



# ANNUAL REPORT 2015/16

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## **FOREWORD FROM CLIVE GRUNSHAW LANCASHIRE POLICE AND CRIME COMMISSIONER**

In this the final annual report of my administration, it is a good time to reflect over my term of office and the achievements and challenges I and my colleagues have faced along the way.

There is no doubt the challenges are far greater than I could ever have imagined when I was elected to the role, but Lancashire Constabulary, our partners and my office have risen to them and done their utmost to ensure Lancashire is the safest county it can be.

The last four financial years have seen dramatic reductions in funding from Government along with the expected cost pressures brought about by inflation and ever changing crime patterns, but also the increasing demand for police services as the Constabulary becomes very much the lifeline for Lancashire as all other public services decline in the light of continued austerity cuts.

Despite this there are some very good and rewarding issues to reflect on:

- Crime is down by 3% in the three years since I took up office (to November 22, 2015) - and although there are some increases in violent crime the overall reduction is a significant achievement
- Lancashire Constabulary has twice been rated as one of the top performing forces in the country with our work on early action and engaging with communities singled out for praise
- Challenging budget cuts have been managed well and inspectors have commented on our innovative and forward thinking approach
- Neighbourhood policing teams have been maintained across Lancashire and reshaped in some areas to make them provide more local response for the communities they serve
- Crime victims now have access to a wide range of support through Lancashire Victim Services giving help, support and advice when people need it most
- Some career criminals, drug dealers and other serious offenders are now behind bars
- Our officers and specialist teams remain there when you need them to keep you safe from risk, threat and harm.

With an eye to the future though there is no doubt the picture will be to continue to try to do more with less. Funding reductions are now projected to reach £92m by the end of 2019/20 and we are still awaiting the outcome of the Government's funding formula review, which I and many Lancashire MPs and other PCC colleagues challenged the Home Office on earlier in 2015/16.

We do expect this halted review come back in the next financial year, but we continue to lobby hard to ensure increased demand we face is taken into consideration when deciding the new formula. Non-crime demand such as looking for missing vulnerable people, managing people who are at risk to themselves through mental health, dealing with threats to life and limb during the recent flooding and keeping track of proportionately the largest

number of serious and organised crime gangs outside London all need to be considered when the Home Office considers re-allocating funding to Lancashire Police.

Perhaps one of the proudest parts of my administration came towards the end of the year in March when colleagues held a conference to examine and understand the model we have in place to deliver Lancashire Victims Services.

I became responsible for providing services in October 2014 and although I commissioned existing providers Victim Support to deliver the core service, my team has worked hard to ensure that we now offer a much more comprehensive and wide range of specialist support and advice under the Lancashire Victim Services brand.

We now have a team made up of many different organisations, each with expertise and knowledge in their particular fields. Lancashire's survivors and victims of crime can be assured they will receive the right kind of support, advice and help they need at a time when they are ready for it.

Clive Grunshaw  
Lancashire Police and Crime Commissioner

## **1. ENGAGING STAKEHOLDERS:**

As Police and Crime Commissioner, it is my role to be the voice of the public of Lancashire in ensuring that their needs are reflected in the Police and Crime Plan.

This plan shapes the work of the Constabulary and I hold the Chief Constable to account for his force's delivery against the plans priorities.

Throughout this report you will see reference to the Police and Crime Plan priorities I drew up following consultation with residents shortly after I was elected in 2012.

This year I formally set out my commitments to engage stakeholders and residents. I said I would inform and consult residents on Police and Crime Plan priorities, engage them in delivering priorities and helping to keep Lancashire safe and I said I would campaign and lobby on their behalf.

In 2015/16 all activities promised in the strategy have been delivered as highlighted in the table on the next page.

In addition I have attended a wide range of stakeholder events, formal and informal meetings such as PACTs and town councils. I also visit community safety partners and voluntary organisations talking to residents and stakeholders and seeing for myself the work they are doing in local communities.

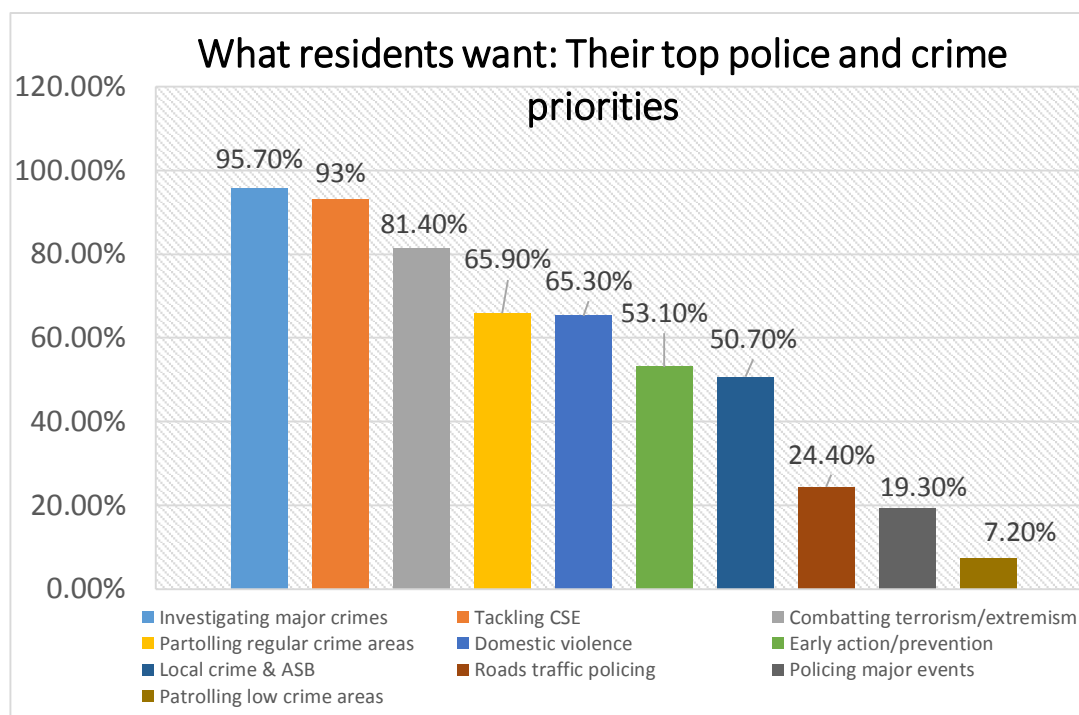
I also sit on the national Association of Police and Crime Commissioners representing Lancashire's interests, and am a member of the Resources Group which gives me an opportunity to put across Lancashire's case for fairer funding.

