



Administrators: All Pascoe

Attendees: **JIAC members:** Sally Anne Barnes, David Clowes (Chair), Fiona Lloyd
OPCC: Chris Nelson (PCC), Ruth Greenwood (OPCC Chief Executive), All Pascoe (Executive Assistant)
Constituency: Maggie Byth (Chief Constable), Matt Lloyd (Chief Finance Officer), Hugo Merritt (Chief Assistant)
SWAP (Internal Audit): Charlotte Wilson (via Teams)
Bishop Fleming: Lani Royle (via Teams)

In attendance: Sgt Emma Macdonald, Head of Inspections and Strategic Planning (for item 1.7)
Lillian Healy, Strategic Planning Manager (for items 1.9 and 2.1)
Jack Taylor, Head of PSD (for item 2.8)
Gemma Morris, Director of Cyber & Information Security, Police Digital Service and Kathy Buckley, Information Security Manager, Police Digital Service (for item 26)

Apologetics: Katy Barrow-Grint (Deputy Chief Constable)
Nathan Croughan (SWAP)
Peter Robinson (Chief Finance Officer)
Richard Saunders (Director of People and Business Services)
Jodie Robinson (SWAP)

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1	Verbal	Welcome and apologies	N/A	The Chair welcomed three newly appointed Joint Independent Audit Committee (JIAC) members, Peter Lewis and Adam Walker (attending in person) and Andrew Knott (attending via Teams) who were in attendance to observe the meeting. Subject to the successful completion of the vetting process, they will formally join the Committee from September 2026.	N/A								
2	Verbal	Declarations of interest	N/A	No declarations of interest were made.	Approved								
3	Paper	Meeting log (decisions and actions) from 18 March 2026	N/A	The Chair highlighted several actions that remain outstanding from 2025, which still require update in order to close them. The Committee was encouraged to review and action them as soon as possible. The meeting log was approved. At this stage of the meeting there was a discussion on a specific payroll issue: The CC CFO provided an update around payroll as a whole, which included an update on a recent significant payroll issue, where roughly 10% of staff experienced inaccuracies in their pay, including underpayments, no payments, mileage payments not paid and overpayments. HR and Finance staff had worked tirelessly to resolve the issues. The Chief Constable expressed her gratitude to the CFO for overcoming this significant difficulty, which has raised questions for the Constabulary as to how the future payroll services will be delivered for the Constabulary, which the CFO will lead on, with an Outline Business Case due to be considered at Constabulary Change Board on 14 July. The OPCC Chief Executive reiterated at that point that the Chair is not, praising the speed and agility to resolve the issue, which could have been catastrophic for some individuals. The Chief Executive provided the following update: - The paper had been presented to both the Gloucestershire Safeguarding Children's Partnership and Leadership Gloucestershire, reflecting ongoing interest in the reform agenda. - Significant reform across policing and public sector is ongoing, and the local implications remain unclear and continue to evolve. - Key timelines have already changed, including the delay to publication of the relevant Bill until after Parliamentary recess. Police Reform: The current understanding is based largely on informal intelligence and media reports rather than formal Home Office briefings. Further information is expected in the autumn following publication of ongoing reform work. Regardless of merger decisions, increased collaboration between forces is anticipated, particularly around procurement and shared services and any future force mergers would have a significant impact on the OPCC and its structure. Local Government Reorganisation: A government announcement on Gloucestershire's future local government structure is expected on 16 July, but it still remains uncertain whether Gloucestershire will have one or two unitary authorities. Governance implications: - Current indications suggest the OPCC will remain a separate organisation on the police estate, retaining statutory roles such as the Chief Executive and Chief Finance Officer while continuing most existing functions. - If police mergers proceed, OPCC functions may also require merging with another office. - Audit committees are likely to remain, although future governance arrangements are not yet clear. In summary, there is considerable uncertainty at this time about future structures and operating models across the sector. The Chair Constable provided a summary of the current police reform landscape, which included the following: - Police leaders are strongly supportive of police reform, recognising that policing structures have been limited investment and modernisation since the 1980s. - There is a view that significant change is needed to modernise policing and improve effectiveness in tackling contemporary crime. - The current model, with 43 police forces and 43 Police and Crime Commissioners, can create inefficiencies and slow decision-making, particularly for smaller forces such as Gloucestershire. - Modern crime increasingly has a digital element, with around 90% of offences having a digital footprint, requiring greater technological capability and investment. - Smaller forces can struggle to access advanced capabilities that are becoming standard elsewhere, including facial recognition. Available tools and data-driven approaches to crime prevention. - There is recognition that much of the crime affecting Gloucestershire is regional, national or international in nature, reinforcing the need for greater collaboration and modernised policing structures. - Policing is expected to become increasingly national in approach, regardless of decisions on force mergers. - Specialist functions such as counter-terrorism, serious and organised crime, terrorism, procurement, digital services, AI and public protection are likely to become more centrally coordinated. - This would reduce duplication across the 43 police forces and improve efficiency and capability. - The change are being driven by operational pressures and the need to strengthen national security, crime prevention and policing effectiveness for future challenges.	