allowance and what expenses are expected to be covered as part of the allowance; sample testing identified that two of the dog handlers only claimed the allowance, whilst other dog handlers claimed reimbursement for items such as dog grooming, mileage costs and valet vehicles, whilst the remaining dog handlers claimed additional expenses, which were inconsistently applied.</p>	The policy and processes for dog handler allowances and associated expenses to be clarified, adopted within the policy, communicated to relevant staff/officers and accurate records maintained.	1	<i>This will be referred to the Superintendent Specialist Operations, who will form a policy and process.</i>	31/03/19	Supt Specialist Ops

HMICFRS/HMI Prisons - Inspection of Custody - Recommendations

Recommendation 1

The force must take immediate action to ensure that all custody procedures comply with legislation and guidance, and that officers consistently implement these. Quality assurance should be applied to test compliance with the legislative requirements.

The Custody Command has taken immediate action to remedy the quality of the Inspectors review by producing an Inspectors Briefing called the 7 min guide. This has been provided electronically and also through face to face updates to Norfolk Inspectors Development days (Suffolk does not have these presently). Additionally updates on Bail and RUI have been provided to ensure legislative compliance which is overseen by a Strategic group chaired by the Head of Joint Justice.

An enhanced audit process of reviews has been put in place from the start of 2019 to improve the inspection of custody records in order to pick up on issues which need addressing around PACE compliance. A strong focus on data quality of rationales for authorisations texts.

Recommendation 2

The constabularies should strengthen their governance of use of force by ensuring that all incidents involving force in custody are properly recorded and are in line with recommendations from the National Police Chiefs Council. Incidents should be cross-referenced to CCTV to demonstrate that the force used is proportionate and justified.

There is currently a national issue which is reflected locally which does not show alignment between Use of Force (UoF) reporting and custody systems. Much of this is system lead, with the UoF system not able to fully reference individual cases in Custody. However, a change plan is now in place which will develop that system further to allow for greater cross referencing of cases with the Athena custody module. Dip sampling continues to take place monthly on UoF cases.

A new Coercive Powers Independent Scrutiny Panel commenced in January 2019 with a focus on Sec 54 Strip Search Powers. These boards are made up of Independent Custody Visitors from Norfolk and Suffolk and look at the quality of the authorisations, as well as issues relating to race disproportionality.

A new Custody Development Day will have UoF recording as a mandatory element.

Areas for Improvement

- 1. The forces should ensure that the accuracy, collation and monitoring of data on key areas of custody is sufficient to assess performance, identify trends and drive improvements.**

New Performance Framework linked to the custody Expectations guidelines is in development, and due to be launched in the late spring of 2019. It is linked to national work by the NPCC Custody Forum working group. The framework is currently within a Task and Finish group with wide ranging stakeholder engagement.

- 2. The forces should ensure that custody records are comprehensive and clear and that all decisions are appropriately justified and clearly recorded. Multiple cell checks should not be entered in individual detainee detention logs.**

The Joint Justice Command does not agree with the area for improvement around multiple cell checks as we have an efficient staffing model which provides for quality

checks but based on our ability to use our technology in an efficient way. Data quality dip sampling by PIC Inspectors continues to monitor quality of records, and learning issues are also relayed following cases referred to the PSD.

3. All staff should ensure that the individual and diverse needs of detainees are consistently met, particularly those of female and transgender detainees.

A new Trans toolkit has been launched in Force, and a lead has been appointed in custody to develop a training package for the whole command, using the expertise of the National Trans Police Association as a partner. The forces Independent Advisory Panel includes an action lead for LGBT+ issues and gender issues who will be consulted on the L&D package.

4. Female Sanitary Provision is available across all PICS and is offered in a discrete way by all staff

The action is complete, and new sanitary bins are also appropriately available to staff for disposal.

5. Anti-rip clothing should only be used in exceptional circumstances and following an individual risk assessment

New NPCC Guidelines on "Dignity" are soon to be launched. This will look again at how we assess risk and now provide a "one size fits all" approach to risk. This will also require a cultural shift across policing, as there is currently a disconnect between what the IOPC would say retrospectively following an adverse incident, and what is being promoted by HMICFRS. ACC Kemp is taking forward this piece of work with support from the constabularies.

6. The forces should make suitable alternative arrangements for voluntary attendees so they do not have to be brought into custody

A new Voluntary Attender Policy is in consultation as of March 2019. Improvements are currently being worked through with Athena, and with digital recording equipment in police stations ahead of any authorisation to use Body Worn Video for interviews. It is expected that a voluntary attendance decision mobile app will also be available for front line officers in the course of 2019.