## Understanding local priorities:

As well as the conversations I have with stakeholders and the public about crime, safety, policing and supporting vulnerable people, I have once again surveyed residents about their priorities. What is clear is that while visible policing remains a priority for residents, investigating major crimes such as murder and rape, protecting children from sexual exploitation and tackling extremism are top of residents' priorities when it comes to policing and crime.

These form a key part of the Police and Crime Plan and although my commitment to neighbourhood policing has remained throughout my office, I have constantly supported and encouraged the constabulary to build specialist capabilities in these areas.

Lancashire police don't just operate at a neighbourhood level, working with the Chief Constable have been able to support the development of specialist teams often working behind the scenes who are there when you need them to keep you safe.



## **2. HOLDING THE CHIEF CONSTABLE TO ACCOUNT:**

It's my role to hold the Chief Constable to account for the work of the force delivering the policing priorities. Later in this report I will update on progress against the priorities in 2015/6. But here I outline how I hold the Chief Constable to account.

There are a number of planned and ad hoc meetings in the calendar attended by myself, my team and members of the Constabulary workforce both at officer and staff officer level.

The formal meetings include quarterly scrutiny meetings and joint management boards. The notes of the meetings and the reports tabled can be found on my website at [www.lancashire-pcc.gov.uk/meetings-and-decisions](http://www.lancashire-pcc.gov.uk/meetings-and-decisions)

In addition I hold regular one to ones with the Chief, and members of my team sit on strategic working groups ensuring that the Police and Crime Plan priorities are reflected in day to day operational delivery of policing across all teams.

### **Police and Crime Panel**

Holding me and my office to account is the Police and Crime Panel for Lancashire. They met four times this year and also held task and finish groups examining progress against the priorities in more detail.

The panel is currently administered by Blackburn with Darwen Council and full details of the meetings and the minutes can be found on [www.blackburn.gov.uk](http://www.blackburn.gov.uk)

### **3. FOCUS ON THE POLICE AND CRIME PLAN PRIORITIES:**

This summary document aims to give an overview of the achievements and challenges to deliver the Police and Crime Plan priorities in the last year.

To a large degree some work has remained as business as usual and the highlight report here focusses on things we have done differently or particularly challenges we have faced in 2015/16.

#### **The Priorities:**

The priorities are based on extensive engagement with stakeholders, residents and Constabulary in the first few months of my administration. They have been constantly examined throughout my period of office through regular engagement by myself, my team and specialist research commissioned by my office.

The four priorities are:

- Defending frontline policing
- Tackling crime and re-offending
- Protecting vulnerable people
- Championing victims' rights

We will examine each of these in more detail in the next few pages.

- **Priority: Defending frontline policing:**

As policing budgets have continued to fall, I have worked with Constabulary to look at ever more innovative ways of ensuring frontline teams are maintained as much as possible, while ensuring savings are delivered.

Staffing makes up 80% of the policing budget and the proportion spent on frontline has increased as funds have reduced. That is because I have sought to protect frontline budgets as much as possible and even though we have faced significant savings most have come from other areas.

However as the back office is stripped back and asked to run efficiently as possible there becomes an inevitability that frontline will have to make some savings too.

So far only 19% of the frontline budget has been reduced in contrast to significant reductions in other parts of the organisation. Reductions in our budgets do mean however that we have seen staffing reduced, and by the end of this year we will have lost 900 police officers and 700 police staff.

- **One team review:**

Good forward planning through a dedicated Futures Team, taking a systematic approach rather than salami slicing, has led to some service change that has helped protect the frontline - including neighbourhood teams.

In some areas of the country neighbourhood teams have disappeared altogether but here in Lancashire we still have a local team covering every inch of the county. Maintaining those teams though has seen some changes. In Fylde and the Ribble Valley for example, we have developed new ways of providing that service and ensuring more local officers respond to incidents in their area.

We are concentrating our resources where they are needed most but wherever you live or work in Lancashire, you will still have that support. In Fylde and the Ribble Valley, by pulling our resources together we now have greater flexibility to meet the demands of local communities. PCSOs now provide that direct link between residents and the police while Community Beat Managers (CBMs) patrol in cars, instead of on foot, so they can respond to crimes in their area.

Making CBMs more mobile means we can increase their visibility in the community as well as make the role more responsive to local issues.

Neighbourhood teams along with other frontline officer roles have also benefited from the roll out of mobile technology which has improved direct engagement with residents, through email, phone and social media, and means officers can spend more time in their areas instead of at their desks.

Funded from earmarked reserves, 2,000 Samsung mobile devices were issued to officers this year and have revolutionised the way in which they work, helping them to access police IT



files and systems while on the go and reducing the need to return to an office to file reports or update paperwork.

The investment was funded from earmarked reserves set aside for equipment for officers to improve their response and engagement with the public. The devices also allow officers to read live crime reports, take witness statements electronically and access the police national computer to run checks.

They are also able to post directly onto the Constabulary's extensive number of social media accounts to make instant appeals for help or to engage directly with the public on local policing issues.

The early signs from this work are encouraging with local inspectors saying that officers' productivity has increased while response times are showing signs of improving as well.

- **Contact Centre:**

A vital part of our frontline response is Lancashire Constabulary's Contact Centre. This year has seen a significant improvement in the services performance following some problems moving to a single contact centre last year.

The centre is now at full capacity and has been restructured to ensure it helps relieve some of the pressure on neighbourhood and immediate response teams.

Over the summer during my Let's Talk Policing Roadshows I asked people how they wanted to file minor crimes reports and 62% said they prefer to use the telephone and 22% said they would be willing to use secure website reporting. Many said this was due to convenience for them and also recognising it is more cost efficient for us as force.

This is part of the reason for introduction of a dedicated initial investigations unit (IIU) staffed by officers and police staff. In the same way modern day banking transactions can take place on the phone or online, the IIU can provide frontline support investigating crimes in the same way. As a result other officers on the frontline are free to deal with other priority work keeping people safe.

Once a crime is recorded staff in the IIU will decide whether to deploy officers following national guidance and considering factors including the victim's needs and how readily the incident might be resolved.

- **Recruiting new officers and PCSOs:**

Partnership funding for PCSOs was more or less maintained throughout 2015/16 and that allowed their vital work to continue providing valuable links with local communities.

When I took up office I pledged to maintain PCSO numbers across the force and provide the funding to make up the cost of a PCSO where partners pledged extra funding for these officers and have delivered on this promise throughout my administration.