Approved								
4	Paper/verbal	Police Reform update											
5	Verbal	JAC member recruitment		The PCC added the following comments: - Concern was raised that audits do not always identify abuse of power, financial mismanagement or governance failures, which can undermine their credibility. - Audit should add value beyond a compliance or "tick-box" exercise by providing effective challenge and assurance through access to the 4th information and scrutiny. - Police reform and the potential removal of PCCs could weaken accountability mechanisms. - Particular concern was expressed about maintaining an effective public voice and robust mechanisms to hold policing leaders to account and prevent abuse of power. - The independence of audit committees was highlighted as critical and should be preserved and strengthened under any future governance arrangements. - JACs could play a greater role in providing robust scrutiny, challenging decision-making and helping to identify governance, financial or accountability risks within policing organisations. Members acknowledged the significant progress made and thanked officers for improved visibility and understanding of force-wide issues. Attendance at PCC Governance Board meetings was seen as particularly valuable, providing greater strategic context than quarterly meetings alone. There was concern that future reforms could reduce opportunities for oversight and accountability, and there is a desire for JAC involvement to continue in any new governance arrangements. Members echoed concerns about how accountability will operate under future reforms and highlighted occasions where responses to committee questions have not fully addressed the issues raised, limiting effective scrutiny. The Chair Executive updated the committee on the recruitment and vetting process for new JAC members. Three successful interviews were held in April 2026. The three new members will soon join the committee membership, pending vetting. The committee had agreed to increase membership to four for improved efficiency and coverage. The Chair informed the Committee that the September JAC meeting would be his final meeting and that it was intended that Peter Lewis would assume the role of Chair thereafter, which came with support from Fiona Lloyd. The Chair Executive agreed to escalate vetting issues should it be necessary, to ensure queries for any extraordinary meetings required before the September JAC meeting, when it is expected that vetting will have been completed.	JAC27/2026	Chief Executive to escalate the vetting application of the newly appointed member who will take up the role of Chair, to ensure queries for the September JAC meeting, which is scheduled for 30 September.	OPCC Chief Executive	Ongoing					
6	Paper	JAC Chair's quarterly update	N/A	The report was taken as read. No discussion took place and no concerns or issues were raised.	N/A								
7	Paper	JAC Annual report		The report was noted and taken as read. A discussion took place regarding whether senior management had been consulted on the limited assurance opinion. It was confirmed that the JAC meeting represented the first opportunity for this discussion. Whilst Members noted that JAC Annual Reports are not typically amended, on this occasion it was felt it would be beneficial for the report to reflect any relevant outcomes from the JAC discussion at today's meeting and would be amended accordingly before submission to the Police and Crime Panel Secretariat for inclusion in the agenda pack for the 10 day meeting. Members agreed the report should include a brief summary of the discussion outcome and any agreed actions, with the aim of providing the meeting to provide greater context and assurance. The Chair reported that with support from the OPCC, the JAC feedback survey had been issued in mid-May and he thanked both the OPCC team, particularly both Gardiner and all respondents. The survey achieved a 48% response rate and generated several useful themes and suggestions. Key feedback highlighted concerns that too many questions are being submitted by JAC members in advance of JAC meetings. It was felt that should be greater discussion of key issues and questions during meetings to ensure that all discussion, challenge, and debate are appropriately captured in the meeting. Members acknowledged that there are opportunities to further improve the effectiveness of the Committee. A proposal was supported to focus JAC meeting discussions on matters stated as "red" or priority issues, which would help balance effective scrutiny while avoiding unnecessary detail where comprehensive responses have already been provided in advance of meetings. The Committee noted its thanks to all those who contributed to the survey and to those involved in coordinating the exercise.	JAC26/2026	JAC Annual Report to be amended as agreed by JAC members, prior to submission to the Police and Crime Panel scheduled for 20 July.	JAC Chair/OPCC Chief Executive	02.07.26	Action complete			Closed	
