



DORSET

POLICE & CRIME
COMMISSIONER

RESERVES STRATEGY

2019/20



RESERVES STRATEGY 2019/20

Background

- 1 In January 2018 the Home Office issued guidance setting out the government's expectations around the information to be published by Police and Crime Commissioners on their financial reserves strategies (see Appendix A). At the same time information on the level of usable financial reserves held by each Police and Crime Commissioner was [published](#) on the HO website, for all financial years from 2011 onwards.
- 2 The reserves strategy supports the annual budget and medium term financial plan, as reported to the Police and Crime Panel in February each year. This strategy updates the reserves strategy published in July 2018 which refreshed the Reserves Policy of February 2018 in the light of the 2017/18 outturn and the HO guidance.

Scope

- 3 Police and Crime Commissioners (PCCs) can keep part of their funding in reserves to help manage financial risk and to fund major future costs such as change programmes aimed at improving services to the public.
- 4 Reserves are required to be classified as either Usable or Unusable. Usable reserves are those that can be used to support future service provision. Unusable reserves are not available to be used to support services; they include unrealised gains and losses which will only become available if for example assets are sold, and accounting timing differences which will be realised at a future date.
- 5 This Reserves Strategy sets out the PCC's approach to the management of Usable Reserves.

Guidance

- 6 Sections 32 and 43 of the Local Government Finance Act 1992 require precepting bodies to have regard to the level of resources needed to meet estimated future expenditure when calculating the annual budget requirement. This is further supported by the balanced budget requirement: England, sections 31A, 42A of the Local Government Finance Act 1992. Moreover as part of the budget setting process, the Chief Finance Officer is required to comment on the adequacy of reserves. This relates to earmarked reserves as well as the General Balance, and is a critical part in making the statutory Section 25 judgement on the robustness and sustainability of the PCC's budget proposals.
- 7 This strategy has regard to [LAAP Bulletin 99](#) 'Local Authority Reserves and Balances', issued in July 2014, and complies with the Home Office Guidance issued in January 2018, and the Revised Financial Management Code of Practice, issued in July 2018 (see Appendix B).
- 8 Reserves are sums of money held to meet future expenditure. When reviewing the medium term financial plan and preparing the annual budget PCCs should consider the establishment and maintenance of reserves.

9 Reserves can be held for three main purposes:

- a working balance to help cushion the impact of uneven cash flows and avoid unnecessary temporary borrowing – this forms part of general reserves;
- a contingency to cushion the impact of unexpected events or emergencies. This also forms part of general reserves;
- a means of building up funds, often referred to as earmarked reserves, to meet known or predicted requirements; earmarked reserves are accounted for separately but remain legally part of the General Fund.

10 CIPFA recommends that for each earmarked reserve held there should be a clear protocol setting out:

- the reason for / purpose of the reserve;
- how and when the reserve can be used;
- procedures for the reserve's management and control; and
- a process and timescale for review of the reserve to ensure continuing relevance and adequacy.

Responsibilities

11 The respective responsibilities in relation to reserves are set out in the Financial Regulations (see Appendix C).

Policy Statement

The PCC will not plan to hold significant reserves above those required by the Medium Term Financial Plan.

In considering earmarked reserves, the Chief Finance Officer will have regard to relevant matters in respect of each reserve, and will advise the PCC accordingly.

The key principles to be adopted in setting reserves are:

General Balances

The PCC will seek to maintain a general reserve at between 3% and 5% of Net Revenue Expenditure. This will be supported by an annual budget risk assessment which will also identify the need for any specific earmarked reserves.

Earmarked Reserves

The need for earmarked reserves will be assessed annually through the budget setting process, to confirm the continuing relevance and adequacy of each earmarked reserve in addition to identifying any new reserves that may be required.

This Strategy will be reviewed annually by the OPCC Treasurer and consulted on with the Force Chief Finance Officer and the Joint Leadership Board.