In February we opened a recruitment window for PCSOs to maintain our numbers as some current PCSOs were moving on with some likely to be appointed as police officers as part of

the recent recruitment - see below. The PCSO recruitment will be for both full-time and part time roles and we aim to have successful applicants in post by June 2016.

Earlier in the year we opened the recruitment window for 120 regular PCs and were swamped with more than 3,000 applications. The new officers are needed to ensure that we have enough officers in place in two years' time.

Despite the reductions in officer numbers the Constabulary has identified that we need to recruit more officers just to standstill. This is because the number of officers due to leave either through retirement or generally moving on, will exceed the number of posts we will have in two years. That is why I have set aside a £2m budget to help with recruitment in the coming years. The first new recruits will take up their posts in June 2016 with additional intakes in October and January.

- **Citizens in policing:**

Lancashire is proud to be part of the national Citizens in Policing programme, which provides opportunities for volunteering in policing through the Special Constabulary, Police Support Volunteers, Police Cadets, and Neighbourhood Watch schemes.

Special Constabulary numbers have increased to 470 this year and there is a plan in place to recruit 70 Special Constables every quarter which would potentially mean having 650 Specials by January 2017.

There are currently 281 police volunteers and 155 potential new recruits currently in the application process. The Constabulary and my team are working on a media plan to promote new volunteering opportunities and to celebrate the work of our existing team who spend vital hours supporting our force.

The Lancashire Cadet programme for 13 to 18-year-olds currently has over 400 young people enrolled who contributed 3,000 volunteering hours in last six months. Our aim is to increase the programme even further with 650 cadets by next year. Cadets support a range of events and activities across the county, gain training and development and can participate in the Duke of Edinburgh award scheme.

Neighbourhood Watch (NHW) schemes are vital to our sense of community but they need updating from the traditional model. Following a meeting between my office and Lancashire NHW in September, funding was granted for a NHW community safety project.

In order to ensure that the project realises its full potential I have been working with Lancashire NHW to revise their future structure, vision and mission for the next three years, widening their reach, improving the use of social media and ensuring they work within the Early Action approach we have been implementing across Lancashire.

- **Frontline is more than just neighbourhood**

It is important to remember that neighbourhood teams are only a small part of a much wider police service keeping you safe across Lancashire. Immediate response teams, specialist teams working on tackling gangs, solving serious and organised crime, investigating major incidents and protecting children from sexual exploitation are just some of the others working to keep our county safe.

The old model of the Bobby on the beat doing everything doesn't fit the modern world and 21<sup>st</sup> century policing requires specialist teams with specialist knowledge to tackle the ever changing nature of crime in our areas.

While I have worked with the Chief Constable and his teams to ensure the impact of Government funding cuts is minimised, we have inevitably had to reduce officer numbers but the Constabulary's commitment hasn't changed. Officers will be there, when you need them, to keep you safe.

- **Priority: Tackling crime and reoffending:**

When I consulted residents about their policing and crime, it was clear that tackling crime and reducing reoffending is high up on their list of priorities. People told me the most important things to them were investigating major crimes and protecting children from sexual exploitation. But combatting terrorism, patrolling neighbourhoods where crimes are reported regularly and supporting victims of domestic abuse are all issues that top the list of concerns for many people. That is why tackling crime and reducing reoffending remains a core element of my Police and Crime Plan. Outlined in this section are the new or emerging successes and challenges we have faced this year.

- **Early Action**

Early Action is the approach taken by Lancashire Constabulary working in partnership with colleagues from across the public sector and local communities, to support and intervene in cases to prevent crime escalating.

It can be focussed on individuals or people who may have mental health problems or addictions who are beginning to get into trouble with police. The aim is to stop the offending by providing wrap around support and early action to help change a person's behaviour and prevent them getting into further trouble.

This new way of working has been pioneered in Lancashire and was recently singled out for praise by Her Majesty's Inspectorate of Constabulary in our recent inspection. In addition our approach has earned extra funding of £4.3m following a successful bid to the Police Innovation Fund. The work combines with other funding streams to identify and help vulnerable people, as well as those at risk of turning to criminality, before they reach crisis point.

By working with partners – including police, social workers, mental health professionals and youth and family support workers – the aim is to intervene at the earliest possible moment and prevent future problems. Our Early Action work also includes identifying and disrupting organised crime gangs in the county. Here in Lancashire we are actively disrupting more of these gangs, relative to the size of our population, than any force outside London.

- **Human trafficking and modern slavery:**

Just as child sexual exploitation has been a growing issue throughout the country, cases of human trafficking and modern slavery have emerged this year in Lancashire. There have been a number of high-profile cases and police have secured convictions and lengthy jail terms for three people following an investigation into the trafficking of two young women in Preston. In February there were two further arrests in Blackburn too.

In order to ensure that more cases are brought to light I have funded training for police and partner agencies around human trafficking to ensure we are properly equipped to tackle this challenge and that will continue later this month.

Officers who have taken the training have highlighted the positive impact it has had and I am keen to make it available to more of our partners. I have also agreed to fund an additional detective sergeant post, dedicated to tackling human trafficking. This is a growing area of police work and we recognise the need to ensure the Constabulary has the resources to deal with it.

#### ▪ **Behind Bars**

The last 12 months has seen some excellent work by police result in large jail sentences handed out to organised criminals in Lancashire. Our Behind Bars campaigns have helped promote this work in communities, reassuring residents that police will do whatever it takes to bring down the gangs operating in the county. Officers and myself have taken part in community reassurance, handing out leaflets and ensuring residents are aware that the convictions have taken place. Often there is quite a gap between an arrest and sentence, so I want to ensure local residents, some of whom may have reported concerns to police in the first place, are kept informed on the progress of these cases.

One of the big success stories has been Operation Galant, in the east of the county, one of the biggest drug supply investigations the area has ever seen. In the last year, detectives involved in the operation secured a number of convictions and caused major disruption to criminals supplying drugs in Blackburn and Darwen. In July last year, seven men were jailed for a total of almost 15 years and then, in December, another six men were given sentences totalling close to 24 years.

#### ▪ **Reducing reoffending**

Funding I have provided means there are now greater opportunities available to engage individuals on structured placements to reduce reoffending. One example of this is Lancashire Women's Centre, in particular Avert, which aims to divert women away from the criminal justice system by engaging with female case workers while in police custody and beginning a more structured way of changing behaviour in the long term. On completion of the 12-week course, 93 per cent have not reoffended.

