

LANCASHIRE POLICE AUTHORITY
PARTNERSHIPS FORUM

WEDNESDAY, 28TH MARCH 2007 IN CABINET ROOM 'D' AT COUNTY HALL,
PRESTON AT 10.00AM

AGENDA

N.B. If you have any queries regarding the Agenda papers or require any further information please initially contact Ian Dickinson on 01772 263462, who will be pleased to assist.

PART I

1. **MINUTES OF THE MEETING HELD ON THE 22ND NOVEMBER 2006**

Copy enclosed for confirmation at Item 1.

2. **COMMUNICATION/CONSULTATION UPDATE**

An oral report updating the Forum on work by the Communications Team since the last meeting will be presented at the meeting.

3. **POLICE AUTHORITY COMMUNITY MEETINGS**

A report on the summary of issues raised during the Police Authority Community Meetings held during January and February 2007 is attached at Item 3.

4. **POLICING BUDGET 2007/08**

The Police Authority, at its meeting on 14th February, discussed in detail the 2007/08 revenue budget. A copy of the full report presented to the Police Authority is attached at item 4 for information.

5. **FUTURE ARRANGEMENTS FOR POLICE AUTHORITY COMMUNITY MEETINGS**

A report on the future arrangements for Police Authority Community Meetings is attached at item 5.

6. **PUBLIC ASSISTANT SERVICE STANDARDS**

A report on the Constabulary's policy on how emergency calls are rated and the response times determined is attached at item 6.

7. **FIXED PENALTY NOTICES REGARDING PARKED CARS ON PAVEMENTS**

A report on the Constabulary's policy regarding parked cars blocking pavements is attached at item 7.

8. **SATISFACTION SURVEY OF RESPONDENTS WHO HAD CONTACT WITH THE POLICE AFTER THE INITIAL RESPONSE**

A report on Local Indicator 36 – The percentage of user satisfaction survey respondents who had contact with the police after initial response is attached at item 8.

9. **URGENT BUSINESS**

An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

10. **DATE OF NEXT MEETING**

The next meeting of the Committee is scheduled to be held at 10.00am on Wednesday, 18th July 2007 at County Hall, Preston.

**Brian Aldred
CHIEF EXECUTIVE**

LANCASHIRE POLICE AUTHORITY

**MINUTES OF THE PARTNERSHIPS FORUM HELD ON WEDNESDAY, THE
22ND NOVEMBER 2006 COUNTY HALL, PRESTON**

PRESENT

County Councillor D Whipp (Chairman)

Lancashire Police Authority

County Councillor Ms N D Penney

County Council

County Councillor T Aldridge

District/Unitary Authority

Councillor P Boyle – Pendle

Chairmen/Vice-Chairmen

Hon. Alderman M Cowell - Hyndburn

Mr B Fenn – Burnley

Mr A Marsh - Wyre

Councillor M Milne - Preston

Councillor R Sherlock – Lancaster

Councillor H Taylor – Wyre

County Councillor A Thornton – Lancaster

County Councillor K Young – South Ribble

IN ATTENDANCE

Superintendent B McMahon – Lancashire Constabulary

Superintendent A Pratt – Lancashire Constabulary

Chief Inspector V Prince – Lancashire Constabulary

Mr I Dickinson – Administrator, Chief Executive's Office (representing the Clerk)

Miss D Norton – Administrative Assistant, Chief Executive's Office

APOLOGIES

Apologies for absence were presented on behalf of:-

Mr Bennett (Fylde PAC); Mr E Boden (Ribble Valley PAC); Councillor F Farquharson (Rossendale), Mrs V Miles (Chamber of Commerce), Council D O'Toole (West Lancashire), Councillor F Oldfield (Blackburn), Councillor R Pinder (Hyndburn), Councillor A Richardson (Preston), Mr T Sharples (Blackburn), Councillor D Yates (Chorley).

MINUTES OF THE MEETING HELD ON THE 26TH JULY 2006

13/06 **RESOLVED**:- That the Minutes of the meeting held on the 26th July 2006 be confirmed and signed by the Chairman.

SUMMER NIGHTS AND BRIGHT SPARX CAMPAIGNS

The Forum received a presentation on a review of the Constabulary's Summer Nights and Bright Sparx initiatives. Operation Summer Nights was a County-wide initiative aimed at tackling juvenile nuisance, criminal damage and anti-social behaviour, particularly in and around licensed premises and domestic violence.

The Forum noted that partner agencies had been involved in Summer Nights activities through a variety of different initiatives. These included test purchasing of alcohol with trading standards, school visits, Fire and Rescue initiatives, Coastguard initiatives along with other agencies involved with youth work and reducing alcohol/drug misuse.

Police initiatives this year also included the World Cup Operation, aimed at tackling alcohol related violence and domestic violence, and the national Knife Amnesty, during which 1,525 weapons were surrendered in Lancashire. Also, a very successful Open day was held at HQ which was centred on a youth football tournament.

Summer Nights also received excellent media coverage, with a different "theme" each week to direct activity. Many local papers published articles and Rock FM ran many "sound bites" giving advice on a number of issues including domestic violence, drinking sensibly and criminal damage to name but a few.

The Forum was also informed that Officers carried out 13,548 visits to licensed premises, visited 53,830 trouble "hot spot" sites, and with partner agencies carried out 1,403 visits to a variety of premises, including on and off licenses, issued 3,232 juvenile referral notices, issued in excess of 2,400 fixed penalty tickets for public order offences and seized alcohol from over 2,400 underage drinkers.

Over 2,600 bottles of alcohol were seized, over 4,300 cans, and another 577 litres of alcohol in various receptacles were confiscated.

Motorway Police also carried out a number of initiatives, supporting local operations, ANPR operations and vehicle check sites with supporting agencies tackling HGV's etc.

In addition, PSCOs and Specials also played a big part by supporting local operations and initiatives. As a result of all this joint focused activity big reductions had been seen in relation to violent crime and assaults in licensed premises.

The "Bright Sparx" initiative aimed at reducing firework related incidents was well supported around the county, with a number of operations being put in place to support the Lancashire Fire and Rescue service. Schools had been visited in joint initiatives and officers updated in relation to legislation. In some divisions, letters were sent to all youths who had been caught committing fireworks offences last year to warn them regarding their actions.

Retail shops licensed to sell fireworks were visited in an effort to enforce legislation and remind them of their responsibilities. As a result of all this activity, 360 firework related incidents were reported to the police throughout Lancashire over the bonfire weekend, which was a 10% decrease on last year.

Chief Inspector Prince informed the Forum that during the winter months the Police would be continuing to keep juvenile nuisance, criminal damage and anti-social behaviour down through Operation Shepherd.

Mr Fenn congratulated the Constabulary on the success of Summer Nights and informed the Forum that as a result of Bright Sparx there were no major incidents he was aware of in the Burnley Wood area.

Councillor Milne expresses concern that young people were still seen drinking alcohol and asked if licensed premises were being watched. In response, Chief Inspector Prince informed the Forum that substantial targeting work was carried out in October and 10 of the 65 premises visited were found to be selling alcohol to underage customers. Additionally, much of the alcohol in circulation was provided by parents. Therefore, young people test purchased by asking adults to buy alcohol for them and of this only one person agreed to buy alcohol.

County Councillor Penney thanked the teams involved in Summer Nights, particularly those involved in helping victims of domestic violence. Furthermore, County Councillor Penney informed the Forum that with regards to fireworks, Lancashire County Council was at the forefront of changing legislation in supporting a ban on all but public firework displays.

In response to a question about the powers available to the Police for premises found to be selling alcohol to underage people, Chief Inspector Val Prince explained that Police could issue fixed penalty notices or a summons to attend Court and Police have the power to seek the revocation of a licence by the local Licensing Committee.

County Councillor Young expressed concern that a number of licensed premises in the South Ribble area were delivering alcohol to homes which may make it difficult for the Police to prevent young people having access to alcohol. In response, Chief Inspector Prince informed the Forum that the Constabulary was aware of the initiative and was monitoring it.

The Forum thanked Chief Inspector Prince for her report.

14/06 RESOLVED:- That the report be noted.

LANCASHIRE CONNECT PROGRAMME

The Forum received an oral presentation on the Lancashire Connect Programme.

The Programme's aim was to review the way the Constabulary delivered its communication service to ensure that it maximised the opportunities and efficiencies to ensure that what they do better supports their policing activities. In order to achieve this programme outlined five projects:-

- a) replace the Communications Room System by 2008 ensuring that the system was compatible with existing systems.
- b) staff development ensuring quality of service.
- c) review current working processes.
- d) management of current performance.
- e) Partnership working, although it was noted that the Government had suspended work on the non-emergency number in view of the fact that 5 areas were already trailing this initiative.

It was noted that the Constabulary had given itself a 2 year time span to achieve its goal. A review team had now been established and work was underway on the 5 areas. The next step was to ensure staff and partner agencies received training in respect of "Quality of Service" and for the Constabulary to focus on the need to change from the current way of working.

The Forum welcomed the Constabulary's view that it was important to inform people if they would receive a visit by an Officer or not in the case of a non-emergency call and that the Constabulary acknowledged that the public needed to know what level of response to expect.

15/06 RESOLVED:- That the report be noted.

COMMUNICATIONS/CONSULTATION UPDATE

The Forum also received a presentation regarding the Authority's website, established in 2003, initially as an information vehicle. Since that time the site had been improved with the addition of new pages and an online survey facility.

However, the website at present did not have a content management system and therefore, any changes to the site were carried out by the service provider at a cost to the authority. Furthermore, the site in its current format was unable to embrace new technology such as video streams or pod casting and a recent audit of the site highlighted concerns about its security from outside interference.

In addition, Lancashire Police Authority now had a duty to have due regard to the need to encourage participation by disabled persons in public life, under the Disability Discrimination Act (DDA) 1995 -amended by the DDA 2005,

In this respect, the current website did not reach the standard required to ensure equal access to information. This was identified at recent consultation event hosted by the authority which looked to gain information about our current services to help the authority improve the way it works with, and the services it provides to disabled people.

Within that event, there was a clear request by participants for the authority to review its website to make it more accessible and user friendly for people with disabilities.

The areas already recognised included:

1. Easier access to adobe reader software to enable visitors to read pdf documents;
2. Software for users to change font sizes, styles and colours, and foreground and background colours;
3. Provide 'speech enabling' software to give visitors the chance to listen to the website
4. Provision of sign language videos for people with hearing impairment.

The Chairman informed the Forum that the cost of alterations to the site would be in the region of £16,000.

16/06 RESOLVED:- That the Authority's External Relations Committee be asked to recommend that the Authority website be developed to deal with the shortcomings already identified and to ensure greater participation by disabled persons.

POLICE AUTHORITY COMMUNITY MEETINGS

The Forum received a report on the issues raised at the Police Authority Community Meetings held between the 5th September and the 26th October 2006.

The Chairman of the Wyre PAC wished to place on record his thanks to Inspector Perkin with regards to the CCTV system in Poulton.

Concern was raised about the level of advertising of PACT meetings. County Councillor Whipp informed the Forum that he was aware that a review of PACT was underway by the Constabulary and sought clarification from Superintendent McMahon. In response, Superintendent McMahon was not aware of any outcomes at present but considered that PACT needed to go to the people and not vice versa. Examples of which were that PACT meetings have been held in the street and in supermarkets.

Arising from the South Ribble meeting was the concern that youths who had been given ASBOs restricting their movements in the Preston area were travelling to areas in South Ribble and were causing problems. Additionally, clarity was sought on the policy regarding parked cars blocking pavements. Superintendent Pratt agreed to look at the issuing of Fixed Penalty Notices regarding parked cars and report back at the next meeting.

At the Burnley meeting clarification was sought on how emergency calls are rated and the response times determined. It was agreed that a report be presented at the next meeting on the Public Assistant Service Standards.

17/06 RESOLVED:-

1. That the summary of issues raised at the Police Authority Community Meetings be noted.
2. That a report on the issuing of Fixed Penalty Notices regarding parked cars on pavements and the Public Assistant Service Standards be presented at the next meeting.

DIVERSITY STRATEGY - UPDATE

The Forum received an update on the Constabulary's Diversity Strategy, which was launched on the 27th April 2006, and specified actions for the Constabulary across the six recognised strands of Diversity used by the majority of the public sector organisations: Age, Gender, Disability, Lesbian, Gay, Bisexual and Transgender, Race and Religion or Belief.

A copy of the report identifies the major achievements in the past 6 months along with information on the key performance indicators is set out in the Minute Book.

18/06 RESOLVED:- That the report be noted.

SATISFACTION GAP – WHITE & BLACK AND MINORITY ETHNIC VICTIMS OF CRIME

The Forum received a report on the Satisfaction Gap of White and Black and Minority Ethnic Victims with regard to service delivery.

The Forum was informed that there was a gap of 7% (year to date) between the satisfaction of white and BME communities with regard to service delivery in the 5 Police Performance Assessment Framework (PPAF) areas of racist incidents, violent crime, vehicle crime, road traffic collisions and burglaries in a dwelling.

It was noted that BME communities were less satisfied than white communities having a 77% satisfaction rate compared to an 84% satisfaction rate for white victims.

The current method of obtaining survey information to ascertain satisfaction rates with regard to the 5 PPAF areas was to telephone victims and engage them in answering a 32 question detailed questionnaire.

This questionnaire asked about the victims satisfaction with the police service provided. This process commenced on 1st April 2006 and Social Market Strategic Research (SMSR) carry this out on behalf of the Constabulary. SMSR employed staff who spoke all of the community languages spoken in Lancashire.