8	Paper	JAC feedback survey results		The Chair reported that with support from the OPCC, the JAC feedback survey had been issued in mid-May and he thanked both the OPCC team, particularly both Gardiner and all respondents. The survey achieved a 48% response rate and generated several useful themes and suggestions. Key feedback highlighted concerns that too many questions are being submitted by JAC members in advance of JAC meetings. It was felt that should be greater discussion of key issues and questions during meetings to ensure that all discussion, challenge, and debate are appropriately captured in the meeting. Members acknowledged that there are opportunities to further improve the effectiveness of the Committee. A proposal was supported to focus JAC meeting discussions on matters stated as "red" or priority issues, which would help balance effective scrutiny while avoiding unnecessary detail where comprehensive responses have already been provided in advance of meetings. The Committee noted its thanks to all those who contributed to the survey and to those involved in coordinating the exercise.	JAC26/2026	Members to review the survey results and report back to the September JAC meeting.		30.09.26					
9	Verbal	PCC update		The Chair advised that all members would be reviewing the results of the survey and would report back to the September JAC. The PCC reflected on his earlier comments regarding the philosophical nature of audit, noting these as important considerations. He acknowledged that the past year has been particularly challenging for the Constabulary due to the significant saving requirements, with further work still needed to formalise arrangements for temporary and permanent staffing in the current financial year. Although the Constabulary had achieved stability during the year, a substantial programme of work remains for the coming year, including: - Implementation of the new operating model. - Completion of the estate review. - Outstanding misconduct issues to resolve. The Chair Officer Group has faced significant challenges but continues to make positive progress and is moving in the right direction although the PCC thought progress is not advancing as quickly as desired, particularly regarding performance improvements. The performance measures plan introduced across all 43 forces has been beneficial in supporting force improvement, but the pilot has now concluded. A key priority is maintaining the momentum and improvements generated by this pilot. Discussions have taken place on increasing investment in performance oversight and accountability which will help sustain progress in a constructive way. Recognition was given to the significant pressures currently facing the Chief Constable. ICT issues remain, despite big advancements during the last five years. It has much increased maintenance budget. Rapid Video Response has been introduced into the Force Control Room, the Niche records management system has been implemented and Windows 11 is being rolled out, but Gloucestershire remains a long way behind many forces in the ICT areas which in turn creates performance issues. Further reflecting on his earlier philosophical points around the role of the committee, the PCC stressed that leadership should emphasise self-reflection, humility, and learning from mistakes to drive continuous improvement in a complex policing environment. The Constabulary CFO informed the committee that during a recent Constabulary Governance Board and PCC Governance Board, the Constabulary has taken the decision to change the direction from an assumption of insourcing all of the activities across the organisation to focusing towards more collaborative efforts, which could be outsourcing of particular activities or in conjunction with other forces. The PCC expressed his concern around the constraints of the National Police Air Service (NPAS). The service is set through a Section 22 legal agreement, signed up to by all the South West region PCCs prior to his election as PCC, which he believes does not provide value for money to the south west forces due to the location of the air bases and nature of the helicopter support. It was agreed that SWAP will raise the concerns around the value of the NPAS at the next regional directors of finance meeting to ascertain if it would be something that would be useful to pick up as part of the committee's regional work this year.	JAC19/2026	SWAP to raise the PCC's concerns around the value of the NPAS at the next regional directors of finance meeting to establish if it would be something that would be useful to pick up as part of the JAC's regional work this year.	Charlotte Wilson, SWAP	30.09.26					
Finally, the PCC informed the committee that the implementation of the NPAS's Finance Centre Review has been delayed due to a lack of consent from SWAP													