#### ▪ **Substance misuse**

I have committed almost £500,000 of funding towards commissioning substance misuse services across the county. I have worked with Lancashire County Council, Blackburn with Darwen and Blackpool Councils to ensure funding is used to provide support to drug users

through mentoring and peer support. I have continued to work with Lancashire Sports Partnership on the continuing use of sports initiatives to assist drug users in their recovery.

- **Rural Crime**

Lancashire Constabulary is responsible for policing an area of almost 2,000 square miles, 74% of which is classed as rural. Lancashire has PCs who operate as part of the National Rural Crime Network (NRCN). In May 2015, asked residents and business owners in rural parts of Lancashire to take part in the largest ever survey into crime and anti-social behaviour in rural areas. The wide-ranging survey, launched by the NRCN, will ultimately help shape the future of crime prevention and rural policing.

Lancashire Constabulary and the NFU have also been working on an initiative aimed at preventing livestock theft. This work was highlighted by the national policing lead for rural wildlife crime, who encouraged other forces to adopt the scheme.

- **CCTV**

My office, working alongside a number of authorities, has played an instrumental role in deciding on the specifications for the Hyndburn CCTV hub covering East Lancashire. I have also funded upgraded CCTV systems in Blackpool, largely paid for through money from the Transformational Challenge Award and the Police Innovation Fund. Money awarded through my POCA scheme, using cash seized from criminals, will go to the Preston Community Safety Partnership to help fund an extension to the CCTV network in the city.

- **Business crime**

In November, more than 100 businesses attended a conference, arranged by my office in connection with Lancashire Constabulary and the Chamber of Commerce, aimed at protecting businesses in the county. Discussions focussed on risks of fraud and cybercrime, as well as crime prevention tips.

▪ **Priority: Championing Victim Rights**

The responsibility for the commissioning of services for victims was given to Police and Crime Commissioners in April 2015. This year has been the first full year of delivering services for crime victims across Lancashire. It has been a challenge as it represents the biggest single change in the way victim services are funded for more than 25 years.

What it did do was present an opportunity for me and my team to develop and expand services and involve a wider range of partners and organisations in the delivery of services and support for victims. Now all services across the county are delivered under the Lancashire Victim Services family.

My team and I made a decision made to work with Victim Support to provide the core service and telephone centre, building on their experience and knowledge over a significant period.

We then set about establishing more specialist services and commissioned a range of local organisations and agencies to provide specialist support and help services. We have set out a two year plan to develop, run and assess our Lancashire Victim Services model leading up to re-commissioning of the service in April 2017.

▪ **Additional specialist services:**

Our review of services across the county ahead of launch identified a need for specific services for:

- Victims of hate crime,
- CSE victims and
- Young People who are victims of crime.

These are the key areas that the Lancashire Victim Services has focussed on developing during this year and these services are now delivered or in the process of being established to ensure an improved level of support.

▪ **Additional support for victims:**

As part of my delivery we have provided support for individual projects outside of Lancashire Victim Services that provide support for victims – in particular for the Chelsea's Choice theatre production being used in schools in Lancaster to raise awareness of Child Sexual Exploitation; and for Mediation Services being provided in Burnley, Pendle and Rossendale tackling neighbourhood disputes and ASB issues.

▪ **Lancashire Victim Service performance to date:**

By the end of December more than 31,600 referrals were made into the service with just under 8,500 receiving long term one to one support by case workers or volunteers, with others provided telephone support and advice or signposting to other organisations.

I have recently undertaken an extensive campaign under the **here...** branding to promote the services which can now be accessed by crime victims who for one reason or another may not have been able to report the crime to police.

The campaign was delivered using a wide-range of media including outdoor advertising, information to organisations who may refer people for support, social media campaigns and press activity.

In addition my team has been engaging with other organisations raising awareness of the new wider service offer.

- **Lancashire Council of Mosques third party reporting**

I recently providing funding through my community action fund to the Lancashire Council of Mosques to help them set up third party reporting for Muslims. This followed the recommendations from Professor Paul Iganski, of Lancaster University, as part of a wide-ranging research project into hate crime and in particular barriers of Muslim people feeling comfortable reporting incidents directly police.

The funding has allowed the Council of Mosques to promote a telephone reporting service and Lancashire Constabulary has trained call handlers in how to take crime reports.

- **Restorative Justice**

Restorative Justice (RJ) is one way of helping victims get closure following a crime. By allowing them to meet with the person or people who wronged them and ask questions, it can help them to deal with the incident. It can also help offenders understand how their actions impact others and reduce the chances of them re-offending.

I have funded training to support this work and we have seen successes at all levels, ranging from neighbour disputes through to a mother who got the chance to meet her son's murderers. I am also pleased to report that in the last year we have grown the number of community RJ panels around Lancashire. These are volunteers from the community, based right across the county, who are trained to deliver restorative justice.



- **Priority: Protecting Vulnerable People**

- **Domestic Abuse**

I have continued to fund domestic abuse services across Lancashire, providing £315,000 funding as part of joint commissioning approach in the Lancashire County Council area supporting those at risk of domestic abuse.

In Blackburn with Darwen I have provided £102,000 to support local domestic abuse staff and services and in addition I have supported work in the Multi Agency Safeguarding Hub (MASH) to improve support for standard risk victims of domestic abuse through the provision of a dedicated team.

Throughout February partners across Lancashire joined forces to deliver the "Be A Lover Not A Fighter" campaign to raise awareness of domestic abuse and encourage people to sign up to a pledge never to commit violence. My office donated an extra £7,000 to the campaign to enable further advertising and activity to take place throughout Lancashire.

- **Tackling child sexual exploitation**

Child sexual exploitation (CSE) is another area of continued growing police demand. As well as tackling a significant number of non-recent cases, work has taken place to ensure we are better prepared to help prevent these incidents before they happen.

In the last year, police secured convictions for two men involved in the murder of Blackpool schoolgirl Paige Chivers, who detectives believe was sexually exploited before she died in 2007. The investigation into the 2003 disappearance of Charlene Downes remains live with a reward offered by my office for any information leading to the conviction of her killer.

Some work we have undertaken in this area this year includes working with partner agencies to help protect vulnerable children by working more closely to improve regulation and training of Lancashire's taxi drivers.

By enforcing stricter licensing regulations, educating drivers to spot the warning signs and sharing best practice between local authorities we can help to reduce the risk to vulnerable young people. This was prompted by a proactive police operation in East Lancashire to monitor behaviour as it was felt some drivers were not behaving appropriately around young girls.

As outlined earlier, my Lancashire Victim Services now include a specialist service to deliver counselling and therapy services for young people who have been a victim of CSE.

