

Devon and Cornwall Police and Crime Panel

Friday, July 25, 2025

Detailed apportionment of costs within the Office of the Police and Crime Commissioner

1. Background

- 1.1 The Police and Crime Panel requested a report into the costs of the Office of the Police and Crime Commissioner so that they could better understand the apportionment of costs and activities and how the OPCC fulfils its statutory obligations.
- 1.2 The Police Reform and Social Responsibility Act 2011 established Police and Crime Commissioners. Police and Crime Commissioners are responsible for holding the chief constable of their police force to account for the full range of their responsibilities. The Chief Constable will retain responsibility for the direction and control of their police force.
- 1.3 The duties of a Police and Crime Commissioner include publishing a police and crime plan, setting the local police and crime objectives, and setting the local precept and annual force budget (including contingency reserves) in discussion with the Chief Constable. Provisions are also included for Police and Crime Commissioners to appoint, suspend and dismiss the chief constable of their police force. The appointment of all other officers remains a matter for the chief constable. The roles and responsibilities are further clarified in the Policing Protocol Order 2023 which sets out to all Police and Crime Commissioners (“PCCs”) and the Mayor’s Office for Policing and Crime (“MOPAC”), Chief Constables, Police and Crime Panels and the London Assembly Police and Crime Panel how their functions will be exercised in relation to each other.

1.4 Outline of the roles and functions of the OPCC

The Office of the Police and Crime Commissioner supports the Police and Crime Commissioner in holding the Chief Constable to account and fulfilling a wide range of functions conveyed by legislation. This includes where the PCC has the legal power and duty to:

- a. Set the strategic direction and objectives of the force through the Police and Crime Plan, which must have regard to the Strategic Policing Requirement set by the Home Secretary;

- b. Scrutinise, support and challenge the overall performance of the force including against the priorities agreed within the Plan;
- c. Hold the Chief Constable to account for the performance of the forces officers and staff;
- d. Decide the budget, allocating assets and funds to the Chief Constable; and set the precept for the force area using local schemes of governance which do not fetter the effective financial management of forces and enable the Chief Constable to deliver their role efficiently and effectively;
- e. Appoint the Chief Constable (except in London where the appointment is made by the King on the recommendation of the Home Secretary);
- f. Remove the Chief Constable subject to specified processes which apply;
- g. Maintain an efficient and effective police force for the police area;
- h. Enter into collaboration agreements with other PCCs, other policing bodies and partners that improve the efficient or effectiveness of policing for one of more policing bodies or police forces in consultation with the Chief Constable;
- i. Provide a local link between police and communities, working to translate the legitimate desires and aspirations of the public into action;
- j. Hold the Chief Constable to account for the exercise of the functions of the office of the Chief Constable and the functions of the persons under the direction and control of the Chief Constable;
- k. Publish information specified by the Secretary of State and information that the PCC considers necessary to enable the people who live in the force areas to assess the performance of the PCC and the Chief Constable;
- l. Comply with all reasonable formal requests from the Panel to attend their meetings;
- m. Prepare and issue an annual report to the Panel on the PCCs delivery against the objectives set within the Plan;
- n. Monitor all complaints made against officers and staff, whilst having responsibility for complaints against the Chief Constable.

Examples of activities undertaken include the commissioning of service victims convening groups of partners to delivered shared areas of interest across the policing and crime agenda, collaborating with others to ensure a unified approach to preventing and reducing crime, undertaking scrutiny reviews and managing the police estate.

The PCC model has evolved since its introduction, with more function added to their remit.

In 2014, PCCs were given the powers and budget to determine most local victims' services and in 2017, the Policing and Crime Act enabled PCCS (in England) to take on the governance of fire and rescue services, bringing the same directly elected accountability to fire as exists for policing.

