

## **Lancashire Police and Crime Panel**

**Tuesday, 29th January, 2013 at 10.00 am in Meeting Room A, Town Hall,  
Blackburn**

### **Agenda**

#### **Part 1 (Open to Press and Public)**

<b>No.</b>	<b>Item</b>	
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<b>1.</b>	<b>Apologies</b>	
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<b>2.</b>	<b>Minutes of the Last Meeting</b>	(Pages 1 - 6)
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<b>3.</b>	<b>Report from the Police and Crime Commissioner</b>	(Pages 7 - 12)
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<b>4.</b>	<b>Police and Crime Commissioners Budget 2013/14</b>	(Pages 13 - 24)
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<b>5.</b>	<b>Urgent Business</b>	
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An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chairman of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Secretary to the Panel should be given advance warning of any Member's intention to raise a matter under this heading.

<b>6.</b>	<b>Date of Next Meeting</b>	
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The next scheduled meeting of the Police and Crime Panel will be held at 6.30pm on the 12<sup>th</sup> February 2013 in Cabinet Room 'C' at County Hall, Preston.

I M Fisher  
Secretary to the Police and Crime Panel

County Hall  
Preston



# Agenda Item 2

## Lancashire Police and Crime Panel

**Minutes of the Meeting held on Monday, 17th December, 2012 at 10.00 am in Cabinet Room 'C' - County Hall, Preston**

### Present:

#### Chair

Councillor K Hollern (Blackburn with Darwen Borough Council)

#### Committee Members

Councillor A Barnes, Rossendale Borough Council  
Councillor P Barton, Hyndburn Borough Council  
Councillor S Blackburn, Blackpool Council  
Councillor M Brindle, Burnley Borough Council (replaced Councillor T Kennedy)  
Councillor M Chew, Fylde Borough Council (replaced Councillor L Oades)  
Councillor J Cooper, Burnley Borough Council  
County Councillor G Driver, Lancashire County Council  
Councillor D Eaves, Fylde Borough Council  
Councillor M Foxley, Pendle Borough Council  
Councillor P Gibson, Wyre Borough Council  
Councillor I Grant, West Lancs Borough Council  
Councillor P Mullineaux, South Ribble Borough Council (replaced Councillor Mrs M Smith)  
Councillor P Rankin, Preston City Council  
Councillor M Ranson, Ribble Valley Borough Council  
Councillor D Smith, Lancaster City Council  
Councillor P Wilson, Chorley Borough Council (replaced Councillor A Bradley)  
Mr P Richardson, Independent co-opted member  
Mr S Vali, Independent co-opted member

Also in attendance

- Mr I Fisher, County Secretary and Solicitor - Lancashire County Council
- Mr R Jones, Assistant County Secretary - Lancashire County Council
- Mr M Neville, Senior Committee Support Officer - Lancashire County Council
- Mr C Grunshaw, Police and Crime Commissioner for Lancashire.
- Ms M Carruthers-Watt, Chief Executive – Office of the Police and Crime Commissioner.

### 1. Apologies

Apologies for absence were presented on behalf of Councillor M Thomas (Lancaster).

### 2. Minutes of the Last Meeting

**Resolved:** That the Minutes of the meeting held on the 26<sup>th</sup> November 2012 confirmed as an accurate record and signed by the Chair.

### **3. Briefing on the Police and Crime Plan**

With the agreement of the Chair the Police and Crime Commissioner made a statement with regard to a complaint which had been made against him in relation to alleged irregularities concerning expenses he had claimed whilst he was a member of Lancashire County Council and the Lancashire Police Authority.

The Secretary reported that in view of the nature of the complaint which had been received it would be referred to the Independent Police Complaints Commission for a decision regarding any investigation.

Ms Carruthers-Watt presented a briefing regarding the proposed Police and Crime Plan and informed the Panel that following initial discussions with the Chief Constable and other partners the intention was for an initial draft Plan to be produced towards the end of December. The draft plan would then be subject to a consultation process which would include presentation to the Panel on the 12<sup>th</sup> February 2013.

**Resolved:** That the statement made by the Police and Crime Commissioner and the proposed timetable for the development of the Police and Crime Plan be noted.

### **4. Briefing in respect of the budget/precept process.**

Ms Kitto, the Chief Finance Officer for the Office of the PCC, circulated a briefing paper regarding the budget/precept process, a copy of which is set out in the Minute Book.

In considering the paper the Panel noted the following timescale associated with the budgetary process.