The satisfaction rates had varied over the past 12 months and these were represented within the following table at the meeting.

Analysis had been carried out on the data and compared against other Forces within the country. There has been an improvement in the last quarter, and the Force satisfaction levels appear to be edging towards parity with our Most Similar Forces, which was 6%.

19/06 RESOLVED:- That the report be noted.

DATE OF NEXT MEETING

20/06 RESOLVED:- That the next meeting was scheduled to attend at 1:30 on Wednesday, 21st March 2007 at County Hall, Preston

**BRIAN ALDRED
Chief Executive**

**SUMMARY OF ISSUES OR CONCERNS RAISED AT THE POLICE AUTHORITY
COMMUNITY MEETING FOR LANCASTER HELD ON THE 9TH JANUARY 2007 AT
CARNFORTH HIGH SCHOOL, CARNFORTH**

- Whether the public were reporting crime once experienced – ie were the crime figures a true account.
- How to deal with antisocial behaviour – a request for a do's and don't's guide to be circulated to residents.
- The need for a further police vehicle for use in Carnforth as there were 9 officers and only one vehicle.
- Lack of police presence and response in rural Bolton le Sands which had led to residents feeling neglected due to location.
- Underage drinking and antisocial behaviour in Bolton le Sands. The need to tackle the source selling the alcohol to the young people.
- Whether CCTV was effective in view of the Chamber of Trade and Town Council in Carnforth seeking funding assistance to install CCTV cameras.
- That CCTV wasn't effective in identifying individuals who fly posted.
- A question was posed relating to the fatal traffic accident at Sunny Bank involving police officers whilst on a training exercise. As the case was under investigation, it was sub judice and could not be discussed.
- That the work of the police was let down by the sentencing system.
- The Impact of council tax increases on pensioners should be reviewed by authorities.
- How the figures presented in the Police Authority presentation were sourced – ie the sample size.

SUMMARY OF ISSUES OR CONCERNS RAISED AT THE POLICE AUTHORITY COMMUNITY MEETING FOR WYRE HELD AT 7PM ON WEDNESDAY 10TH JANUARY AT THE FRANK TOWNEND COMMUNITY CENTRE, CLEVELEYS

- Limited attendance at the positive activities schemes for young people at sports centres due to changes in the booking system, deterring young people from attending these events. The meeting were informed that there had been a proposed resolution to this issue.
- A request for the number of PCSO's to be allocated to the area and the locations that they would cover.
- Traffic flow issues due to road works in Poulton le Fylde – this was identified as a council highways issue.

SUMMARY OF ISSUES RAISED AT RIBBLE VALLEY POLICE AUTHORITY COMMUNITY MEETING HELD ON WEDNESDAY 25TH JANUARY 2007 IN WHALLEY

- The relocation of signs regarding the alcohol free zone in Langho and Billington.
- Concern was expressed regarding the redeployment of dog handlers and assurances were also sought that no surplus police dogs would be destroyed.
- Parking issues outside St Mary's RC Primary School at Langho.
- Vehicles obstructing the access to a number of bungalows off King Street, Whalley.
- Vehicles parking in the bus lay-by in Whalley and preventing people from accessing the bus service.
- Vehicles obstructing the pavement on King Street and outside a shop in Church Lane, Whalley.
- The provision of ID cards to Neighbourhood Watch co-ordinators.

SUMMARY OF ISSUES OR CONCERNS RAISED AT THE POLICE AUTHORITY COMMUNITY MEETING FOR BLACKPOOL HELD AT 7.00PM ON THURSDAY 1ST FEBRUARY 2007 AT HIGHFIELD HIGH SCHOOL, BLACKPOOL

- A comment that a number of partner agencies had the same priorities and concern that this led to a duplication of work and possible duplication in the use of resources.
- Whether Mr Finnigan could apply for the Chief Constable vacancy.
- The structure of the minutes and whether individuals could be identified within the minutes by name – a request to review the policy on this at the next meeting.
- Whether a sting operation, similar to the one undertaken in Merseyside could be used in Lancashire to target satellite navigation thieves.

- A comment that following the antisocial behaviour and damage to vehicles experienced in the town there had been no confirmation that any arrests had been made in connection to this.
- It was noted that where individuals in the community who were in a position such as a neighbourhood watch co-ordinator, and who are approached by other residents to aid a resolution to difficult circumstances that it is not easy for these individuals when they are unable to gain support or know where to obtain the support from.
- A query as to whether the police were deployed to deal with sounding burglar alarms as an individual had been advised to check out the property on reporting the matter to the police.
- Comment that the new pedestrian and restricted access area on Abingdon and Church Streets was not being policed to enforce the restrictions to drivers.
- Issue of boy racers on Seaside Way car park and the effect on residents.
- Whether the Opinion panel accurately reflected the Lancashire population including victims of crime.
- That the neighbourhood watch agenda item was not discussed properly at the meeting and that there was a continued need for neighbourhood watch to receive support from the constabulary. A substantial item was requested at the next meeting.
- Clarity on the structure of a PAC and whether a member of the public could sit on the top table.
- Issues of young people boarding the Line 5 bus without payment and how this could be enforced.
- A positive comment on the police response to accident and emergency at Victoria hospital when there was an issue reported.
- A comment that a PACT meeting should be used to discuss local level issues and that the PAC meeting was to discuss general policing issues in the area.

SUMMARY OF ISSUES OR CONCERNS RAISED AT THE POLICE AUTHORITY COMMUNITY MEETING FOR FYLDE HELD AT 7.00PM ON MONDAY 5TH FEBRUARY 2007 AT ST MARGARETS CHURCH HALL, ST ANNES

- Comment that the discussion of individual issues in a PAC meeting did not have a consistent approach, some being discussed in the meeting, others after the meeting.
- Lack of enforcement of vehicles obstructing pedestrians on footpaths and the improper use of footpaths by cyclists.
- The fall in crime figures and whether this was related to the closure of a children's home in the area?

- Noted changes and additional resources to develop and expand the Fylde Neighbourhood Policing Team.
- The need for neighbourhood watch schemes to be better utilised by both neighbourhood policing teams and the Home Office Emergency Service Group.
- The need for the local authority and the police to address traffic congestion and safety issues relating to Southpark, Moorfield Road and Forrest Drive.
- What grants the Police Authority received from central government?
- Comment that the detail of how the finer detail of how council tax was administered was not in the public domain.
- Comment that central government were increasing pressure not taking into consideration inflation levels on the grants that they issue.
- Whether the police authority kept a reserve fund to handle the unexpected.
- The need to lobby the Home Office to challenge lenient punishments.

SUMMARY OF ISSUES OR CONCERNS RAISED AT THE POLICE AUTHORITY COMMUNITY MEETING FOR PRESTON HELD AT 7PM ON MONDAY 15th JANUARY 2007 AT CITY OF PRESTON HIGH SCHOOL

- Request as to the number of ANPR vehicles in Preston and details of their success.
- The need to address graffiti issues liaising with Telewest Cable to look to using anti vandal paint.
- Request as to the number of final warnings issued to offenders prior to a case being referred to the magistrates court.
- Secondment of community officers from designated beat duties.
- Issues at Farrington Lane where residents had been unable to contact officers.
- Youth nuisance problems in Farrington Park and the need to address these issues with officers.
- How dangerous dogs were dealt with in Lancashire.
- A suggestion that PCSO's needed more powers.
- Whether Lancashire would introduce baseball caps to wear as a part of the police uniform.
- A substantial item on dealing with youth issues was proposed to be discussed at a subsequent meeting.

- The view that licensed premises should top up the council tax in place of residents.
- Confirmation that funds allocated to policing would be spent on policing.

SUMMARY OF ISSUES RAISED AT SOUTH RIBBLE POLICE AUTHORITY COMMUNITY MEETINGS HELD AT 7.00PM ON THURSDAY 25 JANUARY 2007 AT WALTON-LE-DALE HIGH SCHOOL, BAMBER BRIDGE

- Ongoing concerns regarding traffic signalling at the junction of Liverpool Road and Cop Lane.
- There has been an upsurge in anti social behaviour and criminal damage in the Walton-le-dale area.
- Request for reports given at PAC meetings to be included with the circulation of the minutes.
- Matter of increasing partnerships with schools and to enable more use of school premises out of school hours and holidays.
- There have been problems in setting up PACT meetings in South Ribble area but meetings are now being arranged.
- Increasing numbers of residents from Eastern Europe to the area could cause difficulties in policing due to language issues but the matter was being addressed.

SUMMARY OF ISSUES RAISED OR CONCERNS AT THE WEST LANCASHIRE POLICE AUTHORITY COMMUNITY MEETING HELD AT ST MICHAELS CHURCH HALL, AUGHTON 7.00PM ON MONDAY 22 JANUARY 2007

- Incidents of anti social behaviour from riders of mini motorbikes.
- More prominent signage for Aughton Police Station.

SUMMARY OF ISSUES OR CONCERNS RAISED AT CHORLEY POLICE AUTHORITY COMMUNITY MEETING HELD AT 7:00PM ON MONDAY 5 FEBRUARY 2007 AT YOUTH AND COMMUNITY CENTRE

- Increase in heavy goods vehicles traffic in the area of Jolly Tar Lane.
- An enquiry regarding funding of PCSO's after 2008.
- Enquiries about what could be done if problems reoccurred when the dispersal order finishes in April 2007.
- Concerns about the lack of feedback to members of the public who reported crimes.
- A suggestion that complaints made to the Police were given a log number.

- People did not mind paying more Council tax if a good quality service was provided.
- An enquiry about whether fixed penalty notices helped to reduce crime.
- An enquiry about whether mobile CCTV cameras could be used to monitor speeding vehicles.

SUMMARY OF ISSUES OR CONCERNS RAISED AT BLACKBURN WITH DARWEN POLICE AUTHORITY COMMUNITY MEETING, HELD ON THE 12TH JANUARY 2007, AT MILL HILL COMMUNITY CENTRE, BLACKBURN

- A query on the action taken on disruptive youths and whether they could be detained in the Cells.
- Queries, other what action the police / partnerships were taking to tackle alcohol misuse.
- A query on the progress of a request for an Alcohol Free Zone in Mill Hill.
- A request for further information on undetected crimes.
- A query on travel expenditure for Members of the Police Authority.
- A query on who was contacted through the Citizen Opinion Panel.

SUMMARY OF ISSUES AND CONCERNS RAISED AT LANCASHIRE POLICE AUTHORITY'S POLICE AUTHORITY COMMUNITY MEETING, HELD AT ACCRINGTON TOWN HALL, ON THE 15TH FEBRUARY 2007.

- Vehicles using the bus lane on Blackburn Road, outside the front of the Town Hall
- The low attendance at Police Authority Community meetings and the reasons behind this.
- Issues currently surrounding the Police Authority; including, 2007/08 Budget and the appointment of a new Chief Executive and Chief Constable.
- The work police were doing in Neighbourhood Policing.

SUMMARY OF ISSUES RAISED AT THE POLICE AUTHORITY COMMUNITY MEETING FOR BURNLEY HELD AT 7.00PM ON 19TH FEBRUARY 2007, AT SION BAPTIST CHURCH HALL, BURNLEY

- A query on what the forces position was on the use of Mosquito Devices, a device which emits a high pitched sound, set a frequency which only adolescents could hear.
- Comments that whilst the public welcomed the use of local CBMs and PCSOs it was felt issues arose when response officers had to attend a disturbance and the pass over of the case between the two teams and the time delays associated with this. In one case it had taken 3 weeks before the local officer had been able to follow up on one disturbance.
- Whether there was plans for the use of a single number to be able to contact your local PCSO or CBM.
- A query over how the 18 families who had a range of intervention programmes put in place were selected. The initiative worked with the families on a day to day basis to help solve a range of problems the family faced.
- Comment that in respect of CDRP projects long term funding was needed to ensure that a lot of the initiatives could work to their full potential and queries over how this could be guaranteed in the future
- A query on how much funding the Police Authority would receive from the Government following the proposed raise in Council Tax.
- A query over how much money had been reclaimed from the Home Office for the costs put into the failed restructuring.
- A query on what identification door to door traders need and if they need a license to trade.

SUMMARY OF ISSUES RAISED AT LANCASHIRE POLICE AUTHORITY'S POLICE AUTHORITY COMMUNITY MEETING FOR PENDLE, HELD AT 7.00PM ON 28TH FEBRUARY 2007 AT COLNE TOWN HALL, COLNE

- Following discussions of crime statistics for the area, comment was made on the excellent figures but concern was raised that they did not include the number of motoring crimes such as fatal accidents.
- A vote of thanks was raised from Barnsoldwick Community Group? For the money provided to them through the local grant scheme to allow them to make the Summer Football initiative a real success.
- A query over whether Mr Finnigan the current Acting Chief Constable would be able to apply for the permanent post currently being advertised.

- A vote of thanks for the local neighbourhood policing team in the Colne Town Centre as the public really appreciated the extra time and effort the local police officers took with them.

SUMMARY OF ISSUES RAISED AT ROSSENDALE POLICE AUTHORITY COMMUNITY MEETING HELD ON THURSDAY 22ND FEBRUARY 2007 AT HASLINGDEN

- A request for the Police Authority to consider the future role of Police Authority Community Meetings.
- Enquiries regarding the possibility of a new police station in the Rossendale Valley.
- The arrangements for the safe transportation of wind turbines through Edenfield.
- Speeding traffic on the Grane Road between Blackburn and Haslingden.
- Criminal damage in the memorial gardens at Edenfield.

