

RECOMMENDATION REPORT

DECISION: 2023/35 DATE: 30 JANUARY 2024

TITLE: FINANCIAL POSITION AS AT 30 SEPTEMBER 2023

REPORT BY: STEVE FREEMAN

Executive Summary

This report sets out the monitoring position for the 2023/24 revenue and capital budget at 30 September 2023.

Recommendations

The Police and Crime Commissioner is recommended to:

- Note the position on the Police and Crime Commissioner's Revenue budget.
- Approve an increase to the capital programme of £0.5m for the provision of staff costs to support the delivery of major accommodation projects
- Approve a revised capital investment programme in 2023/24 of £29.881m
- Note the position for the capital programme
- Note the position on reserves

1. Background and Advice

1.1. Overview

The Commissioner receives regular reports setting out the latest position on income and expenditure and forecast outturn position for the revenue and capital budget. This report sets out the latest position including:

- The position for the PCC's revenue budget for 2023/24,
- The capital programme for 2023/24 and future years, and
- The position on reserves

1.2. Revenue Budget 2023/24

The forecast year-end revenue budget position at 30 September 2023 is:

	Budget	Forecast	Var	iance
	£m	£m	£m	%
Chief Constable:				
Pay costs	283.4	282.5	-0.9	-0.3%
ACC Territorial Operations	7.6	8.3	0.7	9.2%
ACC Crime	3.2	3.9	0.7	21.9%
ACC People and Specialist Uniform Operations	4.9	5.8	0.9	18.4%
Director of Resources	32.5	32.9	0.4	1.2%
Deputy Chief Constable	1.4	1.5	0.1	7.1%
Sub total	333.0	334.9	1.9	0.6%
Non-DFM budget	12.9	11.1	-1.8	-3.1%
Total Constabulary Budget	346.0	346.0	0	-
200				
PCC:				
Office of the PCC	1.6	1.6	-	-
Communications	0.1	0.1	-	-
Fighting Crime	0.7	0.9	0.2	28.6%
Victim and Domestic Abuse services	0.6	0.6	-	-
Sub total	3.0	3.2	0.2	6.7%
Non-DFM	6.9	6.7	-0.2	-2.9%
Total PCC	9.9	9.9	-	-
TOTAL BUDGET	355.9	355.9	_	

1.3. Forecast budget position

Whilst the forecast is for there to be a 'break-even' position for the revenue budget in 2023/24 there are a number of under and over-spends included in the forecast.

The main elements of forecast under and overspending on the revenue budget are:

	£m
Overtime	1.6

Non-pay costs	8.0
Pay saving (vacancies)	-0.9
Additional grant income	-1.5
Forecast variance	0

Savings are being delivered on the pay budget due to vacancies that off-set in part the overspend on the overtime budget. A number of non-pay cost pressures are causing an overspend reflecting significant inflationary pressure.

Additional grant income related to pay has been received that offsets the overall net overspend position.

1.4. Delivery of savings

In order to deliver a balanced budget in 2023/24 savings of £5.722m must be delivered.

These planned savings are on track to be delivered in 2023/24. Within the savings plan there are a small number of low-level savings that cannot be made as previously expected, however alternatives have been identified to ensure the total amount required is delivered.

1.5. Capital Programme 2023/24

The **revised capital programme for 2023/24** was approved at £44.651m in the quarter 1 monitoring report to the Commissioner in August 2023.

One change to the capital programme has subsequently been identified, the addition of £0.5m for the provision of support services roles to support the delivery of major accommodation projects. This cost will be funded through additional borrowing as part of the project cost.

The Commissioner is **recommended to approve an increase to the capital programme of £0.5m for staff costs** relating to capital projects.

1.6. Monitoring position on the 2023/24 capital programme

At 30 September 2023 the projected year-end spend on the capital programme is £29.881m representing 66.2% of the agreed programme:

	Programme	Projected Spend	
	£m	£m	%
ICT	7.339	7.312	99.6
Estate	30.052	15.509	51.6
Vehicle Replacement Programme	6.065	6.065	100.0
Other schemes	1.695	0.995	58.7
Total	45.151	29.881	66.2

The main elements of the spend summarised above are:

I.C.T.