7. Delays in progressing investigations while waiting for interpreters and/or AAs should be minimised.

The CAPITA Contract is under review as there continue to be problems with the provision of the full service particularly for face to face interpretation. Contingency plans being considered for an alternative provider. This is also a national problem particularly in key languages from the Western Balkans (Romanian, Hungarian).

The new AA Contract has a performance monitoring provision around response times which are inspected on a quarterly basis.

8. The force should strengthen its approach to PACE reviews by ensuring:

- **all PACE reviews include the detainee's care and welfare needs, which are fully and accurately recorded**
- **that acting inspectors are authorised to carry out duties of a higher rank when conducting detention reviews in accordance with section 107 of PACE.**

This links to Recommendation 1, and the 7 Minute Guide alongside the Bail and RUI updates which have been provided to all Inspectors 07-12-18.

9. The forces should ensure that responsible individual officers update RUI suspects and that there is effective supervision to ensure investigations are conducted as quickly as possible

The joint Bail & RUI Strategy Group is Chaired by DCS Wvendth and a new 7 minute guide for Inspectors has been published December 2018 around the authorisation for bail.

The tactical response to Bail and RUI management is under Inspector Beeby, who leads the Bail Management Team (2 Sgts and 1 support staff post). Monthly monitoring of the Bail and RUI cases with front line County Policing Teams, and specialist Investigations leads is in place to get effective oversight of all the cases currently RUI and ensuring expeditious closure.

10. Drugs for use in medical emergencies should align with the health care provider's policy, and the range of kit should be reviewed to ensure it is suitable

A new Healthcare Provider (Castle Rock Group – CRG) commences from April 1st 2019. New policies and procedures are therefore forthcoming and compliance is being monitored by the Custody Healthcare lead, Paul Loveday. All medical dispensing will then only be done by an HCP.

11. The forces should offer detainees replacement shoes when their own footwear is removed and access to showers, hand-washing facilities, exercise and a selection of reading materials. Toilet paper should be in their cells except where there are risk assessment indicators.

This area is currently compliant and is subject to Inspectors and Chief Inspectors monthly and six-monthly checks

12. The forces should continue to work with partner agencies to ensure that children charged and refused bail are moved to alternative accommodation.

The Strategic Children & Young Persons Group under the Local Policing ACCs meet with Custody representation.

A tactical lead for Custody meets with heads of Children Services for Norfolk and Suffolk on a quarterly basis to discuss all cases where children were not transferred into LA care.

PACE beds continue to be a difficulty for both local authorities, but the position is improving. There remains no secure accommodation in either Norfolk or Suffolk.

13. All detainees should receive equitable access to primary care services in custody suites

This links to the provision of the new embedded custody Healthcare contract from CRG which commences April 1st. There will be a significant uplift in the quality of care and access to primary care services at all PICS.

14. Governance arrangements should be improved, including in areas of policy for police custody, leadership, responsiveness, clinical supervision, clinical supply chain reliability, access to online resources and service user

consultation. Systems for clinical waste disposal should be suitable and labels completed

This links to the provision of the new embedded custody Healthcare contract from CRG which commences April 1st. There will be a significant uplift in the quality of care and access to primary care services at all PICS. The response to this action can be reviewed in Quarter 3 2019-2020 once the new provider has embedded their service.

15. Medications due for administration while detainees are at court should be sent with them.

This action can be recorded as complete as this is standard practice, but is a national thematic which does not reflect already good local practice.

16. Custody officers should not administer prescription-only medication without a signed medical prescription.

All medical dispensing will only be done by an HCP in the new contract from April 1st.

17. Detainees with substance misuse issues should have access to specialist services

We will be certain these will be met from April 1st when the new health care contract commences but also Liaison and Diversion Services, which if engaged with, offer the detainee bespoke and specialist services to assist with their addiction in order to reduce the likelihood of return to the criminal justice system.

18. Detainees requiring Mental Health Act assessments should be seen promptly, and transfers to hospital facilities should be expeditious

All Mental Health cases are currently reviewed but there is not currently the strength in our performance framework to do this efficiently - improvements are planned to commence April 2019 in conjunction with a new Safer Detention referral mechanism for Sergeants to notify the Custody Bronze Inspectors who will then ensure they grip this issue when MH assessments are unduly delayed due to staffing problems in the local MH Trust.

19. The forces should continue to work with HMCTS to ensure that the time detainees wait for virtual court appearances is minimised, with cases prioritised appropriately. Where detainees are remanded to prison they should be transported there without undue delay.

Norfolk and Suffolk Constabularies are now engaged with the consortium of South East forces for the new Video Enabled Justice programme. An A/Inspector is currently seconded to that project, and the new system will go live on 27th March across five PICS.

Additionally, funding for five VCDOs has been obtained and those post holders have been recruited to commence training on the 1st April. This new programme will deliver improved efficiency and timings for remand hearings.