POLICE AND CRIME COMMISSIONER (PCC) FOR LINCOLNSHIRE REQUEST FOR DECISION

REF: 007/2013

DATE: 26 February 2013

SUBJECT	BUDGET REPORT 2013/14
REPORT BY	CHIEF FINANCE OFFICER & CHIEF CONSTABLE
CONTACT OFFICER	JULIE FLINT, CHIEF FINANCE OFFICER
	TELEPHONE 01522 947222
EXECUTIVE SUMMARY AN	D PURPOSE OF REPORT
Capital Programme for 2013/	dget and the Council Tax precept for 2013/14 along with the 14 and 2014/15. The PCC is also requested to approve the egy and the Value for Money Strategy.
RECOMMENDATIONS	The Police and Crime Commissioner is asked to: 1. Note the views of Police and Crime Panel on council tax, summarised at paragraph 3.6 of the report; 2. note the Chief Finance Officer's statement on robustness of estimates and adequacy of reserves at paragraphs 7.1 to 7.17 of the report; 3. approve the revenue budget for 2013/14 and the forecast budget 2014/15 as set out in Appendix A; 4. approve the capital programme and its funding for 2013/14 and 2014/15 as set out in Appendix B; 5. approve the council tax for 2013/14 as set out in Appendix C; 6. approve the Treasury Management Strategy as set out in Appendix D including: a. the Minimum Revenue Provision policy described in paragraph 2.3 of Appendix D, b. the borrowing strategy described in section 4 Appendix D, c. the investment policy described in paragraph 3.4 of Appendix D, d. the prudential indicators and targets summarised in the table at Appendix 5.2 of Appendix D; 7. approve the Value for Money Strategy as set out in Appendix E.

POLICE AND CRIME COMMISSIONER FOR LINCOLNSHIRE

I hereby approve the recommendations above, having considered the content of this report.

Signature:

Date: 26/02/13

A. NON-CONFIDENTIAL FACTS AND ADVICE TO THE PCC

1. INTRODUCTION AND BACKGROUND

- 1.1 This report comprises of 8 sections:
 - · the national context;
 - council tax:
 - · revenue budgets;
 - · capital programme;
 - · treasury management;
 - the Chief Finance Officer's report;
 - · value for money; and
 - · procurement.

2. THE NATIONAL CONTEXT

- 2.1 The Government announced its provisional Police Grant settlement for 2013/14 on 19 December 2012. Police Grant is the main source of government funding for local policing bodies. There will be a cash reduction in Lincolnshire's Police Grant in 2013/14 in common with all English police bodies.
- 2.2 The Government has yet to announce the Police Grant settlement for 2014/15. Whilst there remains uncertainty in respect of 2014/15, it is important to have robust plans for the medium term. The proposed budget assumes a reduction in Police Grant of 5% over 2013/14 to reflect: the 2.2% reduction implied in the 2010 Spending Review; the 0.8% reduction in respect of public sector pay restraint implied in the Autumn Statement 2011; and the further reduction in departmental spending of 2% announced in the Autumn Statement 2012.
- 2.3 The Government also provides a Security Grant which is earmarked for specific purposes. The level of this grant has yet to be announced but it is assumed to continue at the same level as in 2012/13 for both 2013/14 and 2014/15.
- 2.4 The Government has introduced a new Community Safety Grant for 2013/14. The majority of drugs, crime and community safety funding that the Home Office currently provides to a range of partners will cease at the end of this financial year (2012/13). Instead, police and crime commissioners will receive funding from a transitional and unring fenced Community Safety Fund. Nationally, the funding has been reduced and has been allocated locally according to the current allocation of those funding streams which are ending. Community Safety Grant allocations were announced in the provisional Settlement.

2.5 Locally, Lincolnshire County Council provides financial support to help fund Police Community Support Officers in the county. The Council intends to continue to provide support in 2013/14 and, for planning purposes, the same level of support has been assumed for 2014/15.