LANCASHIRE POLICE AUTHORITY
14TH FEBRUARY 2007

PART I

REVENUE BUDGET 2007/08

(Appendix 'A' refers.)

Issue for Consideration

Approval of the Authority's Budget and Council Tax for 2007/08.

Information

The Resources Committee, at its meeting on 6th February, discussed in detail the 2007/08 revenue budget. A copy of the report presented to the Resources Committee is attached at Appendix 'A' and an extract from the unconfirmed Minutes of the Committee's meeting is set out below:-

'The Committee discussed the budget requirement and the various options for the council tax precept for policing in 2007/08. The Chair of the Authority updated the Committee on the outcome of the recent lobbying of central government. The Home Office had appeared to accept Lancashire's arguments about the force being high performing despite its historically low council tax base, but had also stated that the authority should not exceed the likely capping limits.

Councillor Doherty also indicated his firm belief that the Authority needed to assist the Constabulary in closing the gap in protective services provision which had been identified through Blueprint 2. He did not take this view lightly, but felt that the authority had to discharge its statutory responsibility to provide an effective and efficient policing service to the county. The results of the Authority's consultation exercise had also given a clear indication that Lancashire residents were prepared to pay extra council tax for policing on issues such as major crime and counter terrorism.

A proposal was then tabled which suggested that the Authority should be recommended to increase council tax by £10 on a band B property, which equated to an increase of 11.37%.

The Committee noted that a recent HMIC report would raise the standards expected of forces in respect of protective services policing and additional investment would be required to ensure that Lancashire performed adequately against the new standards.

It was also pointed out that £0.6m of national funding had been withdrawn from the Authority for 2007/08 and this in itself represented more than a 1% increase in council tax.

The committee also took account of the difficult financial forecast for 2008/09, which also supported the case for a higher council tax increase in the next year.

Overall members felt that the current proposal was pitched at the right level : it gave the Authority a small amount of leeway should the expenditure capping criterion be

adjusted downwards and the figure of £10 on a Band B property was consistent with indications given by the citizens panel consultation could be marketed to the public. The Committee recognised that the proposed increase could result in the Authority being an 'outlier', and so would run the risk of capping, but it was considered that the Authority had a strong case for exceptional circumstances and the support of Lancashire residents provided justification for such an increase. Consequently, the Committee unanimously agreed to recommend to the Police Authority the proposal which had been tabled.

In addition, the Committee raised some concern regarding the training centre budget and asked that the Constabulary undertake a strategic review of the training function with the involvement of County Councillor Roper, Ms P McGirr and Mr D Edmundson.

67/06 RESOLVED:- That, subject to minor consequential amendments to reflect the earlier decision taken to reduced the overall size of the capital programme, the Committee recommend that the Police Authority:

- (i) notes the initial budget requirement for 2007/08 of £250.386m (an expenditure increase of 4.5% on a revised base of £239.533m) and the implications of the five year forecast for the years 2007/08 to 2011/12;
- (ii) notes the findings of the budget consultation exercise carried out by the Authority;
- (iii) notes and accepts the advice from the Chief Executive on the robustness of the estimates;
- (iv) accepts the Chief Constable's proposals to reduce the budget requirement of £250.386m by £1.049m;
- (v) notes the relatively low level of the council tax precept for policing in Lancashire and the difficulties this causes for the service;
- (vi) bases its proposals on a £10 per annum increase in the current Lancashire precept for Band B council tax payers, in the light of citizens panel consultation and the distribution of the council tax base in Lancashire;
- (vii) consequently proposes an increase of £3.308m in the revenue budget to further improve the policing service to the people of Lancashire, and asks the Acting Chief Constable to report to the full authority on 14 February on the application of this sum;
- (viii) approve a budget requirement of £252.645m to the Authority (an expenditure increase of 5.47%) made up of:

	£m
Initial Budget Requirement	250.386
Less: Efficiency savings	-1.049
	249.337
Plus: Growth for Blueprint 2 Budget Requirement	+3.308 252.645

- (ix) levy a Band D council tax of £125.95, an increase of £12.86 pa or 11.37% on the current level of £113.09. (This equates to an increase of £10.00 per annum on the more typical Band B property in Lancashire.)
- (x) requests that the Constabulary undertakes a strategic review of training with the involvement of County Councillor Roper, Ms P McGirr and Mr D Edmundson.'

The Authority is asked to note that, due to the Resources Committee's decision to reduce the size of the Capital Programme, the additional resources available to improve the policing service for the people of Lancashire will increase from £3.308m to £3.327m.

The Chief Executive will report to the Police Authority meeting any further information which has become available since the Resources Committee made its recommendation.

It should also be noted that, under the provisions of section 19 of the Police Act 1996, the Authority cannot take a decision about its precept without a minimum of nine Members of the Police Authority voting in favour of the decision, five of whom must be Councillor Members. Members also need to be aware that, under the provisions of the Local Government Finance Act 1992, any Member with arrears on their Council Tax are not permitted to vote on the budget and Council Tax.

Decision Required

The Authority is requested to consider the Resources Committee's recommendations and approve a final budget requirement and council tax for 2007/08.

Background Papers

None

Report Originator

Mr S Pickup – Administrative Officer.

**LANCASHIRE POLICE AUTHORITY
RESOURCES COMMITTEE
6TH FEBRUARY 2007**

PART I

REVENUE BUDGET 2007/08

(Annexes 'A' to 'F' refer)

1.0 ISSUE FOR CONSIDERATION

1.1 Recommendations to be made to the full Authority on 14 February in respect of the Authority's Budget and Council Tax Precept for 2007/08.

2.0 POLICE GRANT SETTLEMENT 2007/08

2.1 The Authority's budget is primarily financed by central government grant, to the tune of some 78% in the current year (2006/07). As reported to the last meeting of the Committee, the government has been seeking to assist authorities' longer-term financial planning by announcing their grant levels at least a year in advance. The final grant figures for 2007/08 were announced on January 18th, and have not changed from the figures reported to Committee in November, which themselves were initially announced at the time of the 2006/07 settlement. These are fixed sums that will not vary further during the year.

2.2 To recap, in 2007/08 Lancashire's underlying rate of grant increase over the previous year would be just 2.71%. However the Authority will have protection in the year from a 'floor' which guarantees all police authorities a minimum increase of at least 3.6%. This floor offers protection to Lancashire of some £1.656m, being the difference between increases of 2.71% and 3.6%.

2.3 The equivalent cash increase for the Authority for 2007/08 is £6.732m, and the specific components are set out below.

	2006/07	2007/08	Change	
	£m	£m	£m	%
RSG & NNDR	86.271	90.799	4.528	5.2
Police Grant	100.720	102.924	2.204	2.2
	<hr/>	<hr/>	<hr/>	<hr/>
	186.991	193.723	6.732	3.6

2.4 In addition to the general grant allocations set out above, the Authority has received the following notification of specific grant funding:

	2006/07 £m	2007/08 £m
<u>Additional Rule 2:</u>		
Rural Policing Fund	0.06	0.06
Special Priority Payments	1.71	1.71
DNA Expansion Programme	1.72	1.72
<u>Others:</u>		
Crime Fighting Fund	6.58	6.58
BCU Fund	1.15	1.15
PCSO's (Rounds 1-3)	1.36	1.40
Neighbourhood Policing Fund Phase 1	1.08	1.11
Neighbourhood Policing Fund Phase 2	1.12	4.58
Neighbourhood Policing Fund Phase 2: Additional Monies	0	0.49
IPLDP	0.52	0.52
Hi Tech Crime Unit	0.04	0.04
Dedicated Security Posts	3.00	2.86

- 2.5 The majority of these grants have been allocated without increases for the effects of inflation, and the grant for dedicated security posts has actually reduced by some £0.148m.
- 2.6 It has been announced since the last meeting that the third tranche of Neighbourhood Policing funding will not be proceeding due to the Home Office decision not to proceed with the acceleration of recruitment of PCSO's. This means that the £2.817m that was to be received by Lancashire in 2007/08 will now not be available but this has a net nil effect on the budget forecast as the funding would have been met by equivalent expenditure. Instead, Lancashire will receive additional NPF 2 funding of £0.493m as shown above.
- 2.7 Following discussion at the last committee and in the recent informal seminar, representations to the Home Office were made by the Chief Executive on 4 January 2007 on the Provisional Settlement and a copy is attached at Annex 'A'.

3.0 POLICE EXPENDITURE 2007/08

- 3.1 The Authority's expenditure budget for 2007/08 starts from a standstill position reported to the last committee of £247.487m, an increase of 3.3% on the current year. Since that meeting, the standstill position has been revised slightly to £247.794m (+3.4%), mainly due to the reduced dedicated security posts grant. A further £2.592m of growth takes the standstill figure up to an initial budget requirement of £250.386m (+4.5%). The growth is more than that reported to the last meeting, due primarily to new requirements for the CONNECT programme on

contact management, the increased cost of the force medical examiner contract and a contribution to support the capital programme. Details of the budget are as set out below.

	£m	£m
2006/07 Budget	240.262	
Less: one-off contribution from balances	-0.729	
2006/07 Base Budget	<hr/>	239.533
<u>Plus Inflation:</u>		
Pay	5.565	
Prices	<hr/>	6.475
<u>Budget Adjustments</u>		
Revenue consequences of capital programme	0.256	
Increased capital finance charges	0.385	
Hurstwood Lease Costs	0.040	
Increase in Support Services charge for Oracle Financials	0.064	
Use of Balances – to support 2006/07 budget	0.729	
Dedicated Security Posts (Reduced grant funding)	0.148	
Insurances (increase contribution to Provision)	0.340	
Compensatory grant (cease contribution to provision)	-0.300	
PNC Increased Charges	0.114	
2 nd Homes Discount	<hr/>	1.786
Standstill Budget		<hr/>
		247.794
<u>New Growth Proposals</u>		
Post for LBPA	0.050	
Additional Airwave coverage (Nelson / Bamber Bridge)	0.056	
Witness Care Units (Loss of National Funding)	0.191	
Fast Track Intervention (Loss of national funding)	0.100	
Increase in Major Incident Contingency	0.300	
Training Centre	0.100	
FME Contract	0.400	
CONNECT	0.485	
IMPACT	0.500	
Revenue Contribution to Capital	<hr/>	2.592
Revised Budget		<hr/>
		250.386

3.2 More detail on the changes from the previous report are set out below:

- Revenue Consequences of the Capital Programme

The revenue consequences of the capital programme have been increased to reflect the additional running costs of the proposed Capital Programme.

- Capital Financing Charges

The capital financing charges have been recalculated based on the revised Capital Programme put forward for approval.

- Dedicated Security Posts

As mentioned above the grant for the dedicated security posts has been reduced by £0.148m.

- PNC - Increased Charges

Notification has been received of increased charges for PNC of 10% from April 2007. This is a significant increase on the inflationary element included in the estimates.

- Training Centre

Provision has been made to meet a range of additional corporate training requirements.

- FME Contract

Additional costs have arisen from the tendering process for the provision of medical examiner services.

- CONNECT

To provide an efficient and effective customer focused service the CONNECT Programme requires the establishment of a dedicated project team to examine people, processes, technology, partnership working and performance through Contact Management and the Response function

- IMPACT

The Force's response to IMPACT and MOPI compliance necessitates significant investment in a number of areas such as ICT Security; Network Provision Review, retention and disposal of records and Records Management

- Revenue Contribution to Capital

A revenue contribution to capital of £0.410m has been included in order to minimise the borrowing required to support the capital programme and so reduce its impact on the revenue budget in future years.

4.0 COUNCIL TAX PRECEPT 2007/08

- 4.1 To the extent that the Authority's budget is not financed by government grant, the balance of funding must be found from the council tax. At present in Lancashire, the contribution made by council taxpayers to the total budget is 22%, which is one of the lowest proportions of any shire police authority (the average proportion met from council tax is 30%). In principle this is a combination of three factors : the low absolute level of the Lancashire council tax for policing (£113.09 at Band D compared with a shire average of £136.30) ; the low value of the council tax base in Lancashire (40% of properties fall in the lowest A band, and another 20% fall in Band B) ; and the high needs of the area for policing, which generate a relatively high contribution from government grant. This produces a high "gearing" factor which in practice means that increases in Lancashire's council tax for policing produce a much smaller contribution to the overall budget than the average. For example, in the last three years, Lancashire has only managed an average increase in its overall expenditure on police despite having to levy the highest shire increase in council tax in the period. If the authority's council tax had been higher in absolute terms to start with, this "vicious circle" would have been avoided.
- 4.2 The position for 2007/08 depends on figures for the Lancashire council tax base for the year, and for surpluses/deficits brought forward from previous years on the council tax account. These have now been received from district councils. On the basis of these figures, the revised budget requirement of £250.386m would result in an increase in Band D council tax of £8.00 (7.1%) from £113.09 to £121.09. The equivalent figure for a Band B property, which better reflects the average property in Lancashire, is an increase of £6.22 from £87.96 to £94.18.
- 4.3 For the committee's guidance, every £1m change in the Authority's expenditure roughly results in a 2% change in its council tax (£2 per annum at Band D); and every 1% change in the council tax (£1.00 per annum at Band D) roughly equates to around a £0.530m change in expenditure.
- 4.4 The committee now has to make recommendations on the budget and council tax to the full Authority meeting on 14 February that take account of a number of factors: the prospects for future years; the scope for savings; the need for additional growth, particularly in respect of "protective services"; the position on balances; public opinion in Lancashire; and the government's control of council tax through "capping".

