



A SAFER LANCASHIRE FOR ALL...

Ambition to delivery:
The role of Lancashire Police Authority



Lancashire
POLICE AUTHORITY
Your County, Your Police, Your Say



FOREWORD

Welcome to our self assessment of the Police Authority's performance against the criteria for the inspection of Police Authorities which have been jointly set by Her Majesty's Inspectorate of Constabulary and the Audit Commission.

We hope that in this document we can explain to others how the Authority and the Constabulary in Lancashire work together to ensure that policing for our local communities is delivered in a way that:

- puts each citizen at its heart;
- takes advantage of technology and new methods of working to give the best use of resources;
- above all, ensures the people of Lancashire are getting the best policing services for them.

In this document, we will describe our ambition for the policing service in Lancashire, the clear priorities that we have and the way that we work with others to deliver our ambition. Community safety is a partnership activity in Lancashire and we believe that our role is to be an integral part of that activity; supporting and working with our partners to make a real difference.

We have a very good working relationship with the Constabulary and are proud of their achievements as one of the country's best performing Police Forces. We believe that the Constabulary's achievements have been supported and enhanced by the work of the Authority. Our emphasis is to set strategic priorities that have a direct impact on outcomes for local people.

We are not complacent and, although the Authority performs well, we believe that there are a number of areas that we need to continue to develop. We work well with partners, but there is much to be done to ensure that duplication is removed. We have developed and established effective processes for governance and risk management but we are working within our newly strengthened committee structure to embed these processes into the fabric of the Authority. We are a small organisation and we need to balance the impact that we can have locally and nationally with the resources that we have.

“WE WORK TOGETHER TO ENSURE THE CONSTABULARY STAYS ONE OF THE COUNTRY'S BEST...”



In the last year, some of our successes have been:

- Substantial progress on inter-authority collaboration including short-listing for the Association of Police Authorities (APA) National Collaboration Award 2008
- Regional collaboration of Administrators of Independent Custody Visitor Schemes on the joint review of these schemes.
- Regional collaboration on the appointment of Independent persons on Misconduct Hearings.
- Review of policies and procedures following new Misconduct Regulations in December 2008.
- Authority involvement in the Safer Lancashire Board and Officer Working Group
- Partner in the successful Participatory Budgeting programme for Wyre and Blackburn
- Successful completion of the collaboration mapping project for Lancashire Crime and Disorder Reduction partnerships
- Introduction of Member Development plans
- Development and introduction of Formal Member induction programme
- Conclusion of review of Police Authority Community Meetings and move to new consultation and accountability arrangements
- Successful integration of the efficiency and productivity strategy into the planning processes
- Successful appointment of 3 independent Police Authority Members and 2 Independent Lay Members to the Audit and Standards Committee
- Winner of the APA 2008 Recognising Excellence Awards for Innovation for our website
- Successful in securing EU funding and sponsorship for new youth consultation project - Typecast
- Film produced by the Local Government Channel about LPA and its Partnership work which was showcased at a national good practice conference about partnership working within the crime and disorder framework and shown on sky TV
- National recognition for the Investors in Policing project and the new youth project 'Typecast'
- Lancashire Police Authority Single Equality Scheme approved
- Received a score of 4 from the Audit Commission for the Police Use of Resources Evaluation 2007/08

We believe that continuous improvement is a key part of delivering public services, and as one of the first authorities to be inspected we look forward to being part of the ongoing development of local accountability arrangements for the police service.



Malcolm J. Doherty

Councillor Malcolm Doherty, OBE
Chair Lancashire Police Authority



Geoffrey Roper

County Councillor Geoffrey Roper
Vice-Chair Lancashire Police Authority



Miranda Carruthers-Watt

Miranda Carruthers-Watt
Chief Executive Lancashire Police Authority



WHO WE ARE...

**Lancashire is one of the most diverse counties in England and Wales.
The County covers an area of 2,903 square kilometres with 124 miles of coastline and 256 miles of motorway.**

Lancashire

The County has a population of around 1.5 million, and industrial towns sit alongside extensive rural areas, cities, universities and popular tourist destinations. Lancashire has a culturally rich population and is home to a wide range of communities from differing ethnic, religious and racial backgrounds. Rural Lancashire is home to 267,000 people (18.9% of Lancashire's population); 51% of this rural population lives in towns, 29% in villages and 20% in dispersed hamlets and isolated dwellings. More than 5% of the population are from black or minority ethnic backgrounds, mainly Pakistani and Indian, with the Asian population based mainly in parts of the east of the County and in Preston.

In East Lancashire around a fifth of residents are from an Asian ethnic heritage and have a relatively young age profile. There are very high proportions of young people with one area having the highest percentage in England. Lancashire has also experienced an influx of Eastern European migrants spread more generally across the County, with concentrations in Lancaster and Preston. In many parts of the County, deprivation is a real issue (as shown at Annex A) with birth and death rates above the national average.

Lancashire continues to be a vital part of the North West economy. The area generates Gross Value Added (GVA) equivalent to the level of wealth generated in Merseyside (population 1,473,100) and represents nearly 20% of the North West total.

The Authority is responsible for overseeing policing in Lancashire. This is a complex business with 15 different local authorities in the area, one county council, twelve districts and two unitaries.

Police Authorities

Police Authorities were first established in 1995. There are 43 police authorities in England and Wales, each of which oversees the work of its local police force. Police authorities are independent local authorities made up of local people. They work in a "tripartite" arrangement with the Home Secretary and chief police officers, and are jointly responsible for the management of policing in England and Wales.

The primary purpose of a Police Authority is to secure the maintenance of an efficient and effective police force for Lancashire and to hold the Chief Constable to account.

Lancashire Police Authority

Lancashire Police Authority consists of 17 Members made up of 9 local Councillors and 8 Independent Members, one of whom is a magistrate. Further information on our Members can be viewed on the [Members section](#) of our website.

"The ambition of Lancashire Constabulary is to consistently be the best police force in the country. We will support the Chief Constable to deliver that ambition, in a way that provides best value to people and sees the Constabulary continuously improving its service provision."

We are committed to ensuring that a citizen focused policing service is delivered which concentrates on those aspects of service that matter most to people and reassure our communities. We champion a corporate decision making process and the Authority has adopted the following six principles of good governance which form the core values of the Authority:

- Engaging with local people and other stakeholders to ensure robust public accountability.
- Focusing on the purpose of the Authority, the outcomes for the community and creating and implementing a vision for the local area.
- Having clear responsibilities and arrangements for accountability.
- Good conduct and behaviour.
- Taking informed and transparent decisions which are subject to effective scrutiny and risk management.
- Developing the capacity and capability of Members and Officers to be effective.

Every year, policing in Lancashire is the subject of an annual review. The Authority, in consultation with the people of Lancashire, sets objectives for the Chief Constable.



For 2009/10, we have agreed the following operational objective and areas of emphasis between the Authority and Chief Constable after consulting the public of Lancashire:

Operational Objective:

To reassure the public by dealing with the anti-social behaviour and crime that is of concern while particularly protecting those who are vulnerable by providing high quality, citizen focused policing services which give emphasis to:

Counter Terrorism	Violent Crime	Acquisitive Crime
Serious and Organised Crime	Substance Misuse	Anti-social Behaviour
Offending and re-offending	Public Safety	Service Delivery

Evolution of the Authority

The Authority is supported by a Chief Executive and a small team of officers. We also have a number of service level agreements for key support functions. The support provided to the Authority has developed considerably since our inception in 1995, when services were provided by the County Council. The table below shows the evolution from a committee clerk/administrative role to the current strategic support role.

1995	The Authority was provided with administrative support through Lancashire County Council with a small team of two full time posts and several part time posts mainly undertaking committee secretarial work for the Authority and its community meetings. Legal and financial advice and support was also provided by the County Council.
2000	By 2000, Local Government re-organisation had introduced two new Unitary Authorities within the old county boundary. A larger administrative team had developed to deal with an increasing workload and greater Member involvement in the work of the Constabulary.
2003	Following a best value review, the Authority became a "stand alone" police authority with a full time Chief Executive and a directly employed administrative team. At the end of 2003, the Authority employed 12 full time staff, including 2 officers who had been recruited to specifically develop the community engagement role of the Authority.
2007	Following the appointment of a new Chief Executive, a review was undertaken of the structure of the Authority, the way in which business was transacted and the roles of Members and Staff. A revised officer structure has developed the Authority's scrutiny and challenge role, improved its policy and performance capabilities and strengthened its consultation and community engagement work. The Authority has continued to develop its influencing role, and is represented by Members and officers at a number of local, regional and national bodies.



Lancashire Constabulary

The Constabulary has earned a reputation for being at the forefront of modern policing in the UK, and continues to build on this by pursuing its ambition consistently to be the best force in the country, and keeping a clear focus on strategic priorities.

Lancashire Constabulary is a consistently high performing force. In 2008/09, it was the only police force in England and Wales to be assessed by Her Majesty's Inspectorate of Constabulary as 'exceeding the standard' in two areas of particular importance to the public: neighbourhood policing and developing citizen focus. It has an excellent track record of delivering results and pioneering new ways of working.