I have also recently announced a grant of £100,000 from the Proceeds of Crime towards a new project in Blackpool to provide psychiatric support to victims of sexual exploitation who are at risk of becoming offenders themselves.

- **CSE Conference**

In November Lancashire Constabulary held its annual CSE conference focusing on lessons learned in tackling offending and supporting vulnerable people.

Alongside this event ran a young people's conference which I funded as part of our support to prevent young people becoming victims. As part of the conference the young people themselves helped my officers to develop new campaign materials to raise awareness among their peers about the dangers of exploitation and helping them to know the signs.

The award winning Chelsea's Choice drama was performed depicting a true life tale of abuse and helping the young people to understand more about the risks of exploitation.

- **Vulnerable victims**

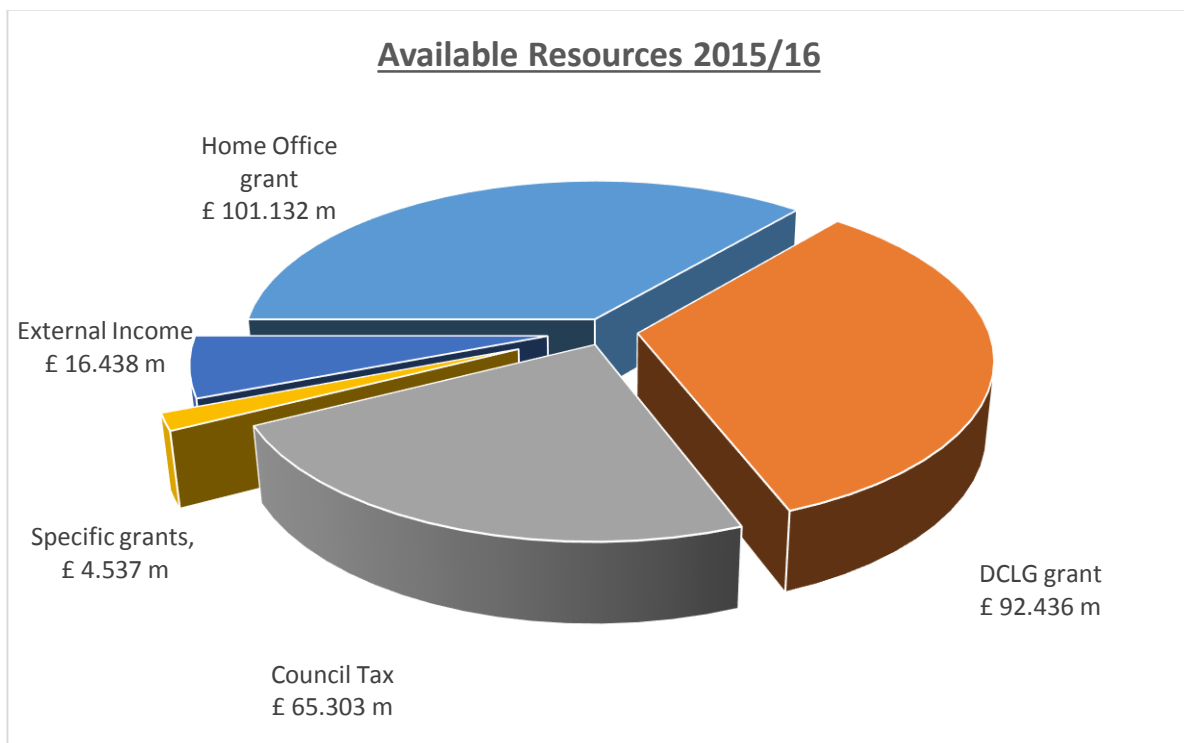
As part of our work in this area my office has been working with Lancashire Constabulary to develop a vulnerability marker to ensure that people who are made vulnerable by a crime or incident can receive the right level of support regardless of the type of crime or incident that has been experienced.

It's important that victims of ASB are also supported and have ensured that funding is available to enable Lancashire Victim Services to provide support and help, regardless of whether the incident is reported to the police or not.

## 5. THE FINANCIAL PICTURE

The funding available in 2015/16 reflected a reduction in central government support of £9.733m (4.8%) from that received in 2014/15. Having taken into account increasing cost pressures of £5.772m and the additional income generated through council tax, I needed to make a total of **£13.399m of savings** in order to deliver a balanced budget in 2015/16.

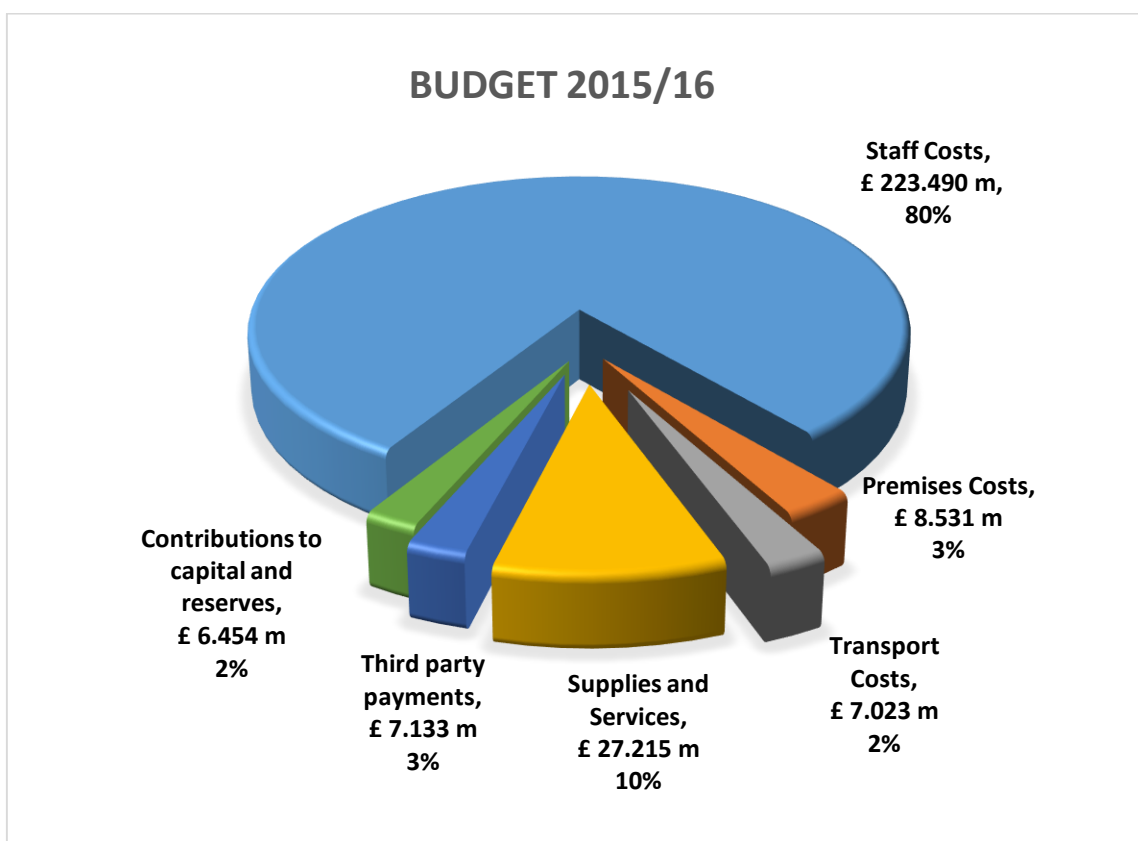
This significant challenge was met through the continued delivery of savings from the ongoing review process undertaken across the organisation that has sought to minimise the impact on frontline service delivery as much as possible.