5.0 MEDIUM TERM FORECAST

- 5.1 The Constabulary has carried out a five year financial forecast, which attempts to capture future prospects over the medium term. It indicates that the pressures on the Authority's finances are forecast to continue into future years, starting with 2008/09 which is the first year of the new Comprehensive Spending Review. Details are set out in Annex 'B'.
- 5.2 There are a number of pressures within the medium term financial forecast:
- Indications are that capping limits may be lowered in future years, with capping at a 3% council tax increase being mentioned. The projections shown in Annex B assume a 3% council tax increase in each of the forward years

- Grant Tapering – This will result in significant exposure, in particular to the PCSO’s grant. The forecast presently assumes that approximately £1.4m will fall out in 2008/09 as the PCSO grant moves into general grant funding, but this may be optimistic as it is hard to track specific grant once it has been absorbed into a larger figure like this
- Effects of the Capital Programme – The 5 year forecast takes into account the increased costs associated with the proposed capital programme and makes assumptions regarding the look of the programme in future years;
- Floor protection – the floor protection offered under the 2007/08 grant settlement could potentially be removed in future years. As previously mentioned, the floor offers protection of £1.656m in 2007/08, so the loss of the floor would cause significant funding issues. The projections do not assume this loss, and so if it were to occur, the reductions required would be greater by that amount.

6.0 EFFICIENCY AND OTHER SAVINGS

- 6.1 The Constabulary has a long track record of achieving efficiency savings over the years, and this makes it the more difficult to achieve further savings in the future. Nevertheless a prioritised list of potential reductions in 2007/08 to balance the council tax increase at 5% (the expected capping limit) is presented at Annex ‘C’ for consideration by the Committee.

7.0 BLUEPRINT 2

- 7.1 The committee will recall that the Constabulary have undertaken an extensive analysis of their capacity in all areas of operation, but particularly in the field of “protective services” (serious and organised crime, major incidents, vulnerable people, counter-terrorism etc). The strategy document for Blueprint 2 is attached at Annex ‘D’. This Blueprint 2 exercise identified an overall resourcing gap of some £20m, of which protective services accounted for over £7m. The initial budget requirement set out above would make no contribution to closing any of this gap.
- 7.2 Consequently a substantial review of force-wide operational services has been undertaken to establish the extent to which the existing budget can be redeployed to assist. This has identified £2.6 million of posts that can contribute to the £20 million gap, The proposal involves centralising Armed Response and Dogs Officers, with reduced numbers, and reducing the number of Motorway and divisional Support Unit officers, a total of around 50 posts capable of being redeployed. This approach, of course, is not without its own risk, as it involves reducing resources from an already stretched area (Level 1) to be invested in a high risk area (Level II).

8.0 ROBUSTNESS OF THE 2007/08 ESTIMATES

- 8.1 As the statutory finance officer (“Treasurer”) to the Authority, the Chief Executive must advise on the robustness of the estimates upon which the Authority’s budget is to be based. At this stage the Chief Executive’s opinion is that the budget process has taken all practical steps to identify and make appropriate provision for the commitments to which the Police Authority will be exposed in 2007/08.

There are, however, the following areas of risk in the budget which are worthy of note:

- Airwave

There are potential liabilities here from claims currently pending against the Constabulary.

- Major incidents

Policing by its nature is exposed to significant unforeseen costs from major incidents and the number of these has been increasing in recent years. The budget cannot forecast these by definition, but the Authority must retain adequate resourcing cover to deal with them when they occur. The proposal above to make a £0.300m contribution to the major incident reserve will help minimise this risk but nevertheless the potential call on balances if a major incident were to occur could be substantial.

The Chief Executive considers that the balance of risk between probability and scale for those items noted above is manageable within the overall level of general balances as they currently stand.

9.0 BALANCES

- 9.1 It is illegal for the Authority to allow its expenditure to exceed the resources available to it, and the Chief Executive, as Treasurer of the Authority, has a statutory duty to report if it appears to him that this is likely to arise. A reasonable level of balances is needed to provide an overall safety net against unforeseen circumstances, including levels of inflation (pay awards, etc.) in excess of contingency provision, and unanticipated expenditure on major incidents or other “demand-led” budgets. Balances also enable the Authority to provide for expenditure, which was not planned at the time the budget was approved, but which the Authority now deems necessary. A separate report on the committee’s agenda provides a more detailed statement of policy on reserves and balances.
- 9.2 Annex ‘E’ lists the various reserves of the authority, the purpose for which they are held, and the estimated opening and closing balances which reflect planned additions and withdrawals. At £4.033m, the Chief Executive confirms that to the best of his knowledge earmarked reserves (i.e. those set aside for specific contingencies) are adequate for the purposes for which they are provided.
- 9.3 In terms of general reserves, at £5.637m overall balances would be 2.25% of the revised budget requirement at the beginning of 2007/08 of £250.238m. This is broadly equivalent to the current recommended level, which in all the circumstances the Chief Executive continues to believe is appropriate, although it stands at the lower end of figures for police authorities generally. This would argue against making any contribution from balances to support the 2007/08 budget. In any event, such a contribution would only compound the problems to be faced in financing the budget for 2008/09, as any funding from balances in 2007/08 would have to be made good in that year. In effect, the Authority would be creating a “tapered funding” problem of its own in 2008/09 and future years by using balances in 2007/08.

10.0 CONSULTATION

- 10.1 The latest budget consultation exercise sought to explain the pressures upon the Authority, its comparative position as against other police authorities, and the Chief Constable's professional assessment of the needs of the Force. Respondents were asked about their attitudes to increases in council tax, in particular to improve resources for protective services. A consistent message emerged from the Authority's citizens panel Opinion!, and its questionnaires on the website and to PAC members, of a willingness to pay increases in council tax over and above the levels needed just to stand still. Annex 'F' shows the particular outcome from the citizens panel consultation, which indicates that a clear majority of the panel were prepared to pay an annual increase of £10 or more in their council tax for policing.

The consultation exercise also sought views on the prioritisation of the various elements of Protective Services. This gave a clear indication that the most important components were seen as major crime and counter-terrorism/extremism.

11.0 CAPPING OF LOCAL AUTHORITY BUDGETS

- 11.1 The Authority has to balance the financial needs of the service and the outcome of consultation on council tax with the clear prospect that the government will cap increases above what it believes to be an appropriate level. If the Authority were forced by capping to reduce its council tax demand for 2007/08, the costs of rebilling have been estimated in the region of £1.0m, although this is still subject to confirmation by a number of Districts. If the Authority were not "designated" in this way, but "nominated", the effect would instead be that its 2008/09 budget would have to start from a lower base than the actual budget it had set for 2007/08, but it would not have to rebill.
- 11.2 The government has made it clear that it will apply capping to 2007/08 budgets. In a recent written statement, the Minister for Local Government, Phil Woolas MP said "given this substantial investment in local government, there is no excuse for excessive council tax increases. As in previous years, we are prepared to take capping action to deal with excessive increases. No authority should be complacent about the Government's resolve in this matter – this includes requiring authorities to rebill if that proves necessary."
- 11.3 In previous years, the criteria for capping have been two-fold and only where Authorities have breached both criteria have sanctions been imposed. In 2006/07, both a 5% Council Tax increase AND a 6% budget increase had to be breached for capping to apply.
- 11.4 The following table shows a number of funding levels which provide growth for Blueprint 2 and which would keep the Authority within the 2006/07 capping levels. There is, however, no guarantee that the cap will be the same for 2007/08. The government takes a view after all budgets have been set on how to operate the cap, primarily such that "outliers" with well above average increases are not permitted to continue with such increases. In this connection, latest intelligence from other police authorities suggests that very few are intending to break the 5% indication given already by the government for the limit on council tax increases. Those that are contemplating such a move are looking at council tax increases in

the 7% to 8% range, although their expenditure increases are in two cases around 5.4%.

Expenditure Increase %	Council Tax Increase			Blueprint Growth £m
	%	Band B £	Band D £	
5.99	13.72	12.07	15.52	4.544
5.49	11.44	10.06	12.94	3.346
4.99	9.16	8.07	10.38	2.148
4.49	6.89	6.06	7.79	0.951

12.0 DECISION REQUIRED

12.1 The committee is requested to:

- (I) note the budget requirement for 2007/08 and the implications of the five year forecast for the years 2007/08 to 2011/12;
- (II) note the findings of the budget consultation exercise carried out by the Authority;
- (III) note the advice from the Chief Executive on the appropriate level of balances and the robustness of the estimates;
- (IV) recommend a budget requirement and council tax precept for 2007/08 to the Police Authority on 14 February 2007.

BACKGROUND PAPERS

2007/08 LPA Budget working papers - November/December 2006.

REPORT ORIGINATOR

Mr D Ainscough – Deputy Chief Financial Officer, Lancashire Police Authority.

Annex 'A'

Ms Nikki Hinde
Home Office
Zone 5/H3
Eland House
Bressenden Place
London
SW1E 5DU

Please ask for	Brian Aldred
Telephone	(01772) 533699
Fax	(01772) 768893
E-mail	brian.aldred@lpa.lancscc.gov.uk
Your ref	
Our ref	BGA/DMB/File/FU/ChronF
Date	4 January 2007

Dear Ms Hinde

RE: 2007/08 PROVISIONAL SETTLEMENT CONSULTATION

I am responding to David Burge's invitation to make representations on the recent settlement announcements on behalf of Lancashire Police Authority. We have the following points to make:

1. Overall revenue provision : protective services

Lancashire saw the proposed merger with Cumbria as a potential solution to the capacity issues surrounding protective services. Government took that solution off the table by failing to solve the issue of precept harmonisation, but the gap remains. Careful analysis by the Constabulary over the last few months has quantified it at £7.2m per annum. Further identified shortfalls of £5.8m pa in response policing and £4.6m pa in neighbourhood policing add up to an overall resourcing gap of £17.6m pa, which the Authority and Constabulary are now jointly trying to bridge.

We accept that it is not realistic to expect central government grant alone to solve a shortfall of this magnitude. Within the force, the Constabulary are undertaking intensive scrutiny of their current structures and working practices to make sure that the most effective possible use is being made of the resources we already

cont'/d.....

Letter/Ms Nikki Hinde
4th January 2007

have. Both Authority and Constabulary are also heavily engaged in exploring the gains that may be achieved from collaborative working with other forces in the North-West region. These initiatives will certainly help to close the overall gap, but our belief is that Lancashire is already an organisation approaching maximum efficiency and this will inevitably limit the scope for further savings of this nature.

Particularly as regards the shortfall in provision for protective services, we feel that there is also a responsibility on central government to contribute to solving the problem. At present the combination of our settlement for 2007/08 and a council tax increase of 5% would hardly allow the policing service in Lancashire to stand still, let alone expand to close the gap we have identified. Protective services have a national dimension, and members here believe strongly that central government ought to be providing a better grant settlement overall in order to ensure that they are adequately resourced.

2. Distribution issues

It is helpful that the settlement retains the allocations published at this time last year, so providing certainty and stability to Police Authorities. In Lancashire we are significantly protected by the "floor", and in the light of the overall pressures we face (see above), we very much hope that protection continues. Recognising however that CSR 07 may well bring a new formula to distribute grant in future, we would ask once again for a review of the role of the area cost adjustment within the overall distribution arrangements. It is counter-intuitive to distribute such a significant proportion of the overall settlement by reference to wage differentials when police pay is subject to national agreement on the current scale.

3. Capital

We are also concerned about the prospects nationally of losing the £75m which was provisionally allocated for force amalgamations. Capital resources are in great demand in 2007/08, being required to fund an aging ICT and property infrastructure, and in Lancashire we have very little access to any sizeable capital receipts. We would ask that the Government restores this vital funding to Police Authorities as part of the 2007/08 capital settlement.

Cont'd/.....

Letter/Ms Nikki Hinde
4th January 2007

4. Specific Grants

It is disappointing that again the majority of specific grants are to be cash frozen. This represents a real cut in Police Authority resources which in Lancashire will immediately add approximately 1% to our Council Tax bill. This approach will become the more damaging if it is applied to funding for Police and Community Support Officers in future, given the significant growth in specific grant support for such officers.

Both the Authority and the Constabulary would like an opportunity to put these points, particularly those related to the funding of protective services, directly to ministers before the settlement is finalised at the end of this month. To that end, may I ask that you make contact with my office to make the necessary arrangements.