3. COUNCIL TAX

- 3.1 The Government has set a threshold of 2% for council tax increases in 2013/14, above which a local referendum would be triggered.
- 3.2 The Government is also making available a Council Tax Freeze Grant which would be equivalent to a 1% increase in council tax, provided that there is no increase in the council tax.
- 3.3 A local referendum would be costly. Not increasing the council tax would attract the Council Tax Freeze Grant but would limit the income available to fund police officers.
- 3.4 The priority to deliver the Police and Crime Plan for Lincolnshire is to maintain police officer numbers. This will require council tax increases of 2% in each of the next two years and therefore a 2% increase is recommended for 2013/14.
- 3.5 The impact on Lincolnshire tax payers in 2013/14 is summarised in Table A below with more details being set out in Appendix C.

TABLE A	COUNCIL TAX				
PROPERTY BAND	ANNUAL AMOUNT 2012/13	ANNUAL AMOUNT 2013/14	INCREASE OVER 2012/13	ANNUAL INCREASE OVER 2012/13	WEEKLY INCREASE OVER 2012/13
	£	£	%	£	£
Band A	124.26	126.72	2%	2.46	0.05
Band B	144.97	147.84	2%	2.87	0.06
Band C	165.68	168.96	2%	3.28	0.06
Band D	186.39	190.08	2%	3.69	0.07
Band E	227.81	232.32	2%	4.51	0.09
Band F	269.23	274.56	2%	5.33	0.10
Band G	310.65	316.80	2%	6.15	0.12
Band H	372.78	380.16	2%	7.38	0.14

- 3.6 On 7 February 2013, at a public meeting, the Police and Crime Panel met to discuss the PCC's Police and Crime Plan and draft budget. The majority of the Panel members at the meeting agreed with the proposed 2% increase to the policing element of the council tax.
- 3.7 Council tax is not the only source of income for the PCC and Force. In terms of other grants, the existing Council Tax Compensation Grant in respect of 2011/12 will continue for the next two years. There is also a new Council Tax Support Grant intended to compensate for the loss of precept income as a result of the introduction of localised Council Tax Support Schemes. The grant for 2013/14 was announced in the provisional Settlement for 2013/14 and the same level of support is assumed for 2014/15.

3.8 Overall, income will reduce by 1.2% over the next two years reflecting the reduction in government grant. Table B below summarises the position on the various sources of income.

TABLE B TOTAL INCOME

INCOME FROM GRANTS AND COUNCIL - TAX	2012/13 £M	2013/14 £M	2014/15 £M
Police Grant	65.805	64.772	61.533
Security Grant	0.375	0.375	0.375
Community Safety Grant		0.587	0.587
LCC PCSO funding	1.500	1.500	1.500
Council tax	44.317	39.996	40.920
Council Tax Compensation Grant 2011	1.058	1.058	1.058
Council Tax Support Grant		5.757	5.757
Total income	113.055	114.045	111.730

4. REVENUE BUDGETS

4.1 Overall revenue budgets for 2013/14 and 2014/15 are summarised in the table below and set out at Appendix A.

TABLE C REVENUE BUDGET SUMMARY

	2013/14 £M	2014/15 £M
Base budget	113.055	114.045
Cost pressures	5.830	1.406
Savings	-4.840	-2.221
Total expenditure	114.045	113.230
Use of earmarked reserve		-1.500
Proposed Budget	114.045	111.730

- 4.2 The budget proposals are based on a budgeted police officer establishment of 1,100 police officers in both 2013/14 and 2014/15. Provision is also made for 149 PCSOs. Plans for delivering the Police & Crime Commissioner's aspirations in respect of volunteers are currently being finalised; it is intended that these plans will be funded, in 2013/14, from an earmarked reserve to be created in 2012/13.
- 4.3 The budget includes £1.038m for community safety grants and contributions. This comprises £0.421m for existing grants such as for Youth Offending, £0.030m to create a fund to support community and volunteer initiatives, and £0.587m funded by the new Community Safety Grant.
- 4.4 The budget proposals provide for substantial, largely unavoidable cost pressures. The main pressures are shown in the table below.