Lancashire Constabulary deals with approximately 2,150 incidents per day. It is a large employer with over 6,000 staff made up of around 3,700 police officers and 2,500 police staff and over 1000 volunteers, both Special Constables and Community Volunteers. Impressive performance figures prove that crime is most definitely being tackled:

- This is the fourth year in succession crime has fallen and from 2004-05 to 2008-09 the overall reduction is 34,828 fewer victims of crime - the equivalent of the population of Accrington.
- Violence against the person fell from 25,012 to 23,202, a reduction of 1,810 crimes or 7.2 per cent.
- Offences against vehicles (this includes aggravated vehicle taking, theft of a vehicle or unauthorised taking of a motor vehicle and theft from a vehicle) fell by 718 crimes from 13,293 to 12,575.
- Criminal damage fell by 8.2 per cent or 2,645 crimes from 32,284 to 29,639.
- Overall crime is down by 4.9 per cent with 6,106 fewer crimes committed in the year 2008/09 compared to 2007/08.

Domestic burglary is at a 33 year low. There is currently a national trend linked to the economic climate where burglary is increasing. Lancashire has adopted a proactive approach to try to combat this through active management of operations like Operation Julius, which is targeting known burglars.

Lancashire is consistently in the top ten performing forces for detection rates and these stand at 34 per cent.

Since 2005, the Authority has worked to increase the resource base of the Constabulary, particularly to close the gap in respect of protective services.

This has seen us introduce a range of activities, both in Lancashire and as part of a wider regional collaboration aimed at protecting people. This includes Operation Vault - the Constabulary's response to the increased threat of attacks on security vehicles which also aims to deter travelling offenders from using Lancashire's road network to commit their crimes.

One of our priorities is to disrupt those involved in serious and organised crime. Extensive work has gone on to map organised crime groups and to target them. The jailing of four men for more than 20 years for kidnapping Mohammed Beg in Preston last year shows that we will target people involved in that sort of organised criminal activity.

Operation Engage sees the Constabulary working with Local Authorities to tackle those involved in targeting and trafficking vulnerable young people. People also tell us how drug dealing blights their communities and we continue to take action against both those who traffic and deal in drugs.

Over £6million has been seized in cash and criminal assets from people over the last year through proceeds of crime hearings and we will continue in our determination to make sure people do not profit from their criminal activity.

The Constabulary has a strong organisational culture that puts the needs of customers at the heart of everything it does. It has embraced the Home Office's policing pledge believing that it sits well with the citizen focus emphasis that drives service improvement.



WHAT WE DO...

The Police Authority sets out to provide the Chief Constable with a clear direction for policing the county that takes into account the views of local people from Lancashire's diverse communities and groups, and the challenges we all face.

Lancashire Police Authority believes in putting the public firmly at the heart of policing services in the County and is working to support and scrutinise the Constabulary's citizen focus objective. Through our "Investors in Policing" Campaign, the Authority has made a clear link for local people between the money paid by local residents in council tax and the services provided by the Police. We have stressed the importance of listening to local people and acting on their priorities. We have run events across the County and in a range of venues. In 2008, over 65% of people [surveyed](#) were able to identify the role of the Authority and understood its functions.

The Authority is responsible for ensuring an effective and efficient police force and this means having a key role in strategic planning and scrutiny of the services that are provided by the Constabulary. The Authority has its own business plan which is monitored by the Chief Executive and reported to the Police Authority by exception.

The Authority is responsible for setting the budget for the Constabulary. The authority do not regard this as a "rubber stamping" exercise but rather an opportunity for a careful appraisal of the situation. Over the last five years the Constabulary and Authority have jointly developed the Blueprint process. This allows the Constabulary to use their professional judgement and identify what financial requirements they feel they need. Since the report '[Closing the Gap](#)' the Authority have looked carefully at the need for investment in Protective Services and Serious and Organised crime and has targeted resources at closing the gap identified in the County. In respect of resourcing, the Authority has taken difficult financial decisions and has consulted local people extensively in respect of the threat and harm which we believed needed additional resources. We have had overwhelming [public support](#) to increase the council tax precept for policing and accordingly have increased our precept above the 'cap' in order to provide additional investment in key service areas."





WHERE WE DO IT...

The Authority engages with the Constabulary and with the people of Lancashire through a wide number of different mechanisms.

At a formal level, the Authority conducts its business based around a committee structure which is designed to ensure that we effectively discharge our responsibilities and hold the Chief Constable to account. Clear [terms of reference](#) are set out for each Committee and these are reviewed annually to ensure that the [Committee structure](#) remains fit for purpose.

In addition to formal Committees, we also hold monthly Seminars with the Constabulary throughout the year. These meetings provide an opportunity for briefing on new strategy/policy development and informal discussion on key priorities and emerging issues.

We also use a number of joint Working Groups to undertake development work with the Constabulary in areas such as the development of frontline policing measures, recruitment and retention of staff, planning, good governance, professional standards and capital investment.

The Authority and Constabulary have a formal planning and scrutiny cycle which considers the Local Policing Plan, establishes a scrutiny plan and monitors performance against that plan.

The Authority is involved in the performance review processes undertaken by the Constabulary with Members sitting on [Quarterly Review Meetings](#) for both Territorial and Specialist Divisions

The Authority takes a quality assurance role as defined under the Prince2 Managing successful programmes approach and Members sit on the Constabulary's programme boards which oversee major projects and initiatives.





WHO DOES IT?

As a small single purpose local authority, we need to maximise the potential of our people to ensure that we are able to deliver the Authority's functions effectively.

Each year, through the [Member development process](#), Members discuss their interests and are appointed to [committees](#) and to special interest roles which enable them to develop awareness and expertise in particular areas of business. [These special interest roles](#) reflect the Authority's priorities and are revised annually.

Members are also involved in a number of local, regional and national bodies. The Chair of the Authority is the Chair of both Police Staff Council and the Police Negotiating Board. The Chair and Vice Chair of the Authority are Members of the APA Council. One of our Independent Members is the APA Board Member for Equality, Diversity and Human Rights. The Chair of Resources represents the Authority on the South West, Wales and North West Regional Procurement Joint Committee. The Chair represents the Authority on the North West Regional Collaboration Committee. This Committee allocates Members to the APA Policy Networks and the Chair is Vice Chair of the APA People Policy Network. One Member is involved with CLG as an advisor on the Prevent Agenda. The Chief Executive is a member of the Home Secretary and Secretary of State for Communities and Local Government Local Delivery Advisory Group on Prevent.

At a local level, we have carried out a review of public meetings and have re-focused our public consultation meetings into joint meetings with members of our local CDRPs. Members represent the Authority on Crime and Disorder Reduction Partnership ['Face the Public'](#) meetings in each District Council area. Members are also aligned to the Divisional policing areas within Lancashire and receive regular briefings from the local Chief Superintendent about what is happening in that area. They are also involved in Divisional consultation meetings as well as local roadshows and a range of community events. This work helps ensure that Members can properly obtain the views of the people of Lancashire, so that there is a real inclusion of those views when setting priorities and scrutinising the performance of the Constabulary.

The capacity of the Chief Executive's Office to provide effective support to the Authority is also extremely important. The team has moved away from the traditional clerking and committee administration role that was predominant when police authorities were first established. The Authority has developed the skills and competencies of its staff to deal with community engagement, policy and performance matters, as well as making sure that our Committees are effectively serviced. Officers are involved in the Northern Chief Executives' Groups, the Regional Improvement and Efficiency Partnership, the Association of Police Authority Chief Executives (APACE) and the Police Authority Treasurers Society (PATS).



HOW WE DO IT...

Setting Strategic Direction and Priorities - Sets clear and ambitious priorities for policing in its area

We have a well established [integrated planning framework](#) which ensures that the views of local people help to shape the policing objectives which are set for the Constabulary each year.

policing objectives and inform discussion with Government Office North West and Lancashire partners on setting targets within the Local Area Agreement framework.

The results of the Authority's consultation exercises (particularly information gathered through our Citizen's Panel, called 'Opinion', and our Investors In Policing campaign) are used to develop

The Authority works closely with the Constabulary in setting policing priorities as illustrated in the diagram and case study below:

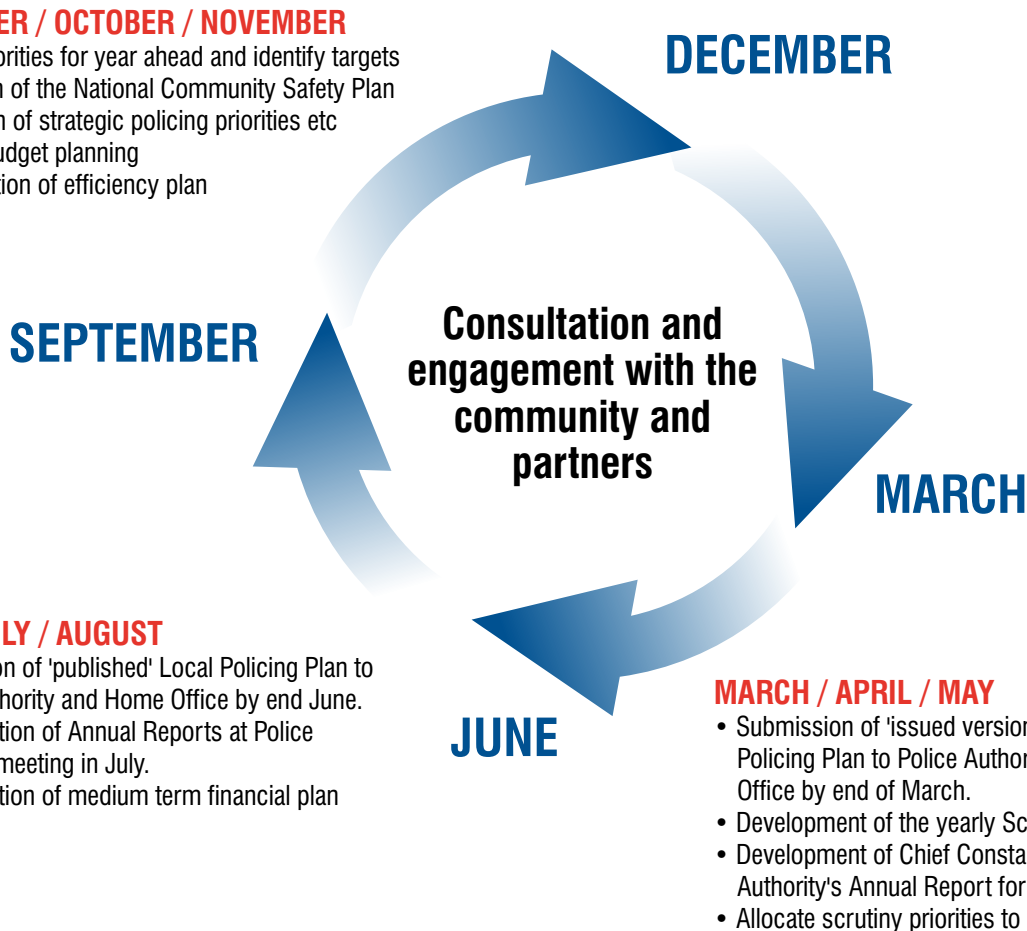
SEPTEMBER / OCTOBER / NOVEMBER

Establish priorities for year ahead and identify targets

- Publication of the National Community Safety Plan
- Notification of strategic policing priorities etc
- Detailed budget planning
- Consideration of efficiency plan

DECEMBER / JANUARY / FEBRUARY

- Consider Opinion results and Priority Mapping Matrix
- Preparation of Local Policing Plan
- Budgetary consideration/ decision on precept



JUNE / JULY / AUGUST

- Submission of 'published' Local Policing Plan to Police Authority and Home Office by end June.
- Consideration of Annual Reports at Police Authority meeting in July.
- Consideration of medium term financial plan

MARCH / APRIL / MAY

- Submission of 'issued version' of the Local Policing Plan to Police Authority and Home Office by end of March.
- Development of the yearly Scrutiny Plan
- Development of Chief Constable's and Police Authority's Annual Report for previous year.
- Allocate scrutiny priorities to committees



CASE STUDY

The planning & scrutiny process

The Authority and Constabulary have an integrated planning and scrutiny process. The Planning Working Group (PWG) is a joint Authority and Constabulary forum, which meets monthly throughout the year and works to identify the operational objective(s) and “areas of emphasis” for the forthcoming year. These are based on a number of factors which are mapped out on a scanning matrix. This matrix ensures that all the relevant information is taken into consideration when developing the local policing plan for the forthcoming year. For example, it maps out national and local priorities, existing SPIs, the national indicator set, LAAs, local consultation feedback and resource priorities. This matrix provides the main framework for performance assessment.

The Chair and Vice Chair of the Authority, Chair of Policy and Performance Review and Chair of the Improvement and Scrutiny Group together with the Lead Member for Citizen Focus and the Chief Executive, attend all meetings.

An extended PWG meeting in January considers proposed indicators and targets for inclusion in the draft local policing plan. Divisional Commanders / Heads of Departments and Chairs of Police Authority committees are invited to attend.

From late 2007 the Police Authority began developing an annual scrutiny process to run alongside existing performance management arrangements. The focus was around areas deemed to be a priority but not subject to scrutiny via a formal mechanism. A draft scrutiny schedule was developed by PWG based on the Local Policing Plan. The schedule indicated whether a position statement or data would be used to assess progress or, in some instances, whether both would be required. After consideration at a Police Authority Seminar, the Schedule was approved by the Police Authority in May 2008.

The Police Authority plans effectively for longer term strategic challenges at local, regional and national levels

The Police Authority spends a significant amount of its time considering long term strategic challenges. The Authority sets out its medium term objectives in its [Corporate Plan](#) and develops an annual [Business Plan](#) which provides a snapshot of the activities to be performed each year towards the achievement of those medium term objectives. We monitor performance against these plans and the Authority receives [regular updates from the Chief Executive](#) throughout the year on progress.

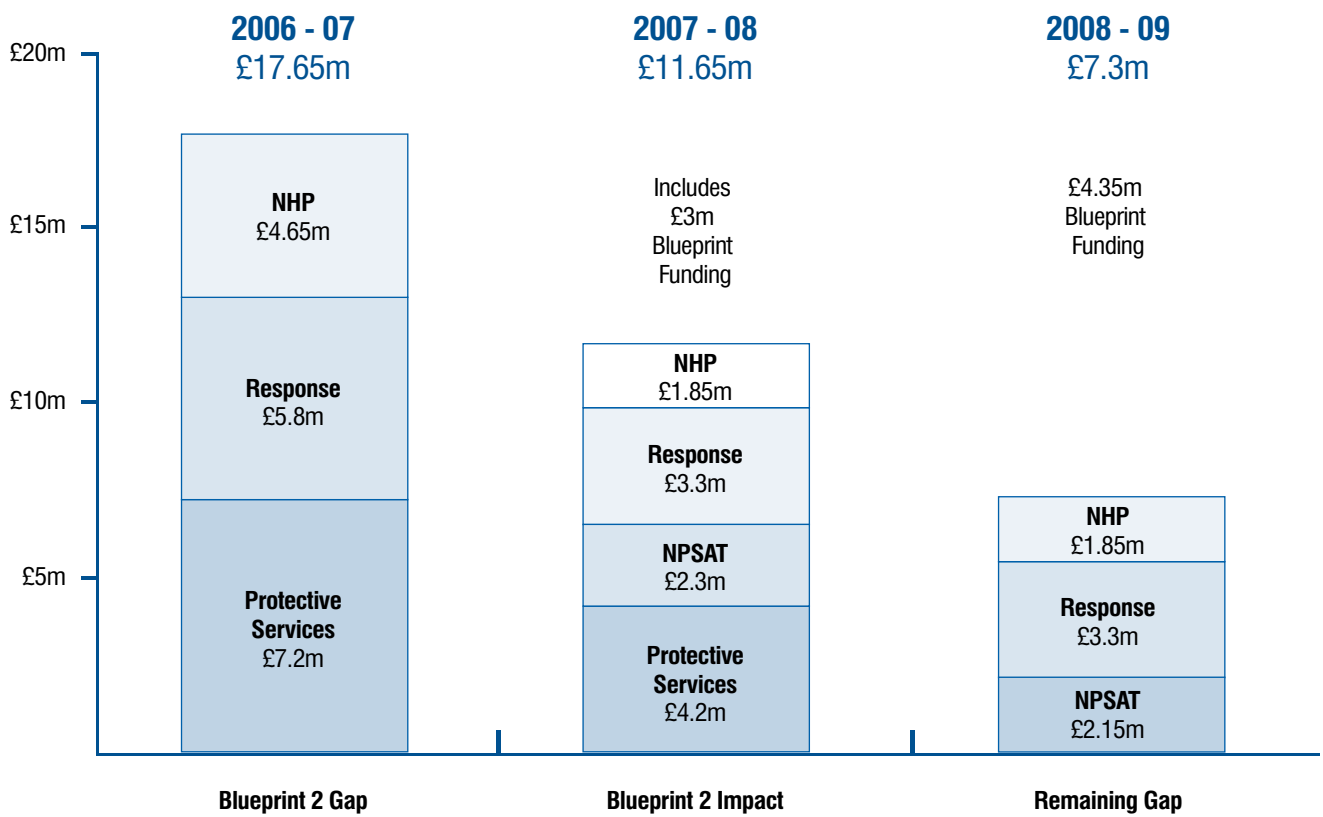
A key milestone in terms of strategic challenge was the merger process in 2005, which saw Lancashire and Cumbria as the only police forces to volunteer for a merger in order to provide better, more cost effective policing. [Please see Case Study: Restructuring of Police Forces](#). The mergers were unsuccessful for a number of reasons but, the Authority began to look at other ways of closing the £17.6m resource gap in policing services which had been identified. In doing so it has, with

the Constabulary, identified the challenges surrounding the changing nature of the threats that face Lancashire, particularly in the protective services area of policing. This has led, over the last five years, to the Authority and Constabulary jointly developing a process known as [‘Blueprint’](#) as our primary strategic resource planning product. [Please see Case Study: Blueprint](#). This operates as a ‘live’ risk assessment tool that has enabled the Authority to take a number of strategic decisions which have resulted in a significant reduction in the resource gap. In addition to consideration of any investment from the Authority we look at Constabulary efficiencies and resources released by the Constabulary from process re-engineering. The Authority continuously considers its priorities and the views of the public. We had clear feedback from the public that although they understood the need for more specialist resources they did not want to see any reduction in neighbourhood policing. The Authority has reflected this view that additional investment in protective services should not be at the expense of neighbourhood policing. This has meant that the Constabulary have continued to look at ways of strengthening the neighbourhood teams and have been awarded “exemplar” status by HMIC.



