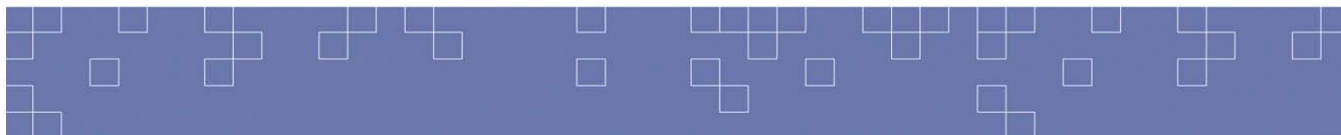




**Lancashire
Constabulary**
police and communities together



A Refreshed Blueprint

2009-2010



A Refreshed Blueprint **2009-2010**

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1. Introduction

As we aim to consistently deliver the best policing services in the country, it is the joint duty of the Constabulary and Police Authority to protect the people of Lancashire, inspiring their confidence and trust by putting their safety and needs above all else. These are the issues which underpin what it means to be truly citizen focused and which set the context for delivery on our four strategic objectives; Neighbourhood Policing, Diversity, Quality and Protecting People.

With our partners, we have made some outstanding progress over recent years. We have consistently delivered top quality services in a very tight financial environment, assisted by our innovative approach to the resourcing and delivery of an excellent police service. However, we remain mindful of the danger of complacency and also of the challenges surrounding the changing nature of the threats that face us as a Constabulary. This remains particularly pertinent around the Protective Services arena which continues to present us with new and developing challenges on a national, regional and local scale.

In the current economic environment, the way we manage our resources has never been more important. This has been highlighted even further by the Home Office Efficiency and Productivity Strategy for 2008-11 which, whilst reducing some of the bureaucracy around reporting requirements, also increases the expectation on efficiency gains for forces. 'Blueprint' is our primary strategic resource planning product, operating as a 'live' resourcing v risk assessment tool that assists us in examining our resourcing capabilities. Blueprint has enabled us, over the past three years, to significantly reduce the £17.6m resourcing gap that was identified in 2006 following the Government thematic inspection around Protective Services - 'Closing the Gap'.

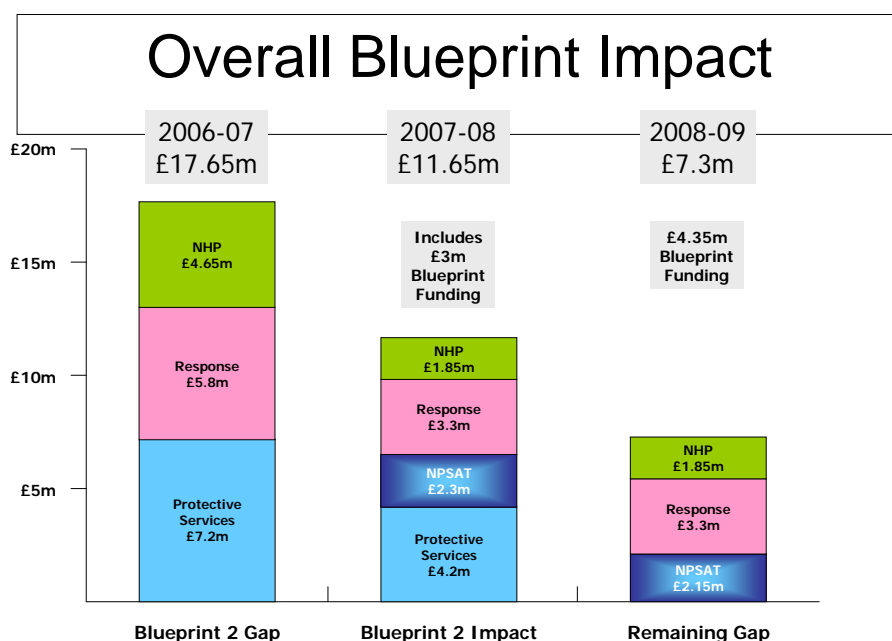
This reduction has been possible as a result of a combination of council tax precept increases and some innovative re-alignment of our own resources. This work continues, with key examples including the Constabulary bodies of work around Quest and Workforce Modernisation that are currently underway. We have also commenced an Organisational Support Review process with a view to ensuring that we are organising our people in the most efficient way possible.

Our "Sustaining Excellence" Programme continues to ensure connectivity between all our organisational development projects so that their benefits have maximum impact on our overall resourcing gap. These benefits have so far proved crucial in reducing our Neighbourhood Policing, Response Policing and Protective Services gaps. However, critical threats remain and this latest refresh of Blueprint concentrates on continuing to effectively manage the risks that we face jointly with Lancashire Police Authority and our other stakeholders and partners.

To summarise the report structure, the next section 'The Blueprint Impact to Date' will look at how Blueprint overall has impacted upon our current position to date. Chapter three, 'Exploring our Opportunities' will explore how we have taken advantage of new and existing opportunities, whilst chapter four 'Diagnostics – Reviewing the Gap' will look at our current position in regard to the three policing areas; Neighbourhood Policing, Response and Protective Services and present the re-profiled threat. The final chapter 'Recommendations – Looking Ahead' will recap the situation and offer proposals as to how the Constabulary and Police Authority can best work together to tackle our current resourcing picture.