- the PCC must notify the Panel of the proposed precept by 1st February 2013;
- the Panel will review the proposed precept and make a report to the PCC (whether it vetoes the precept or not) by the 8<sup>th</sup> February 2013;
- in the event that the Panel vetoed the precept, the PCC would need to have regard to the Panel's report, respond to it and publish his response, including his revised precept, by the 15<sup>th</sup> February 2013;
- the Panel must then review the revised precept and issue a second report to the PCC by the 22<sup>nd</sup> February 2013;
- the PCC would then need to have regard to the second report, respond and publish his response, by the 1st March 2013.

**Resolved:** It was noted that the Police and Crime Commissioner would present the relevant budget information and proposed precept to the next scheduled meeting of the Panel for consideration.

### **5. Confirmation hearing in respect of the appointment of a Deputy Police and Crime Commissioner for Lancashire.**

The Chair adjourned the meeting for 10 minutes to allow all the members of the Panel an opportunity to familiarise themselves with the guidance in relation to the confirmation hearing process which had previously been circulated.

The meeting reconvened at 10.30am and the Chair briefly outlined the process which would be followed in relation to the confirmation hearing.

With the agreement of the Chair, Mr Grunshaw, the Police and Crime Commissioner, addressed the meeting and reminded the Panel that during the election he had stated his intention to appoint Mr Master as the Deputy Police and Crime Commissioner as he felt he had the necessary skills, knowledge and experience to fulfil the role. Mr Grunshaw asked the Panel to support the appointment.

Mr Master referred the members of the Panel to the contents of his personal statement and made reference to the experience and expertise which he felt he would bring to the position of DPCC.

When considering the appointment members of the Panel discussed the following points.

- Mr Master's membership of the Labour Party and his previous position as an independent member of the Lancashire Police Authority (LPA).

It was noted that membership of a political party did not disqualify Mr Master from being the DPCC and that the cross party Panel which had considered his appointment to the LPA had been aware of his political affiliations. It was also noted that members of the LPA were either appointed on the basis of being elected representatives (local councillors) or independent members.

- Whether Mr Master had sufficient experience/knowledge of the diversity of communities across Lancashire in order to ensure that he could deal with competing demands for resources in the future.

Mr Master referred to his previous work with local communities and the Voluntary Sector in addition to his experience of working as a member of the LPA which had all involved engagement with communities across Lancashire.

- The need to ensure that operational issues were kept separate from the monitoring role of the DPCC.

In response Mr Master referred to his experience as a member of the LPA and the professional working relationships he had developed both with the Chief Constable and other senior officers without compromising the need for independence.

- Whether given his other business/community activities Mr Master would be able to devote sufficient time to the role of DPCC.

Mr Master referred to how he felt he had been able to effectively divide his time when he was a member of the LPA and stated that being self employed he had a degree of flexibility in terms of his work. He also reported that his family were able to provide support in terms of his business interests.

- Whether Mr Master had the necessary experience to fulfil the role of the DPCC.

Whilst acknowledging that the crime and justice element of the work of the PCC was new and would be challenging Mr Master stated that his experience as a member of the LPA in relation to dealing with senior officers in the Police, communication, consultation, engagement and the setting/managing of budgets would enable him to support the PCC.

- The potential impact of Mr Master's position as a Deputy Lieutenant on this work as the DPCC.

Mr Master informed the meeting that he had been appointed as a Deputy Lieutenant in relation to his community work and that felt the role had enabled him to engage with a variety of communities across Lancashire. He added that if successfully appointed as the DPCC he intended to resign as Deputy Lieutenant in order to hold a single public office.

- How Mr Master intended to take a lead on dealing with business crime.

In response Mr Master reported that from his experience of dealing with the business community he was aware of the issues regarding crime which directly affected them and had urged the PCC to take the needs of businesses into account in the future.

- The recent announcement of the appointment by the PCC of additional Assistant Commissioners who had been members of the LPA.

In response Mr Master reminded the Panel that the PCC had made the appointments in accordance with legislation.

- Clarification regarding the reference in the personal statement to the need to build bridges between the Police and communities.

Mr Master recognised that in the current economic climate there would be additional demands on Police resources and felt it was important to ensure that resources were used in an efficient/effective manner. He added that building bridges between policing and local communities would enable better communication and add value to the Police service and minimise waste.

As there were no further questions the Chair announced that the meeting would move into a closed session so that the Panel could consider the appointment. It was noted that once a decision had been made it would be relayed to the Office of the PCC and would be publicised within the next 5 days.