The Authority's strategic approach has resulted in the resource gap being reduced as shown below:

Overall blueprint impact





The Police Authority ensures that the Force is well led

Ensuring that the Force is well led is a key part of the Authority's role. Traditionally, this role relates to the appointment of Chief Officers, but in Lancashire there has been a heavy emphasis by the Authority, over the last six years, on the importance of organisational development within the Constabulary. During this time, Members with a special interest in learning and development have worked with the Constabulary, through the Human Resources Committee and Professional Standards Committee, to strengthen and develop the role of leaders throughout the organisation. In 2007, this resulted in the Authority approving the establishment of a people portfolio, with a third Assistant Chief Constable post being created to lead this work and to ensure that the importance of learning and development was clearly recognised throughout the Force.

The Authority has also been involved in establishing clear policies for the development of first line leadership and focusing on recruitment and retention to build future leaders at all levels within the Constabulary.

For Chief Officer recruitment, the Authority has a small strategic planning group that meets to identify the skills and competencies that are needed. It provides bespoke training for all Members and ensures that Members receive refresher training every two years. The Authority takes its responsibilities seriously and operates a whole Authority recruitment process. It has considered whether to delegate responsibility for appointments to a smaller panel but has decided that the mechanism currently used works well in Lancashire. This is particularly true when making difficult decisions such as not to appoint.

The Police Authority tackles inequality and improves outcomes for people in vulnerable circumstances

As a Police Authority, part of our job is to ensure that Lancashire Constabulary delivers its services to Lancashire's diverse communities in a way which is fair and does not discriminate against people who have different needs.

We believe that, consideration of equality and diversity matters should be part of the way normal business is carried out and should enable us to have a better understanding of different community needs and to deliver a service to people in a way which meets their needs appropriately.

The Authority has a [single equality scheme](#) and impact assessment processes in place, together with regular training for Members and Officers on equality and diversity issues. We regularly consult with Lancashire's diverse communities across the six strands of diversity and utilise this information to improve service delivery. One of our Members has a special interest in this area and, at a national level, also serves on the Association of Police Authorities Board as the lead on equality and diversity issues. We have [assessed the Authority's current position](#) in respect of its duty to monitor Force compliance with the duties imposed by the Human Rights Act 1998 and approved actions to work towards greater compliance.

We have effective arrangements in place to scrutinise the Constabulary's approach to tackling inequality. Our Human Resources Committee receives quarterly updates on current activity across the diversity strands, and monitors delivery of diversity training. An annual [Confidence and Equality Monitoring Report](#) is considered through the planning and scrutiny cycle and by a number of the Authority's Committees. Members and Officers are also involved in the Constabulary's internal groups which scrutinise equality and diversity performance, oversee strategy and initiatives, share good practice and oversee delivery.

In setting the 2009/10 budget, the Authority clearly recognised the difficulties faced in the current economic climate. However, having considered the Blueprint, we agreed that the Authority had a duty to continue supporting critical projects to help improve the lives of vulnerable people and made an additional investment of £1.318m in this area. Issues regarding protecting vulnerable people are included within the 2009/10 Scrutiny Plan and will be regularly monitored throughout the year. We have a Member with special responsibility for this area of work.

Another Member is also leading on work with the IPCC and partners in the health service to help resolve issues concerning the care of vulnerable individuals and the use of police cells as a place of safety.



The Police Authority directs resources and is properly skilled to discharge its governance responsibilities

The Police Authority considers itself fit for purpose and effective in setting the strategic direction and priorities for the local police service. We are committed to ensuring the Authority is properly resourced to discharge its functions and strive for continuous improvement in the way we operate. We work closely with other authorities to ensure that we are aware of governance best practice. We have a [framework for professional governance](#) of the Authority's statutory duties, which matches that used by the Constabulary for the professional governance of specialist services.

We are committed to ensuring that both the Authority and Constabulary have proper governance arrangements in place and have worked closely with the Constabulary to improve the corporate governance framework in both organisations. [Please see Case Study: Good Governance.](#)

The Authority has clearly outlined who is responsible for the discharge of its responsibilities within its governing documents and has a Scheme of Delegation to the Chief Executive, Treasurer, Monitoring Officer and Chief Constable. These management delegation arrangements are further devolved to designated posts within the Constabulary.

We have annual arrangements in place for the appointment of the Chair and Vice-Chair of the Police Authority and to appoint Members to special interest roles.

We run targeted campaigns for Independent Member recruitment to ensure that we have the skills and competencies required, and that the diversity of the County is reflected within the Authority's membership. [Please see Case Study: Independent Member Appointment Process.](#)

There is a detailed induction programme for new Members, together with bespoke training on a range of areas including: performance scrutiny, protective services, and Chief Officer appointments. [Please see Case Study: Member Induction Training.](#)

Members have annual development review meetings with the Chair, Vice Chair and Chief Executive. At these meetings consideration is given to the areas of work that Members will concentrate on, the roles that they want to fulfil for the Authority and the support they require to help deliver the Authority's priorities. Training needs are identified and member development opportunities are considered.

One of the dilemmas for police authorities is that, although they are responsible for setting the budget for policing, resources used by the Police Authority are seen as diverted from front line policing. We have given careful consideration to this issue and, over the last 18 months, have been involved in extensive benchmarking exercises with other police authorities, both within the northern region and nationally. We have similar staffing levels to many of our Most Similar Authorities. The Authority believes that it has an appropriate staffing level that allows it to function without over-reliance on the Constabulary. In 2007, we carried out a full review of the role and functions of the Authority, which resulted in a move from a structure focused on committee administration to one which is now more able to deal with policy and performance issues. These changes have been successfully consolidated and officers are operating well in their new roles. This was achieved at no additional cost by making savings to the existing budget to pay for the restructure and additional capacity.

The Authority currently has 12 full time equivalent permanent [staff](#) and we have a performance development review process in place which ensures the Authority's strategic objectives are properly reflected in individual officers' personal objectives. This also enables the learning and development needs of our staff to be assessed and the Authority has supported several officers in gaining formal qualifications to assist them in fulfilling their roles. We have service level agreements in place with a number of bodies to provide specialist services. These are not only in traditional fields such as internal audit, but also areas such as web services, marketing, communications and research.



The Police Authority ensures that high professional and ethical standards are set for itself and the force

The Professional Standards Committee scrutinises the Constabulary's performance in relation to professional standards matters in respect of Police Officers, Police Staff and legal proceedings against the Chief Constable. Members of the Committee also ['dip sample'](#) finalised complaints files and receive reports on the Constabulary's procedures for handling and investigating complaints. The Authority works with the Constabulary to ensure that lessons are learnt from completed cases. We have also introduced a Professional Standards Working Group which enables Members to scrutinise professional standards matters in a greater level of detail. [Please see Case Study: Introduction of Professional Standards Working Group.](#)

We work to ensure high standards of conduct are upheld amongst both Members and officers. The Audit and Standards Committee has taken a number of steps to promote high standards and to develop a strong ethical culture amongst Members of the Authority. [Please see Case Study: Ethical Governance.](#) A code of conduct is in place for officers, together with appropriate procedures to consider discipline, grievance and capability issues.

The Authority operates an effective volunteering scheme involving independent visitors both to Custody and to ensure animal welfare and a number of best practice visits have been held for Police Authorities. The Turkish Justice Ministry has also visited Lancashire to view its custody procedures as part of its efforts to modernise the Turkish judicial and administrative systems and to improve human rights.

The Authority has chosen not to be a member of Independent Custody Visitors Association as we have not been assured that this was of benefit. With other NW authorities, we have developed a NW regional development programme for custody visitors and arrange joint training and development sessions. Our second regional conference is being held in Bolton in November 2009. All volunteers are eligible to attend and over 100 volunteers attended the first conference in 2008.

Recently, through the volunteer schemes the Authority has:

- Secured the provision of a new kennel block at the Constabulary's Dog Unit.
- Maintained a strategic overview of the impact of the ongoing work within Blackpool Custody Suite.
- Overseen the smooth transition of the centralisation of dog handlers from police divisions to H Division.
- Facilitated discussions with appropriate health agencies around Section 135 and 136 of the Mental Health Act.
- Raised the awareness of diversity and equality issues within custody with Custody Inspectors.
- Raised the public profile of the role of the Custody Visitor through the production a multi-media information DVD.



HOW WE DO IT...

Scrutinising Performance Outcomes

The Authority is adept at scrutinising the Constabulary's delivery of the priority services that we know matter to local people.

It has contributed to the success of the Constabulary through a robust performance scrutiny framework and by challenging where necessary. We have successfully integrated the development and scrutiny of the efficiency and productivity strategy into the planning process and further embedded performance scrutiny processes across the Authority by introducing an [annual scrutiny plan](#).

The Authority has the capacity to make effective senior officer appointments and holds the Chief Constable to account for the delivery of objectives, priorities and quality outcomes.

Having the right people leading the Force is critical to the success of an organisation and the Police Authority believes this is the case for Lancashire Constabulary. The appointments process for Chief Police Officers is a full Authority process, not delegated to a Committee. This principle of collective responsibility gives a clear steer as to the importance the Authority places on these appointments in shaping the direction and thinking of the Force. Between December 2006 and June 2008, the Authority managed five Chief Police Officer appointments and the appointment of a new Chief Executive whilst ensuring that excellent levels of performance were maintained throughout this period.