Yours sincerely

Brian Aldred
CHIEF EXECUTIVE

cc A/CC S Finnigan
Cllr M Doherty
CC Roper

**Lancashire Constabulary
Five Year Forecast 2007/08 onwards**

FUNDING

Home Office Grant increase (actual/assumed)

Council Tax increase (actual)

Taxbase increase (final)

2007/08	2008/09	2009/10	2010/11	2011/12
3.60%	2.50%	2.50%	2.50%	2.50%
5.00%	3.00%	3.00%	3.00%	3.00%
0.58%	0.00%	0.00%	0.00%	0.00%
193.723	198.566	209.870	215.116	220.494
	6.185			
55.209	56.864	58.570	60.328	62.137
0.361				
249.292	261.615	268.440	275.444	282.631

Home Office Resources (General Grant increase)

Home Office Resources (Transfer Specific Grant to General - PCSO's)

Council Tax Precept

Council Tax Surplus/Deficit (final)

TOTAL INCOME

2007/08	2008/09	2009/10	2010/11	2011/12
£m	£m	£m	£m	£m
239.533	249.292	261.615	268.440	275.444
239.533	249.292	261.615	268.440	275.444
3.572	3.477	3.564	3.653	3.744
1.289	1.332	1.366	1.400	1.435
0.704	0.770	0.789	0.808	0.829
0.910	0.889	0.911	0.934	0.957
0.000	0.000	0.000	0.000	0.000
6.475	6.467	6.629	6.795	6.964

BASE BUDGET REQUIREMENT

Inflation

Police pay inflation (2.5% wef Sept 07)

Police Staff staff pay inflation (2.5% wef Sept 07)

Police Pensions Inflation (2.5% wef Sept 07)

Other price increases (2.5%)

No price increases

Total cost of inflation & pay related costs

Budget Adjustments:

Revenue consequences of new capital programme

Revenue consequences of previous year's capital programme

RCCO Savings (re new microwave network)

Lease Costs re Hurstwood

Capital Financing Charges

Investment Income

Capital Financing Charges (Additional MRP re cut in RCCO)

0.350	0.680	0.500	0.250	0.250
0.250				
-0.344				
0.040				
0.435	0.440	0.500	0.500	0.500
-0.300				
0.250	0.250	0.250	0.250	0.250

PCSO Grant Reductions (General Grant in 2008/9)			6.185			
Reduction in Dedicated Security Posts Grant	0.148					
Add back Provision for Insurance Claims Reduction from 2005/6	0.340					
PCSO Grant Reductions Stages 1-3		1.397				
Use of Balances - To support 06-07 Budget	0.729					
Increase in Support Services Charge re Oracle Financials	0.064					
Compensatory Grant (Cease contribution to Provision)	-0.300					
PNC Increase Charges	0.114					
2nd Homes Discount	0.010					
Total Budget Adjustments	1.786	8.952	1.250	1.000	0.750	
Estimated Constabulary new growth for 2007 onwards						
Post for LBPA	0.050					
Additional Airwave Coverage (Nelson/Bamber Bridge)	0.056					
Witness Care Units (Loss of National Funding)	0.191					
Fast Track Intervention (Loss of National Funding)	0.100					
Increase in Major Incident Contingency	0.300					
Training Centre	0.100					
FME Contract	0.400					
CONNECT	0.485	-0.190				
Estimated Annual Growth (Details unknown)		0.500	0.500	0.500	0.500	0.500
IMPACT	0.500					
One-off Revenue Contribution to Capital	0.410	-0.410				
Total Constabulary Growth	2.592	-0.100	0.500	0.500	0.500	0.500
Constabulary Reductions	-1.049					
TOTAL BUDGET REQUIREMENT	249.337	264.612	269.994	276.735	283.659	
Reduction required to a 5% Council Tax in 2007/8 and 3% in future years	0.045	2.997	1.554	1.290	1.028	

1% increase in Council Tax = approx £0.530m

1% increase in Home Office Grant = approx £2m

Constabulary Proposals for Budget Reductions**Annex 'C'****Proposed budget reductions: £000****Departmental Reductions**

ICT	200
Professional Standards	75
Administration	70
Training Centre (energy)	55
VMU	50
Estates	45
HR	30
Finance	15
Legal	15
Employment Law	10
CJS	10
Headquarters Departments	575
Divisions/Departments (energy)	100
Pensions	38
Ill Health retirements	<u>336</u>
Total Reductions	<u>1,049</u>

The Departmental reductions have been agreed between the budget holders, Acting Deputy Chief Constable and the Director of Resources and cover a range of budgets within DFM schemes.

Blueprint 2 – Police Authority Briefing Paper

1.1 Introduction

Lancashire Constabulary and Lancashire Police Authority have a proven track record in delivering the highest quality policing service to the communities of Lancashire, indeed In June 2006 as the result of a question from Ms Joan Humble MP the Prime Minister, Mr Tony Blair said 'I would like to pay tribute to the Lancashire police force, which is a groundbreaking force that does a superb job. She is absolutely right that there have been big falls in both car crime and burglary, and the antisocial behaviour legislation is also of enormous help here.'

Blueprint 2 has been commissioned to inform both the Constabulary and Authority of the current and future opportunities and threats in the wake of the failed amalgamation with Cumbria Constabulary.

The voluntary amalgamation with Cumbria Constabulary was a considered and practical response to the issues highlighted in HMIC's thematic on protective services 'Closing the Gap'. This report proposes an alternative way forward yet is clear that the strategic force option remains as the preferred and more viable solution. It is the responsibility of the Lancashire Constabulary and Lancashire Police Authority to urgently explore every option and Blueprint 2 sets out to inform that objective.

Since the failure of the amalgamation process Acting Chief Constable Finnigan and the Chair of the Police Authority Mr Malcolm Doherty have engaged key national stakeholders to discuss the way forward, such as Tony McNulty - Policing Minister, Sir David Normington – Permanent Secretary at the Home Office and Moira Wallace – Director General of Crime, Policing and Counter Terrorism. This is in addition to liaison with other policing and authority colleagues such as Sir Norman Bettison and Mr Paul Scott-Lee, both of whom have been commissioned by ACPO to help identify a shared vision for the future and dialogue with the Association of Police Authorities (APA). Both the Constabulary and the Authority have sought to heighten the awareness of critical policing issues such as the ever widening mission and the resultant increase in demand.

Blueprint 2 seeks to put those issues on record and seeks to identify the resources and activities required to sustain and build on the excellent performance delivered since the publication of Blueprint 1 in 2004 and also act as a catalyst for the Constabulary's future strategic direction looking ahead 3-5 years.

1.2 Lancashire Constabulary – An Organisation Approaching ‘Maximum Efficiency’

A review of key strategic issues over the last 10 years provides clear evidence that the Constabulary now faces unprecedented pressures, in terms of demands and resources, due to 4 factors :-

- **10 Years of Meeting Efficiency Targets**

The Constabulary has exceeded all efficiency targets set for the last 10 years and this has generated in excess of £72M of savings without cutting one single frontline post. In fact, frontline posts have increased; particularly those resources most visible that we know are valued by communities, operating in Neighbourhood Policing teams. There are fewer and fewer opportunities to find cashable savings as a result of this 10 year streamlining process. Indeed in the last eight years there have been £30M cashable savings made out of a total of £65M saving. It may be that efficiency work begins to focus on ‘cash-realisation’ over the next 3 to 5 years and will inevitably bring pressure to bear on a range of services.

- **Proven Track Record of Delivering on Performance Targets**

Over the last 10 years the Constabulary’s staff have reduced burglary in dwellings by 2/3 and vehicle crime by half. Call handling performance is vastly improved with nearly a ¼ million 999 calls answered annually within 10 seconds. Neighbourhood Policing has been delivered 2 years ahead of the 2008 target date, the only force to be graded ‘Excellent’ and there have been significant successes in terms of the investigation of serious and organised crime and in the conviction of offenders. Lancashire is considered to be one of the top three performing forces in the UK.

- **Increasing Demands Across a Widening Police Mission**

Blueprint 2 catalogues the challenges facing the Police Service in light of ever-increasing demands at local and global levels and how these are creating significant pressures. Neighbourhood Policing is generating some of the highest confidence levels for a decade yet this takes significant resource and infrastructure to deliver. On the other end of the policing mission there are new threats, the extent of which is unknown other than to acknowledge the serious threat they pose. Examples of which are:-

- Counter Terrorism. Over 1000 terrorist arrests have been made in the UK since 9/11. A case study demonstrates the impact of one such arrest in Lancashire. 44 officers required simply to carry out the arrest; this creates huge abstractions from core business such as Neighbourhood Policing and Response. One recent operation in LANCASHIRE has cost an additional £1.8M.

- Serious and Organised Crime. Lancashire has a proven track record in tackling organised crime and the increasing complexity of this type of criminality requires additional specialist resource. One operation to arrest 120 offenders from Lancashire suspected of accessing a paedophile website involved over 17,280 staff hours. There are considered to be over 6,000 paedophile sites on the internet.
- Major Crime. On average a murder costs £1.5M to investigate. This is significant yet when major crime involves issues such as immigration and people trafficking this cost increases exponentially. The relaxation of European border controls has inevitably led to more complex and prolonged investigations and the true extent of human trafficking is often only uncovered as a result of a major crime investigation.

Meeting these demands requires professional risk-management and the Constabulary's commitment to avoid withdrawing resources from highly visible frontline posts will be severely tested over the next 3-5 years.

- **Deteriorating Financial Outlook**

Lancashire receives one of the lowest council tax precept contributions of any UK police force; this contributes 22% to the overall funding allocation. Capping regimes have limited the opportunity to resolve this position for several years and we remain 'high performing and excellent value for money'. The Home Office Grant is unlikely to be increased with signs that the CSR07 will cause the service as a whole to make very difficult choices. The reality is that for 07/08 it is likely the grant will not even sustain a standstill position. The 08/09 funding outlook is even bleaker with Government and Home Office priorities focusing on immigration and prisons. Given the backdrop of 10 years efficiency savings then any reallocation of resource from one area of activity to another, aimed at meeting increased demands, will inevitably have a 'knock-on' effect elsewhere. Something will have to give unless additional funding can be found to add growth to Lancashire Constabulary to meet current and future threats.

1.3 Considering Different Options

Blueprint 2 will present the 'total resourcing gap' in some detail and also seek to reassure stakeholders that the Constabulary is determined to explore every opportunity to meet the challenges of it's wider mission by :-

- **Capitalising on opportunities to share services through National, Regional and Bi- Lateral collaboration.**

To reshape the Constabulary, in order to free up resources to be invested in Protective Services, whilst trying to minimise any adverse impact in other parts of our business i.e. Neighbourhood Policing or Response Policing, the Constabulary would similarly hope to protect other priorities e.g. quality of service and diversity.

This will be taken forward by 4 pieces of work:

- **Blueprint 2**
- **Review of Divisional Structures**
- **Review of Headquarters**
- **Ensuring Best Service Group, examining:**
 - Demand profiles including shift systems
 - Deployment policies
 - Supervision and productivity
 - Abstraction policies
 - Lancashire connect programme

Efficiencies Will Not Be Enough

It must be stressed that the work detailed above will not solve the problem facing the Constabulary over the next 3 to 5 years. In fact it may simply transfer pressure from one part of the organisation to another. Two other options will have to be considered to fund the resourcing gap:

- The Police Authority to consider increasing the Council Tax Precept; an increase of 1% equates to £500k.
- The Home Office to increase the Police Grant which makes up 78% of the Lancashire policing budget.

1.4 Identifying the Resourcing Impact of Level 2 and Level 1 Crime

Throughout Blueprint 2 there is evidence of the excellent performance that the Lancashire Constabulary has achieved over recent years however, this has come at a cost. The section 'High Performing but Increasingly Stretched' (HMIC Baseline Assessment 2003) describes an organisation that has strived to make the very best of every resource it has available. It is true that Lancashire Constabulary has been extremely successful in this, however, the emergence of new threats and the increase in demand brought about by a widening police mission will put severe strain on an organisation already considered as stretched.

Lancashire Constabulary or indeed the Police Service as a whole is not the only organisation feeling the pinch, MI5 has increased in size by nearly 50% since 9/11 and now stands at roughly 2,800 staff. However, according to Dame Eliza Manning-Buller, the Head of MI5, the concern is that even with this rapid growth MI5 will not be able to investigate anywhere near enough of the activity that is currently under way in the UK. She said hard choices would have to be made about resources (MI5 Briefing 10th November 2006).

The Blueprint 2 document contains a number of case studies that explore the impact on resources of this ever widening mission and makes the case that performance cannot be sustained unless additional resources are found to provide adequate resilience between policing services such as Response, Neighbourhood Policing and Protective Services.

