Appendix B

Commentary: Lincolnshire Police Efficiency Plans to 2016/17 to 2019/20

1 Background

1.1 Lincolnshire Police covers the third largest policing area in the country. Policing services are currently provided by 1,089 officers, 110 police community support officers, 249 police staff, 164 members of the Special Constabulary, 48 Volunteer PCSOs and 215 Police Support Volunteers. The workforce model we use includes 500 staff who are employees of the strategic partnership with a private sector company and an East Midlands collaboration of Major Crime and Forensics (EMSOU), Armed and Roads Policing (EMOpSS).

1.2 Although there are some affluent areas, Lincolnshire has a high level of poverty. Around 0.7 million people live in a mainly rural setting. Its urban areas include the city of Lincoln and the small towns of Boston, Grantham, Skegness and Spalding. The resident population is increased by university students and those who visit or travel through the county.

1.3 The county has a large migrant population who support the agricultural industry in the south of the county, including Boston, where over ten percent of the population originate from Eastern Europe[1]

1.4 Lincolnshire Police is the second lowest funded force in England and Wales, when taking into account all funding, and has the third lowest spend per head of population. When compared to its most similar forces, Lincolnshire receives significantly less central and local funding than its peers[2]. This has required the force to be innovative and collaborative in its approach to providing policing services, making large scale changes to the way that the force carries out both specialist and back office functions, as well as creating capacity within the organisation to be flexible to new, emerging areas of crime and continuing to provide neighbourhood policing and maintain visibility.

1.5 The continuing reduction in funding, now exceeding twenty percent since 2011, presents a challenge to Lincolnshire Police due to the extensive efforts that have already been made, including the strategic partnership with a private sector company, which while providing significant savings to the force, reduces the options for developing further savings through workforce reduction.

1.6 In its PEEL Efficiency Report of Lincolnshire Police in 2016, HMIC said:

"The force has done what can be reasonably expected to become efficient and maximise value for money for the taxpayer while also providing an effective policing service to the communities of Lincolnshire. It provides one of the lowest costs per head of population police services in England and Wales in 2015/16, despite the force's large geographic area and limited funds. It has a small workforce and a high reliance on local funding. It has entered into local partnerships, outsourced to the private sector, and undertaken extensive and wide-ranging collaborative work. This means it saves money and uses a more efficient approach"

[1] 2001 Census Report
[2] HMIC Value for Money Report 2016

2 MEDIUM TERM FINANCIAL FORECAST - Budget Trajectory and Funding Gap

2.1 The Budget Report including the MTFP is available on the PCC's website, decision reference number 005-2017.

2.2 The Budget for 2017/18 is based on the final Police Grant Settlement announced on 1st February 2017, which included a cash reduction of £0.821M or 1.4%. Despite approving a council tax precept increase of 1.97%, Lincolnshire Police are facing a small reduction in resources overall in 2017/18. The MTFP includes provision for an ongoing 0.7% cash cut per annum in total police grant over the years 2018/19 and 2019/20 in order to maintain "flat" cash funding across the medium term.

2.3 Assumptions have been made regarding the outcome of the formula funding review. The government's own exemplifications provided as part of the funding review consultation indicated that Lincolnshire would have received additional funding of circa £8 million per annum.

2.4 A prudent assumption of an additional £6 million by the end of the planning period has therefore been included in the MTFP, following a profile for implementation of £3 million (50%) in 2018/19 and £6 million (100%) in 2019/20.

2.5 Given the above assumptions, calls on reserves of £3.868m, £1.161m and (£1.100m) are required over the planning period to deliver a balanced budget.

2.6 The table below summarises the savings already delivered over the previous 4 years.

Savings Plan £m	Delivered to 2013/14	Delivered to 2014/15	Delivered to 2015/16	Delivered to 2016/17
Police Officer Costs	3.9	3.9	3.9	4.8
Regional Collaboration	0.1	0.4	0.5	0.8
Support Services Centralisation	3.5	3.5	3.5	3.5
Capital Programme	2.1	2.6	3.1	3.6
Strategic Partnership	3.4	3.4	3.4	3.4
Targeted Reviews	3.8	5.2	6.8	7.0
Other	0.7	1.1	1.4	1.6
Total	**17.7**	**20.1**	**22.6**	**24.7**

3 Activity, Investments and Benefits in Change Planning

3.1 The force is engaged in a programme of planned activities that continue to drive efficiency and productivity in its functions, and these may best be categorised by the use of People, Technology, Infrastructure, Collaboration and Finance.

3.2 People

3.2.1 The use of volunteers requires an investment by the force and as such, there is an audit of the investment and value that each volunteer gives us each year. The audit has shown an increase in efficiency; every pound spent on volunteers in 2015/16 led to a £4.35 return. This has increased from £3.83 in 2013/14 and £4.16 in 2014/15. This amount is expected to rise again for this current financial year.