2. The Blueprint Impact to Date

Policing in Lancashire has changed considerably since Blueprint 1 was commissioned in 2005 prior to the Government thematic inspection 'Closing the Gap'. We have seen new threats emerge (particularly around Protective Services) and have consistently managed the resulting challenges. We have seen Neighbourhood Policing become the first among equals within the organisation, underpinning many of the services that we deliver, and we have implemented major changes within our response function in order to improve that service too. The Blueprint process has played a crucial part in enabling those changes, having brought in valuable additional resources to the organisation and has significantly assisted in reducing the £17.6m resourcing gap that was identified by Blueprint 2. This figure was most recently reduced to £7.3m as a result of the Blueprint refresh for 2008-09, taking account of the impact of the National Protective Services Assessment Tool (NPSAT¹).



This reduction has been made possible as a result of additional precept funding, alongside our own commitment to achieving “more for the same or the same for less”. However, due to the covert nature of some of the work that is facilitated by Blueprint, we appreciate that the true impact of what has been afforded to us may not always be evident. In order to have confidence in the direction we next wish to take, it is essential that we understand our journey so far and, even more importantly, to be able to communicate that journey to our partners, stakeholders and the public. The purpose of this section therefore is to illustrate the overall impact of Blueprint to date across our three key areas of policing; Neighbourhood Policing, Response Policing and Protective Services.

¹ The Blueprint refresh was unable to take full account of the anticipated NPSAT risk due to the requirement to undergo the refresh prior to the commencement of the planning process.

Neighbourhood Policing:

Lancashire is in an extremely strong position with regard to Neighbourhood Policing. We were very well prepared to meet the national target for the Neighbourhood Policing roll-out by April 2008, and Lancashire was the only force in the Country to receive the “exceeding the standard” award for Neighbourhood Policing during the latest round of HMIC inspections. Despite this area of policing not having received any further growth-funding from precept increase since the very first Blueprint report, the £4.65m Neighbourhood Policing gap identified by Blueprint 2 has been significantly reduced by other means and is now assessed at £1.85m. Fortunately, we have so far been able to avoid the potential reductions in PCSO funding that were identified in the latest Blueprint refresh as posing an estimated £1.7m threat. Meanwhile, we have been able to move towards a ‘Neighbourhood Management’ approach that further enables us to balance community priorities against the complexities of higher level crime.

Response:

The Blueprint 2 Response Policing resource gap was identified as being £5.8m. From a combination of Blueprint 2 funding (providing an additional 40 response PCs) with other efficiencies, this was successfully reduced to £3.3m. In addition, the Blueprint 2 process allowed for the realignment of our specialist policing services, resulting in the formation of H division which has continued to have an impact by reducing the number of abstractions within Response Services.

As with Neighbourhood Policing, no direct funding from the most recent Blueprint was allocated to Response. This was based on the expectation that the gap would be managed down via the long-term impact of our approach to national projects such as Quest and Workforce Modernisation. Our Workforce Modernisation pilots at Burnley and Blackpool remain within timescale and a robust evaluation process has shown that they are positively impacting in both divisions. We have also made the most of other opportunities to make more efficient use of our officer’s time, for instance, through the ICT driven mobile data project which has significantly reduced bureaucracy and increased discretion.

Protective Services:

In recent years, we have become accustomed to regularly facing new and emerging challenges around Protective Services as a result of the broadening national intelligence development process and continually developing technology. The Blueprint process has been crucial in enabling us to face these challenges head on in recent years, especially in assisting us with the self-scrutiny of our Protective Services function that became necessary following the Government thematic inspection ‘Closing the Gap’.

The Protective Services gap identified by Blueprint 2 was assessed at £7.2m. Out of the subsequent funding, £3m was invested across our Protective Services functions. This significantly strengthened our resilience, enabling some much-needed intelligence mapping which resulted in an enriched picture of the pan-Lancashire threat. We were also able to develop our Public Protection capacity and expand our traditional homicide investigation service.

Last year’s Blueprint refresh resulted in a further £4.35m towards Protective Services and its investment, in part, across G Division has allowed for the development of our existing Special Branch into an enhanced Counter Terrorism Branch. This has

brought us in line with the regional Counter Terrorism 'hub' in terms of their joint operating processes, the recent benefits of which were seen during Operation Snapdragon, the arrest of five men from Blackburn for allegedly supporting terrorism. The funding has also created posts to address specialist operations and facilitated the mapping of divisional problem profiles at both restricted and secret level, enabling us to share information with our key partners. Other Blueprint refresh funding has gone towards community intelligence teams that work with our Neighbourhood Policing teams and who have additionally assisted in identifying and targeting CT related nominals for non-CT matters.