1.5 The Police and Crime Commissioner must appoint two statutory officers, a Chief Executive (who is also the Monitoring Officer and the Head of Paid Service) and a Chief Finance Officer (known as a Treasurer). The Chief Executive supports the PCC in fulfilling their statutory duties and responsibilities, providing strategic and operational leadership for the OPCC. The Treasurer is responsible for ensuring proper financial management and governance within the OPCC. The Treasurer is responsible for advising the PCC on financial matters and overseeing financial operations of the office.

1.6 For a wider understanding of the range of functions of an OPCC the APCC provides a helpful guide shown in Appendix 1 and the House of Commons Library provides a helpful summary shown in Appendix 2.

1.7 The OPCC for Devon, Cornwall and the Isles of Scilly

The OPCC for Devon, Cornwall and the Isles of Scilly is the scrutiny function for the largest geographical two county police force in England with a complex local government and public sector landscape within which it works in partnership to deliver the totality of the policing and crime agenda. A significant proportion (75.1%) of the OPCC budget is staff costs. There are a wide range of other costs associated with the functions which must be carried out, and these are detailed in the budget summaries below.

1.8 The Commissioner has set a financial threshold for the cost of the office which is 0.65% of the total cost of Devon and Cornwall Police. This threshold was exceeded for 2025/26 for the first time due to new, additional requirements under the police misconduct regulations which increased, out of necessity, the budget by £210,850 taking the proportion to 0.68%. This was reported to Police and Crime Panel in February 2025 as part of the overall budget report. Steps are however, being taken in year to realign the budget further through efficiencies elsewhere.

1.9 The primary budget areas for the OPCC are detailed below:

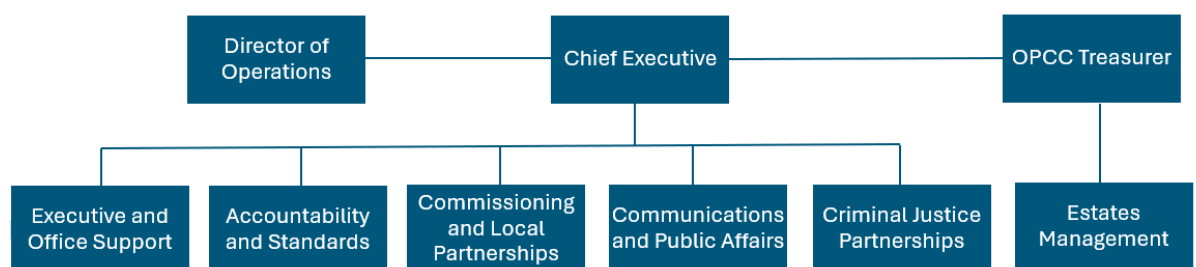
OPCC budget 2025/26		
Staffing	2,219,310	75.1%
Office running costs	133,460	4.5%
Consultation and engagement	136,345	4.6%
Audit costs	159,500	5.4%
Legal and Support	80,000	2.7%
Council Tax Support Scheme	4,000	0.1%
Independent custody Visitor Scheme	13,315	0.5%
Misconduct Panels	210,850	7.1%
Total	2,956,780	100.0%
Proportion of Net Revenue Budget	0.68%	

- 1.10 The Office of the Police and Crime Commissioner hosts 5 FTE who support some of these partnerships who are funded by the respective partnership i.e. 1.5 FTE supporting the Regional Policing Collaboration; 1.5 FTE supporting the Prisoners Building Homes; 2 FTE supporting the Vision Zero Partnership communications and engagement activities. The LCJB work and Commissioning & Partnerships work with Local authorities and NHS is within the OPCC main budget.

2. OPCC Staffing costs and structure

- 2.1 The majority of the OPCC budget is staffing costs (75.1%). The Commissioner must appoint two statutory officers – a Chief Executive (who is also the Head of Paid Service and the Monitoring Officer) and a Treasurer (or Director of Finance). The Police and Crime Commissioner is also a salaried position and the salary set nationally and this has not changed since 2022. This is periodically reviewed by the Senior Salaries Review Body (SSRB).
- 2.2 The OPCC is broadly organised into six teams:
- Accountability and Standards;
 - Communications and Public Affairs;
 - Commissioning and Local Partnerships;
 - Criminal Justice Partnerships;
 - Executive and Office Support;
 - Estates Management.