3.2.2 Volunteers are assessed by skill and placed within areas of the force where they can have most impact. The Citizens in Policing Strategy lays out the force's intention to target recruitment for volunteering to provide the force with inputs from diverse communities and complement the force's response to the changing climate of crime in the county.

3.2.3 Since 2013, Lincolnshire Police has made effective use of over 1000 volunteers in a number of roles to complement the work of police officers and staff. This includes not only the role of Special Constable, but also Police Support Volunteers, who bring skills and experience that complement the work of many departments within the force.

3.2.4 There are also 50 Volunteer Police Community Support Officers in place, working with their local communities (see below case study), and a cohort of Police Cadets who support the activities of local policing and events.

Case Study – Volunteer Police Community Support Officer

Lincolnshire Police identified a gap in volunteer policing to provide visible uniformed presence that meets the demand from volunteers for roles without the full powers of a Special Constable.

In response, the force has pioneered the role of Volunteer Police Community Support Officer (VPCSO). The role includes community engagement, working with the local policing team on minor incidents including anti-social behaviour (ASB), providing reassurance to victims and gathering information and intelligence.

VPCSOs receive the same training as PCSOs and are mentored by PCSOs. Lincolnshire VPCSOs have the same uniform as their PCSOs, with the addition of a small 'V' on their arm badge. However, until these changes are made, VPCSOs have no powers.

The financial benefit of VPCSOs is estimated at £4 return for every £1 invested, including upfront costs. Significantly, Lincolnshire has a volunteer charter in conjunction with the Police Federation and UNISON agreeing that volunteers will not be used to replace employed staff or undercut their pay and conditions of service.

So far five other forces have expressed an interest in the Lincolnshire initiative, demonstrating a desire to pilot the concept more widely.

The success of this pilot resulted in Lincolnshire VPCSOs being ready for independent patrol, which highlighted a need for police volunteers to have relevant powers designated to them by the chief officer. This is being addressed through the implementation of the Policing and Crime Act 2017 in April 2017, which includes a new national role of Police Community Support Volunteer.

3.3 Technology

3.3.1 The force operates a programme of change branded *Progress: Shaping our Future*, which documents the measures in place to provide the force with the additional capabilities it needs to meet future challenges.

3.3.2 The programme is designed around streamlining current processes, eliminating waste and using technology and new ways of working to obtain efficiency benefits that can be used to make savings where possible and maintain/improve services where benefits are non-cashable.

3.3.3 The Mobile Data project has provided devices to frontline officers in order to replace existing paper-based processes and create time and financial savings through a reduction in back office functions. The project went live in January 2016 and has issued devices to approximately six hundred frontline officers. The project is expected to deliver time savings of 30 minutes per officer per shift, and this is currently being evaluated using time and motion studies.

3.3.4 Mobile Data is being further rolled out to PCSOs and some Special Constables in 2017/18 to further improve efficiency and time savings. Complete coverage of the force is not possible due to funding constraints.

3.3.5 Supported by Innovation Fund grant and Transformation Fund grant, Lincolnshire led on the delivery of Niche RMS as a regional ICT platform. This has delivered multi-million pound savings for regional forces. However, lesser results were experienced in Lincolnshire (£143k) as the system was already operational.

Case Study – Regional NICHE Records Management System

An opportunity was identified to align all East Midlands forces on the same records management platform, delivering efficiency and effectiveness opportunities for all forces. Partly funded by the Police Innovation Fund, the project was seeking to achieve:

- Single data entry – replacing multiple retyping and re-entering of the same information.
- Financial saving of £1m – through reduced license costs and legacy supplier contracts
- Single view of offenders, intelligence, victims etc – allow for more informed decision making aiding the prevention and resolution of crime
- Information digital from source – for example statements collected electronically at the scene preventing rework and improving accuracy

The following benefits have been realised within the first 6 months of regional roll-out:

- economies of scale of Niche enabled the East Midlands forces to negotiate cost reductions for Niche licences equating to cashable savings of £1.3m
- Savings for the legal aid scheme and solicitors whereby multiple cases can be dealt with in one place at on one occasion. Niche reduces court costs as multiple cases from across the region can be dealt with in a single court appearance.
- The system enables officers to link to existing regional records rather than having to create new records, saving officer time equating to over £1m per year for the region.
- Reduced overtime, printing and fuel costs when officers travel to process cases.

3.3.6 Book On, Book Off (BOBO) is a project to utilise the force's Duty Management System to reduce the cost of overtime accrued by police officers and streamline the process of approval, saving approximately 80 hours of time per month to manually process requests for overtime and correct assumed to duties to the times that officers have actually worked.