In addition to the above, the funding has also enabled some valuable co-ordinated intelligence sharing whilst allowing enhanced engagement with our partners in relation to "Every Child Matters". This has been primarily through the creation of a DI Youth Co-ordinators post within our Community Cohesion and Diversity Unit. Our Covert Policing Department has developed new sources around child exploitation and surveillance deployments have increased by up to 25%. Queues of applications awaiting process within our Communications Data Investigations Unit (CDIU) have been impressively reduced from an average of 300 to 30 and the extra funding has also enabled improvements in Covert Policing succession planning.

Finally, our Territorial Targeted Crime Units have benefited significantly from the most recent Blueprint refresh, significantly increasing our capacity to target 'level two' criminality. In October 2008 for instance, Wasim Raza from Blackburn, a member of an Organised Crime Group, was sentenced to 13 years imprisonment at Preston Crown Court after a 3 week trial for firearms and drugs offences. A Mercedes van that Raza was seen in, contained 1 kilogram of cocaine (approx 98% pure + valued at £60,000), 50+ individual rocks of crack cocaine, £1000+ cash, scales, mobile phones, a handgun and ammunition. This is just one example from numerous cases which are at various stages of investigation and prosecution and cannot, therefore, be made public at this stage.

So overall, our Neighbourhood Policing and Response gaps are being successfully managed down and this is likely to continue as a combined effect of those pieces of work strategically aligned under our Sustaining Excellence Programme. The picture around Protective Services has been equally, if not more, influenced by the Blueprint process when balanced against the increasing scale of risk which continues to impact upon our resources. Past experience has shown us that we must continue to mitigate emerging threats as far as possible and take timely action in order that we have the capacity and capability to tackle those challenges when they arrive. It is this message that underpins the recommendations which will ultimately emerge from this report and which we ask our partners, stakeholders and members of the public to keep in mind when considering those recommendations.

3. Exploring Existing Opportunities

In 2004-05, Lancashire's council tax level was the 4th lowest of all the shire counties. In recent years, Lancashire Police Authority has agreed council tax increases in excess of the national average but Lancashire remains the 7th lowest council tax of all the shire counties with Band D household council tax currently standing at £135.96 per annum.

This still falls 15.8% below the shire average of £157.45 and well below the majority of other shire counties. For instance, Band D council tax for Lincolnshire, at the top end of the scale, currently stands at £235.35.

Current council tax income stands at £66.3 million for 2008-09. If this was 15.8% higher (based on just receiving the average) we would receive £73.3 million in council tax which would be an increase of £10 million per annum

The capping regime for 2009 onwards is not known at this stage but the general financial position of the country suggests that the outlook will be tight and public bodies will be conscious of the "credit crunch" when setting rates for tax-payers. This means that it has never been more important to make the absolute best use of the resources we already have at our disposal before seeking further growth funding. Any available opportunities to meet growth requirements through efficiencies need to be thoroughly explored before we turn again to additional funding via council tax precept increases.

The most recent Blueprint refresh summarised a number of the inter-related projects that were being developed by Lancashire Constabulary, strategically aligned by our Sustaining Excellence programme. Evidencing our commitment to exploring innovative and creative methods towards reducing the resourcing gap, some of those pieces of work have now had time to become established and begin to realise business benefits. This section of the report will detail those opportunities further whilst introducing new pieces of work such as the Organisational Support Reviews that began in 2008.

Home Office Efficiency and Productivity Strategy 2008-11:

The Efficiency and Productivity Strategy provides a very useful framework for forces to make improvements in efficiency and productivity whilst recognising the good track record of the service. The strategy stresses that efficiency and productivity should be treated as a core responsibility by everyone working in the service including Chief Officers and Managers and Police Authority Officers and Members and this responsibility is one that we take very seriously in Lancashire. Evidencing this is the 2008 Police Use of Resources Evaluation (PURE) result, which found us to be performing well above minimum requirements in the majority of categories including value for money; obtaining an overall grade four, which is the highest level possible. The Efficiency and Productivity Strategy promotes efficiency gains through a number of work areas such as Quest and Workforce Modernisation which are already well underway in Lancashire.

Sustaining Excellence:

The Sustaining Excellence programme is a strategic body of work, ensuring the co-ordination of significant pieces of work including Lancashire Connect, workforce modernisation and Operation Quest, providing consistency in how changes improve our service delivery to ensure we are truly citizen focused.

Recent Sustaining Excellence work has introduced development plans, coordinated locally by the SE Divisional Teams, providing a focus to embrace innovation and best practice. These plans are supported centrally by the HQ SE lead team to ensure the SE Programme is delivering tangible benefits to each Division. The purpose behind the plans is to improve efficiency through removing wasteful practices but also to create capacity for more meaningful frontline policing.

In addition, the force (via SE) commissioned a cultural survey in September 2007 to better understand its people within the organisation. The feedback from this product has been operationalised and has resulted in development training for all SMT and DMT members which will enable our staff to perform to the best of their abilities. The purpose of this training is to enhance management leadership skills across the force and those of the people they represent.