We have well established procedures in place for the consideration of Chief Officers' individual performance through our Appointments and Remuneration Committee and this is one way that the Police Authority holds the Chief Constable and the Chief Officer team to account. Although the Authority currently operates the nationally agreed bonus procedure, it has lobbied the APA to change this process and will be seeking to change the bonus arrangements through the national negotiating frameworks. The Police Authority also clearly sees its role as "critical friend" to the Constabulary, providing challenge and effective scrutiny of force activity. The Authority's Committee structure is designed to ensure that the Chief Constable is held to account with all relevant areas of Force activity being actively scrutinised through the Authority's main Committee meetings. Member representatives also sit on a large number of Constabulary groups and provide a quality assurance role on Programme Boards (OSRs).

We have an integrated planning and scrutiny process which allows Members to specify the information which they wish to scrutinise in respect of each of the areas in the scrutiny plan. [Please see Case](#)

[Study: The Planning and Scrutiny Process.](#)

The Authority has developed its internal scrutiny mechanism over a considerable period. We had a Performance Scrutiny Group in 2005 and have refined this into a larger group involving all Committee Chairs and the Chair and Vice-Chair of the Authority.

The Authority has developed an Improvement and Scrutiny Group which is Chaired by the Vice Chair of the Planning and Performance Review Committee. It is attended by the Chair and Vice Chair of the Authority together with all of the Committee Chairs. It meets in advance of the Committee cycle and provides an opportunity for cross cutting consideration of performance issues. At each meeting, it reviews the Annual Scrutiny Plan along with the quarterly performance bulletin received from the Constabulary. Member of the Authority also attend the Constabulary's quarterly performance reviews (QPR) where divisional commanders are held to account for performance by the ACPO team. Each Member writes a report on this QPR which looks at trends in performance and emerging issues and these reports are also considered. An annual summary of performance is provided in the Authority's [Annual Report](#).

The Authority has a rigorous approach to performance scrutiny, analysing data to monitor performance and tackle under-performance.

In the previous section we have set out the Authority's approach to performance scrutiny. We believe that performance management and scrutiny are key elements of the Authority's work and training in this area forms a core part of Members' training.

Quarterly performance figures (provided in the Quarterly Performance Bulletin and other performance reports) are considered by the Improvement and Scrutiny Group in order to manage performance through the Authority's Committees. Information is gathered from a number of sources and this is used to drive continuous improvement. [Please see Case Study: Call Handling Performance.](#)

We believe that Members need to understand the work that the Constabulary undertakes in order to provide effective scrutiny. Members are linked to divisions, both geographic and specialist and are invited to attend the quarterly performance review meetings for these divisions.



CASE STUDY

Member attendance at basic command unit quarterly performance review meetings

In 2004, Members of the Police Authority were invited to attend the Constabulary's divisional Quarterly Performance Review (QPR) meetings, which are fundamental to the force performance management arrangements.

Members were initially invited to QPR meetings as observers, to satisfy themselves on the effectiveness of this element of the Constabulary's arrangements for performance management and to improve awareness of particular issues at Basic Command Unit level.

Over the five years since Members first attended, QPR meetings have become a key part of the Authority's performance management process and Members' role has developed with them now having the opportunity to make a valued contribution to the meetings. Members also attend the QPR meetings for the specialist divisions and for central divisions and other functions such as the Legal department and the Learning and Development portfolio.

Following the meetings, Members present a brief written report to the Improvement and Scrutiny Group (ISG) giving an overview of how the Division is performing and showing examples of particular strengths and good practice, as well as issues of concern or areas for development. The ISG consider the reports as a whole and Members agree the areas they would like to formally raise at Committee. A summary report is also presented to the PPR Committee identifying areas of strength / weakness, trends and possible inconsistency in approach across Divisions.

The Authority sets challenging targets for performance and the Policing Pledge, fulfils its own role in delivering the single confidence targets, and drives the progress of its force towards achieving this target

We adopt a balanced approach to ensure the necessary focus is maintained on reduction and detection of crime, in conjunction with a more qualitative citizen focus.

The Authority is actively involved in the development of local performance measures and has, for instance, worked closely with the Constabulary in establishing a local front line policing measure. A draft measure is in place and the Authority has been active in driving some of the refinements currently being made.

The Authority's approach to setting policing priorities and targets is rigorous. Our planning processes are designed to ensure that our resources are aligned with the delivery of priorities and targets.

Every year in January, the Chairs of the Police Authority, together with the Constabulary's Chief Officers, Heads of Departments and Divisional Commanders attend an extended Planning Working Group to consider indicator and target setting for the year ahead. Proposals are presented by the Constabulary for Members' consideration at the meeting. Where deemed appropriate, the

Police Authority puts a strong case forward to support its views on specific issues. For example, in January 2009, the proposal for a Local Indicator on the percentage of responses to incidents requiring an immediate response within a target response time) was discussed. The Constabulary's emphasis was upon safe arrival and quality of response with no set target. However, the Authority insisted that if no target was set, a comprehensive set of indicators relating to specific PASS grades should be presented to the Authority on a quarterly basis to supplement indicator.

As part of the planning process, the Planning Working Group identify the operational objective(s) and "areas of emphasis" for the forthcoming year. These are based on a number of factors which are mapped out on a scanning matrix. This matrix ensures that all the relevant information is taken into consideration when developing the Local Policing Plan for the forthcoming year. For example, it maps out national and local priorities, existing SPIs, the national indicator set, LAAs, local consultation feedback and resource priorities. This matrix provides the main framework for performance assessment and alignment with other target regimes.

The Authority's Annual Scrutiny Plan for 2009 / 2010 has been developed, by the Planning Working Group, from the promises made in the Local Policing Plan. These promises are clustered together under a number of aspects relating to Policing. One of the clusters is specifically around the Policing Pledge, and the Improvement and Scrutiny Group will consider progress on



performance in this area on a six monthly basis. We have recently reviewed our existing [terms of reference](#) of Committees, and have reshaped our Committees to ensure that we are able to provide scrutiny to the Constabulary's delivery of the Policing Pledge and its performance against the Government's single confidence measure through our new Professional Standards and Citizen Focus Committee. Lancashire has been subject to a policing pledge inspection and the Authority's approach to fulfilling its own role in respect of policing pledge is going to be used as a national example of good practice.

In 2007/08 we carried out a [review of our community meetings](#). Partly as a result of the Constabulary's success with Police and Communities together meetings (PACT) which were singled out as best practice by Louise Casey, the Authority's own meetings had become less well attended and were no longer strategic. We had previously held annual divisional meetings to open a dialogue with the public on their policing priorities and what they think is acceptable to pay in terms of council tax for policing. We have agreed with our Community Safety Partnership colleagues that we will re-launch these meetings in the late autumn to provide an opportunity for the Authority, Constabulary and Community Safety Partnerships to get together and discuss, with local people, issues or concerns that affect them most. In particular, these meetings will now focus upon the public confidence and reassurance agenda and will enable debate and the collection of information that can be directly linked back to that agenda.

The Authority sets clear priorities and ensures the delivery of effective protective services

As outlined earlier, the successful Blueprint process has enabled the Authority to fully consider and scrutinise the Constabulary's view of its position on Protective Services and the associated resource implications. Through this process, the Authority has provided the Constabulary with additional resources and this enabled the resource gap in protective services policing to be substantially reduced from £7.2m in 2006/07, to £2.15m in 2008/09.

The Authority had a process whereby the Chair and Vice Chair of the Authority and the Chief Executive were briefed by the Chief Constable on matters involving protective services. Following the circumstances of Operation Airway when the Constabulary accrued additional costs of over £1million, it was decided to review this arrangement. Both the Authority and Constabulary felt that the increasing issues for Lancashire in respect of protective services generally, and serious and

organised crime and counter terrorism in particular, meant that the Authority needed to review its position.

After careful consideration, the Authority adopted a [formal vetting policy](#) for all Members and Staff. It reviewed the position of different levels of vetting and has agreed with the Chief Constable the appropriate levels of vetting for Members. We looked at the Developed Vetting process and one Member trialled this, but on reflection the Authority on the advice of the Constabulary felt that this level was not necessary. Members and Officers involved in the scrutiny of the Constabulary's specialist divisions both through our Protective Services Panel and at quarterly performance review level are now vetted to securing clearance level.

We have developed a Protective Services Panel made up of the Chair and Vice Chair of the Authority and the Member with Special Interest in Diversity which will scrutinise the Constabulary in delivery of these services. Two additional Members are going through the vetting process both to provide resilience and to support the performance scrutiny of the specialist divisions. This panel then reports back to the full Police Authority. This is important in respect of public confidence; Members of the Police Authority are actively involved in community events and activities in respect of the counter-terrorism agenda which is an important part of the protective services work in the County. A briefing process has been established involving the Authority and the Constabulary with Leaders and Chief Executives of our Local Authority partners to ensure that protective services policing issues, that do not appear as part of the target regime, are clearly understood.

The Chief Executive represents the Authority on the Constabulary's CONTEST Board and reports to Members as appropriate.

Lancashire's particular circumstances mean that there is a need for the Authority to be fully informed in respect of the Counter Terrorism agenda. At regional level, we are developing protocols with other North West Police Authorities for the scrutiny of services provided by the regional Counter Terrorism Hub. Through the Regional Joint Committee, we receive regular update reports on Scrutiny of counter-terrorism matters from the Chair of the Greater Manchester Police Authority. Nationally, the Authority is involved in shaping policy through a number of routes, one of our Members is the APA Board Member for Equality Diversity and Human Rights, and is involved in Ministerial bi-lateral meetings, another is an Advisor to Communities and Local Government on the Prevent Agenda. The Chief Executive is a Member of the joint Home Secretary and Secretary of State for Communities and Local Government Local Delivery Advisory Group on PREVENT and we are also represented on the CONTEST Board.