**Resolved:** That, following the holding of a confirmation hearing in accordance with the requirements of the Police Reform and Social Responsibility Act, 2011 the appointment of Mr Ibrahim Master as the Deputy Police and Crime Commissioner for Lancashire is approved.

## 6. Urgent Business

There were no items of urgent business for discussion at the meeting.

**7. Date of Next Meeting**

It was noted that the next scheduled meeting of the Police and Crime Panel would be held at 10.00am on the 29<sup>th</sup> January 2013 in Meeting Room 'A' at the Town Hall, Blackburn.

Ian Fisher  
Secretary to the Police and Crime Panel

Lancashire County Council  
County Hall  
Preston



## **Police and Crime Panel**

Meeting to be held on 29<sup>th</sup> January 2013

### **Report from the Police and Crime Commissioner**

Contact for further information: Christine Durber 01772 533415, Office of the Police and Crime Commissioner, [christine.durber@lancashire-pcc.gov.uk](mailto:christine.durber@lancashire-pcc.gov.uk)

#### **Executive Summary**

The Police and Crime Panel is charged with reviewing or scrutinising decisions made by the Police and Crime Commissioner and supporting the effective exercise of the Commissioner's functions.

This report sets out a summary of the formal decisions taken by the Commissioner and key activities undertaken by both the Commissioner and his staff between the 22<sup>nd</sup> November 2012 and 14<sup>th</sup> January 2013.

#### **Recommendations**

The Panel is asked to

1. consider and note the report; and
2. consider if it wishes to make a report or recommendations to the Commissioner in respect of any matters in this report.

#### **Background and Advice**

Within the Panel's Terms of Reference, are the following matters:

- "6) To review or scrutinise decisions made, or other action taken, by the Commissioner in connection with the discharge of his/her functions.
- 7) To make reports or recommendations to the Commissioner with respect to the discharge of the Commissioner's functions.
- 8) To support the effective exercise of the Commissioner's functions."

This first update from the Police and Crime Commissioner for Lancashire (the Commissioner) provides the Panel with information on the formal decisions the Commissioner has taken and the key activities that he and his staff have been undertaking between the 22<sup>nd</sup> November 2012 and 14<sup>th</sup> January 2013

## Commissioner's Decisions

This report makes reference to decisions taken directly by the Commissioner and not those taken under delegated authority within the Commissioner's and Chief Constable's Interim Scheme of Governance.

### 1.1. 2012/01

Agreed, jointly with the Chief Constable, to adopt an interim governance framework, on the basis of an Interim Scheme of Governance, Financial Regulations and Contractual Standing Orders. These framework documents will be reviewed in March 2013 and annually thereafter.

### 1.2. 2012/02

Approved, jointly with the Chief Constable, the establishment of an interim combined Audit Committee for the Police and Crime Commissioner and the Chief Constable for the period from 22<sup>nd</sup> November 2012 to 31<sup>st</sup> March 2013 (with an option to extend until 31<sup>st</sup> March 2014). The interim Committee comprises four members of the former Police Authority's Audit and Standards Committee and its remit will cover audit, risk management, financial reporting, equalities and health and safety.

It is a legal requirement to appoint an Audit Committee and these arrangements have ensured that the Committee is established and discharges its duties as soon as possible. The interim Committee will operate whilst longer term arrangements are put in place. The first meeting of the Committee is to be held on 25<sup>th</sup> February 2013.

### 1.3. 2012/03

Decision to notify the Police and Crime Panel that the Commissioner proposed to appoint Mr Ibrahim Master as Deputy Police and Crime Commissioner for Lancashire.

### 1.4. 2012/04

Decision, after following procurement procedures, to award a contract to Xerox UK Ltd, for the supply, installation and maintenance of multi-functional devices, network printers, and facsimile machines for the period 1<sup>st</sup> November, 2012 to 31<sup>st</sup> October, 2017, with the option to extend the contract until 31<sup>st</sup> October, 2019.

### 1.5. 2012/05

Agreed, jointly with the Chief Constable, Constabulary occupation of leased accommodation to support a Multi Agency Safeguarding Hub (MASH) in Leyland, in partnership with other safeguarding agencies, on a three year basis, with an annual break clause.

1.6. 2012/06

Agreed to support the development of a national HOLMES 3 project for the development, and procurement in summer 2013, of an upgraded critical ICT system which is used for the investigation and management of the most serious crimes and disasters; also provisionally approved one off capital funding contribution of £0.530m and ongoing revenue funding of £0.090m per annum (for 6 years) from Lancashire to support the project.