- ➤ £1.279m Network Access and Security
- £1.779m Device upgrade and replacement
- ➤ £4.255m System replacement

Estate

- £3.023m Critical Policing Infrastructure Programme (CPIP)
- ▶ £1.315m Headquarters works
- £1.987m Operational bases and divisional HQs
- ➤ £4.823m Chorley Police Station
- ➤ £1.651m Pendle Police Station
- ➤ £1.634m Minor works programme

Other Schemes

- ➤ £0.475m Replacement of specialist equipment
- ➤ £0.342m ANPR equipment and infrastructure
- £0.128m Regional collaborations

Some projects are forecast to 'slip' expenditure (in whole or in part) into future years. The main areas of forecast slippage are:

Scheme	£
CPIP	5.543
Blackburn Police Station works	0.710
Pendle Police Station	6.344
Minor and other accommodation works	0.324
ANPR replacement	0.217
Total slippage	13.138

The slippage above will be reflected in future years' programmes.

Some schemes are forecast to underspend in 2023/24, this will also be reflected in future years' programmes.

Scheme	£
ICT systems replacement	0.027
Police station refurbishments	1.622
'Other' schemes	0.482
Total underspend	2.131

To reflect the slippage and underspending shown above, it is **recommended that the Commissioner revise the capital programme in 2023/24 to £29.881m**.

The PCC will approve the capital programme for 2024/5 and future years in his budget decision in February 2024. The forecast slippage and spending on the 2023/24 programme will be reflected in this decision.

1.7. Financing of 2023/24 capital expenditure

The following table shows how the expenditure of £29.881m will be financed:

	£m
Financing	
Revenue Resources	10.044
Revenue Reserves	4.384
Borrowing	15.453
TOTAL FINANCING 2023/24	29.881

The current position on reserves is:

	Position 1/4/23	Movement in 2023/24	Position 30/9/23
	£m	£m	£m
EARMARKED RESERVES			
Capital Financing Reserve	0.101	0.037	0.138
Employee/Public liability reserve	0.685	0	0.685
LCTS Reserve	2.356	0	2.356
Transition Reserve	1.927	0	1.927
Clothing Reserve	0.786	-0.067	0.719
POCA Equalisation Reserve	0.702	0	0.702
PCCA/Drugs Forfeiture Reserve	0.389	0.062	0.451
VMU Reserve	0.008	0	0.008
Operational Policing Reserve	1.691	0	1.691
Forensic collaboration reserve	0.084	0.020	0.104
LFSA operational reserve	0.202	0.022	0.224
Regional Collaboration – Titan	0.040	0	0.040
Regional Drugs Forensics collaboration	0.120	0	0.120
NDORS course reserve	0.922	-0.075	0.847
Road Safety investment reserve	1.548	-0.052	1.496
Total Earmarked Reserves	11.561	-0.053	11.508
GENERAL RESERVES			
DFM	9.267	-0.939	8.328
General Fund	9.382	0	9.382
Total General Reserves	18.649	-3.949	17.710

Adequacy of Reserves

General reserves (DFM and general fund) are £17.710m and represent 5% of the 2023/24 budget of £355.9m. Other earmarked reserves total £11.5m including £4.3m held in reserves that provide investment for the PCC's capital programme in 2023/24 and future years.

The PCC's Chief Finance Officer believes that the level of reserves remains appropriate and in particular, the level of general reserves is considered sufficient to meet any unexpected or unusual financial issues during the financial year 2023/24 (In line with the PCC's published Reserves Strategy).

1.9. Future risks and opportunities

The PCC, in conjunction with the CC, maintains a <u>multi-year financial strategy</u> to deliver efficient and effective financial management for the organisation. The provision of the three-year financial settlement in 2022/23 has assisted with medium-term financial planning however recent economic conditions have increased the level of uncertainty for future cost pressures.

The longer-term financial position is reviewed regularly based on best estimates of the likely level of cost pressures, grant income and council tax receipts. Based on this environment a 'funding gap' of nearly £19m has been identified to 2026/27. This will

require a significant level of further savings being made by the PCC and Chief Constable and will impact directly on the shape of future services.