There are 34 FTE in the OPCC and an additional 35 FTE employed in the Force Estates Team by Devon and Cornwall Police but who are accountable to the Commissioner.



2.3 Division of responsibilities within the OPCC of functions:

Statutory Officers

- Head of Paid Service (CEO)
- Legal duties of PCC
- Oversight & accountability for statutory duties

- Legislative compliance
- Senior Information Risk Owner (SIRO) / information controller
- Developing the Police and Crime Plan
- Setting strategic direction
- Policy/strategy lead
- Supporting PCC to hold CC to account
- Force liaison
- Political liaison
- National influencing
- Staff welfare
- Staff development

Accountability and Standards

- Police & Crime Plan performance and monitoring
- Organisational intelligence hub
- Scrutiny of Force delivery and performance
- OPCC performance
- HMICFRS liaison & monitoring
- Management of the Independent Custody Visitor (ICV) scheme
- Undertake Complaint reviews
- Legally Qualified Advisor (LQA) / Police Appeals Tribunal (PAT) arrangements
- CC/PCC complaints (process)
- Risk management processes
- Data Protection/FOI compliance

Communications and Public Affairs

- Press office
- Internal communications
- Corporate branding and publication standards
- Websites maintenance (OPCC, Vision Zero South West (VZSW), Serious Violence Prevention (SVP), Victims, CJ and You)
- Management of Councillor Advocate Scheme
- Customer service
- Public Correspondence
- Public engagement, views and consultation
- PCC led events
- Media training & advice

Commissioning and Local Partnerships

- Contract management
- Ministry of Justice (MOJ) grant admin
- Research , analysis & best practice
- Funding Bid preparation
- Local partnership support and participation (CSPs, Combatting Drugs Partnerships etc)
- PCC Grant funding
- Victims & perpetrators commissioning of services
- Policy/strategy support to PCC

Executive and Office Support

- Association of Police and Crime Commissioners (APCC) liaison
- PCC diary planning
- Executive support
- Democratic process and strategic board support
- Office management (inc. Emergency planning, business continuity, first aid, H&S)
- Horizon scanning/consultation

Finance and Estates

- Estate Management – planned and reactive works and capital projects
- Treasury Management and Capital Budget management
- Precept calculations
- Responsibilities under the Code of Corporate Governance
- Procurement Compliance
- Monitoring OPCC budgets
- Checking and authorising grant claims across all policing activities

2.4 Commissioning of Services for victims and to reduce crime and disorder

In addition to the costs of the OPCC there is also a commissioning budget of £9.3 Million. This is allocated through a variety of contracts and grants as detailed in the Commissioning Intentions Plan which is brought to this Panel annually. Through this approach 32977 victims are assisted annually.

- 2.5 The Police and Crime Commissioner receives an income of £3.66m from the Ministry of Justice to commission services for victims. The grant is received annually but the amount will vary. This funding originates from the victim surcharge which is levied by the courts. This grant along with income from the main OPCC budget forms the totality of the commissioning budget which is

detailed in the Commissioning Intentions Plan presented as part of the budget report each year.

[Appendix-3-Commissioning-Intentions-Plan-25-26-FINAL-DRAFT-1.pdf](#)

- 2.6 For the next financial year 2025- 26, the total commissioning budget across the OPCC is £9,343,789. The budget is made up of: a £5,578,100 commissioning grant allocated directly by the Commissioner for the purpose of commissioning services for the benefit of Devon, Cornwall and the Isles of Scilly. Further details are shown in the [Commissioning Intentions Plan](#) which the Police and Crime Panel agree annually as part of the budget process.