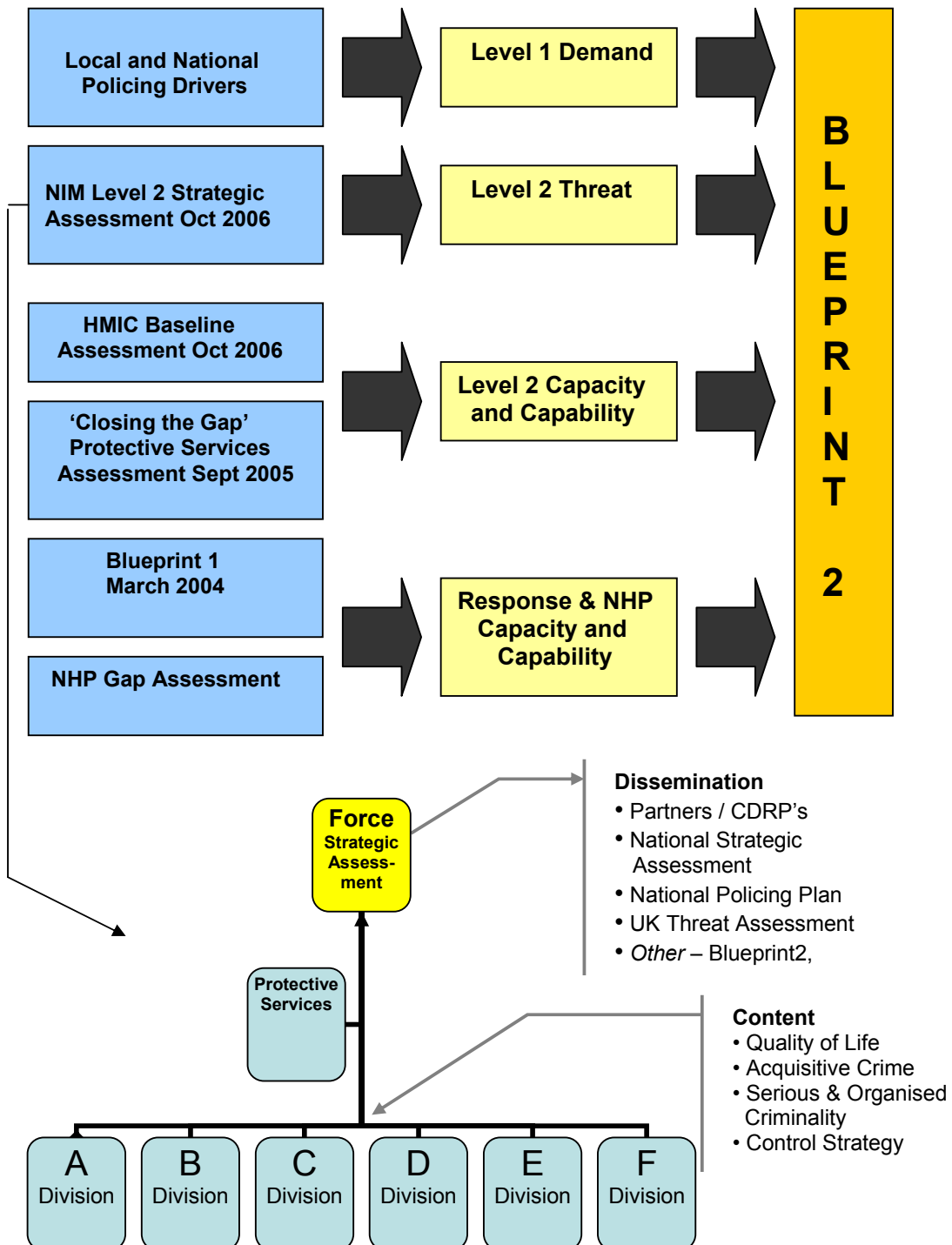
What Will Success Look Like?

Lancashire Constabulary has achieved excellence in many of the areas where Blueprint 2 will identify a growth requirement. Within this document and in the section above there is significant evidence to suggest that this has stretched resources considerably over the last three years. Blueprint 2 proposes growth not only in order to sustain excellence but also to meet the challenges ahead. It is clear that we would want to sustain the Constabulary's ability to deliver excellent performance and success will therefore be defined as:

- Sustaining excellent performance with enhanced quality (Increased Resilience in Response Policing).
- Sustaining excellence in Neighbourhood Policing.
- Improving resilience in Protective Services.

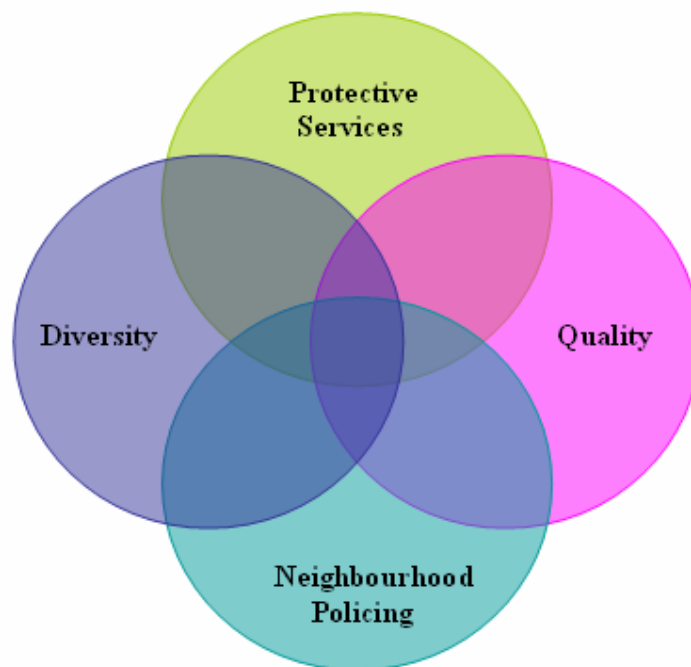
1.5 Blueprint 2 Approach – Understanding the Widening Mission

The following schematic shows the process that was adopted to identify current and future threats along with capability and capacity issues. Detailed analysis of this process can be found in chapter 3 'The Changing Context of Policing in Lancashire'.



The Constabulary's approach is based upon the following assumptions:-

- The proposal put forward is a considered professional view of the resources necessary to meet the Protective Services challenge.
- Blueprint 1 successfully established the Constabulary's 'total resourcing gap' and much of this is still relevant today and will be refreshed and carried forward into Blueprint 2.
- The assessment of Lancashire's Protective Services gap is grounded in sound intelligence and adopts a risk-based approach, specific to the policing context.
- It is incumbent upon the Constabulary to demonstrate it is doing everything possible within its current resource allocation to meet today's demands.
- The aim is to provide effective Protective Services without compromising the Constabulary's 3 'mission critical' objectives of Neighbourhood Policing, Quality and Diversity.



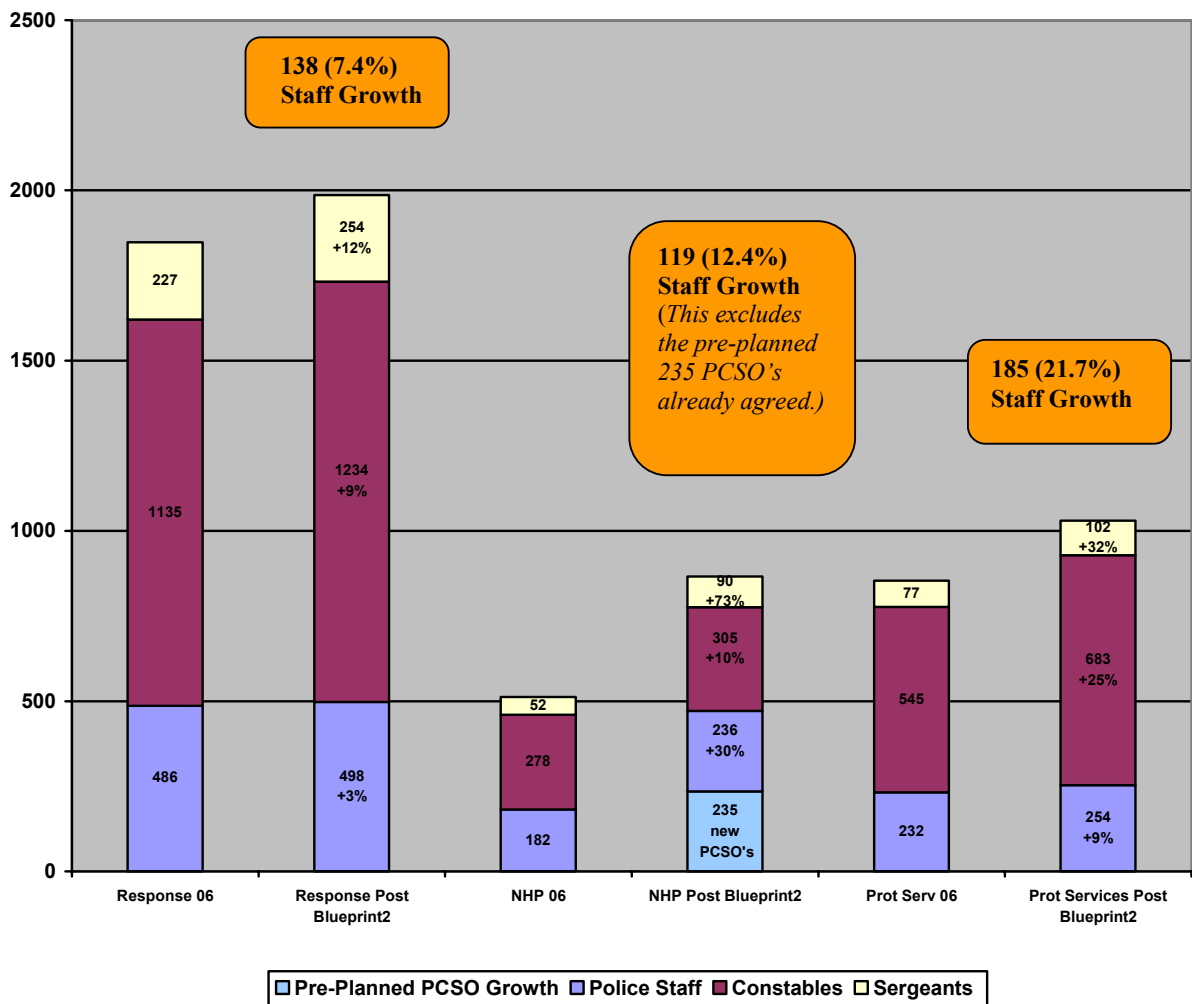
- The level of Protective Services will meet the requirements set out by HMIC and anticipate future assessments in areas of national and local vulnerability.
- In many of these growth areas little additional physical infrastructure will be required. For example, it will become clear that much of the refreshed uniform requirement focuses on existing gaps.

- Costings have been calculated to include any on costs such as training and equipment required, along with the additional one off costs such as initial training.

This report contains a significant amount of detail, all of which is required to justify the significant additionality proposed, particularly in relation to the less visible protective services.

1.6 Understanding the 'Mix' of Resources 3 years on

The graph below depicts how operational resources are configured as at October 2006 and how Blueprint 2 would alter this mix. It demonstrates how in a changing environment the mix of resources needs to change in favour of additional investment in Protective Services. The figures used do not amount to the full number of staff within the Constabulary i.e. it does not include staff who perform HQ functions, however it seeks to highlight how Blueprint 2 would change the mix of resources whilst identifying growth in Response, Neighbourhood Policing and Protective Services. This can be evidenced by the increase in staff numbers required for each area with Protective Services requiring 185 staff (21.7%) whilst Response requires 138 staff (7.4%) and Neighbourhood Policing 119 staff (12.4%).



(Figures exclude Police Officers above the rank of Sergeant and do not take into account the 11 Inspectors required in Blueprint 2. They exclude the 235 additional PCSO's which have already been agreed prior to Blueprint 2 as part of the Neighbourhood Policing Initiative).

1.7 Summary of Key Issues

Travelling Criminality: There is a real potential for increased demand emanating from transport network developments in terms of travelling criminality. This may be in the guise of level 1 criminals (e.g. alcohol-related violence via tourism) or level 2 criminals (e.g. via airport entry).

Confidence Building: The deliberate drive to encourage victims of hate crime to report incidents to the police will inevitably present increased demands on frontline resources and has rightly raised expectations. In addition to this, the estimate of increased migration from European states is inevitably creating additional demands.

Increased Calls for Service: Calls for service have increased and so has the consumer demand for a customer-focused service on a par with the commercial sector. Lancashire Constabulary now handles over 1.5 million non-emergency calls and nearly 150,000 999 calls every year. A significant investment into continuous improvement will be required over the next 2 years to reduce performance volatility, maximise frontline resources and enhance quality. The 2005 HMIC First Contact Thematic Inspection of Police Contact Management states 'Research reveals that customer expectations are increasing significantly. The public do not make regular contact with different police forces, as they do with numerous commercial contact centres, and it is likely that their expectations of the public service are benchmarked against those commercial experiences. The service is being assessed in the same critical light as every other customer-facing organisation'.

Prevention at Level 1 assists Level 2: Homicide Prevention through the Domestic Violence Strategy serves as an excellent example of how level 1 activity supports level 2 demands. Positive action requires time and effort and this is core business to 24/7 frontline staff.

'The Widening Mission – Localism to Globalism': Neighbourhood Policing has demonstrated the benefits of addressing community priorities at street level and the Constabulary realises that these priorities are often focused on Anti-Social Behaviour and 'signal' crimes. Tackling these issues requires significant level 1 activity and a partnership approach, all of which is proving to be challenging for the Police Service generally when faced with the complexities of level 2 crime at the other end of the policing spectrum. Tackling increased demands across this wider mission is the challenge of this report.

It is known from OPINION surveys that responding quickly and professionally to calls is the main factor influencing confidence in the Constabulary. 'Protection from Terrorism' is sometimes a contributing factor, however this is often considered more of a national problem than one to be funded locally.

The Starting Point: The most recent HMIC assessment of Lancashire's Protective Services is consistent with the national picture; Lancashire (like every other police force in the Country) is in need of improvement in the area of protecting vulnerable people.

This is a priority area for G Division to address and will be highlighted as such in the area of public protection and vulnerable people: -

- **Protecting vulnerable children from sexual exploitation and violence**
- **Protecting child and adult victims of domestic violence**
- **Monitoring and targeting 'High Risk Offenders', a term used to describe, dangerous offenders, violent offenders and other dangerous people.**

Learning To Say 'No': ACPO acknowledges that the considerable pressure that statute, doctrine and guidance have placed upon the service has been challenging. A review of the guidance Lancashire Constabulary could have said 'no' to in recent times has revealed that they have never done so. The Constabulary has worked hard to gain a reputation as an innovative and ambitious organisation and have done their best to deliver on the standards expected of them. The Constabulary's objective is to adopt a business benefits style approach to such commitments based upon informed risk assessments, making pragmatic strategic decisions from a well-informed position as a result.