The Constabulary has an on-going business planning programme that will work to develop proposals for how the further savings can be achieved.

The PCC and the Constabulary have a proven track record, as recognised by both HMIC and external audit reports, in their ability to identify and deliver financial savings and it is anticipated that this will continue. However, as the economic position continues to be challenging, it will be increasingly difficult to find savings on the scale required.

Specific Risks include:

Inflation and pay award

- ➤ The rate of inflation has fallen in recent months and current forecasts expect the rate to fall further in the coming months. The rate at which inflation will reduce is still uncertain and is different for different types of expenditure. In particular the cost of insurance is increasing at a rate that is significantly higher than general inflation and this cost in particular will be closely monitored as part of the continuing financial planning process in preparation for setting the 2024/25 budget.
- ➤ The pay award for policing in September 2023 is a significant increase of 7%. The government has provided grant funding to support PCCs in meeting the cost pressure this represents. Forecasts of the pay award in future years remain uncertain as they will be affected by the current rate of inflation.
- ➤ Every 1% increase in pay costs for Lancashire equates to increased budget requirement of approximately £3m.

Maintaining the Police Uplift

- The uplift programme has a direct impact on how the budget is managed.
- The government has been clear that failure to deliver and maintain the uplift allocation would mean a reduction in funding.
 - If we fall short of our uplift target by more than 35 officers, we lose £7m of funding
- ➤ This affects how savings can be delivered by the organisation as police officer pay represents around 58% of the total budget for the organisation.
- A risk has been identified nationally that this could lead to staff being made redundant and police officers filling staff roles to meet savings targets whilst maintain the uplift number of officers.
- This doesn't represent the best use of resources or maximise value for money.

Delivering the capital programme

- The Commissioner has agreed an ambitious capital programme for the forthcoming period which impacts directly upon the revenue budget and mediumterm financial planning.
- There is a risk that both internal and external factors could delay the delivery of projects which will in turn impact upon the budget position and future years of the programme.

- Recent announcements by both the Prime Minister and Chancellor have indicated that firm control over government spending in future years is necessary.
- There is therefore significant risk in any assumption on government funding in future years that will, undoubtably, be subject to significant pressure in future years.
- ➤ It is considered appropriate however, to assume a small increase in government funding in future years and the MTFS assumes a 1% increase in such funding each year beyond 2024/25. There is clearly a risk that this may not be realised.

Additional government funding

- ➤ The three-year funding announcement made by the Minister of Policing in December 2021, and the financial settlements subsequently provided, gives greater certainty to inform financial planning over the spending review period.
- There continues to be a significant amount of additional funding for a number of areas including for Serious Violence, Violence Against Women and Girls and for Victims of Domestic and Sexual Abuse over the three-year funding period. Access to such funding requires a process of bidding that can be done against extremely short timescales. Successful bids can then require spending to be completed in a short space of time which can put pressure on resources and decision making.
- ➤ The amount of funding for these area remains uncertain at this time and will be announced in the coming months.

Emergency Services Network (ESN) - Replacement of Airwave

- ➤ The emergency services communications network 'Airwave' replacement programme has already 'slipped' by several years. There is a financial consequence of a delay in moving over to the new system that is not yet clear.
- There is also a capital requirement for the equipment that will be required to operate on the new system that will impact upon future years' capital investment programme.
- The financial impact of these is not yet fully known with estimated provision included in the draft capital programme based on best available information. When further information is received from the Home Office the financial forecast will be updated

Impact of the Police Pensions Remedy

- ➤ The Government introduced changes to public sector pensions and introduced revised pension arrangements for Police Officers in 2015. As part of the implementation a series of protection measures were put in place to protect those officers within 10 years of their normal retirement date.
- ➤ This policy was successfully challenged in the Courts and was found to be discriminatory on the basis of age. The Government has recently announced its proposals to remedy the discrimination. Whilst these proposals will take some time before they are in place, initial indications are that the cost of administering the remediation will be an additional cost on police forces and the ultimate cost of the remedy may require an increase in employer contributions of 10%.
- This will form detailed discussion with the Government and the extent to which sufficient funding is made available will be a key element of the discussion.