TABLE D COST PRESSURES

MAIN COST PRESSURES: INCREASE OVER 2012/13	2013/14	2014/15
	£M	£M
Pay awards at 1%	0.450	1.128
Strategic partnership contract payments	1.709	2.000
Capital financing charges	1.312	1.916
Increase in Home Office charges for police national	0.140	0.140
computer		
Community safety grants and contributions	0.657	0.659

4.5 The total budget, before the use of reserves, will remain roughly at the current level over the next two financial years. Savings are required to offset the impact of the cost pressures described above.

TABLE E SAVINGS

SAVINGS COMPARED TO 2012/13	2013/14	2014/15
	£M	£M
Reduction to 1,100 police officers	1.136	1.136
Crime Command including forensics	0.443	0.493
Major incidents	0.175	0.425
Regional collaboration	0.032	0.132
Monitored and Managed budgets	1.280	1.764
Police staff	0.225	0.700
PCC's Office	0.106	0.106
Review of fees and charges		0.050
Capital financing charges	0.715	1.373
Contingency	0.200	0.250
Other savings	0.528	0.632
Total savings	4.840	7.061

- 4.6 The proposed revenue budget for 2013/14 matches the total income available.
- 4.7 The forecast revenue budget for 2014/15 exceeds the total income available by £1.5m. Subject to changes in income levels from government grants, etc it is proposed to use the earmarked reserve of £1.5m set aside for this purpose to balance the 2014/15 budget.

5. CAPITAL PROGRAMME

5.1 The capital programme for 2013/14 and 2014/15 and its funding is summarised in the table below and set out in Appendix B.

TABLE F CAPITAL PROGRAMME

SUMMARY CAPITAL PROGRAMME	2012/13 £M	2013/14 £M	2014/15 £M
Total capital programme	12.500	6.177	7.080
Funded by:			
Borrowing	9.400	4.643	6.085
Other sources	3.100	1.534	0.995

- 5.2 The proposed programme provides for major ICT transformation projects, replacement of vehicles, and essential capital building maintenance and minor improvements. There is currently an unallocated provision of £3.8m within the 2014/15 capital programme. This will remain unallocated and its use considered as part of the longer term review of capital spending later in the year.
- 5.3 A longer term programme for capital spending will be developed later in the year when the Government's spending plans have become clearer. The future programme will consider capital spending needs in the context of affordability within the resources likely to be available in 2015/16 and subsequent years.

6. TREASURY MANAGEMENT

- 6.1 Treasury management is the management of the Police and Crime Commissioner's cash flows. It includes the management of loans and investments, the management of associated risks and the pursuit of optimum performance or return consistent with those risks.
- 6.2 The Police and Crime Commissioner is required to approve a Treasury Management Strategy, including prudential indicators and a minimum revenue provision policy, before the start of each financial year.
- 6.3 The proposed Strategy is attached at Appendix E. The Strategy complies with the various statutory requirements and codes of practice relating to treasury management. It also takes into account, but does not rely solely upon, the advice of Sector treasury management advisors. It is based on a prudent and highly risk averse approach to treasury management appropriate to a public sector body funded by local and national taxpayers. The key points are highlighted below.

6.4 Minimum Revenue Provision

The proposed policy will ensure that debt is repaid over a period reasonably commensurate with the period over which the capital expenditure funded by borrowing provides benefits.

The policy also requires that debt is repaid at the Minimum Revenue Provision level. Previously, additional voluntary repayments were made of some £0.3m per annum. The policy proposes discontinuing this additional provision because it is unnecessary and the result is reduced charge to the revenue budget.

6.5 Borrowing strategy

Long term borrowing to finance capital expenditure will be taken from the Public Works Loan Board. No new long term borrowing has been taken to date in 2012/13 and, in view of the healthy cash flow position and current interest rate projections, it is not intended to borrow in 2012/13. This will avoid new interest payments.