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10	N/A	OPCC Chief Executive update		The Chief Executive reported that efficiencies can be made through the OPCC's Service Choice Review. Savings have been identified over the last two years and work to identify further savings will continue during the year, with a save target of £200k to be taken from a range of OPCC budgets including the commissioner's fund and staffing budgets. Policy has been broken and with the support of the PCC, it has been agreed to offer voluntary redundancy to staff. It has been made clear that an application does not automatically mean the individual will leave the organisation. The process had not got management support from HR and without this support the process has not been able to commence. The OPCC has reached out to an external HR provider, and subject to their vetting clearance, they should be able to provide support. One of the main objectives of this exercise is to prepare to be match fit for what follows in May 2028. The team has got considerably larger over the years and this is about downsizing and streamlining activities within the team, reducing or alleviating work to improve efficiency and focus on higher priority tasks. Despite all of this, the team remains strong, with only a few members of staff having retired or left the organisation over the last few months. Members noted an update on the imminent misconduct hearing of Chief Constable Rod Hansen, which is due to commence on 16 July. The intention is to publish the Regulation 36 in the next seven days to allow those that wish to attend the hearing the opportunity to apply to observe the hearing. It was stressed how challenging this work has been for the small team working on what is a very complex matter. The Chief Executive is adamant that the learning from this work should be fed into the reform agenda going forward. The Chief Executive will provide members with the latest Police and Crime Panel update report as soon as it is ready for publication, which will include an update on all six of the Police and Crime Prevention Plan priorities as well as activity oversight around performance. The Chief Constable provided the following update around the key matters for the Constabulary: - The Constabulary has managed a challenging 20-month period, delivering £2.5m savings while investing significantly in ICT after years of underinvestment. Technology modernisation is progressing, with Windows 11 due to be introduced this autumn to support future digital and AI capabilities. - Performance improvement has been a key focus, particularly around call handling, crime investigation and strengthening the performance culture. - New Home Office performance measures will place forces into nationally monitored performance tiers, with increased scrutiny and quarterly reviews. - Neighbourhood policing remains a major priority, with strict government targets and financial penalties for non-compliance. - Despite ongoing savings requirements (20th this year), plans are in place to deliver both financial stability and service improvements. - The Constabulary's PEEI inspection has recently been completed, with initial feedback expected shortly and the final report due for publication in September. - HMICFRS and the Home Office have maintained close oversight of the force's financial position and ICT investment programme. - While strong plans are in place and progressing well, the impact of significant financial savings requirements and ongoing ICT investment remains substantial. - Police remains a key factor underpinning future sustainability and service delivery. - Regardless of whether force mergers proceed, greater collaboration and increased outsourcing/handled delivery of enabling services and infrastructure are likely to be necessary. - These changes are viewed as essential to ensure effective and sustainable policing services for Gloucestershire communities. SWAP informed the committee that a limited assurance opinion was issued based on a consultative audit finding across the year. Six assurance reviews were completed, resulting in two no assurance, three limited assurance and one reasonable assurance opinions, with four reviews assessed as high organisational risk. Recurring weaknesses were identified in governance and oversight, accountability, approval processes, management information and implementation monitoring. To a great extent the limited assurance reflects that SWAP have been directed towards areas of higher risk. Management actions have been agreed and progress will be monitored, with improvements already seen in some areas, specifically the Niche system implementation and strengthened project governance. Working closely with the Constabulary CFO, an audit follow-up process has also been developed to improve oversight and reporting. The limited assurance opinion reflects significant areas requiring improvement, rather than an absence of effective controls. The Committee expressed significant concern regarding the limited opinion, which was not entirely unexpected given audit findings discussed over the past 12 months. It was noted that this is the first limited opinion received in at least nine years, highlighting the seriousness of the issue. The Committee requested senior management's assessment of the findings, the actions planned to address them, and how assurance will be improved to achieve a more positive opinion in 12 months time. The Constabulary's CFO noted that attention had been directed