1.10. Conclusion

The overall financial health of the Police and Crime Commissioner's budget remains strong. The PCC and the Constabulary have been able to demonstrate:

- Strong financial control through service redesign reviews that has led to significant savings and reprioritised investment.
- Strong delivery arrangements through achieving the delivery of savings early and ensuring funding is available to support the costs of downsizing the organisation in future years.
- Flexibility in ensuring resources are targeted to priority areas and that high-level service delivery is achieved.

All of these are characteristic of organisations with well-managed finances. These together with a strong balance sheet that has resources set aside to mitigate against identified risks, as well as risks that may emerge during a year, place the Commissioner in a strong position to manage the significant financial challenges in the years(s) ahead.

2. Links to the Police and Crime Plan

Effective management of the revenue budget in conjunction with strong mediumterm financial planning including for investment in futures years is vital to enable the PCC to deliver the Police and Crime Plan

3. Consultations

None

4. Implications:

a. Legal

None

b. Financial

The financial implications are contained within the report

c. Equality Impact Assessment

None

d. Data Protection Impact Assessment

None

5 Risk Management

6. Background Papers

7. Public access to information

Officer declaration		Date		
LEGAL IMPLICATIONS – As above				
FINANCIAL IMPLICATIONS – As above				
EQUALITIES IMPLICATIONS – As above				
CONSULTATION – As above				
Author				
Signature Steve Freeman	Date 30/1/20	024		
Sponsor				
I have read the above report and confirm this	is factually correct.			
Signature Steve Freeman	Date 30/1/20	024		
Chief Finance Officer to the Office of the Pe	olice and Crime Con	nmissioner		
I have read the above report and have considered the financial implications. I am satisfied that this is an appropriate request to be submitted to the Police and Crime Commissioner for Lancashire.				
Signature Steve Freeman	Date 30/1/20	024		
Chief Executive to the Office of the Police and Crime Commissioner (Monitoring Officer)				
I have been informed about the proposal and advice has been taken into account in the pre an appropriate request to be submitted to the	paration of this report.	. I am satisfied that this is		
Signature Angela Harrison	Date 30/01/2	2024		

Contact: Telephone: Steve Freeman, Chief Finance Officer 01772 535259

Capital Programme 2023/24

	Budget	Spend	Variance	Reprofile to future years	(Under)/ Over spend
	£	£	£	£	£
General Provision for Infrastructure and Security	1,167,000	405,000	(762,000)	(225,000)	(536,000)
Telephony System & Infrastructure	28,000	25,000	(3,000)	(3,000)	0
Network Improvements	278,000	250,000	(28,000)	(28,000)	0
High-Capacity Microwave Link	34,000	17,000	(17,000)	(17,000)	0
NETWORK ACCESS AND SECURITY	1,507,000	697,000	(810,000)	(274,000)	(536,000)
Endpoint Replacement Programme	1,496,000	1,708,000	212,000	114,000	99,000
Mobile Handheld Smart Device Programme	1,434,000	1,971,000	538,000	0	538,000
Agile Workforce	101,000	1,000	(100,000)	0	(100,000)
DEVICE UPGRADE AND REPLACEMENT	3,031,000	3,681,000	650,000	114,000	536,000
Northgate Connect & Future Developments	254,000	172,000	(82,000)	(82,000)	0
Telematics	44,000	32,000	(12,000)	(12,000)	0
Door Entry Alarms/Proximity/CCTV	64,000	87,000	23,000	23,000	0
Learning Management System	13,000	13,000	0	0	0
Future Developments (COTS)	14,000	3,000	(12,000)	(12,000)	0
Digital Evidence Management & Transfer	11,000	11,000	0	0	0
Office 365 Migration	47,000	33,000	(14,000)	(14,000)	0
WiFi Rollout	26,000	25,000	(1,000)	0	(1,000)
Centralised Access System	210,000	210,000	0	0	0
ESN Airwave Replacement	53,000	35,000	(18,000)	(18,000)	0
Replace Forensic Science Platform	290,000	143,000	(147,000)	(147,000)	0
Process Automation (RPA)	372,000	372,000	0	0	0
Pronto Development	240,000	240,000	0	0	0
Replacement Vetting System	51,000	37,000	(14,000)	(14,000)	0
Force Video Conferencing Capability	24,000	17,000	(7,000)	(7,000)	0
DMS Upgrade	18,000	18,000	0	0	0
Oracle ERP System	550,000	559,000	9,000	9,000	0
In Car Dashcam (WatchGuard)	250,000	17,000	(233,000)	(233,000)	0
Single Online Home (SOH)	51,000	39,000	(12,000)	(12,000)	0
Cloud BI Migration - Data Analytics	125,000	0	(125,000)	(125,000)	0
Storm Database Audit & Archiving (Steria)	49,000	2,000	(47,000)	(47,000)	0
NLEDS	225,000	38,000	(187,000)	(187,000)	0
ICCS Upgrade (ESN)	650,000	493,000	(157,000)	(157,000)	0
NEW AND REPLACEMENT SYSTEMS	3,634,000	2,595,000	(1,039,000)	(1,038,000)	(1,000)
TOTAL IT STRATEGY	8,172,000	6,973,000	(1,199,000)	(1,197,000)	(1,000)