People Development:

A third Assistant Chief Constable's Portfolio covering Diversity & Community Cohesion, Human Resources, Training Learning & Development and Leadership was introduced to the Constabulary in 2008, aimed at "helping People to be the best that they can be". The long-term vision and development of this has been worked through over the past 12 months with primary focus on:

- Leadership Development
- Ensuring Suitable Workforce Mix
- Professionalising our Workforce through appropriate assessment and accreditation
- Maximising learning and development opportunities

By providing our people with opportunities to perform as well and as efficiently as they possibly can, we increase the chances of improved performance across the organisation. This, when coupled with a coherent and joined up approach to the management of people, is assisting us in our aim to be a truly citizen focused police force.

STORM:

A key deliverable over the past 12 months has been our new STORM command and control system, procured as the replacement for CRS. STORM has presented us with more accurate and 'cleaner' data which can, in turn, improve our analytical products for local issues (such as anti-social behaviour) or more serious crime.

Contact Management Strategy:

The Constabulary is drafting an enhanced Contact Management Strategy. This is all encompassing and is driven by the Constabulary's ambition to continually improve services for citizens in line with the new national policing pledge and to continue to develop closer ties between our major forms of contact (our web services, our telephone services and our walk-in centres) and our neighbourhood policing services. The strategy will link to a series of products aimed at developing our services, and to help us deliver improved satisfaction and greater confidence.

Quest:

The objective of Quest is to build lasting operational process improvement and sustained benefits in the form of more officer time, increased performance, improved customer satisfaction and overall quality of service.

Through use of police surgeries and more intelligent deployments, the Quest 1 model has provided our frontline officers with additional patrol time. A Corporate Development driven evaluation has indicated that the benefits of Quest 1 will be routinely realised as long as the model is continually reinforced by supervisors in communication rooms and on the front line.

We have recently moved into Quest 2 and Quest 3 which are looking at the way we record and manage crime, how further efficiencies can be achieved via the re-engineering and streamlining of our crime recording processes and what developments can be gained from re-engineering our Criminal Justice Business Processes.

Workforce Modernisation:

Workforce Modernisation in Lancashire has looked primarily at identifying the most appropriate police / police staff mix for the response policing function whilst providing a more efficient, effective and timely police response service that results in increased levels of 'Quality of Service' and performance:

- Staff have been recruited and trained in Western division to carry out predominantly office-based roles in support of response teams in geographic areas.
- Uniformed Police Response Support Officers have been tasked with investigative support and with a response capability in the Burnley Borough area of our Pennine division.

The national Workforce Modernisation project offers real opportunities to make best use of our people resources and our commitment to this is demonstrated by the ongoing pilots. The pilots will be evaluated at the end of May 09 when a decision will be made regarding rolling them out to the rest of the force.

Neighbourhood Management:

Neighbourhood Management can operate at a number of levels, including formal schemes managed via local authorities through an appointed 'Neighbourhood Manager'. These have targeted specific areas, improving service provision and living standards thus narrowing the gap between poorer and better off areas. The concept encourages service providers to mainstream the delivery of services to achieve the same outcomes in the long term. Alternatively, service providers develop informal arrangements in respect of priority neighbourhoods that may not attract specific funding and agree to pool resources to achieve shared objectives. Where these processes are managed effectively, we focus attention on priority issues through problem solving approaches and ensure that the most appropriate agency deals with the issues, thus improving response times and lessening demand. A significant proportion of PACT priorities relate to non police matters and the ability to channel them through other appropriate agencies leads to clear efficiencies in terms of demand reduction.

Collaboration Opportunities:

The recent HMIC thematic inspection report 'Getting Organised' cites collaboration as needing to be strengthened both regionally and nationally and Lancashire is firmly committed to engaging with collaboration opportunities.

In April 2008, following a relatively short period of planning and negotiation, a Regional Crime Unit became operational to target serious and organised crime that crosses the boundaries of the contributing forces; Lancashire, Cheshire and Merseyside. Unit activity is tightly aligned to force priorities and driven by Specialist Crime tasking from each force and the North West Regional Intelligence Unit tasking the unit to target OCG's that cause the most risk and harm to the region. Potential further opportunities exist around this in regard to the proposed £1m grant from the Home Office, although this would require proportionate regional match funding.

There is presently a collaboration arrangement in place between Lancashire, Cheshire and Merseyside, policing the motorway network of these three forces. The collaboration went live in September 2008 and has involved the implementation of a joint command and control centre at the Highways Agency Regional Control Centre. The intention is that this collaboration will also lead to the creation of capacity to provide a more pro-active Protective Services function across the motorway network of the three forces.

Lancashire FMIT are currently pursuing collaboration opportunities with Cumbria around shared HOLMES resources, although there are still perceived options regionally. Currently, this area of work is being scoped strategically to identify any resource drain implications for Lancashire. Major savings are also anticipated by the creation of a regional surveillance capability providing 24/7 cover across the North West. Again, this area of work has yet to be properly scoped but it is clear that there would be definite cost benefits to such a resource.