Efficiencies Will Not Close The Level 2 Gap: In July 2006 the Policing Minister Tony McNulty wrote to Chief Constables and Police Authority Chairs. In his letter he said 'Greater efficiency is the key to generating the funds for additional Protective Services and achieving the benefits of mergers in other ways'. Over the last 10 years the Constabulary has met all its efficiency targets **without cutting frontline posts**. This continued pressure combined with the track record of excellent performance across the board and one of the lowest council tax precept contributions in the UK, has resulted in an organisation 'approaching maximum efficiency'. Despite a willingness to look at all options, what is clear both as a result of Blueprint 2 and regional/national developments is that efficiencies alone will not provide the savings necessary to invest in adequate and effective Protective Services.

Police Community Support Officers – Allowing Greater Flexibility in the Workforce Mix: The recruitment of an additional 235 Police Community Support Officers up to March 2007 will allow for more efficient use of Community Beat Manager and Response Officer time, the total number of PCSO's reaching 417. The Constabulary are looking at new ways of deploying PCSO's to support 24hr response teams and link them to Neighbourhood Policing Priorities.

Productivity: There is a wide range of activity focused on getting 'more from the same' or from maximising the opportunities in areas such as ICT. This commitment demonstrates strong, adaptable leadership and reflects the Constabulary's problem-solving style. This must continue to assist in meeting the challenges we face over the next 3 to 5 years.

A Changing Environment In Relation to Local Authority Funding: The Lyons report, on local authority funding, is not due to be released until Spring 2007 however there has been much speculation about its recommendations. Although the Government have not responded to speculation that one of the recommendations will be to allow local authorities to generate income free from a capping regime, there have been signals indicating a willingness to consider such a proposition. Gordon Brown in his speech to the Labour Party Conference said 'It is right that local councils, not Whitehall, should have more power over the things that matter to their community and from economic regeneration to public transport, the empowerment and strengthening of local councils and local communities is what we must now do.' There have also been other indications of a changing environment in recent discussions about allowing local authorities to charge up to £200 a year to manage household waste. This is an extra tax on households and puts into perspective any increases that the Constabulary might require to invest in Protective Services. During the amalgamation process the Police Authority was denied the opportunity to charge an extra £12 over 3 years.

Finding Alternatives to Meet the Increasing Demand on Response: The assessment of the gap in response has deliberately carried forward the shortfall from Blueprint 1. No further growth has been identified despite Response being the first area to bear the pressure whenever demand increases, either through challenging performance targets or serious incidents requiring protective services, many of which take resources from the frontline e.g. a counter terrorist arrest operation. The Constabulary is determined to fully exploit every opportunity to maximise response effectiveness through workforce modernisation and command and control approaches etc.

Moving Towards Neighbourhood Management: It is appropriate to capture the shortfall that still exists within the core business area of Neighbourhood Policing. Although Lancashire is the only force in the Country to be graded 'excellent' in Neighbourhood Policing and has delivered this 2 years ahead of the 2008 commitment, this report provides evidence that we still fall short of the resources needed to meet the increasing expectations and demands of our communities. The move towards Neighbourhood Management will place many additional demands on staff delivering in this area. The vulnerability that exists should not be underestimated with many Chief Constables forced to look at this area as a possible source of Police Officers to divert into Protective Services. Neighbourhood Policing must be protected from this abstraction to ensure sustainability.

1.8 Recommendations Summary

A detailed analysis of areas for growth including a breakdown of staff numbers, ranks, grades and departments has been undertaken.

Gap Analysis Summary

- Gap analysis in relation to Response shows that it would require substantially more officers to keep pace with increasing demands than is requested under Blueprint 2. However, the additional numbers have been lowered by an expectation that workforce modernisation along with freedoms and flexibilities around the use of PCSO's will deliver efficiencies. The reduction in the number of additional PCSO's to be recruited (235 compared to 448) will have implications here, however, the extent of this will not be known until the result of work commissioned by the Futures Group is finalised.
- Gap analysis in relation to Neighbourhood Policing has been informed by guidelines brought about as part of the National Implementation Programme and would sustain Lancashire's excellent grading.
- Gap analysis in relation to Protective Services has been informed by the Constabulary Strategic Assessment Oct 2006 and the widening national and local policing mission.

To make reading easier and provide greater clarity figures have been rounded up in this section. The figures do not include the growth of 235 PCSO's which have been agreed outside of Blueprint 2.

The recommended areas for growth after considering current and future risks, demands and threats against capability and capacity are:

Policing Area	Cost
Response	£5.8M
Neighbourhood Policing	£4.6M
Protective Services	£7.2M
Total	£17.6M
<i>One-off cost</i>	<i>£3.1M</i>

In Relation to Posts

Rank	Growth Required	Cost
Police Staff	88	£2.5M
Constables	264	£9.9M
Sergeants	90	£4.5M
Inspectors	11	£0.7M
Total Cost		£17.6M

The tables above do not take account of additionality already approved such as the recruitment of 235 additional PCSO's which helps to explain the additional supervising roles required as part of Blueprint 2.

The cost of Blueprint 2, were it to be delivered in full, amounts to a 7.3% increase in the current Lancashire Policing budget of £240M, made up of Police Grant (£187M) 78% and Council Tax Precept (£53M) 22%, taking it to £257.6M.

If Blueprint 2 were to be delivered in full, including the 235 PCSO's, it would create an establishment of 3,965 Police Officers and 2,353 Police Staff, equating to 6,318 staff overall.

1.9 Sequencing of Investment and Return at Level 1

The following sequencing has been based on prioritising those areas that pose the most risk according to current capacity/capability vs. demand and threat. It is recommended that any agreed growth in resources be sequenced over 3 years. The sequencing acknowledges that the recruitment of Protective Service Detectives delivers a '**Double Dividend**' in that, not only do they increase capacity and capability in Protective Services; they also reduce the abstraction rates from Level 1 Response Policing. It is for this reason that the first priority is to invest any additional funds in Protective Services.

Period	Investment	Priority Service	Priority Areas
Year 1	£6.2M	Protective Services	Protecting Vulnerable People / Counter Terrorism / Confidential Unit / Serious Crime Resilience.
<i>One-off cost</i>	<i>£1.3M</i>		
Year 2	£6.2M	Response/ Neighbourhood Policing	Response Officers / Community Beat Managers
<i>One-off cost</i>	<i>£1.3M</i>		
Year 3	£5.2M	Neighbourhood Policing /Response/Protective Services	Response Officers / Protective Service analysts / Neighbourhood Administrators.
<i>One-off cost</i>	<i>£0.5M</i>		
Total 3yr spend	£20.7M		
Total Recurring cost	£17.6M		

The Constabulary, as detailed earlier will be considering different options to deliver Blueprint 2, which include internal efficiencies and savings to be made through collaboration and shared services. Protective Services is clearly the priority area as it poses the greatest risk and yet also delivers the '**Double Dividend**' by reducing the number of abstractions from Response Services. If Blueprint 2 were not to be fully realised, other areas would only be funded secondary to Protective Services.

1.10 Further Considerations and Interdependencies

Further Considerations

- Further work between SOCU and BCU's to develop links between level 1 and level 2 targeting.
- A strengthening of the business benefits approach to standards doctrine and guidance in the future.
- Continue to exploit any bi-lateral collaboration opportunities.
- Blueprint 2 to be a live document which sits behind the NIM Strategic Assessment and Organisational Strategic Assessment as a reference document to be refreshed at regular intervals.
- A review of the ambition and the Constabulary's mission statement over the next twelve months to be considered by Chief Officers.
- A detailed training needs analysis should be conducted at the earliest opportunity.

Interdependencies

- Review of Divisional Structures
- Review of Headquarters
- Ensuring Best Service Group, examining:
 - Demand profiles including shift systems
 - Deployment policies
 - Supervision and productivity
 - Abstraction policies
 - Lancashire connect programme
- Ongoing development regarding the 'Future of Policing' headed by Mr Paul Scott-Lee (ACPO).
- National, regional and bi-lateral shared service initiatives.

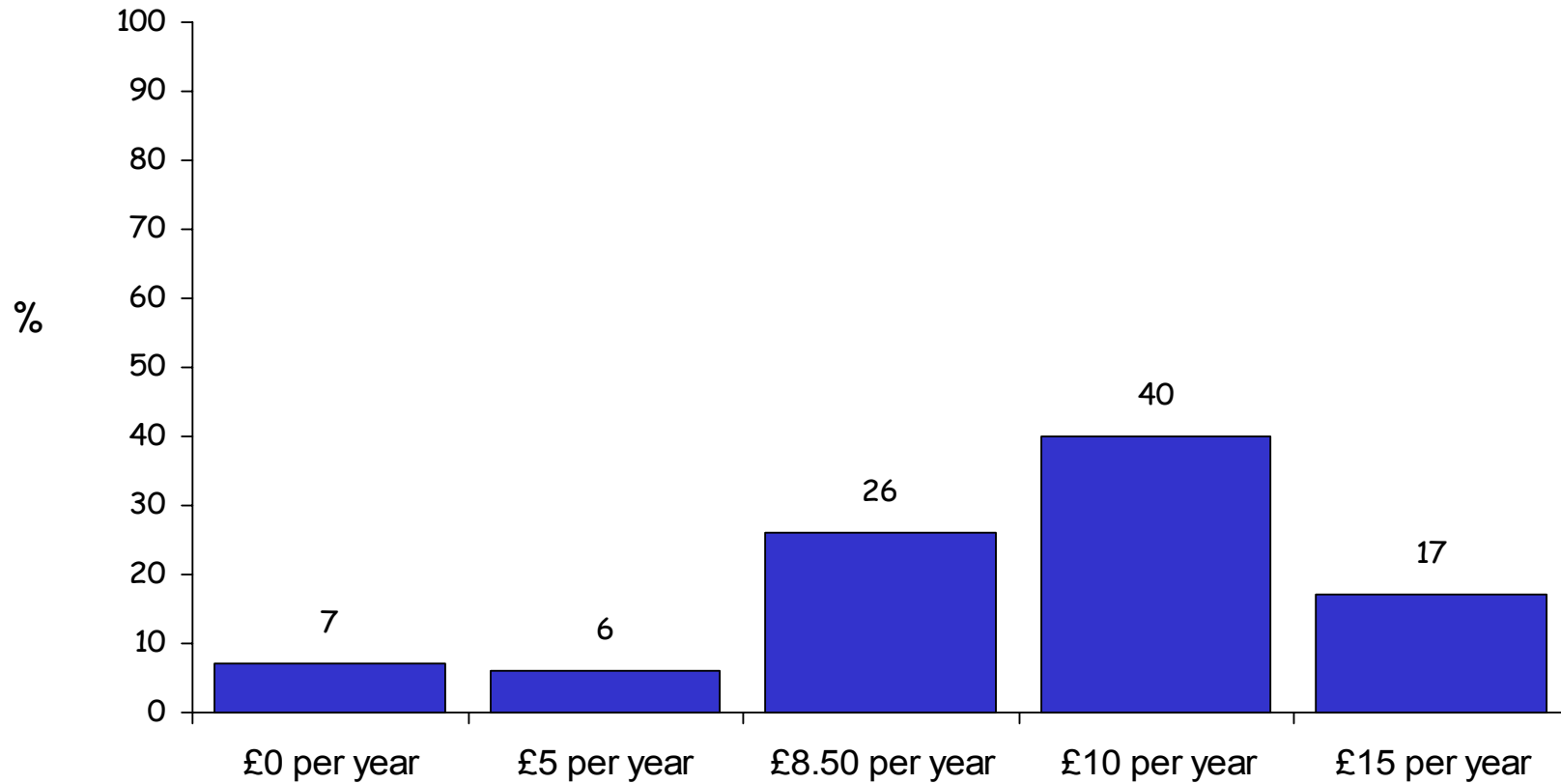
Glossary

BCU -Basic Command Unit/Police Division
CDRP – Crime and Disorder Reduction Partnership
HMIC – Her Majesty’s Inspectorate of Constabulary
NHP – Neighbourhood Policing
NIM – national intelligence model
SOCA – Serious and Organised Crime Agency

ANALYSIS OF RESERVES & PROVISIONS

	ACTUAL	CHANGE	ESTIMATE	CHANGE	ESTIMATE
	AT 31/3/06	IN 2006/07	AT 31/3/07	IN 2007/08	AT 31/3/08
	£000	£000	£000	£000	£000
<u>EARMARKED RESERVES</u>					
Drugs Forfeiture	67		67		67
Pensions Reserves	500	-500	0		0
Clothing Reserves	348	215	563	100	663
VMU reserves	42	-17	25	-10	15
Insurance Reserves	630	-320	310	-310	0
Authority IT Replacement	33	-2	31		31
Helicopter Reserve	75	-75	0		0
Amalgamation Reserve	5,266	-5,266	0		0
POCA Equalisation Reserve	0	200	200		200
Capital Funding	1,764	1,073	2,837	-2,758	79
Total Earmarked Reserves	8,725	-4,692	4,033	-2,978	1,055
<u>GENERAL RESERVES</u>					
DFM	2,341	-1,477	864		864
General Fund	5,778	-1,005	4,773		4,773
Total General Reserves	8,119	-2,482	5,637	0	5,637
<u>PROVISIONS</u>					
Insurances	2,261		2,261		2,261
Compensatory Grant	900	300	1,200		1,200
	3,161	300	3,461	0	3,461

Lancashire Citizens' Panel views on Council Tax Increases on 2007/08



Base: Opinion (1766)

FUTURE ARRANGEMENTS FOR POLICE AUTHORITY COMMUNITY MEETINGS

Issue for Consideration

The future arrangements for Police Authority Community Meetings

Information

Formed originally under section 106 of the Police and Criminal Evidence Act 1984, then consolidated under section 96 of the Police Act 1996, PACs were originally set up to:

- a) Obtain the views of people in that area about matters concerning policing of the area and for
- b) Obtaining their co-operation with the police in preventing crime in the area'.