Earmarked Reserves

The following earmarked reserves balances are held:

Name of earmarked reserve	Purpose	Opening balance 1 April 2018 £'000s	Target level
Budget Management Fund	To hold year end underspends for carry forward to the following year.	200	nil annually
Capital Financing Reserve	To fund capital investment.	203	As determined by the Capital Strategy
Major Operations Reserve	To meet the costs of major policing operations.	738	Between £600k and £1.2m [maximum 1% of Net Revenue Expenditure]
Police and Crime Plan	To fund planned Police and Crime Plan developments.	857	Nil by 2021
Revenue Support Fund	To smooth the impact of ongoing funding reductions as a result of the national reduction in public service spending in line with the medium term financial plan.	Nil	As determined in the medium financial planning process
Workforce Change Reserve	To fund one-off and transitional costs of change programmes including the Strategic Alliance with Devon & Cornwall Police.	1,810	Nil by 2021

Home Office Classifications

The Earmarked reserves in the table above meet the HO classification: *Funding for planned expenditure on projects and programmes over the period of the current medium term financial plan.*

In addition **General Balances** are held: *As a general contingency or resource to meet other expenditure needs held in accordance with sound principles of good financial management.*

There is no material: *Funding for specific projects and programmes beyond the current planning period.*

Forecast Usable Reserves

The forecasts for Usable Reserves over the period of the Medium Term Financial Plan are set out below.

USABLE RESERVES						
	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Forecast closing balance at:	31/3/18	31/3/19	31/3/20	31/3/21	31/3/22	31/3/23
	£000's	£000's	£000's	£000's	£000's	£000's
Budget Management Fund	200	194	0			
Capital Financing Reserve	203	0				
Major Operations Reserve	738	738	738	738	738	738
Police & Crime Plan Reserve	857	857	100	100	100	100
Revenue Support Fund	0					
Workforce Change Reserve	1,810	930	283	0		
Total Earmarked Reserves	3,808	2,719	1,121	838	838	838
General Fund Balance	4,974	3,864	4,315	4,415	4,515	4,615
Total Revenue Reserves	8,782	6,583	5,436	5,253	5,353	5,453
Capital Receipts Reserve	1,211	542	0	0	0	0
Total Usable Reserves	9,993	7,125	5,436	5,253	5,353	5,453

RESERVES PRESENTED AS REQUIRED BY THE HOME OFFICE STRATEGY GUIDANCE						
Funding for projects & programmes over the period of the current MTFP	5,019	3,261	1,121	838	838	838
Funding for projects & programmes beyond the current MTFP	0	0	0	0	0	0
General Contingency	4,974	3,864	4,315	4,415	4,515	4,615
Total	9,993	7,125	5,436	5,253	5,353	5,453

Police finance reserves guidance

Published 31 January 2018

Context

This guidance has been issued to Police & Crime Commissioners by the Minister for Policing & the Fire Service, following engagement with the policing sector. This sets out the Government's expectations around the information to be published by Police & Crime Commissioners on their financial reserves strategies. The Government intends to include this guidance in the next version of the Financial Management Code of Practice (statutory guidance) to be placed before Parliament.

Guidance

Each PCC should publish their reserves strategy on their website, either as part of their medium term financial plan or in a separate reserves strategy document. The reserves strategy should include details of current and future planned reserve levels, setting out a total amount of reserves and the amount of each specific reserve held for each year. The reserves strategy should cover resource and capital reserves and provide information for the period of the medium term financial plan (and at least two years ahead).

Sufficient information should be provided to enable understanding of the purpose(s) for which each reserve is held and how holding each reserve supports the PCC's medium term financial plan.

The strategy should be set out in a way that is clear and understandable for members of the public, and should include:

- how the level of the general reserve has been set;
- justification for holding a general reserve larger than five percent of budget;
- details of the activities or items to be funded from each earmarked reserve, and how these support the PCC and Chief Constable's strategy to deliver a good quality service to the public. Where an earmarked reserve is intended to fund a number of projects or programmes (for example, a change or transformation reserve), details of each programme or project to be funded should be set out.

The information on each reserve should make clear how much of the funding falls into the following three categories:

- Funding for planned expenditure on projects and programmes over the period of the current medium term financial plan.
- Funding for specific projects and programmes beyond the current planning period.
- As a general contingency or resource to meet other expenditure needs held in accordance with sound principles of good financial management (e.g. insurance).