In addition, the force is currently undertaking some trace evidence work for Cumbria in relation to NABIS and we are observing the amalgamation of the North Wales and Cheshire Scientific Support Units with interest.

Income Generation:

Considerable monies were raised by the force as a result of the sale of Sleuth to Cumbria. This initial figure will be supplemented by an annual revenue stream as a result of the sale, which will be invested into our ICT department. We continue to actively scrutinise other such opportunities around joint arrangements with other IT providers and will act upon them where appropriate.

In addition, over £217k was obtained in the course of the financial year 2007-08 as a result of sponsorship². This was invested across divisions contributing to operations such as Awaken and the Nightsafe Campaign as well as providing vehicles and ANPR equipment among other examples.

Organisational Support Review:

Our ongoing Organisational Support Reviews have been commissioned to critically review our existing organisational support structures and processes in order to determine whether they are best fitted to achieving our aim of becoming a truly citizen focused organisation. The reviews are looking at our support functions in order to identify potential opportunities to maintain and enhance operational outcomes by realigning /reducing existing resources i.e. achieving more for the same or the same for less. Reviewing support services in this way is a proven approach to delivering efficiencies that has already been implemented in many public and private organisations realising significant savings.

Green Efficiency Savings:

After achieving energy accreditation in 2007, we have continued to achieve significant reductions in energy consumption. This, with other initiatives, has resulted in savings of around £100,000 per annum. As a result of our award winning environmental strategy, our energy budget has been cut by 12% representing an annual reduction in carbon dioxide emissions of 1,350 tonnes³.

Outlined above are just some of our more high profile projects which sit alongside over 100 additional bodies of work. These all fall under the strategic umbrella of our Sustaining Excellence Programme. New opportunities are arising all the time as a result of national developments in areas such as ICT and other business areas. Increasing use of e-commerce and e-business, for instance, may present us with new ways to manage our resources in line with our citizen focus approach. More and more people are regularly using on-line services to carry out their day to day business and we are currently looking at the possibilities around E-business Strategies. Such a strategy would provide a framework for the potential introduction of integrated and self service systems as part of the Organisational Support Reviews.

² All sponsorship, gifts and loans received fall within the guidelines set out in the Authority's Sponsorship, Gifts and Loans Policy.

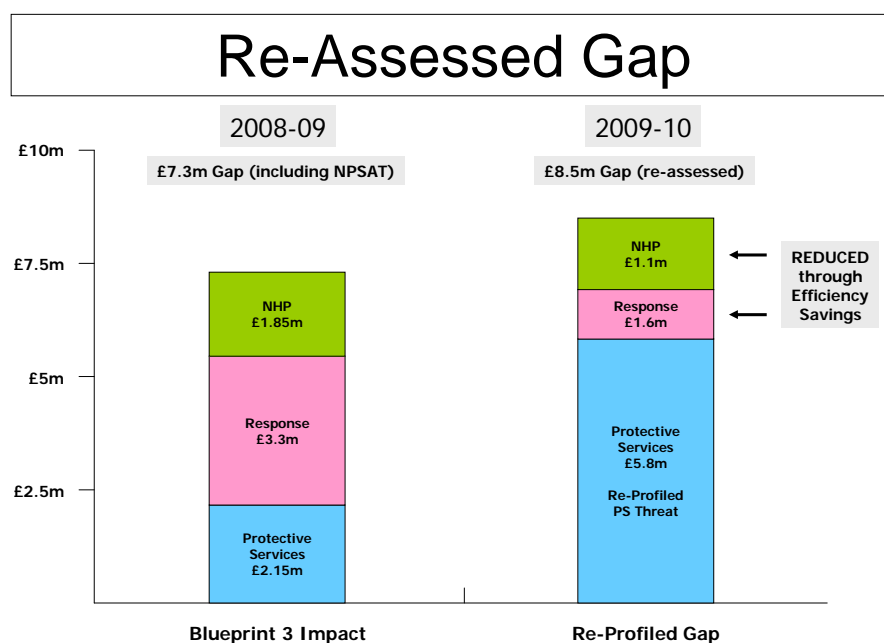
³ The Constabulary gained accreditation through the Energy Efficiency Accreditation Scheme (EEAS) which recognises the achievements of businesses and organisations in industry, commerce and the public sector in reducing energy.

4. Diagnostics – Reviewing the Gap

The general principle underpinning our devolved financial management is that the budget holder for a particular area should seek to contain unforeseen costs wherever possible within the resources already available to them, by cutting down on other areas of expenditure or re-prioritising the activities of the division or department. The same principle applies to new growth areas which, wherever possible, should be funded from existing devolved resources.

This is not always possible. However, we do not take for granted those resources that have so far been made available through Blueprint and large amounts of internal analysis are undergone before any Blueprint recommendations are decided upon. All of our Divisions and Departments are consulted about what they consider to be their urgent growth requirements. The ensuing submissions are then scrutinised further to identify what could be resolved via other funding / resourcing alternatives and what should be prioritised. The consultation process includes risk assessment by Corporate Development and Quality Assurance by Chief Officers.