▪ **Available resources**

The total resources available to me in 2015/16 included the funding from central government grants (£193.568m) and council tax (£65.303m) plus specific grant income of £4.537m supplemented further by £16.438m of income we have generated through charges for some of the services we provide.

I therefore had total resources of £279.846m available in 2015/16 that were allocated in the revenue budget as follows:



In conjunction with the Chief Constable I maintain a rolling five year financial strategy that identifies future years' savings requirements. This has meant that the service is planning for funding reductions for a number of future years. There is an established process that has meant that the savings needed for 2016/17 have not only been identified but in some cases have actually been realised in 2015/16 (ahead of the requirement). This forward-looking approach earned Lancashire an 'outstanding' rating in respect of financial management from HMIC during 2015/16.

In each of the last three years the early delivery of savings has realised an underspend on my revenue budget. I have set aside these underspends within my investment reserves. These reserves will be used to provide a significant level of investment in future years as part of the funding for my capital investment programme and meeting the costs of reducing the workforce in order to deliver future years' savings.

- **The financial outlook**

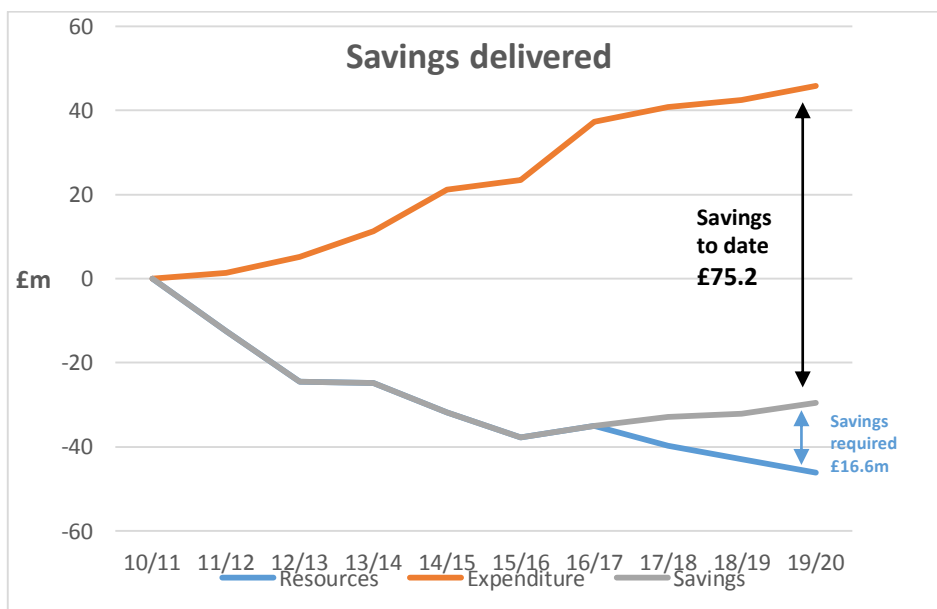
The final police grant for 2016/17 was announced on 4 February 2016. Lancashire has been allocated £192.537m which is a reduction of £1.031m on the funding for 2015/16. In future years it is assumed that Government funding will reduce by 2% per annum to reflect the indicative allocations provided with the 2016/17 provisional settlement and the statement from the Home Secretary that funding for policing will be protected **only if** Commissioners increase council tax by 2% per year to offset the reduction in the Government grant.

In addition cost pressures continue to increase in respect of:

- pay and general inflation
- additional burdens placed on the service by the government in respect of pension costs and the apprentices levy
- service demand increases

I have forecast the impact on the budget of both the reductions anticipated in funding from Government and the additional costs we will face and identified that in the period 2016/17 to 2019/20 I will need to deliver a further £16.6m of savings to deliver a balanced budget in each of those years.

This means that since 2010/11 we in Lancashire will have delivered a total of £91.8m of savings by 2019/20 which is the equivalent of 30% of the budget we had in 2010/11. The graph below sets out the challenge we face and how we have met it so far, but it clearly shows there is a lot more to do.



▪ **Capital investment programme**

My capital programme has been developed to meet the needs for investment in IT, accommodation and vehicles that will provide the infrastructure to enable the delivery of effective frontline policing across the county in future years.

It has been developed using the principles of affordability, prudence/sustainability, value for money, stewardship, planning and practicality set out in the financial regulations and the Prudential Code within which I am charged with carrying out the functions of my office.

I have recognised that in order to preserve the operational integrity and ability of the force in future years while delivering the savings required to meet the financial challenge identified above, I must consider a number of proposals that will change how the service operates. I also recognise that improving the efficiency in which assets are used such as buildings, infrastructure and IT networks and equipment, is crucial if the level of service being provided is to be maintained while the way it is delivered changes.

I have therefore developed a programme that will invest £83.5m in projects over the next 5 years. This significant investment has been recognised in both my ICT and my Asset Management strategies.

These strategies identify a number of projects that will ensure frontline policing is protected and made as efficient as possible in future years including:

- Replacement of desktop and mobile equipment (£7.3m)
- New and replacement key IT systems (£8.7m)
- New and replacement IT infrastructure including networks and security (£21.8m)

To support these investments I have set aside more than £20m of specific reserves to provide one-off investment funding for proposals within the capital programme that will assist the Constabulary to deliver services in a secure and sustainable way. It is proposed that up to £25m may be required over the next few years for investments in such projects.