The PACs have been considered an important part of the engagement and dialogue package and are used as a vehicle to publicly hold divisional commanders accountable for policing decisions. But are PACs doing this effectively?

Within the Authority, PACs have traditionally been used to:

- a) Ensure a two-way flow of information, providing the public with information on policing and LPA committee activity and initiatives
- b) Enable the Authority to gauge local views on the policing service and hold the divisional commander to account
- c) Identify public priorities to influence the annual policing plan and budget/council tax
- d) Identify public priorities for immediate local action
- e) Gain feedback on proposed resource options
- f) Provide information on local BCU performance
- g) Provide a visible Authority member presence and a platform for bringing together our crime and disorder partners

Meeting Structure

PACs are serviced by officers from the Police Authority and are held in each of the 14 districts of Lancashire 3 times a year. They are normally attended by the nominated Authority member, the divisional commander or representative and the local community safety partnership (CSP) manager. The wider police family (CBMs, PCSOs) also play a major part in supporting the PACs.

Meetings are:

- a) Open to the public,
- b) Chaired by a person elected by the formal members of the PAC(normally a community representative)
- c) Agenda led
- d) Allow members for the public to raise issues or concerns from the floor to the Authority, Police and CSP representative (but with the rider that specific/individual incidents should not be dealt with at the meeting)

The Review

The Police Authority recommends that due to:

- The general increase in public meetings
- The widening out of our own consultation mechanisms and the increased use of public engagement
- The introduction of PACT by the Constabulary
- The increasing use of area committees by local authorities

That the role of PACs is reviewed and opportunities to update, adapt or develop be considered.

As a result, views would be sought from PAC Chairs, Authority members, Divisional Commanders, CSP representatives, Partnership Forum members and Authority officers on the current role of PACs.

The review would centre on the following themes:

Public awareness and attendance - Whilst PACs are open meetings, how well do they achieve their aim of reaching a broad and representative cross section of the community? In particular, they have difficulty in attracting members from ethnic minority groups and from people under 35.

Membership- Where attendees claim to represent a community group, it is not clear how well they consult with their community to canvass their views or report back.

Reporting Mechanisms- It has been suggested that currently, PACs only deal with issues that are raised at each meeting. Because of this, they do not operate in 'real time' and more often than not seek to address matters that occurred in the past. As a result and given the frequency and reporting structure under which they operate, the potential for them to show positive effectiveness is limited.

If the PACs are to play their part as an effective participant in the community engagement package, what needs to be changed? Do they need to have reporting mechanisms in place that allow them to be more proactive than reactive?

Structure - There can never be a 'one size fits all' approach for dealing with local Community issues. How does the current structure relate to the Authority's need to have a truly accountable bottom up system which builds on and supports the work of existing local groups and organisations?

Strategic role - The attendees only seem interested in dealing with local often personal issues and not in the important role of commenting on strategic planning and policy. With the introduction of PACT, which arguably allows for precisely that sort of engagement at a more appropriate local level, where do PACs now 'sit'?

Future delivery- Should the PACS be disbanded or be reshaped to evolve into something that is more community facing and proactive?

5) Conclusion

We need to take a long hard look at the effectiveness of the current PAC regime in the light of the developments in public consultation and communication that have occurred since they were first set up. Without this clear visioning exercise being undertaken, it will be impossible to direct future progress or evaluate outputs for effectiveness if looking to reshape the current PAC structure.

Decision Required

To note the report

Naomi Walker
Communications Manager
Lancashire Police Authority

PUBLIC ASSISTANT SERVICE STANDARDS

Issue for Consideration

A report on the Constabulary's policy on how emergency calls are rated and the response times determined.

Information

Members will recall that at their meeting in November arising from the Police Authority meeting for Burnley the Forum sought clarification on how emergency calls are rated and the response times determined and asked for a report to be presented at this meeting.

Operators on receiving a call for service will grade the incident as an emergency (Grade 1) if any of the below criteria applies. The below information complies with the definition contained within the National Call Handlings Standards.

Grade 1 Emergency **An Emergency Contact**

An emergency contact will result in an immediate emergency police response – Within 15 minutes.

An emergency contact encompasses circumstances where an incident is reported to the police which is taking place and in which there is, or is likely to be risk of:

- Danger to life.
- Use, or immediate threat of use, of violence.
- Serious injury to a person and/or,
- Serious damage to property (**includes personal attack alarm activations**).

Where the contact relates to an allegation of criminal conduct, it will be dealt with as an emergency if:

- The crime is, or is likely to be serious, and in progress.
- An offender has just been disturbed at the scene.
- An offender has been detained and poses, or is likely to pose, a risk to other people.

Where the contact relates to a traffic collision, it will be dealt with as an emergency if:

- It involves, or is likely to involve, serious personal injury.
- The road is blocked or there is a dangerous or excessive build up of traffic.

Where the above circumstances do not apply, a contact will still be classified as an emergency if:

- The circumstances are such that a police contact handler has strong and objective reasons for believing that the incident should be classified as an emergency (for example, a call to a serious crime scene).

In order to assist with the definition a couple of examples would be:-

1. A caller has disturbed an intruder in their home and immediately telephoned the police. This would require a Grade 1 response.
2. A caller discovers their home has been burgled overnight, they haven't seen or heard anything and nobody except family members are in the house. This would not be regarded as a Grade 1 response.

Calculating Grade 1 incidents

The following calculation will be used from 1st April, 2007.

To determine the success factor only "At Scene" is considered a 'Pass'.

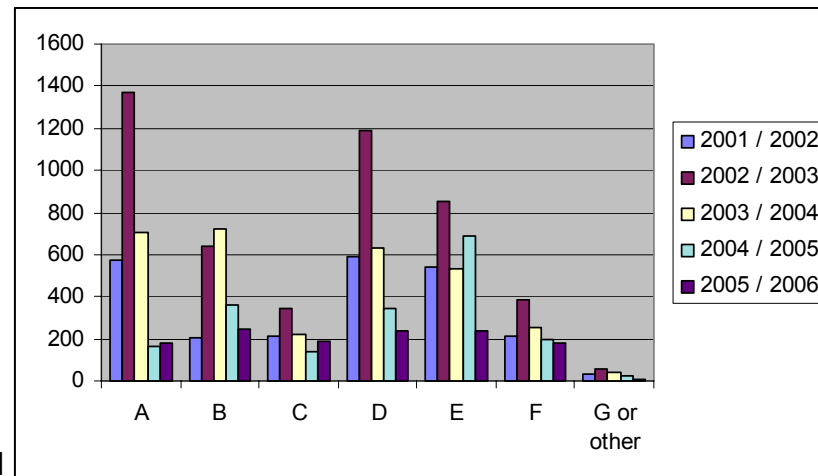
All Grade 1 incidents are examined and will be measured against the arrival target of 15 minutes. If the officers arrive within the time period, the incident will be recorded as a pass. There are some exceptions to this form of measurement which are complex and which relate to internal communications room processes, for example, Lost Property.

Once the number of grade 1 incidents has been established the total is divided by the number of incidents which used the success factor 'At Scene', e.g. attended within 15 minutes.

Decision Required

To note the report

Local Offence Code	Local Offence Wording	Personnel Force Unit Code	2001 / 2002	2002 / 2003	2003 / 2004	2004 / 2005	2005 / 2006	2006 / 2007	Total
1437	Being in charge of vehicle causing unnecessary obstruction	A	571	1370	706	164	183	108	3102
		B	208	636	723	362	250	172	2351
		C	212	344	220	138	186	91	1191
		D	593	1189	628	345	241	137	3133
		E	545	857	536	692	241	171	3042
		F	212	386	252	199	178	177	1404
		G or other	33	58	37	25	12	12	177
2051	Parking HGV on verge of road	A		1		1			2
		B	2	7	7	15	4		35
		C		2					2
		D	2	3	1		1		7
		E		1	2	1			4
		F		1	1				2
		G or other		2					2
2124	Wilfully obstructing free passage along highway (motor vehicle)	A	31	74	50	57	34	13	259
		B	10	46	34	46	55	49	240
		C	20	42	72	51	35	40	260
		D	21	90	65	72	108	100	456
		E	18	77	51	64	37	40	287
		F	50	88	134	81	75	57	485
		G or other	2	6	16	16	5	6	51



Local Indicator 36 - The percentage of user satisfaction survey respondents who had contact with the police after the initial response.

Issue for Consideration

A report on Local Indicator 36 - The percentage of user satisfaction survey respondents who had contact with the police after the initial response”.

Information

The Lancashire Police Authority Annual Policing Plan 2006/07 includes a local priority to improve the provision of follow-up to service users. The priority was adopted following consideration of relative and historical performance data and public consultation. This priority, together with its associated local performance indicator, target and stretch-target were approved by Her Majesty’s Inspectorate of Constabulary quality assurance process last summer.

In addition to the questions that service the Statutory Performance Indicators, the standardised service user satisfaction questionnaires include additional questions that collect demographic, contextual and diagnostic information. One such question, Q19 reads as follows: *“Have you had any contact with the police about this crime/collision since your initial report and the initial police response? (This contact could have been by phone, face-to-face, by letter or by other means)”*. This question was adopted to monitor the improvement priority and to set the improvement targets. For the past 2 years, 53% of respondents indicated that they had had further contact; this level was taken as the baseline from which an improvement target of 55% and a stretch target at 60% were set.

In common with other forces, the user satisfaction surveys are conducted on a quarterly basis and the results for the first three quarters are now available. In respect of the local improvement indicator, these results are disappointing. In the first quarter of 2006/07, the level of the local indicator was 32%, in contrast to 48% in the first quarter of 2005/06. In the second quarter it was 30% compared to 51% in the previous year and in the third quarter 34% compared with 61%.

The first three quarters combined give a year to date level of 32% for the indicator. This is clearly well below the target level and indeed the baseline. The sudden dramatic fall is more perplexing if user satisfaction with follow-up is considered (SPI1c); the level of which was 69% in each of the first, second and third quarters. In 2005/06 the levels for the first, second and third quarters were 66%, 65% and 60% respectively.

In summary, the levels of satisfaction with follow-up in 2006/07 were higher than 2005/06 and yet fewer respondents claim to have had further contact

(Table 1).

Table 1	Apr-Jun (Q1)	Jul-Sep (Q2)	Oct-Dec (Q3)
2005/06 Satisfaction with how well informed of progress	66%	65%	60%
2006/07 Satisfaction with how well informed of progress	69%	69%	69%
2005/06 Had further contact	48%	51%	61%
2006/07 Had further contact	32%	30%	34%

Other than effort to improve the re-contact of service users, the only material difference between 2005/06 and 2006/07 has been a change in the survey methodology. The surveys in the current year have been undertaken by telephone interview whereas in previous years, postal surveys have been used. It was not anticipated that the change in the survey methodology would have such a dramatic effect on the way in which Question 19 would be answered, and consequently on the level of the local indicator.

The Constabulary has conducted a number of tests in order to try and understand why this may be the case. We have confirmed with our survey providers that the question is asked of all interviewees and the surrounding contextualising information (for example, the wording contained within parentheses) is provided consistently. We have re-contacted several interviewees to confirm their answers and to probe the issue in greater depth.

The conclusions we have reached are as follows:

1. Telephone surveys are, by definition, based on the responses from an individual whereas the answers to postal surveys have the potential to be the collective responses from a household. Albeit a small sample, re-contacting respondents suggests that the interviewee may not have been aware of re-contact that had occurred with other members of the household.
2. The answers to telephone interviews are given with a minimum of reflection; in respect of the question upon which the local indicator is based, the question and answer exchanged in most cases will be less than one minute. Postal surveys allow longer for respondents to reflect on the answers provided. This reflection could include discussion with other members of the household.
3. The questions asked in a telephone survey tend to be answered in isolation of each other; whereas postal surveys allow the respondents to judge their combined response to the survey. The answers to early questions may be modified following reflection prompted by later questions.
4. The responses to a postal survey are likely to be more considered and reflective than those from a telephone survey.
5. Postal surveys may be more prone to being mistaken for further contact and lead to an inflation of the indicator level.

To illustrate the effect on the answers provided to Question 19, the Constabulary commissioned a smaller postal survey. This was run in parallel with the third quarter telephone interviews and produced an indicator level of 57% (compared to 34% from the telephone survey). The indicator level of 57% falls between the target and the stretch target level, and is consistent with the improvement on the original baseline that was anticipated. This postal survey provides the most compelling piece of evidence that the dramatic drop in the indicator level from the 53% baseline to 32% year-to-date level is the consequence of the move to telephone-based surveying, rather than a reduction in the provision of follow-up to service users.

It is the intention of the Authority / Constabulary to retain improvement in the provision of follow-up as a local priority for 2007/08, but with the improvement targets re-set to take account of the change in the survey methodology. However, the methodological change invalidates the base-level set for 2006/07 and makes the levels of the targets inappropriately high.

A letter was sent to the HMIC to explain this issue and they have replied to the effect that they concur with the view that the change in the level of the indicator is due to the change in methodology and therefore will not grade this indicator as part of their assessment of the Local Domain for 2006/2007.

Decision required

To note the Report

Report Originator

Mr L Weir