3.4 Estate

3.4.1 The Force is currently engaged in a Bluelight Collaboration Programme, supported by Innovation Fund grant, which will create a shared Headquarters and Control Room for Police and Fire and Rescue, and a tri-service campus in the City of Lincoln for all three emergency services. As part of the programme, agencies are examining the shared estate to maximise the opportunities and efficiencies of co-location. .

3.4.2 The Force has improved efficiency through estate rationalisation. Since 2012 the estate has reduced from 88 to 36 locations.

3.5 Fleet

3.5.1 Procurement of fleet related products and services are directed by national and regional collaborative purchasing contracts which bring together the combined purchasing power of other police forces and emergency services. These contracts ensure maximum value for money is achieved. Lincolnshire Police will continue to support and actively promote these procurement initiatives. The current vehicle procurement route is via the West Midlands Vehicle Framework which is a national contract.

3.5.2 The fleet requirement is reviewed annually, continually maximising the efficiency of the owned fleet.

3.5.3 The average whole life (6 year) cost of a purchased fleet vehicle is £13,193 compared with £21,900 for a hire vehicle. Whilst challenging to achieve due to the required reduction in the total number of fleet vehicles, since 2011/12 the force has reduced its expenditure on hired vehicles by 45% (£135k).

3.6 Collaboration

3.6.1 The force is part of the East Midlands Collaboration Programme, which is one of the most developed and extensive force collaborations in the country.

3.6.2 Collaboration of five regional forces to deliver Specialist Operations (EMSOU) has provided additional resilience to the investigation of serious and organised crime as well as support services such as forensic services.

3.6.3 The collaboration of four regional forces for the delivery of Operational Support (EMOpSS) services has delivered non-cashable savings (see 4.1).

3.6.4 The collaboration of five regional forces to deliver Legal Services (EMPLS) has delivered significant financial savings (£167k) in the most recent full year (2015/16) and delivers a wider range of services that were provided previously.

3.6.5 Other services which are delivered regional include Occupational Health, Criminal Justice and Custody.

3.6.6 All regional units are subject to efficiency plans and targets, with oversight provided by a joint CC/PCC board.

3.7 Strategic Partnership

3.7.1 In April 2012 the force commenced a contract with a strategic partner to deliver services for 18 operational and organisational support functions formerly managed by the force. The 10-year contract included guaranteed savings of £36m over the 10 years.

3.7.2 Savings actually realised over the first five years of the contract exceed the contract commitment and have increased to £5m per year.

3.7.3 Over the first five years the strategic partnership has been subjected to a number of audits/inspections. In 2012 a joint Home Office (Commercial Unit) and HMIC review took place which confirmed the partnership was fit for purpose. In December 2014 a review by Local Partnerships (Cabinet Office and Treasury) did not identify any further possible savings and in November 2015 an internal audit of governance resulted in a satisfactory assessment.

4 Procurement

4.1 Procurement of goods and services is managed centrally to ensure that both compliance to legal and statutory requirements and best value are obtained. The force uses national and regional purchasing frameworks wherever possible to ensure that value for money is achieved.

4.2 In 2016/17, 75% of contracts listed were awarded under other police/public collaborative/framework arrangements and constitute 86% of spend.

5 Responding to New and Emerging Threats

5.1 The force completed the first phase of its 'Policing Model Project' during 2016, which reviewed the baseline resources to address emerging areas of crime presenting a greater threat, harm and risk to the public.

Case Study – Policing Model Project 2016

Increasing levels of missing persons and cyber crime, together with emerging demand caused by growing migrant communities and Child Sexual Exploitation (grooming and indecent images) demanded a refocus of resources.

The force took a four pronged approach to this challenge:

- An **independent review of demand** was commissioned. This identified potential areas where resource savings could be made.
- Neighbourhood policing resources were reviewed using a **Vulnerable Location Index** to assess the relative threat and risk to each community and allocate resources appropriate to that risk.
- A **new regional Operational Policing command** (EMOpSS) was introduced which provided police officer capability.
- A **review of police staff posts** to identify potential reassignment to priority areas.

This led to the reconfiguration of 47 police officer posts and 5 police staff roles.

These resources have been redeployed into Child Protection, Domestic Abuse, Missing Persons and Integrated Offender Management. New units relating to migrant communities (USEC – Understanding and Safeguarding Emerging Communities) and Grooming and Online Exploitation have been established.

Senior managers worked with practitioners and support departments throughout the design and decision-making elements of the project and a Benefits Realisation Plan was part of the planning process. The benefits of this reinvestment are expected to be realised in 2017/18.

5.2 The force also conducted a Priority Based Budgeting (PBB) exercise in 2016, examining Improved, Current and Reduced scenarios for all service areas and has identified a number of priorities for improvement and better use of resources. These will form the second phase of the Policing Model Project, due to commence within the financial year 2017/18.