Decisions on borrowing in 2013/14 will be based on a range of treasury management considerations including the cash flow position, current and projected interest rates, and the maturity profile of current debt.

6.6 Investment policy

The policy investment priorities are security first, liquidity second and then return. Protection of the capital invested is the overriding priority. Return on investment will be maximized but will be modest, commensurate with this level of risk.

Investment risks cannot be mitigated completely but are limited by the investment policy through :

- a comprehensive assessment of creditworthiness and limiting investment to the highest creditworthy institutions
- limiting investment to AAA sovereign rated countries
- · diversifying investment across a number of institutions.

In order to minimise the risk to investments, the policy stipulates the minimum acceptable credit quality of counterparties for inclusion on the lending list. The creditworthiness methodology used to create the counterparty list fully accounts for the ratings, watches and outlooks published by all three credit ratings agencies.

In addition, approved counterparties must be based in the UK or countries with AAA sovereign ratings. It is likely that substantial use will be made of UK-based banks. The UK has recently had its AAA sovereign rating down graded to AA1 by one of the ratings agencies. Further changes in the UK sovereign rating will trigger a review.

In order to avoid any concentration of risk, investment with any group of financial institutions will not exceed £4m at any one time.

6.7 Prudential indicators and targets

The Police and Crime Commissioner must agree targets for specified prudential indicators in relation to capital financing and other treasury management matters. The main purpose of these is to ensure that capital financing, in particular its long term borrowing, is prudent, affordable and sustainable.

One of the key targets is the ratio of financing costs to the net revenue stream. Essentially this shows annual debt repayment provision plus interest as a proportion of annual income. The indicators show these costs as rising to 4% of income in 2014/15.

CHIEF FINANCE OFFICER'S REPORT UNDER SECTION 25 OF LOCAL GOVERNMENT ACT 2003

- 7.1 The purpose of this section of the report is to provide the Commissioner with information on the robustness of the estimates and the adequacy of reserves, so authoritative advice is available when the budget decision is made.
- 7.2 The Commissioner is required to decide each year how much should be raised from Council Tax. This decision is based upon a budget that sets out estimates of spending plans.
- 7.3 The decision on the level of the council tax is taken before the year begins and it cannot be changed during the year, so allowance for risks and uncertainties that might increase expenditure above that planned, must be made by:
 - · making prudent allowance in the estimates, and in addition:

- ensuring that there are adequate reserves to draw on if the estimates turn out to be insufficient.
- 7.4 Section 25 of the Local Government Act 2003 requires that the Chief Financial Officer reports to the Police & Crime Commissioner (PCC) as part of the consideration of budget and council tax. The report must deal with the robustness of the estimates and the adequacy of the reserves allowed for in the budget proposals, so that the PCC will have authoritative advice available when making the decision. Section 25 also requires the PCC to have regard to the report in making the decision.

Robustness of Estimates

- 7.5 The proposed budget presented in this paper has been prepared by the Interim Force Chief Finance Officer and his team. The paper provides details of the revenue budget proposals for 2013/14 together with a forecast for 2014/15. The budget proposals presented therein are based upon delivering the PCC's Police & Crime Plan, including maintaining the current level of police officer numbers in Lincolnshire.
- 7.6 I am of the view that detailed estimates for 2013/14 have been prepared on a realistic basis and that the savings incorporated in the budget are deliverable. It will be important for the Force to maintain strong financial control throughout 2013/14 as the transformation envisaged within the Strategic Partnership is delivered, particularly the introduction of the new enterprise resource planning system, t-Police.