HOW WE DO IT...

Achieving Results Through Community Engagement and Partnership

The Police Authority has secured and understood the views of the public about policing in its area

We are committed to ensuring that policing services are responsive to the needs of all of our residents and provide good value for money. This can only be achieved if we ensure that the views of our local communities are informing the decisions that we make. We use a wide range of approaches to community engagement with the public; the Authority actively listens, considers and effectively uses the views of residents as an integral part of its decision-making processes.

'[Investors in Policing](#)' reflects the importance that the Authority places on residents thinking of themselves as owners of the police service, with a right to get involved in shaping how policing is delivered. The aim is to ensure that decisions are driven by public opinion on the basis that all investors have the right to ask where and how their money will be used and to let us know they are satisfied with the return they are getting from their investment in policing.

'Investors in policing' is about:

- maximising the involvement of residents – it's 'Your County, Your Police, Your Say';
- maximising resident investment – we value the contribution residents make planning the delivery of policing services by sharing their views with us;
- maximising investment return – it's our job to make sure residents' council tax contributions result in a police service that meets their needs.

For the Authority, the benefits are plain to see. Simply by focusing on the needs and expectations of the people who use the police service and by making it easier to take part and reinforcing the value of their involvement, the public, the Constabulary and the Authority can work together to set policing priorities that reflect the well-informed views of everyone involved. [Please see Case Study: Investors in Policing.](#)

In recent years, the Authority has made good progress in improving its approach to engagement. We use our community engagement to link activities to the Authority's responsibilities. A number of examples show how we use engagement to deliver outcomes in different areas.

- Strategic business. e.g. policing objectives, resources consultation road-shows, disability consultation events;
- Managing key corporate engagement mechanisms - e.g. Hutton open day stall, road shows, Face the Public work;
- Working with Committees to identify corporate engagement needs. e.g. Minority recruitment and retention survey, Black and Minority Ethnic perception of racism project;
- Supporting the delivery of new innovative engagement projects. e.g. the Typecast youth engagement project. [Please see Case Study: Typecast.](#)

The Police Authority acts upon community concerns by setting priorities for policing that reflect local needs and will lead to improvements in public confidence

The 'you said, we did' approach is embedded within our community engagement and communication strategies. The Authority clearly demonstrates how local concerns are translated into policing priorities via 3 core channels:

- Drivers of public confidence at a local level are tracked over time, with the key confidence drivers and breakers identified from consultative activity. This information is used to create strong media and marketing messages to let residents know how policing priorities reflect their concerns and are shared with Members to inform decision making and provide relevant and timely information when they are interacting with the public.
- Bespoke communications are used to showcase how local concerns are translated into policing priorities. For example, Dialogue, our BCU resident magazine, clearly links policing activity to resident concerns using the 'maximising your investment' strapline to reinforce action and strategy.
- The role of all our Members in consultation goes further than the use of results to inform committee decision making; Members also contribute to and lead on consultation activities, within scrutiny and other initiatives and are accessible to the public. Elected Members also provide channels of communication and are powerful advocates for local communities and therefore their community leadership role provides them with a major input into the consultation process.



CASE STUDY

Budget consultation process

The Police Authority wanted to increase public involvement in the budget setting process and as part of the 'Investors in Policing' campaign, developed a budget involvement strand entitled 'Its no big secret where your council tax goes'. This has now become the main way that the Authority connects with the public at a very local level. It encourages active face to face engagement and helps gain local views.

We developed an approach using questions within our Opinion survey, our Website and Focus Groups. We extended this into face the public sessions and specific meetings on budget options. We also developed bespoke external marketing and communications by using interactive stands in district council one stop shops, localised newsletters, policing priority postcards, fridge magnets, online surveys and sponsored "win back your council tax" competitions.

The outcomes from this work have been:

- 3,700 residents joined in participatory budgeting road shows
- 12,000 residents were directly surveyed on proposed council tax increases, policing priorities, confidence and satisfaction and value for money policing services during 2008-09
- Following budget scrutiny consultation (via our council tax leaflet and website) on residents' perception of the 'value for money' received from the various aspects of policing services; we have received over 700 postal responses, 180 online survey responses and over 50 telephone calls to the office.
- Increased community participation in examining police service delivery via public meetings, online surveys, citizen panels, road shows and committee meetings
- The consultation results enable the Authority to act upon community views when setting the police budget. For instance in 2009/10, our survey results indicated that 79% of respondents were willing to pay an increase in council tax of £6 per annum or above. This information was taken into account during the budget setting process and the final increase agreed by the Authority was very close to this figure at £6.12 per annum for a Band 'D' property.

The Police Authority provides feedback on how issues raised through consultation and community engagement have been considered

We consider the provision of feedback to be extremely important and aim to ensure that all those involved in our consultation activity receive information detailing outcomes and actions to be taken forward.

The findings of community engagement and how these have been used to influence decisions are fed back to residents through

printed and electronic media and via bespoke publications for the public and partners. Our quarterly e-newsletter [Viewpoint](#) was developed in response to disappointing levels of engagement with different elected members around some of the key strategic decision making. It now goes to every parish, district, county and unitary councillor as well as all MPs and Peers in the County.

[Dialogue](#), is our bespoke publication focusing on the actions taken as a result of public engagement activity and this is produced three times a year at a divisional level. This publication is extremely well received and is also sent to all decision makers, councillors as well as the public.



The Police Authority ensures that local policing services are accessible to all communities, including hard to reach and vulnerable groups

We commission a range of research, engagement and consultative activity to reach out to the harder to reach populations. Activity has included work around perceptions of racism within the Force, the recruitment and retention of minority ethnic communities within the Constabulary, disability and young people. This has enabled people from under represented groups in our communities to participate in the decision making process and provide the Authority with constructive feedback on proposed policies and plans, the quality of services and any gaps in service provision. Good examples of this are our consultation exercises undertaken with disabled people in respect of the development of the Authority's disability equality strategy and to improve the accessibility of the Authority's website.

[Please see Case Studies: Police Authority Website and Police Authority Disability Conferences.](#)

We monitor the delivery of neighbourhood policing and the national quality of service commitment via our Professional Standards and Citizen Focus Committee and receive [regular reports](#) on how the Constabulary adapt their services to make them more accessible.

The Police Authority secures desired outcomes for local policing and community safety priorities through effective partnerships

We are particularly involved with the Safer and Stronger Communities theme and, at a strategic pan Lancashire level, the Authority is represented as a statutory partner on the Safer Lancashire Board, it also Chairs the Safer Lancashire Officer Group and provides secretarial support to both the Board and Officer Group. [Please see Case Study: Safer Lancashire Board.](#)

At district/unitary level, we are represented by our Members on the fourteen local Crime and Disorder Reduction Partnerships (CDRPs). This enables Members to become actively involved with other key partners including the Health Service, the Fire

and Rescue Service, the Local Authority and the Voluntary and Community Sector. We are involved through the Lancashire Chief Executives' Group in work looking at effective use of resources in community safety. The Authority has put additional resources into supporting CDRPs and examples of the outcomes here have been a project mapping the current extent of collaboration between partnership bodies, additional funding direct to CDRPs with small grants and second homes funding to help support local objectives.

Consultation is recognised as an integral part of the Authority's business and is based on identified policing priorities. Our approach includes internal quality control mechanisms and [feedback](#) to those residents that have been involved in consultation processes. These measures help embed consultation throughout the organisation, resulting in enhanced links with partners and stronger relationships with our residents.

Our [engagement strategy](#) has been shared with partners and, as such, emphasises how consultation can be used to benefit other organisations, for example through sharing information—such as our resident's panel data outcomes, pooling expertise and resources and sharing opportunities to reach target audiences.

The Authority currently delivers public road shows in each district area often alongside partners such as CDRPs. In addition, we play an active part in 14 annual CDRP Face the public events which ensure even greater accountability and scrutiny of police performance and more enhanced collaboration with partner agencies.

To support wider learning and best practice, we worked with the Local Government Channel to develop a film about the Police Authority and its Partnership work with Bsafe Blackpool. This film has been shown on Sky TV and was showcased at the LGA Safer Communities conference, which focussed on partnership working within the crime and disorder arena.

The introduction of neighbourhood policing by the Constabulary has provided an opportunity to engage local people about the priorities for their communities much closer to where they live, through Police and Communities Together meetings. The Authority now receives and scrutinises these local community priorities at the Professional Standards and Citizen Focus Committee. This information will also be provided to CDRPs to help strengthen their knowledge of local issues.



The Police Authority properly balances the focus on local issues and improvements in confidence with the wider needs of the public in policing regional and national concerns.

The Duty to Involve (Local Government and Involvement in Local Health Act 2007), which came into being on 1st April 2009, seeks to ensure that local people have greater opportunities to have their say. This fits with the Authorities existing approach and we already actively consider the provision of information and consultation/involvement opportunities that are made available to Lancashire residents.

Local issues are key indicators of how safe people feel in their own neighbourhoods. It is key that problems involving criminal damage and antisocial behaviour maintain a high focus. We report this information back to local communities and it will remain a priority for the Authority. There are a number of areas where engagement can be more complex. Lancashire has large generally well settled Muslim communities especially in Preston and East Lancashire. There have been a number of well publicised arrests and trials relating to terrorism inspired criminality. The Authority has been actively involved in public meetings and has worked to provide community reassurance by ensuring that Authority Members from minority backgrounds are involved in meetings with staff from the Office of Security and Counter Terrorism, Foreign Office and Communities and Local Government to reflect the real position in communities.