towards areas identified as a higher risk, particularly the Niche programme, which was highlighted as a major capital project with significant organisational implications. When current leadership became involved, there were serious concerns about potential overruns and failure to deliver, its poor structure and governance. The original indicative budget (approximately 6-7 years ago) was around £700k. The final approved budget was approximately £5.8m (included in the business case), with actual costs coming in at around £8.5m. Additional significant resources were brought in to strengthen the programme team and drive project management, resulting in the project being delivered on time. Recommendations from the Niche follow-up report focused less on Niche itself and more on improving the programme management processes, corporate governance arrangements and the Project Management Office function. Improvements implemented since then include: - Additional resources within the PMO team. - Stronger governance and oversight through the relevant programme/change board. - Introduction of a formal project prioritisation tool to apply a consistent approach to future projects. This process is rigorous and robust, supporting stronger governance and higher-quality business cases, using standardised templates.	JAC13/2026	The latest Police and Crime Panel update report, which will include an update on the six Police and Crime Prevention Plan priorities as well as activity oversight around performance, to be circulated to JAC members for information.	OPCC Chief Executive	Circulated to JAC members on 03.08.26	Closed				
11	Verbal	Key Constabulary matters											
12	Paper	SWAP annual opinion					JAC13/2026	A briefing session from the Head of Change Management, Chris Pant to provide assurance on improved governance protocols and project management to be scheduled for JAC members (including new JAC members).	Ed to Chief Executive	30.09.26	Briefing session with Chris Pant has been dated for 9 September.	Closed	
13	Paper	SWAP quarterly report in internal audit activity	N/A		N/A								
14	Paper	Niche Implementation follow up Final report											
15	Paper	Fleet management											
16	Verbal	Brief update on forthcoming audits											
17	Paper	HMICFRS and other inspections update											
18	Paper	2025/26 Revenue Capital and Reserves Outturn			N/A		JAC13/2026	Glossary to summarise the statutory Sections commonly used in funding and governance, to support shared understanding to be created.	OPCC Chief Executive	30.09.26			
19	Paper	Draft Annual Governance Statement	N/A		N/A		JAC14/2026	An amended version of the AGS will be circulated to JAC members for JAC members' approval.	Lydia Heapy	30.08.26			

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20	Paper	2025/26 Draft Financial Statements (PCC Statement of Accounts, PCC Summary Accounts and Chief Constables' Statement of Accounts)		The draft financial statements were completed earlier than previous years, but publication was delayed due to outstanding P11D disclosures. Bishop Fleming advised that materially thresholds would permit publication with later corrections, while the committee wished to discuss publication further with the OPCC CFO as approval was not required at this stage.	N/A			JAC15/2026	JAC members to submit questions relating to the financial statements to the CFO and Chief Accountant for their review and action accordingly.	JAC members		Members submit further questions and responses have been received. Action completed.	Closed
21	Paper	Update on 2026/27 Budget and Medium Term Financial Plan (MTFP)	N/A	The CFO (Constituents) provided a verbal update on the 2026/27 budget and MTFP highlighting the following: - The 2026/27 budget assumptions have been reviewed following year-end outcome, updated forecasts and reserve impacts are being reflected in the budget planning. - The savings requirement has reduced following outcome review and external challenges of MTFP assumptions, particularly around the capital programme. - Of the £10 efficiency savings target, £1.5m has already been achieved through budget reductions and operational efficiencies (e.g. licensing and workforce actions). - Focus for the remainder of the year is on delivering savings through recovery management and non-pay savings. - Proposed MTFP assumptions include increasing the precept assumption from £14 to £15, reinstating a collection fund surplus assumption, and improving council tax base forecasting with local authority CFO input. - The capital programme is under review to better reflect delivery timescales, with some spending expected to be repaid into future years (including estates and ICT projects). - Emerging financial pressures, particularly rising fuel costs, will need to be factored into future planning. - The overall aim is to use outcome data earlier to refine MTFP assumptions and improve forward financial planning ahead of PCC discussions.	N/A								Closed
22	Verbal	2026/27 Budget monitoring report (including savings) P2		The CFO Constituents informed the committee that due to the recent payroll issues there had been a delay reporting the general ledger system. As a result, the budget monitoring for Period 2 had not yet been completed. A review meeting is scheduled to address this. The June data had already been loaded and therefore budget monitoring is expected to be back on track soon.									