Home Office Revised Financial Management Code of Practice- July 2018 [extract]

7.2 Reserves and provisions

The PCC should establish a policy on reserves (including how they might be used by the Chief Constable) and provisions in consultation with the Chief Constable. This should have due regard to the need to ensure the ongoing funding of policing activities and the requirement to meet exceptional or extraordinary policing operations. Reserves should be held by the PCC and managed to balance funding and spending priorities and to manage risks. This should be established as part of the medium term financial planning process (see section 8.1 of this document).

Further guidance can be found in the Local Authority Accounting Panel (LAAP) Bulletin 99 on Local Authority Reserves and Balances issued by CIPFA.

Locally agreed financial regulations and schemes of governance should:

- contain full details of how the reserves and provisions policy will operate locally;
- ensure that the annual budget (see section 8.2 of this document) includes a realistic amount of operational contingency that is available to the Chief Constable for operational priorities without the need for additional approval; and
- make provision for budgets to be carried forward from one financial year to the next.

In respect of the Combined Authority Mayor for Greater Manchester, there is a separate Police Fund which contains revenue and capital police reserves. Decisions regarding the reserves held for policing should be made by the Mayor for the Combined Authority. These reserves include the capital receipts reserve.

7.2.1 Transparency of reserves information

Each PCC should publish their reserves strategy on their website, either as part of their medium term financial strategy or in a separate reserves strategy document. The reserves strategy should include details of current and future planned reserve levels, setting out a total amount of reserves and the amount of each specific reserve held for each year. The reserves strategy should cover revenue and capital reserves and provide information for the period of the medium term financial plan (and at least two years ahead).

Sufficient information should be provided to enable understanding of the purpose(s) for which each reserve is held and how holding each reserve supports the PCC's medium term financial plan.

The strategy should be set out in a way that is clear and understandable for members of the public, and should include:

- how the level of the general reserve has been set;
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The information on each reserve should make clear how much of the funding falls into the following three categories:

- Funding for planned expenditure on projects and programmes over the period of the current medium term financial strategy.
- Funding for specific projects and programmes beyond the current planning period.
- As a general contingency or resource to meet other expenditure needs held in accordance with sound principles of good financial management (e.g. insurance).

The Chief Finance Officer of the PCC should send the Home Office a copy of their reserves strategy each year.

FINANCIAL REGULATIONS [extract]

B4 MAINTENANCE OF BALANCES AND RESERVES

Overview

9. The Commissioner must decide the level of general reserves he/she wishes to retain before he/she can decide the level of Council Tax precept. Reserves are maintained as a matter of prudence. They enable the organisation to provide for cash flow fluctuations and unexpected costly events and thereby help protect it from overspending the annual budget, should such events occur. Reserves for specific purposes may also be maintained where it is likely that a spending requirement will occur in the future.

Responsibilities of the Treasurer

10. To advise the Commissioner on reasonable levels of balances and reserves.
11. To report to the Commissioner on the adequacy of reserves and balances before he/she approves the annual budget and precept.
12. To approve appropriations to and from each earmarked reserve. These will be separately identified in the Annual Statement of Accounts.

Responsibilities for the Director of Finance

13. To ensure that the annual revenue budget is sufficient to finance foreseeable operational needs without having to request additional approval.
14. To present a business case to the Treasurer and Commissioner for one-off expenditure items to be funded from earmarked and/or general reserves.

Responsibilities of the Commissioner

15. To approve a policy on reserves and balances, including the minimum acceptable level of general balances.
16. To approve the creation of each earmarked reserve. The purpose, usage and basis of transactions should be clearly identified for each reserve established.
17. To approve the allocation of monies to and from general and earmarked reserves, as part of the annual budget setting process.

C6 TREASURY MANAGEMENT AND BANKING ARRANGEMENTS

Responsibilities of the Audit Committee

11. To consider any policy or strategy regarding loans, investments or borrowing.
12. Consider any policy or strategy regarding reserves