This investment has helped to deliver my capital investment programme as set out below:

	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>Total</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
IT Strategy	12.751	10.080	6.160	4.565	4.290	<b>37.846</b>
Accommodation Strategy	12.460	14.810	1.000	0.500	0.500	<b>29.270</b>
Vehicle Replacement Programme	4.780	2.300	3.000	2.300	2.300	<b>14.680</b>
Other Schemes	0.971	0.200	0.200	0.200	0.200	<b>1.771</b>
<b>Total</b>	<b>30.962</b>	<b>27.390</b>	<b>10.360</b>	<b>7.565</b>	<b>7.290</b>	<b>83.567</b>

I am funding this investment using the following resources:

	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>Total</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Capital Grant/Contributions	1.499	1.293	1.293	1.293	1.293	<b>6.671</b>
Capital Receipts	6.323	1.000	0.150	0	0	<b>7.473</b>
Contribution from the Revenue budget	4.119	4.019	2.519	2.519	2.519	<b>15.695</b>
Road Safety Reserve	0.485	0	0	0	0	<b>0.485</b>
Transition Reserves	6.160	7.343	5.371	3.226	3.033	<b>25.133</b>
Borrowing	12.376	13.735	1.027	0.527	0.445	<b>28.110</b>
<b>Total</b>	<b>30.962</b>	<b>27.390</b>	<b>10.360</b>	<b>7.565</b>	<b>7.290</b>	<b>83.567</b>

In the final settlement announcement, the Home Office confirmed capital grant allocations. Lancashire will receive £1.293m in 2016/17 which represents a £0.846m (40%) reduction from that received in 2015/16. This reduced level of grant funding has also been reflected in future years.

The financing of the capital programme reflects the forecast use of £25.133m from the Commissioner's earmarked investment reserves. This source of funding is used for assets with a shorter life such as IT systems and equipment as it is considered a more prudent approach to use such funding in this way rather than unsupported borrowing. Borrowing will continue to be used for the financing of longer life assets such as property as this reflects an appropriate method of financing for such assets.

## 6. COLLABORATION

### Lancashire Constabulary and Lancashire Fire and Rescue Service (LFRS):

Much has been done in Lancashire to improve collaboration across public services. Some of this is taking place across a range of partnership activities aimed at reducing demand through our Early Action approach. However there is also work on-going with Lancashire Fire and Rescue Services aimed at making better use of public resources.

A range of examples of our collaboration are included below:

- LFRS are now supporting NWS on **attending emergencies where entry is needed** to attend to patient emergency. LFRS have been shown to respond quicker than is possible for police to do so. Pilot scheme at the moment which will report back after six and 12 months.
- A **Community First Responder** trial is under way between NWS and LFRS meaning that in life-threatening situations, especially heart attacks, the nearest trained individual will be deployed whether Ambulance or Fire service. A six month trial started in August
- Lancashire Constabulary have collaborated with 22 other forces led by South Yorkshire on vehicle procurement which has saved around £300 per vehicle for Lancashire

Further collaborations are also planned. These include:

- A memorandum of understanding is being drawn up for LFRS to take on the role of **dismantling cannabis farms**. Staff will receive training to ensure evidence is preserved but as fire regulations need to be observed they will be better equipped (with breathing apparatus) to do the work than police officers
- Lancashire Constabulary and LFRS are scoping out whether fire staff could support a lead police officer on **missing from home investigations** in non-crime situations. LFRS staff could conduct house searches, open space searches and information gathering. The Constabulary receives an average of 18 missing persons reports a day so is a large demand on police services.
- Police and LFRS already share information about **fire-setting and ASB** as part of Lancashire's Early Action Programme. Targeted Early Action panels are now being set up so that individuals and their families are reached to reduce re-offending or more serious criminal behaviour. The Early Action programme also has a **vulnerable adult scheme** where LFRS visit properties for fire safety checks to refer them into an Early Action panel.
- **Crime reduction awareness** – LFRS currently visit businesses and licensed premises for fire safety checks, proposals are in place for them to deliver crime prevention advice and training on these visits.
- LFRS are in the process of acquiring an **unmanned drone** and negotiations are under way for this to also assist police work in conducting searches, looking for missing persons, accident investigation and other incidents.
- Joint training opportunities are being explored ensuring closer collaboration and shared knowledge between officers of the two services, for example in evaluating vulnerability and risk.



▪ **Procurement and commissioning**

As we continue to face financial challenges I have tried to ensure that our services provide the best value for money, but also trying to ensure our work helps support our local economy. In May 2015 I agreed a joint procurement strategy with the Chief Constable. The strategy seeks to ensure that operational policing is fully supported, that we demonstrate best value in the goods and services we procure and that we make savings on goods and services we procure by reducing our costs and entering into collaborative arrangements with other organisations.

I am also keen to ensure that where practical and permissible, the Constabulary increases the number of goods and services from local enterprise (including the voluntary sector) in order that we create a sustainable procurement environment which stimulates business in the local economy.

Our work in this area is already showing positive results with the percentage of our local contract spend increasing year by year. We now spend around 54% of the supplies and services budget locally helping local suppliers and businesses.

A good example of this is the work which is ongoing around social value initiatives within the contract for the new West Division HQ in Blackpool which will be constructed on the site of the former Progress House close to the M55 motorway.

The new facility will serve as a headquarters for the Constabulary's West Division and will house one of the largest custody suites in the UK. The approved contractors for the development are working closely with the Constabulary to not only maximise the construction business opportunities for local suppliers, but to work closely with other external organisations in order to provide training and employment opportunities for local residents.

The procurement team is also striving to make savings across all its 296 contracts and this financial year to date has reported procurement savings in the region of £1.2m.

Many of these savings are achieved through collaboration with other Constabularies and agencies, and currently 187 of our contracts are against either regional or national collaborative arrangements, which equates to 63% of the total contract numbers. Two major contract renewals in respect of vehicles and energy have resulted in significant savings for the Constabulary during 2015.

## 7. PROCEEDS OF CRIME

Throughout my administration Lancashire Constabulary has been instrumental in seizing criminal assets across Lancashire. A large share of what is seized goes to Government, but around £1.2m has come back to Lancashire in the last few years.

I have used this to fund rewards, offer extra one-off funds for short term projects and to help boost constabulary teams to clear caseloads.

However I thought it was important that funding was made available to grass roots organisations working to make a difference in local communities. As a result I decided to allocate a significant amount of funding as grants and this year applications were invited from across the county.

In all my office received 92 applications totalling £3.6m against an available pot of £600,000.