The findings of this year's consultation exercises have been reassuring, in regard to Neighbourhood Policing and Response Policing, but indicative of a real need to act promptly and responsibly in regard to Protective Services. This indication in itself is encouraging in its confirmation of the Blueprint process as a useful and effective risk assessment tool in terms of managing our resources.



At the one end of the resourcing scale, our Neighbourhood Policing and Response gaps are being successfully managed down. And yet, the Protective Services gap indicates continued expansion despite significant investment and the positive impact of previous Blueprint resources.

With the current economic situation as a backdrop, our response has needed to be both practical and realistic. Our partners, stakeholders and the public are all facing financial pressure and the time is not right for any organisation to be aiming for a

luxury model. However, we have consistently provided an excellent service with the resources that are available to us and this must continue. What must remain paramount is that the viability of that model is not inadvertently compromised in the debate around what is absolutely necessary.

The increase in our Protective Services gap has inspired much debate over recent months, prompting us to break down and prioritise each of the individual areas within that gap. Our immediate need has been for clarity in order to define where the growth requirements are most urgent, agree on our priorities within that growth area, and negotiate a suitable way forward.

The purpose of this section therefore, is to outline the diagnostics underlining our existing resourcing gap and prioritise where growth funding is most realistically needed at this time. Much of the accompanying analysis has been primarily undertaken around Protective Services, that being where our main challenge lies. It is of equal importance at this stage however that we do not neglect to take stock of the areas of Neighbourhood Policing and Response; functions that have the potential to equally impact and be impacted upon by higher level crime, and so we will firstly re-visit these areas before returning to the Protective Services arena.

Neighbourhood Policing:

Our Neighbourhood Policing position is strong and developments over the past 12 months have indicated that internal efficiencies are likely to have seen overall reductions in the NHP gap to £1.1m. A slight increase has been acknowledged in regard to Central Division in addition to a need for additional CBMs and PCSOs in our Eastern/Pennine Divisions and neighbourhood resources for the Buckshaw Village development in Southern division. A requirement has also been identified within the Constabulary for additional diversity/maps officers but, whilst these are all things that must be kept in mind, progress is generally very encouraging.

Our wider 'Neighbourhood Management' approach is currently being rolled out across many parts of the county, jointly funded by ourselves, local authorities and other partner agencies. These schemes act as a foundation for jointly tackling the acknowledged links between neighbourhood and national threats, assisting us with the challenge of balancing community priorities (requiring significant level 1 activity and a partnership approach) against the complexities of higher level crime.

Despite a reduction in the neighbourhood policing gap, a number of threats do remain that require our continued attention. The full implications of the Green Paper 'From the National to the Neighbourhood' are yet to be understood - for instance, the impact that the Policing Pledge requirements could potentially have on our Neighbourhood Policing resources.

Furthermore, whilst the reductions in partnership PCSO funding identified as a risk in the most recent Blueprint refresh have not transpired on a grand scale, small withdrawals have occurred and this continues to be a very real threat that will need to be continually assessed. We cannot take the allocation of local authority funding for granted and significant reductions may limit the capacity of existing neighbourhood management schemes and the establishment of new neighbourhood management schemes. The Government, whilst tacitly supporting the concept of neighbourhood management, does not provide additional resources to support it in its own right; therefore, there will have to be considerable energy and effort expended to mainstream services across agencies in identified areas.

That said, the general outlook is encouraging and, presently speaking, we are succeeding in gradually closing our Neighbourhood Policing gap by way of improved organisational management processes.

Response:

From a combination of Blueprint Resources and internal efficiencies, our response gap has now been reduced to £1.6m, falling mainly across the requirement for Custody Sergeants/Custody Detention Officers, Reactive CID and the (long-term recoverable) implementation costs of Quest. Through the use of police surgeries and more intelligent deployments however, Quest 1 has provided frontline officers with additional patrol time against which they can direct more effort towards a focus on quality, enhanced customer service and Citizen Focus.

In addition, we have invested in developing our technology to enable our officers to operate as efficiently as possible. For instance, the ICT led PDA rollout in 2008 has ensured that we were well prepared for many of the proposals around bureaucracy and technology that were outlined in the Green Paper.

Early indications from our Workforce Modernisation pilots are encouraging and full evaluation of the pilots is due to take place in March 2009. The pilot sites at Burnley and Blackpool remain within timescale, having successfully commenced the equalisation stage by October 2008 and equivalent police officer costs have been invested elsewhere in divisions. Early questionnaires and focus groups have already identified a reduction in the demand / workload placed on response officers and both quantitative and qualitative evaluation will continue to be an essential part of the project.