1.7. 2012/07

Noted the forecast out turn position on the 2012/13 capital programme and agreed to make additional contributions from revenue to fund some additional capital requirements identified during the course of the year.

1.8. 2001/08

Noted a summary of the forecast financial position for 2012/13 based on information available to the end of October 2012.

### **Office of the Police and Crime Commissioner**

Under the provisions of the Police Reform and Social Responsibility Act 2011 (the Act), the Commissioner may appoint a Deputy Police and Crime Commissioner and such other staff as he thinks appropriate to enable him to exercise the Commissioner's functions. The role of the Commissioner is much wider than that of the former Police Authority, with different duties in relation to community safety, new commissioning powers and new duties in relation to criminal justice and victim services. There is an increased emphasis on engagement with communities and on working with partners to deliver efficient and effective services.

The Commissioner and the Chief Executive carried out an interim review of the support that the Commissioner needs to deliver his priorities as Commissioner. The former arrangements to support the Police Authority were not adequate to discharge the Commissioner's functions. There needs to be a greater emphasis on Casework to reflect the increased level of contact from the public. The Commissioner also needs additional support in respect of community engagement to facilitate his programme of engagement with people. In addition, there is a need to bring in additional resources to facilitate delivery of new duties in respect of the commissioning, community safety, criminal justice, and victims roles.

The roles of the staff that transferred under the Police Reform and Social Responsibility Act 2011 have been altered to reflect this. The senior strategic team has been strengthened by accepting the secondment of a full time Assistant Chief Executive from Probation and three part time Assistant Commissioners to develop new areas of working around victims, criminal justice, performance and collaboration. In making the appointments from former independent members of the Police Authority, the Commissioner has been mindful of the importance of ensuring a safe transition to the Office of the Police and Crime Commissioner.

## **Local Partnerships**

A key priority for the Commissioner and Deputy Commissioner has been to meet local Leaders and Chief Executives as well as Community Safety Partnership and Criminal Justice partners.

## **Community Engagement**

The Commissioner is delighted with the response from communities since taking office, with over 250 direct contacts to the office. He has begun a series of activities aimed at making sure that community voices are heard on priorities that people would want to see reflected in the Police and Crime Plan and the Budget.

### **1.9. Policing Priorities Research**

A telephone survey has been undertaken to obtain a statistically robust and representative sample of respondents across the county. The interviews were split across each of the local authority areas. In addition, an online survey was launched (with hard copies being available in all Lancashire libraries) asking residents to identify policing priorities for inclusion in the Police and Crime Plan. A total of 1933 completed questionnaires have been received.

### **1.10. Policing Priorities Roadshows**

January has seen the start of a series of roadshows across the county, in which the Commissioner (alongside the local Neighbourhood Policing Team and Community Safety Partnership colleagues) has gone out to meet with local residents to discuss their policing priorities to help shape the Police and Crime Plan.

### **1.11. Domestic Abuse Campaign**

The Commissioner supported a multi-agency domestic abuse campaign launched in December. The 'Handled with Care' domestic abuse campaign, aimed to encourage victims to seek help, and was supported by the Commissioner through the funding of radio adverts during the festive season.

### **1.12. Digital/Social media**

The Commissioner's website and social media channels continue to be a source of information and the weekly e-bulletin 'round-up' is reaching an audience in excess of 10,000.

## **Holding to Account and Scrutiny**

The Commissioner meets regularly with the Chief Constable and full proposals on arrangements for holding the Chief Constable to account will be brought to the Panel's next meeting.

## **Commissioning Strategy**

The Commissioner has confirmed that he will allocate funding for community safety activity to the three top tier authority areas at the same level as they received in 2012-13. Discussions have taken place with all the relevant partners regarding the use of this funding and agreeing outcomes in line with those identified in the developing Police and Crime Plan.

An initial Commissioning Framework is being developed to support the Commissioner in the discussions regarding the allocation of the Community Safety Fund for 2013-14. This Framework will be further developed during 2013 to support a more extensive commissioning approach for the 2014-15 budget.

## **Police and Crime Plan**

The Police and Crime Plan is currently under development in consultation with the Chief Constable, partners and taking into account views received from the public. This will include information on the Commissioner's objectives and priorities for policing and crime and arrangements for holding the Chief Constable to account.

The draft plan will be brought to the next meeting of the Panel on 12th February 2013.