Medium Term Financial Strategy 2014/15 and beyond

- 7.7 The medium term plan is limited to providing estimates in respect of 2014/15. As noted earlier in this report, the Government has yet to announce the level of Grant for 2014/15 so estimates have been made based on prudent assumptions. It is intended that work will commence during the early part of the 2013/14 financial year to extend plans beyond 2014/15 in line with the Government's own planning horizon.
- 7.8 The proposals for savings in 2013/14 and 2014/15 include a significant contribution from Devolved and Monitored and Managed Budgets. It is recognised that this represents a risk in terms of the continual delivery of savings against a declining base budget. The Force Transformation Board is charged with delivering the Value for Money Strategy to ensure that all activities receive scrutiny and that any cross cutting or linked savings are identified, thereby avoiding the risk of double counting savings across different service areas.
- 7.9 Given the structure of the budget following the appointment of a Strategic Partner, the majority of budgetary flexibility is in respect of police officer costs. Plans to meet any further future budget gaps will involve a trade-off between precept levels and police officer numbers. Very broadly, 10 police officer posts equate to £0.5million per annum or an increase of slightly in excess of 1% on the precept.
- 7.10 The collaboration agenda is forecast to contribute savings across 2013-2015 of the planning period. Each area of collaboration is the subject of a detailed business case and consideration by all 5 Police Authorities. The level of savings finally achieved from each area of activity will be dependent on the approach adopted. It should be recognised that with joint ventures of this nature, there are risks that the agreed solution may potentially result in increased costs rather than the planned savings.

7.11 Management of the risks outlined above, within the context of a comprehensive and coherent overarching Programme will be key to achieving the required savings over 2013-2015 of the planning period. The savings requirement demanded of the Programme's component Projects will no doubt need to flex to deliver the required outcomes. The Police & Crime Commissioner will wish to assure himself that rigorous programme management is adopted to mitigate the risks.

Reserves

- 7.12 In November 2008, CIPFA issued updated Guidance on Local Authority Reserves and Balances (LAAP 77). CIPFA's Guidance makes clear that the adequacy of Reserves should be assessed in the context of its strategic, operational and financial risks.
- 7.13 The following table shows the current position on the Commissioner's reserves and estimates the required level of reserves on the basis of general risks faced by the Commissioner and the Force. Work is currently underway to refresh the Risk Register in the light of the Police & Crime Plan, following which the adequacy of the Commissioner's Reserves will be reassessed.

PCC decision reque

								Previous	Previous Allocation
Reserve	Current	Area	Risk addressed	Calculati	Calculation basis	Proposed	Proposed allocation		
	£,000			Min	Мах	Min £'000	Max £'000	Min £'000	Max £'000
General	5,630	General balance	Budget overspend & general contingency	0.75% budget requirement	1.5% budget requirement	850	1,700	815	1,630
General		Major Disaster	Threshold of first 1% of budget requirement to be met on major disasters	50% of potential impact	100% of potential impact	570	1,140	542	2,165
General		Council Tax	To provide for future non-payments, reducing yields etc.	1% of council tax (2013/14)	3% of council tax (2013/14)	400	1,200	424	1,314
General		Police Staff Pension Scheme Contributions	Actuarial variations in the level of contributions due to market volatility	6% increase in Employers Rate	10% increase in Employers Rate	550	910	550	910
General		Business Transformation Partnership	Risk of financial collapse or force majeure event.	Based on 10% of Estimated cost of retendering (£2m)	Based on 25% of Estimated cost of retendering (£2m)	200	200	200	200
General		Partnerships	PCSO funding from County	50% of Funding	100% of Funding	750	1,500	750	1,500
Earmarked	1,850	Major Incidents	Possibility of in-year major incident costs exceeding provision in revenue budget	Reserve and budget to be sufficient to meet historic levels of Demands and costs	Reserve and budget to be sufficient to meet historic levels of Demands and costs	1,400	1,800	1,400	1,800
Earmarked	750	Insurance	Covers excess on insurance position	2 x current excess (per F&S 19/12/08)	4 x current excess	200	1,000	900	1,000
Total	8,230					5,220	11,250	5,181	10,819

Table G: Outline Requirements and Funding for the Risk Based Reserve Model

- 7.14 Two of the risk areas in the table are worthy of further explanation. Firstly whilst the County Council has indicated its continued support for Neighbourhood Policing in the County, this remains an ongoing risk. Secondly, there is a risk that the employer's contribution rate to the Police Staff Pension scheme may increase due to the volatility in the financial markets, together with the structural changes resulting from the implementation of the Business Transformation Project and the introduction of the Police and Crime Commissioner.
- 7.15 The range of required reserves is assessed as £5.2m to £11.3m giving a wide proposed range of acceptability of £6.1 million between the minimum and maximum acceptable levels. The current policy is that reserves should be commensurate with the mid-point of the acceptable range. In monetary terms, this would be equivalent to £8.185m and the current level of reserves is just over that target, at £8.23m.