We are committed to involving local people in planning our priorities so that public money is spent wisely on policing services that residents need and want. This responsive approach means that seeking local people's views is key to service planning and development especially when balancing national strategy and performance targets against localised priorities and concerns. The national picture in respect of burglary dwelling offences during a recession appears to indicate a likelihood of increase. We are working with the Constabulary to challenge this as accepted wisdom and operations such as Operation Julius which directly targets known burglars are supported by the Authority. The Authority is also supporting the Constabulary in its approach to informing Communities about outcomes after arrest. This means that locally, photos of offenders and the details of their punishments is being made public through posters and local newspapers.

We work within a localised arena where public services should be reflective of local need. Within this the Authority has robustly considered its local activity in relation to:

- Increased accountability
- More effective communications
- Improved customer care and
- Better partnership working.

With the introduction of perception based targets and the move to a single confidence measure, the Authority has developed tactics to close the perception gap between public views and reality.

Our consultative approach allows for rapid and flexible feedback on policy decisions as well as more lengthy fact-finding exercises. This was especially important when the broadcast of the BBC programme 'The Secret Policeman' (although none of the officers shown in the programme were Lancashire Officers) caused considerable debate within the Police Authority regarding diversity and specifically, racist attitudes and behaviour. [Please see Case Study: Preventing Racism Review.](#)



HOW WE DO IT...

Ensuring Value for Money and Productivity

The Police Authority has a strong record in ensuring value for money and productivity in the delivery of local policing services. This can be demonstrated by our results in the Police Use of Resources Evaluation (PURE), which provides much of the evidential bedrock for the Authority's approach to securing value for money. The Authority received the highest available score of 4 'well above minimum requirements – performing strongly' for the [2007/08 PURE](#) assessment. [Please see Case Study: Police Use of Resources Evaluation.](#)

The Police Authority has, with the force, made a comprehensive assessment of risk and threats, and ensures that resources are aligned to priorities, risk and threats

The Authority's duties in relation to risk management are twofold: to manage our own risks and to ensure the Constabulary also has adequate and effective arrangements in place for risk management.

Effectively managing risks has always formed part of our culture, we have recently formalised our own risk management framework through the development of [policy](#), [strategy](#) and strategic/operational risk registers. [Please see Case Study: Development of the Authority's Risk Management Framework.](#) This work was undertaken in conjunction with a Constabulary review of its own risk management framework and regular liaison took place, between the organisations to ensure consistency between the two organisations arrangements.

We are actively involved in oversight of the Constabulary's risk management arrangements in a number of ways, including formal consideration of the Force's policy and procedures, annual consideration of Blueprint, and quarterly monitoring of both Corporate and Divisional/Departmental risk registers.

In 2009, Internal Audit conducted a [review](#) of the Authority and Constabulary's arrangements for managing risk. The overall opinion from this review was that the risk management processes were adequate to achieve their objectives. The report also indicated that the recent changes will enhance the existing risk management processes.

The Police Authority directs efforts away from non-priority areas

The Authority takes an active approach to resource management both in terms of financial and other resources. Through the Blueprint process, members of the whole Authority have a number of Seminars and discussion opportunities when considering the Authority's position in respect of the budget. It takes account of the professional judgment of the Constabulary and then looks at the available resource options. In planning for the 2009/10 budget, it was necessary to maintain funds into the protective services areas and the Authority did not feel that it would be prudent to breach the cap set by the government in respect of Council Tax.

Money had to be found for:

- Additional investment in protective services (growth) £1.330m
- Loss of investment income £1.190m
- Notional Reduction in Council Tax base from a 5% increase to a 4.5% increase £0.500m

Money found from:

- HQ budget reductions £1.450m
- Reductions across all budgets £1.130m

In the circumstances, the Authority supported the Constabulary view to make an additional £1.1 Million of savings from non priority areas within Divisions.

The Authority has also worked with the Constabulary to develop the view that savings identified from within the Organisational Support Review process are not vired back into existing budgets but instead form part of the medium term efficiencies needed to deal with potential falls in income linked to the current economic climate.



Members have begun to work on scenario planning and priority based budgeting to ensure that the Constabulary is able to manage through expected income reductions through the next spending round. The financial scenario is difficult to predict due

to the current national economic climate, however sensitivity analysis around a best guess/worst case of likely assumptions has been carried out and the range of outcomes is set out below:

	2010/11	2011/12	2012/13	2013/14	2014/15
Grant	2.7	0 - 1.5%	0 - 1.5%	0 - 1.5%	1.5%
Council Tax increase	0-3%	0	0	0	0
Savings/ Efficiencies	£2 - 4m	£4.5 - 7.5m	£3.4 - 6.8m	£2.9 - 5.9m	£2.8m

The Authority will need to continue to take a priority based approach to resource allocation – the scale of efficiencies needed are such that a ‘salami-slicing’ approach to service cuts will not yield a sustainable outcome. To deliver a sustainable budget will require a review of the whole organisation.

The Police Authority ensures the force’s use of resources reflect supply and demand profiles

As previously outlined, the Blueprint process has enabled the Authority to ensure that key police services have been adequately resourced in order to meet demand.

The Authority takes a prime role in determining the revenue and capital budgets to ensure that the Constabulary has sufficient resources to deliver key objectives. The capital investment strategy has also been used to ensure that the key supporting infrastructures to ensure delivery of effective and efficient services are in place. We have an active role in framing and scrutinising the annual capital programme to ensure sustainable and affordable capital investment. [Please see Case Study: Ensuring Sustainable and Affordable Capital Investment.](#)

The Resources Committee monitors the use of resources on a quarterly basis and this includes details of performance against the relevant budget heads together with explanations for variances. The monitoring process includes modelling of the impact of forecast spending on the level of reserves and balances to ensure that the Authority’s finances remain financially sound and sustainable over the medium term.

The Police Authority promotes and supports collaboration/joint working between forces and other local public service partners to improve efficiency, reduce costs, manage risks more effectively and deliver improvements in policing services nationally

The Authority believes that collaboration and joint working is essential to developing opportunities and delivering the best outcomes for the people of Lancashire. [Please see Case Study: North West Collaboration.](#) The Home Office criticised the levels of inter-force collaboration in the North West at the time that the demonstrator projects were being developed in 2007. Since that time, the Police Authorities in the North West have worked together to develop collaborative arrangements and Lancashire has played a leading role in ensuring that the relationships have developed effectively, including meeting with other Chief Constables to explain the rationale behind a Joint Committee of Police Authorities. Initially this was viewed with some concern and Lancashire with the other Police Authorities proposed a less formal concordat for joint working between the Authorities and Forces. The Authority is also making savings and delivering more effective services itself through joint working with other Police Authorities. At an Authority level we now have shared arrangements on recruitment and training and are developing a regional learning hub based on arrangements developed in Greater Manchester. Lancashire has already committed the resources to this development which will bring savings on behalf of the Authority in learning and development.



We have also been involved in regional collaboration of Independent Custody Visitors (ICV) Administrators on a joint review of ICV schemes and the introduction of a regional conference for Custody Visitors. In addition, we have taken a lead role in regional collaboration on the appointment of Independent Persons on Misconduct Hearings. [Please see Case Study: Regional Appointment of Independent People to Misconduct Panels.](#) In the North West, collaboration and joint working is now a much more integral part of policing. Lancashire Constabulary is now involved in a number of substantial collaborative projects to deliver improved services in respect of: counter terrorism, serious and organised crime, motorway policing, cross border criminality, Automatic Number Plate Recognition (ANPR), and procurement of forensic scientific support. The Concordat has proved effective and the five North West Forces now accept the usefulness of having a Joint Committee to speed up the decision making process. The decision to move to a formal Joint Collaboration Committee has been taken and the first meeting was held on the 28th July.

The Authority represented the North West on the fourteen Force Forensic Procurement contract. During the procurement negotiations, we took an active part in ensuring that potential fatal problems were mitigated by ensuring that all Chairs and Chiefs in the North West were fully briefed. This process has saved over £1m on forensic procurement in Lancashire and led to a substantial increase in service standards.

The Authority believes that, nationally, the police service has an area of improvement in respect of the management of third party spend and has led in this area of work for the North West. We secured additional resources from the North West Centre of Excellence to carry out a regional spend mapping analysis, the results of which have been presented to Chairs and Chief Executives. This has now become a North West collaboration project led by Cheshire Constabulary and one of the Outcomes is the development of a virtual procurement hub across the North West. The Authority continues to be involved with this project in particular with target setting for procurement savings.

The North West Police Authorities are also working together to service and contribute to the APA networks and Lancashire's Chair represents the North West on the APA People Policy Network and is Vice-Chair of that group. Lancashire represents the North West on the board of the Regional Improvement and Efficiency Partnership and reports back to the Joint Committee on this work. This has secured additional resources for Community Safety priorities. We have been asked by the RIEP to approach NPIA on shared leadership issues. The emphasis on collaboration has led to the development and implementation of a collaboration protocol for Northern Chief Executives.

The Authority and its North West partners were short-listed for the Association of Police Authorities National Collaboration award 2008.