## **Consultations**

N/A

## **Legal Implications**

This report is made in accordance with the provisions of the Police Reform and Social Responsibility Act, and in particular section 28 of that Act.

## **Local Government (Access to Information) Act 1985 List of Background Papers**

Paper	Date	Contact
Briefing reports for the following Decisions 2012/1-3 and 2012/5-8 inclusive	22 <sup>nd</sup> November 2012 to 14 <sup>th</sup> January 2013	Ian Dickinson 01772 533415 Office of the Police and Crime Commissioner



# Agenda Item 4

## **Police and Crime Panel**

Meeting to be held on 29<sup>th</sup> January 2013

## **Police and Crime Commissioner's Budget 2013/14**

Contact for further information: Lisa Kitto, (01772) 534757 Office of the Police and Crime Commissioner for Lancashire, [lisa.kitto@lancashire.gov.uk](mailto:lisa.kitto@lancashire.gov.uk)

### **Executive Summary**

The Local Government Finance Settlement for 2013/14 was announced on the 19<sup>th</sup> December 2012. This settlement was the first under the new governance arrangements following the creation of Police and Crime Commissioners (PCC) and the abolition of the previous Police Authorities. Police and Crime Commissioners are required, by the Local Government Finance Act, to set a precept by 1<sup>st</sup> March each year and as part of that process are required to notify their local Police and Crime Panel on the proposed precept level for the coming year.

Police and Crime Commissioners are not able to set a precept until they have responded formally to the response of the Police and Crime Panel regarding the proposed precept level. This report sets out the details of the finance settlement, the impact on the PCC's budget for 2013/14 and future years and also sets out the proposed 2013/14 precept.

### **Recommendation**

The Police and Crime Panel is asked to;

- Note the details of the 2013/14 police finance settlement and the overall impact on Lancashire's budget
- Note the remaining funding gap of £1.5m in 2013/14 and the planned efficiency measures required to deliver a balanced budget in 2013/14
- Consider the Commissioner's precept proposal to increase the council tax precept by 2% for 2013/14 and make arrangements to ensure that a formal written response to the proposals is sent to the Commissioner by the 8<sup>th</sup> February 2013.
- Note the level of uncertainty around some key strands of funding for 2013/14 and that the final information will be incorporated in the budget setting report that will be presented to the Commissioner in February in order to formally set the 2013/14 budget and council tax precept.

## **Background and Advice**

### **1. Statutory Requirements**

The Police and Crime Commissioner (PCC) for Lancashire is required under the Local Government Finance Act to set a budget requirement and a council tax requirement for 2013/14 and to issue a precept prior to 1<sup>st</sup> March 2013. The precept is the total budget requirement less the sum of revenue support grant, police grant and business rates.

#### **Role of the Police and Crime Panel**

Schedule 5 of the Police Reform and Social Responsibility Act (2011) states that the Commissioner must notify the Police and Crime Panel, by 1<sup>st</sup> February, of the precept which the Commissioner is proposing to issue for the financial year.

Under the requirements of the Act, Police and Crime Panels must review the proposed precept notified to it and make a report to the Commissioner on the proposal. The report may include recommendations, including recommendations as to the precept that should be issued for the financial year.

The Police and Crime Panel has the power to veto the proposed precept if at least two-thirds of the persons who are members of the Panel at the time when the decision is made vote in favour of making that decision. If the Panel vetoes the proposed precept, the report made to the Commissioner must include a statement that the Panel has vetoed it.

The Police and Crime Panel's response to the Commissioner on the precept proposal must be made by 8<sup>th</sup> February. A Commissioner is unable to set a precept until the end of the scrutiny process is reached and should the Police and Crime Panel veto the proposals, the Commissioner must submit a revised precept for consideration of the panel to which the Police and Crime Panel must also respond. A further response from the Panel must be received by 22<sup>nd</sup> February after which the Commissioner must respond formally to the Police and Crime Panel setting out the precept for the forthcoming year.

### **2. Finance Settlement**

The provisional 2013/14 finance settlement set out a reduction in central government funding for the Police and Crime Commissioner for Lancashire of £3.159m which equates to 1.57% in cash terms and was in line with the Comprehensive Spending Review (CSR 10).