2.7 Strategic Partnerships

The OPCC also leads a number of strategic partnerships and collaborates at a regional policing level (across the five forces in the South West) to be as efficient as possible. These strategic partnerships fulfil both a partnership and scrutiny function. These strategic partnerships include:

- Vision Zero South West – road safety partnership – whose activities are funded through income from road safety enforcement. [Vision Zero - A collaborative road safety community project](#)
- South West Reducing Reoffending Partnership – across the five force areas with partners from health, criminal justice etc
- Regional Policing Collaboration Board – to oversee the £50Million of policing collaborations e.g. South West Forensics, Regional and Organised Crime Units, Prisons, Probation etc
- Prisoners Building Homes Programme – the innovative scheme which supports prisoners to learn new skills whilst within prison to construct modular accommodation for use by local authorities to reduce their waiting lists. [Prisoners Building Homes – Your voice in policing](#)
- Local Criminal Justice Board (LCJB) – strategic partnership that brings together various agencies to improve the delivery of criminal justice services in Devon, Cornwall, and the Isles of Scilly including HMCTS, High Sheriffs, Probation, Prisons, CPS.
- Prevention of Serious Violence Partnership – convening those who hold the statutory duties for prevention.
- Strategic Alliance with Dorset Police – there is a governance system which details how the strategic alliance is governed which is shared between the four corporations sole (both Chief Constables and both Police and Crime Commissioners).

2.8 Police Estates functions

The OPCC also directly manages the police estates functions. All buildings are owned in law by the Police and Crime Commissioner. Although the estates

staff team are technically police staff and employees of Devon and Cornwall Police the Head of Estates is managed directly and accountable to the OPCC Treasurer.

- 2.9 The estates team is responsible for managing 160+ buildings which are a combination of owned and leased buildings both overt and discrete across the whole of Devon, Cornwall and the Isles of Scilly. This includes an operational county headquarters in each county, six custody centres and 25 police enquiry offices.

2.10 Office Running Costs

The OPCC office running costs include all the utilities and sundry costs of running an office including electricity, business rates, stationary photocopier etc. It also includes the provision of two vehicles – an engagement van and a pool car.

2.11 Consultation and engagement

Consultation and engagement is a large proportion of the budget due to the 1.8 Million population that we serve and the size of our geographical area.

- 2.12 The Police and Crime Commissioner has a responsibility to keep the public informed on how the police precept is spent and does so through the production of a council tax leaflet in the same way as local government.

Wherever possible, the Commissioner works with council tax collecting authorities to include her leaflet in the same envelope as local authority's council tax bills. However, not all local authorities in Devon and Cornwall are supportive and collaborative in this endeavour. Where this cannot be achieved, the Commissioner has to pay separate delivery costs to ensure households are not disadvantaged. The total costs of this (including leaflet printing and delivery) are approximately £70,000 each year. Local authorities who do not support the shared delivery arrangements are: East Devon, West Devon, South Hams and Teignbridge.

3. External support: Audit services

- 3.1 The Audit costs comprise of three elements. The Independent Audit Committee (£12,000), the external auditors (£130,000) and the internal auditors (17,500). The Chief Constable will also incur audit fees for the same three elements but at differing levels.
- 3.2 Each of these elements are a requirement. The Independent Audit Committee is an alliance function with Dorset and review and consider the financial

information and audits being undertaken and provide feedback and recommendations to the Commissioner. The internal auditors have an audit plan for the year which is based on key audits along with risk based audits. The programme is informed by the Commissioner and the OPCC. All reports are circulated to the Commissioner and the Statutory Officers for review. All outstanding actions are also reported to the Resources Board for consideration and action.

- 3.3 The external auditor is appointed by the Public Sector Audits Appointments (PSAA) which is an appointing person for principal local government and police bodies. The scale of fees is set under the appointment process. The auditors provide a full audit of the group accounts and also provide the Value for Money judgement.