I am pleased to be able to report that grants totalling £500,000 have been allocated this year to 15 organisations and my team is in discussion with a number of the other applicants to see if we can bring their work to fruition.

Projects offering support to vulnerable people, victims of abuse and preventing youth crime in deprived areas are among those who have benefited.

Individual grants of between £5,000 and £100,000 are being used to support a wide range of projects across the county including sports activities for young people, women's refuges for victims of domestic violence, and support for victims of sexual abuse.

Funding will go to groups across Lancashire whose projects met the criteria for the scheme and will help support the Commissioner's priorities of defending frontline policing, protecting vulnerable people, tackling crime and reoffending, and supporting victims.

Money was awarded to:

- **Burnley FC in the Community** – £20,000 to support diversionary activities to support young people in some of the most deprived areas of Lancashire.
- **Newground** – £19,455 to buy furniture and IT equipment for the new Shadsworth Community Hub in Blackburn to assist with delivering an education programme aimed at adults to help identify the warning signs of extremism and right-wing radicalisation in children. Other programmes tackle issues including: bullying, hate crime and anti-social behaviour
- **Fylde Coast Women's Aid** – £17,922 to Fylde Coast Women's Aid to help refurbish accommodation and improve security at three women's refuges in Blackpool, Fylde and Wyre.
- **Enlighten** – received £100,000 to support an early intervention project in Blackpool aimed at young people who have been victims of sexual abuse and are showing early signs of sexual aggression or are at risk of victimisation. The funding will provide psychiatric help and access to mental health wellbeing services.
- **Skelmersdale Action For Youth** – £22,000 to support the 'Let's Get Active' project in connection with Wigan Athletic FC, delivering sports activities for young people.

- **Preston Community Safety Partnership** – £57,000 to extend and improve the CCTV network in Preston City Centre.
- **HARV Domestic Abuse Services in Accrington** - £50,000 to house staff and provide support services for victims of abuse
- **Pendle Action for the Community** - £16,788 providing one-to-one support for victims of abuse and training for staff
- **Families Health and Well-being Consortium, Burnley** - £35,000 extending existing Make Every Adult Matter project into Burnley to support adults with complex needs
- **Ynot Aspire, East Lancashire** - £9,999 Early Action intervention to work with pupils and prevent crime using cell visits as a deterrent
- **Every Action Has Consequences** - £14,700 project to educate people about alcohol-related harm and violence.
- **Skelmersdale Action for Youth** - £22,000 on sports activities for young people identified as on the periphery of gang crime and violence in Skelmersdale area.
- **Preston Community Safety Partnership** - £57,000 to extend the current CCTV network in Preston
- **Ingol and Tanterton Community Trust** - £13,853 to improve security and tackle local anti-social behaviour
- **The Haythornthwaite Sports Foundation, Preston** - £5,000 for a sports programme aimed at young people identified as vulnerable and at risk of isolation
- **Fylde Veterans CIC, Fylde Coast** - £41,100 funding for parades training and support for veterans

▪ **Community Safety Partnerships**

My office is represented on all of the Community Safety Partnerships across Lancashire, as I want to ensure that my priorities reflect those identified at a local level.

I allocated £325,000 to our Community Safety Partnerships right across Lancashire over the last year. This money can be used to deliver projects that help promote community safety in the local area.

These are just a few of the ways that money has been spent:

- Fylde - £5,000 to help tackle re-offending by working to reintegrate offenders back into the community
- Hyndburn - £2,000 to fund a 12-week football programme for 14 to 19-year-olds on Friday nights to tackle anti-social behaviour
- Preston - £5,000 to provide one-to-one mentoring and support for adult and young people identified as vulnerable to gang and youth violence cultures

Blackpool - £45,000 to provide a Community Safety Officer and support a number of projects and initiatives to improve safety for the residents of Blackpool.

## Appendix 1: Engaging with stakeholders:

OBJECTIVE	PROMISE	DELIVERED			
INFORM	<ul style="list-style-type: none"> <li>▪ Produce monthly newsletter alerts through <b>In the Know</b></li> <li>▪ Develop campaign materials to raise awareness of key issues</li> <li>▪ Produce a new website to make it easier to find information you need about the work of the Commissioner and the Police</li> <li>▪ Update you through social media on how we are delivering on our promises</li> <li>▪ Provide leaflets and information on our role and how to access services we provide</li> </ul>	<ul style="list-style-type: none"> <li>✓</li> <li>✓</li> <li>✓</li> <li>✓</li> <li>✓</li> </ul>			
	CONSULT	<ul style="list-style-type: none"> <li>▪ Develop <b>Let's Talk Policing</b> as the main way for residents to have their say on policing and crime in the county</li> <li>▪ Conduct two focus groups gathering public opinions on policing and crime issues</li> <li>▪ Develop online surveys and tools to make sure residents can have their say in determining police and crime plan priorities and the council tax precept</li> <li>▪ Meet regularly with stakeholders to gauge issues in local communities</li> </ul>	<ul style="list-style-type: none"> <li>✓</li> <li>✓</li> <li>✓</li> <li>✓</li> </ul>		
		ENGAGE	<ul style="list-style-type: none"> <li>▪ Develop <b>Let's Talk Policing</b> to engage residents, staff and partners</li> <li>▪ Encourage volunteering</li> <li>▪ Promote the <b>Community Action Fund</b> as a means of tackling or prevent crime</li> <li>▪ Work with voluntary organisations to enable them to tackle local crime, anti-social behaviour and support victims</li> <li>▪ Organise and support conferences on a range of issues to encourage people to work together</li> </ul>	<ul style="list-style-type: none"> <li>✓</li> <li>✓</li> <li>✓</li> <li>✓</li> <li>✓</li> </ul>	
			CAMPAIGN	<ul style="list-style-type: none"> <li>▪ Deliver the <b>Here for you</b> campaign to encourage victims of crime to get the help and support they need</li> <li>▪ Develop the <b>Stand out, Speak up, Make a difference</b> campaign to help recruit volunteers to the force, ICVs and Victims services</li> <li>▪ Develop a new campaign to help victims of domestic violence and encourage perpetrators to change their ways</li> <li>▪ Develop <b>Let's Talk Policing</b> as our main priorities and precept engagement activity</li> <li>▪ Support the constabulary in delivering their campaigns aimed at tackling crime and reducing re-offending.</li> <li>▪ Lobby for legislative change where I see issues likely to create risk of harm to Lancashire residents</li> </ul>	<ul style="list-style-type: none"> <li>✓</li> <li>✓</li> <li>✓</li> <li>✓</li> <li>✓</li> <li>✓</li> </ul>