Protective Services:

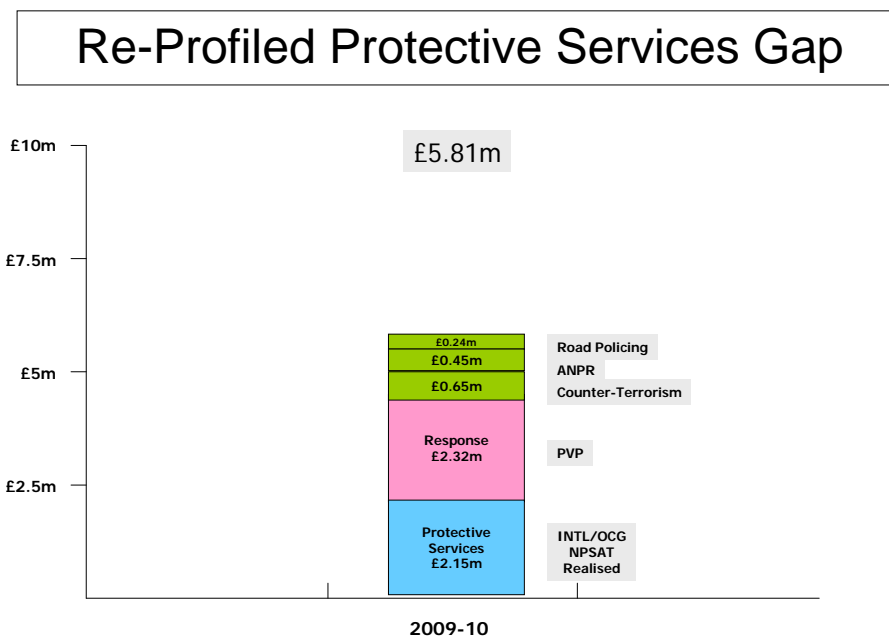
We have always known that closing the Protective Services resourcing gap would be a long-term challenge. Whilst its vocabulary, such as 'counter-terrorism', 'protecting vulnerable people', 'regional collaboration' (and so on) has become part of our everyday language, we must remember that national, regional and local developments around this key area of policing are still, relatively speaking, in their infancy.

New regional intelligence structures and national information sharing mean that we now have access to more intelligence and information about serious crime and criminality than ever before. However, with this increased knowledge comes an equivalent increased requirement to, with our partners, provide an effective and appropriate response.

The recent thematic HMIC report on the Police Service's response to serious and organised crime 'Getting Organised' has shown that there are over 2,800 organised crime groups (OCGs) in England and Wales. Subsequent assessments now place that figure at 4,110. The North-West, with London and the West Midlands, faces one of the greatest regional demands from OCGs, two thirds of which are involved in multiple crime with far reaching impact. With this in mind, it would have been puzzling, if our Protective Services resourcing gap did not reflect that clearer picture of Serious and Organised Crime.

We believe that the key lies not in the complete closure of that gap (which is unrealistic) but rather in its sensible, thorough and continuous management. This

requires the ability to prioritise what needs to be done *now* in order to move us forward to a position where we can decide what is to be done next.



The above illustration shows that our Protective Services gap has increased from £2.15m in 2008-09 to £5.81m as defined for 2009-10. The areas where growth requirement have been identified include Roads Policing, Counter-Terrorism, Protecting Vulnerable People and Intelligence/Organised Crime Groups.

It is here that we will apply the methodology of establishing the nature of the need, exploring alternative methods of resolution and defining the level of urgency demanded by each area.

In the case of Strategic Roads Policing, whilst traditionally forming part of the make-up of the Protective Services gap, the 2009-10 growth requirement has been accurately anticipated. As a result of this it has, with the support of the Police Authority, been already accounted for within the Financial Five Year Forecast.

The threat of terrorism to Lancashire continues to be classified as severe and remains as a very real priority to be seriously considered in any discussions around Blueprint funding. Work continues in support of the Government Strategy for Counter Terrorism 'CONTEST' and we are currently developing our response to the 'PREVENT' strand of the strategy, concerned with stopping people becoming or supporting terrorists or violent extremists. However, significant investment into our Counter-Terrorism capacity as a result of the most recent Blueprint funding has considerably strengthened our resilience in regard to this area and this must be balanced against the danger posed by emerging threats in other less resilient areas.

A significant need for investment into Protecting Vulnerable People is self evident from the illustration above, with further analysis revealing those areas most in need of growth as being Missing Persons and Child Sexual Exploitation (CSE). The intelligence underpinning this has been developed as a result of the creation of a new HQ Public Protection Development and Compliance Team.

The development of this team has allowed us to crucially expand our service into other areas such as 'Honour Based' Violence, Sexual Exploitation of Children and Elderly Adult Abuse. Inevitably however, this has increased our requirement to respond whilst simultaneously developing the scope to identify newly emerging threats in relation to these areas.

As a result of these increased requirements, inconsistent supervision levels have been identified within each PPU as a result of insufficient resources. This, in turn, leaves us vulnerable in the face of new demands. With intelligence continually increasing, it has also become clear that each PPU requires a research capability in order to undertake scanning work and to forge strong links with intelligence and other force units in addition to statutory and voluntary agencies. Another urgent consideration is the question of our present capacity to provide an adequate response to potentially dangerous people, especially those with mental health issues. This requires a proactive targeting capability to ensure the safety of our communities.