TOTAL CAPITAL PROGRAMME	25,564,000	15,080,000	(10,484,000)	(6,369,000)	(4,115,000)
VEHICLE REPLACEMENT PROGRAMME	4,758,000	3,093,000	(1,665,000)	(1,665,000)	0
OTHER CAPITAL SCHEMES	1,525,000	670,000	(855,000)	(855,000)	0
Regional Crime TSU Contribution	120,000	119,000	(1,000)	(1,000)	C
Regional Drugs Facility - Capital	107,000	100,000	(7,000)	(7,000)	С
Taser Uplift	35,000	8,000	(26,000)	(26,000)	(
Forensic Science & UCLAN Collaboration	(293,000)	(298,000)	(5,000)	(5,000)	(
CCTV System - Heysham Port	0	(1,000)	0	0	(
Replacement Average Speed Cameras	183,000	183,000	0	0	(
Replacement HQ Ops Specialised Equipment	220,000	52,000	(168,000)	(168,000)	(
HQ Crime Specialised Equipment	148,000	41,000	(107,000)	(107,000)	
ANPR - Mobile	152,000	102,000	(49,000)	(49,000)	(
ANPR	412,000	60,000	(353,000)	(353,000)	(
STRATEGY Replacement External CCTV	441,000	303,000	(138,000)	(138,000)	(
TOTAL ACCOMMODATION	11,109,000	4,343,000	(6,766,000)	(2,652,000)	(4,114,000)
MINOR CAPITAL WORKS	2,075,000	917,000	(1,158,000)	(1,158,000)	C
ACCOMMODATION STRATEGY	9,034,000	3,420,000	(5,608,000)	(1,495,000)	(4,114,000)
Bamber Bridge ISO Accreditation ACCOMMODATION STRATEGY	1,325,000 9,034,000	1,268,000 3,426,000	(58,000) (5,608,000)	(58,000) (1,495,000)	(4,114,000)
12 Lindle Avenue Refurbishment	106,000	74,000	(32,000)	(32,000)	C
Pendle Briefing Base	1,000,000	5,000	(996,000)	(996,000)	(
Colne Police Station Refurbishment	0	7,000	7,000	0	7,000
Burnley Police Station	250,000	0	(250,000)	0	(250,000)
Refurbishment of Operating Bases – Clitheroe	1,680,000	0	(1,680,000)	0	(1,680,000)
Greenbank Rolling custody programme	1,125,000	0	(1,125,000)	0	(1,125,000
Blackburn DHQ Adaptations	1,000,000	0	(1,000,000)	0	(1,000,000
Solar Panels - Preston	305,000	303,000	(2,000)	0	(2,000
New Chorley DHQ	0	13,000	13,000	13,000	(
Skelmersdale Refurbishment	210,000	210,000	1,000	0	1,000
Ormskirk Police Station Refurbishment	0	0	0	0	(
Fleetwood Chorley Police Station - Refurbishment	94,000	45,000	(49,000)	(49,000)	(
Refurbishment of Operating Bases –	20,000	0	(20,000)	0	(20,000)
West DHQ General - Solar Panels	45,000	0	(45,000)	0	(45,000)