3.4 External Support: Legal Services

Some of the work undertaken by the OPCC requires specialist legal advice. Although the level of this advice varies from year to year externally provided advice is essential for complex matters such as for inquests or employment matters.

3.5 Council Tax Support Scheme

The Council Tax Support scheme is a small budget to support collecting authorities with the increased administration costs when a locally agreed hardship scheme is agreed.

4. Independent Custody Visitor Scheme and other volunteers

- 4.1 The Independent Custody Visiting Scheme (ICVs) is where volunteers visit police stations to check on the welfare of the people detained in custody by the police to see the conditions in which they are being held and to ensure that their rights are being observed. The ICV Scheme aims to give confidence to local people about custody facilities, welfare, rights and entitlements of detainees. This offers protection to both detainees and the police and allows local people an insight into conditions in custody.
- 4.2 The Police and Crime Commissioner is legally responsible for the delivery of the Independent Custody Visiting Scheme.

Each OPCC has to operate such a scheme and there are national standards which apply. Volunteers are not paid but do receive expenses. There are currently 17 Independent Custody Visitors who cover the six custody centres across both counties.

- 4.3 The OPCC also runs the Councillor Advocate Scheme. There are currently 235 councillor advocates at all tiers of local government across the Force geography. We welcome new members of this scheme to promote positive relationship between the OPCC and the Councillors and the Councillors and their local policing inspectors. In addition we hold four training events/seminars for Councillor Advocate each year plus one thank you event for councillors and other volunteers and communicate regularly via email or through Neighbourhood Alert. For more information and how to join visit here: [Councillor Advocate Scheme](#).

4.4 Police Misconduct Panels

The police misconduct regulations (as recently updated) require the Commissioner to appoint Legally Qualified Advisors (LQAs) to all misconduct panels as well as Independent Panel Members (IPMs). These are formal appointments, but they are not members of OPCC staff. They receive remuneration for their time in accordance with nationally agreed rates. In the 12 months to March 2025, LQAs and IPMs supported 15 gross misconduct hearings.

5. Capital Budget, Income and Treasury Management etc

- 5.1 All income (including grants) to policing in Devon and Cornwall is the responsibility of the Office of the Police and Crime Commissioner. The OPCC is also responsible for all the capital budget and the overall Treasury Management approach and processes. Examples of grant funding received (which are generally non recurrent) include: hot spot policing funding, neighbourhood policing grant etc. In 2025/26 the budgeted total grant income is £40m which comprises £4m for the OPCC and £36m for the force. This is on top of the core grant received to cover the base budget for policing in Devon, Cornwall and the Isles of Scilly.
- 5.2 The Treasury Management function looks to optimise the return on our cash and cash flows. The detail on how this is undertaken is covered in the Treasury Management Strategy which is updated annually. The main aspects of the strategy outline that investments are based on risk, liquidity and return, in that order of priority.
- 5.3 The capital programme over the life of the MTFS is £113m and covered capital expenditure on vehicles, the estate, ICT and equipment. The Capital Strategy and Reserves Strategy are fundamental documents that guide the way in which the capital programme is agreed and how it is funded. These elements are based on risk and financial resilience to the organisation.

6. Enabling Services

- 6.1 Many of the enabling services for the OPCC are provided through strategic alliance functions such as ICT, payroll, some legal services and if charged are included in the office costs. However, the OPCC employs directly its own HR advisor and contracts externally for specialist legal advice.
- 6.2 Specialist procurement advice is provided through the South West Procurement Partnership as part of regional policing collaborations. Internal audit services are provided through South West Audit Partnership (SWAP) with the current external auditors being Grant Thornton. There is also an independent audit committee which is shared with the three other corporation soles, known as the Joint Independent Audit Committee (JIAC).

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Appendix 1 [APCC Police and Crime Commissioner Guidance.](#)

Appendix 2 House of Commons Library document [SN06104.pdf](#)

Appendix 3 [Commissioning Intentional Plan 2025-26](#)

Report prepared on 10th July 2025