Focused analysis is required around the vulnerability and risk of those who go missing, especially frequent missing persons. By way of example, the cases of Charlene Downs (who went missing in 2003) and Paige Chivers (who went missing in 2007) have required, to date, considerable resources of £583,000 and £75,000 respectively. The Blueprint consultation process has revealed that the introduction of 'Missing from Homes' as a thematic area into each PPU would realise important resource benefits for divisions whilst enabling a greater focus on the vulnerability issues and the interdependencies that can in some cases occur with abuse.

Moving onto the final area identified as being in need of growth funding, it has been acknowledged that our Intelligence/Organised Crime Groups gap is of similar size to that facing the area of Protecting Vulnerable People. Off-setting this threat however is the anticipation of a number of regional collaboration opportunities, as promoted further by the thematic inspection 'Getting Organised', with the potential to strengthen and support our capacity in this area of policing.

To conclude this section, when examining those areas within Protective Services that have been identified as in need of potential Blueprint Investment, it is the crucial growth requirement in regard to Protecting Vulnerable People that has quite clearly come to the forefront as our current priority. How this is most appropriately to be resolved forms the basis for the recommendations that are out-outlined in the next and final section of this report and to which we ask that you give your most serious consideration.

5. Recommendations – A look ahead

As always, the 5 year financial forecast is our best estimate of the likely prospects for the next few years and includes an estimate of inflation, grant increases, cost pressures and any required investment. Although none of these are known with certainty based on the volatility of the current financial environment, if council tax were to increase by 5% per annum, this would allow us to aspire to investment of between £0.5 and £1 million each year into identified Blueprint priorities. However, this will remain challenging in the light of the efficiencies that will also be required.

Based on the strong position of our Neighbourhood Policing and Response areas, we anticipate that, with what we have, we should become more efficient in the long term and be able to account for any emerging threats without further Blueprint investment. However, our resourcing gaps in relation to these areas will continue to be acknowledged within the overall resourcing gap and continually risk assessed in relation to any emerging threats.

Our current resourcing gap in terms of Protecting Vulnerable People has, at the other end of the scale, increased to £5.8m, £2.32m of which relates specifically to Protecting Vulnerable People. As stated previously in this report, the current economic environment does mean that expectations have to be changed. So, we must focus our attention on those risks that appear critical and focus on how they can be realistically and sensibly mitigated. As such, the PVP growth requirement has been closely analysed in terms of where the need is greatest and what level of investment might be needed. As a result of that analysis, we consider our top priorities to lie across the need for additional PPU Supervision, dedicated Child Sex Exploitation / Missing from Homes resources and dedicated researchers, as detailed below with approximate allocated spend:

Additional PPU Supervision	£292,555
Dedicated Child Sex Exploitation / Missing From Homes Resources	£524,916
Dedicated PPU Researchers	£192,282
Total	£1,009,753

Our next step has been to examine the most suitable options in terms of potential precept increase that could realistically assist in meeting the identified £1m PVP priority for 2009-10. We remain mindful of the need to balance the risk of not acting appropriately against the acceptability of the consequences should the identified threats be realised.

Taking account of the £0.6m already agreed towards service developments for 2009-10 (including Strategic Roads Policing) and recent changes in interest rates, the following table illustrates the consequential budgetary cuts that would be required as a consequence of different options around council tax increase:

	COUNCIL TAX INCREASE OF		
	5%	4%	3%
	BUDGET CUTS REQUIRED		
To Stand Still	£0.6M	£1.3M	£1.9M
To fund Investment in Connect/Quest	£1.0M	£1.7M	£2.3M
To fund Investment in Connect/Quest plus £1m of Blueprint priorities	£2.0M	£2.7M	£3.3M

In terms of our recommendations, the only option to enable the Chief Constable's preferred priority to be met – protecting vulnerable people – would need at least a 5% increase in the council tax precept. This assumes that the current variables around finances remain unaltered and would still require savings of £2m to be found by the Constabulary. This is no mean feat, given the level of efficiencies that have already been achieved.

Since efficiency planning began in 1997-98, £94 million in total of recurring savings have been achieved, of which £52m is cashable and nearly £11 million has come from HQ departmental budgets. Since 2004-05 (including the current year), £57 million in total has been achieved, of which £32m is cashable and of which £3m has come from HQ budgets.

We appreciate that our partners, stakeholders and the public are similarly facing financial pressure. However, the simple reality is that it is not only our own reputation that will suffer if we fail to successfully meet the demands of our customers through lack of sufficient resources. More importantly, it is the safety of our communities and of those who are most vulnerable within those communities that is at stake, and it is this that we ask you once again to take into account when making your decision.

Any benefits that are realised as a result of potential Blueprint funding will of course continue to be reported upon and we will continue to ensure that our resources are put to best possible use, ensuring that we continue to offer an excellent policing service for the money that is available to us. We will continue to monitor our resourcing picture, responding swiftly and appropriately to any future fluctuations identified in line with the emerging threat profile that could potentially compromise the safety and needs of our communities.