The Police Authority regularly reviews costs and overheads

Costs and performance of the Authority and Constabulary are analysed across most similar force groups and this information is used to determine relative spend comparisons. We have a sustained track record of investment leading to improved outcomes for users and sustainable efficiency gains.

There are clear and effective processes for reviewing and improving value for money driven by the Sustaining Excellence programme. The QUEST programme is also being used to deliver significant improvements in value for money. Data is drawn from performance management systems to guide review of performance value for money.

Benchmarking is undertaken where information is available and used to identify and achieve service improvements. Cost information is used alongside performance information by managers and Members to regularly challenge value for money.

The Constabulary are running a business efficiency programme looking at a number of support functions; this is known as the Organisational Support Review programme. Members take a formal quality assurance role on these boards in Prince2 terms. The programme is being used to determine best and most efficient practice and includes comparison with the delivery of similar support services in other sectors. [Please see Case Study: Organisational Support Reviews.](#)

The Authority and Constabulary have consistently been assessed as having excellent performance on value for money through the Audit Commission's Police Use of Resources Evaluation.

From the Authority's own perspective, it does not have a capital budget and had a number of priority areas of ICT and building investment that it wanted to develop. It has used a robust budget management framework together with rigorous efficiencies to develop a planned two year underspend. This has been used to improve functionality of our website for Members, to invest in Committee Management Software, additional mobile technology devices for Members and planned building work to take place in the Autumn 2009.



The Police Authority sets ambitious local targets to deliver improved efficiency effectiveness and productivity, and challenges the force to achieve them

In 2008, the Home Office published the efficiency and productivity strategy for the police service for 2008/2011 and emphasised that securing efficiencies would be considered a core responsibility for Police Authorities.

The Planning and Performance Review Committee has overall responsibility for scrutinising the Constabulary to ensure that it is achieving high performance and value for money. This is done principally through the setting and monitoring of the annual efficiency plan.

The efficiency and productivity targets are agreed as part of the annual planning process and activity in this area is firmly embedded within the Local Policing Plan. A case study on the Authority's scrutiny of the Efficiency Plan is set out below.

The Authority also plays a key role in scrutinising the way in which the drive for improved efficiency and outcomes are being delivered through change management programmes, such as Sustaining Excellence and Quest. A further example of this can be demonstrated by the hands on role of Members in providing a quality assurance role in the Constabulary's Organisational Support Reviews which seek to drive out efficiencies and ensure that maximum resources are made available to support front line deployment.

During the budget planning process, consideration is given to ensuring that the Constabulary seeks to achieve value for money and maximum efficiency to ensure that the correct balance is found between providing resources to deliver the Authority's objectives and acceptable levels of tax on the local taxpayer.

CASE STUDY

Scrutiny of the efficiency and productivity strategy

At the beginning of 2008, the Home Office circulated information in respect of the efficiency and productivity strategy for the police service for 2008/2011. This emphasised that efficiency and productivity would be considered a core responsibility for the Police Authority.

The Authority has robust arrangements for the scrutiny of efficiency and productivity with the Constabulary required to present information on this area of activity to the Planning Working Group, Improvement and Scrutiny Group and Planning & Performance Review Committee. Historically, this information was presented to the Authority as a list of proposed financial savings for the forthcoming year with quarterly updates on activity and progress. It lacked the audit trail and accountability that the Authority sought. Discussions on improved presentation of information took place over a number of months within the various meetings referred to above. This culminated in a number of changes being proposed for the 2009 / 2010 efficiency plan progress reporting arrangements. These will include a greater focus on benefit realisation which will link directly in the budgetary considerations over the next few years. In order to facilitate this change, the Constabulary has realigned the efficiency plan as a corporate responsibility rather than serving a purely financial function. This will be overseen under the leadership of the Deputy Chief Constable.

Lancashire has consistently achieved efficiency gains that are considerably in excess of government targets and we are currently on track to meet the current 9.3% efficiency target by 2011. However, we are not complacent, and work continues to ensure that planning and performance measurement becomes much more integrated with efficiency planning and that benefits realisation becomes core business.



WHERE ARE WE GOING?

The work undertaken by police authorities has increased dramatically over the last ten years.

We do not take a static view of this work, as well as our joint planning cycle, the Authority uses its corporate and business planning process to ensure that all opportunities are considered and maximised. We have taken the approach that working effectively with the Government of the day is an important part of maximising the delivery of the best policing possible for Lancashire people.

All three main parties believe that it is time to review issues of accountability for the future. We are having this debate locally and the Authority considers that the proposals in the Policing Green paper would not be fully effective. All fourteen of the local authorities in Lancashire supported this stance and the Safer Lancashire Board expressed that view to the Home Office.

The Authority believes that answerability and accountability are key in delivering effective local services and have begun to work with key partners in respect of the Overview and Scrutiny of policing by elected members at all levels. We are actively engaging with district councils who are concerned that they will be overlooked in favour of upper tier authorities and we are committed to finding ways of tackling concerns about a democratic deficit. We have begun to develop processes with Lancashire County Council and Preston City Council which we hope will be rolled out across the county.

We support the view that public confidence in policing is key and are actively engaged at a local and national levels in making sure that this is not a number led measure, but properly reflects how safe people feel in their communities.

The Authority is also conscious of the current economic recession and has begun working with the Constabulary on scenario planning for the medium term, linked to both possible reductions in financial resources and the potential risks to service delivery that this would create.



CONCLUSION...

We believe that the Authority provides robust and careful scrutiny to the services provided by the Constabulary and effectively holds the Chief Constable to account for the delivery of policing in Lancashire.

We respect the constitutional position of the Chief Constable, but believe that all of those people who live in, work in and visit Lancashire should be able to have a voice in the planning and delivery of services that are vital to them.

We believe that Lancashire Police Authority is an efficient and effective Police Authority that understands and acts upon the views of the communities, provides excellent value for money and seeks continuous improvement in the delivery of policing services.

We know that there is still work to do and over the next three to five years we want to develop the way that the Authority works with its partners. We are involved with the Comprehensive Area Assessment and Multi Area Agreements and we will need to review the role that we play in the wider Criminal Justice process. Traditionally police authorities have been excluded from playing a part on Local Criminal Justice Boards, we are working with the Association of Police Authorities and other authorities to consider what role authorities could and should play.

We have radically restructured the way that the Authority works to ensure that we can properly support Members on policy and performance issues. We need to make sure that the new technology and working practices to support this are implemented effectively and that our capacity to deliver is not affected by unreasonable staff workloads. The Authority needs to continue to use the business planning process to determine what can be delivered. We are also working with Police Authority Treasurers and Association of Police Authority Chief Executives to determine what areas need to be done separately and where authorities can share good practice and learn from each other.

Our risk management processes and the increased emphasis on the role of the Audit and Standards Committee have already proved useful and have helped us to introduce the assurance process to the Constabulary. We want risk management to be a key part of the Authority's business and to embed it across all of our processes.

We hope that you have found this information useful and would direct you to our website www.lancspa.gov.uk for further information.



ANNEX A...

Table 2 District - Level Summary of the LSOA - Level Index of Multiple Deprivation 2007 - Ranks(1)

	In 50 Most Deprived (2)	Rank of Average Score	Rank of Average Rank	Rank of Extent	Rank of Local Concentration	Rank of Income Scale	Rank of Employment Scale
Blackburn with Darwen	Y	17	27	15	9	60	73
Blackpool	Y	12	18	24	3	72	61
Burnley	Y	21	31	27	5	113	113
Chorley		188	208	153	147	214	170
Fylde		251	249	227	236	296	260
Hyndburn	Y	40	445	43	16	130	135
Lancaster		117	135	109	62	114	103
Pendle	Y	44	51	40	29	118	134
Preston	Y	48	73	39	20	90	89
Ribble Valley		302	296	309	332	349	323
Rosendale		92	85	104	124	228	200
South Ribble		233	237	207	206	240	187
West Lancashire		141	156	117	80	141	125
Wyre		170	182	139	117	167	157
Lancashire County		80	88	73	46	3	2

(1) District rankings out of 354 English districts and Lancashire ranking out of 149 county and unitary authorities (where rank 1 is the most deprived)

(2) Local authority in the 50 most deprived English local authorities

Source: Department for Communities and Local Government - The English Indices of Deprivation

There are few surprises amongst the very top ranked (1 - 3) most deprived districts. These include parts of several of England's largest conurbations including Birmingham, Knowsley, Liverpool and Manchester together with the three London Boroughs of Hackney, Newham and Tower Hamlets. Remarkably, Blackpool joins these authorities with a ranking of 3rd under the local concentration measure.

In the case of the Lancashire sub-region no less than six local districts are ranked within the "top 50", a profoundly exceptional state for a traditional shire county area (Figure 1). In addition to Blackpool these districts are Burnley and Blackburn with Darwen, both of which have scores of less than 50 in four of the six

measures, and stand as 5th and 9th respectively in the England district rankings, together with Hyndburn, Preston and Pendle, which have scores of below 50 in three of the measures and rank as 16th, 20th and 29th respectively. Although not part of the most deprived, Lancashire also has one further district within the top 20% of deprived areas, namely Lancaster (with a score of less than 70 in one of the measures). Only three local districts appear in the top 50% of least deprived areas, namely Fylde, Ribble Valley and South Ribble. The sub-region's least deprived district – Ribble Valley – ranks amongst the top 2 - 17% least deprived in England depending on the measure used.

(Source Lancashire County Council: Lancashire Profile)