23	Paper	2025/2026 Treasury Management Outcome		The Chief Accountant provided a summary of the 2025/26 Treasury Management Outcome, which included the following key points: - The Capital programme remains heavily funded through borrowing £10m spent, £2m from capital receipts, with no revenue contribution. - A review of the capital programme identified £5m savings through rationalisation, particularly in ICT and estates, and recognised resource constraints impacting project delivery. - Borrowing remains a concern for the Constituents, with £123m outstanding in 2025/26, generating interest costs. Previous borrowing was undertaken in smaller, reactive amounts and not always at optimal rates. - Actual borrowing was lower than planned as only £10m of the £14.5m capital budget was spent. - The current balance sheet analysis indicates a potential borrowing requirement of £12m this year; however, this is based on the MTFP and has not yet been updated. - Had been agreed to move from annual to quarterly treasury/revenues updates due to increased borrowing levels, with reviews aligned to September and year-end reporting. - Quarterly reviews will update borrowing, interest costs, revenue projections, and improve overall treasury reporting accuracy. - Surplus funds are invested in money market funds for easy access; investment income currently generating strong returns (approx. £1.1m interest earned). - A new Treasury Banking platform has been implemented but issues had been experienced after go-live. Emergency payment review process and functionality were reviewed with the bank. - Opportunities have been identified to improve investment processes, reduce manual inputs, and provide additional Treasury Management training. - There is a strong focus on cash management, including delaying invoice payments until due where appropriate. - Need to improve debt recovery processes and system functionality, with legal input required on customer recovery communications. - A 'No PCL No Pay' policy ready for approval at the next Finance Panel to strengthen procurement controls. - Internal controls require improvement, including ensuring suppliers are not on correctly before purchase are made. - Scheme of delegation/authority limited requires review as current approval thresholds can create bottlenecks.									
24	Paper	Financial overview report	N/A	The CFO (Constituents) highlighted the following key points and provided responses to JAC members' questions: - The Finance survey and assumptions on pay, inflation, growth, fuel costs, grants, capital funding, reserves, workforce planning, cost pressures and savings to inform the Medium-Term Financial Plan (MTFP). - Information gathered will support spending review preparations and has already prompted further analysis of efficiency savings and their impact on service delivery. - Members noted some savings represent service reductions rather than purely financial efficiencies (e.g. mentor and crime prevention reductions). The CFO (Constituents) provided an update on recent national financial activities including CWF AREF programmes, NPCC Finance Co-ordination Committee and the impact of national policy changes on local policing budgets and income recovery. National Finance Forums: The CFO reported on attendance at national CFO gatherings and the NPCC Finance Co-ordination Committee, discussing spending review planning, the need for clearer communication of policing outcomes and the financial implications of national events and reforms. Spending Review and Cost Implications: The CFO updated on the impact of the upcoming review on policing, noting potential increases in custody some demands and an estimated £400m cost, with ongoing efforts to articulate these needs to the Home Office and Treasury. Emergency Services Network funding: There was discussion about the financial impact of the Emergency Services Network upgrades, with different forces taking varied approaches to funding, and the risk of budget shortfalls if government funding assumptions are incorrect. Income Recovery Achievements: The CFO reported that the PCC's income recovery targets have been met primarily through increased streams licensing fees and renegotiated vendor fees, with statutory instrument ensuring ongoing infrastructure adjustments. Contract monitoring and writing: Updates were provided on contracting monitoring, with support from OPCC colleagues to improve information collection and ongoing efforts to address staffing challenges. Audit recommendations and report: Members noted the ongoing work to integrate external audit recommendations into the BSWP audit dashboard for better tracking and reporting, aiming for more balanced assurance across the representatives and increased use of RMR data. Discussions with RMR will continue on this.	N/A								
25	Verbal	Any other business	N/A	The Finance team thanked officers from BSWP and Bishop Fleming for their ongoing support.	N/A								

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