8. VALUE FOR MONEY

- 8.1 Policing services are funded largely by national and local taxpayers. Both the Police and Crime Commissioner and the Chief Constable have a duty to make the best use of the resources available to them. It is particularly important in a period of continuing restraint in public expenditure that the limited resources available are used to best effect.
- 8.2 The Value for Money Strategy is attached at Appendix F. It aims to provide a clear and straightforward description of the approach to securing and improving value for money in Lincolnshire police services.

9. PROCUREMENT

- 9.1 There is a procurement plan in the process of completion and it will be subject to a separate decision by the Police and Crime Commissioner.
- 9.2 The procurement plan gives a summary of the major contracts currently in place, detailing the renewal strategy for each of them. Strategies ensure that the processes that are undertaken are in accordance with the relevant rules and standards connected with police procurement in the public sector.

10. APPENDICES

- A Revenue Budgets
- B Capital Programme
- · C Council Tax requirement
- D Treasury Management Strategy
- E Value for Money Strategy

A2. LINKS TO POLICE AND CRIME PLAN AND PCC'S STRATEGIES/ PRIORITIES

The revenue budget and capital programme are the financial expression of the Police and Crime Plan and the Commissioner's strategies.

B. FINANCIAL CONSIDERATIONS

These have been included in the main report above.

C. LEGAL AND HUMAN RIGHTS CONSIDERATIONS

The Police and Crime Commissioner is required to set a balanced budget, determine the rate of the Council Tax and issue a precept in accordance with the Local Government Finance Act 1992 and the Police Act 1996.

D. PERSONNEL AND EQUALITIES ISSUES

There are no direct personnel, equal opportunities or diversity issues arising from this report.

E. REVIEW ARRANGEMENTS

The revenue budget and the capital programme will be monitored regularly at Resource Governance meetings throughout the financial year.

F. RISK MANAGEMENT

The risk of a shortfall in funding resulting in severe financial difficulties for the Police and Crime Commissioner and Force is highlighted in both the PCC and Force risk registers. Throughout this report particular areas of risk around funding levels and spending assumptions have been highlighted.

H. PUBLIC ACCESS TO INFORMATION

Information in this form along with any supporting material is subject to the Freedom of Information Act 2000 and other legislation. Part 1 of this form will be made available on the PCC's website within one working day of approval. However, if release by that date would compromise the implementation of the decision being approved, publication may be deferred. An explanation for any deferment must be provided below, together with a date for publication.

Is the publication of this form to be deferred?	No
If Yes, for what reason:	
Until what date:	

Any facts/advice/recommendations that sh request should not be included in Part 1 be	nould not be made automatically available on ut instead on the separate part 2 form.
Is there a part 2 form? No	
If Yes, for what reason:	

ORIGINATING OFFICER DECLARATION

	Tick to confirm
Originating Officer: The Chief Finance Officer recommends this proposal for the reasons outlined above.	✓ .
The Chief Constable recommends this proposal for the reasons outlined above.	~
Financial advice: The CC's Chief Finance Officer has been consulted on this proposal.	· ·
Monitoring Officer: The PCC's Monitoring Officer has been consulted on this proposal	*
Chief Constable: The Chief Constable has been consulted on this proposal	✓

OFFICER APPROVAL

Chief	Executive
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I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. Consultation outlined above has also taken place. I am satisfied that this is an appropriate request to be submitted to the Police and Crime Commissioner for Lincolnshire.

Signature:

Date: 26 2 2013