In the Autumn statement, that was published at the beginning of December, the Chancellor did however announce that central government funding would be reduced by 1% in 2013/14 with a further 1% reduction in 2014/15. The Home Office subsequently wrote out to PCCs and Chief Constables stating that PCC budgets would be protected from the 1% reduction in 2013/14 and this is reflected in the finance settlement. The funding forecast for 2014/15 therefore assumes a 2% reduction in funding. At the same time the Home Office also announced that they

would be deferring the publication of 2014/15 funding allocations in view of the announcement, in the Autumn Statement, of a further reduction in the Home Office budget. Funding for 2014/15 therefore remains uncertain and the announcement that the government will publish a new CSR in the first 6 months of 2013 adds further uncertainty around future funding levels.

As part of the settlement the Neighbourhood Policing Fund which was previously received as a specific grant has been rolled into the Police Main Grant. The Neighbourhood Policing Fund is used primarily to support and fund Police Community Support Officers (PCSOs). The Commissioner has made a commitment to partners that where partnership funding remains to joint fund PCSOs that the funding contribution from the Commissioner will be maintained for 2013/14.

In addition to this a new Community Safety Fund grant has been received. This is a new unringfenced grant that has been created to replace numerous funding streams for drugs, crime and community safety. The Community Safety Fund will be rolled into the Police Main Grant from 2014/15. Final detail on which grants have rolled into the Community Safety Fund is still outstanding and the Home Office have been asked to provide this as soon as possible so that Commissioners can fully understand whether there are any funding issues arising from the transfer.

### **Risks and Uncertainties**

There are a number of uncertainties which may affect the overall level of funding received by the PCC for 2013/14;

### **Finalisation of the Settlement**

The final settlement will only be announced later in February and therefore the current information is based on the provisional figures that were announced on the 19<sup>th</sup> December.

### **Counter Terrorism Grant**

Allocations for the Counter Terrorism Grant have not been made and are expected later in the month. Should there be any changes in grant this will be offset by corresponding changes in the constabulary's expenditure requirements for counter terrorism.

### **Localisation of Council Tax Support**

From April 2013 the current national scheme for council tax benefit will cease and will be replaced by a localised scheme for council tax support funded by specific grant. As part of the government's deficit recovery programme, this grant will be reduced by 10%.

The grant paid to the PCC in 2013/14 to support this scheme is £11.078m and forms part of the overall settlement. Responsibility for determining the scheme lies with the district and unitary councils, however, any gap between the cost of the scheme and

the grant received is shared with all precepting authorities. The PCC will have to fund approximately 10% of the gap.

The government announced a £100m one-off allocation to provide support for councils to ensure that claimants on 100% support under current arrangements pay no more than 8.5% of their council tax liability. This grant is for one year only and is not sufficient to cover the additional costs of introducing schemes which meet the criteria in 2013/14. This will add to the financial burden faced by the Commissioner. Accepting the grant will place further financial pressures on the Commissioner's budget when the grant falls out in 2014/15.

The total cost of the schemes to the Commissioner's budget for 2013/14 and 2014/15 will not be known until all Unitary, Borough and City Councils have made their decisions in relation to the scheme and they provide final council tax base figures. As it stands the impact in 2013/14, for schemes that have been agreed, is £0.2m and this will increase to £0.4m in 2014/15. Due to the fluidity of the position there is likely to be greater turbulence in the funding that would normally be experienced. The Commissioner is proposing to set aside a small budget of £0.2m to manage any further turbulence and that any changes greater than this will be funded through an earmarked reserve that has been set aside to deal with the potential for changes in the funding as a consequence of these changes.

### **Changes to Council Tax Exemptions and Discounts**

The government has also announced new powers for billing authorities to vary council tax discounts and exemptions in relation to empty homes and this could potentially raise additional council tax income. The full impact of this will not be known until all billing authorities have agreed their schemes and issue their final council tax base figures but as it stands, additional income of approximately £0.7m is anticipated. This is already factored into the funding assumptions.

### **3. 2013/14 Budget**

The 2013/14 budget has been prepared by the Commissioner, in consultation with the Chief Constable, to reflect the spending requirements of the Commissioner and reflects the fact that there are a number of financial pressures that cannot be reduced. The main cost pressures are;

#### **Inflation**

The following assumptions regarding inflation have been made in the 2013/14 budget;

<b>Budget Area</b>	<b>£m</b>	<b>Comments</b>
Pay Award (1%)	0.9	Assumed from September 2013
Energy & Fuel (5%)	0.3	
General Prices (2.5%)	0.8	
<b>TOTAL</b>	<b>2.0</b>	

## Demand Pressures

Demand pressures are summarised in the following table with more detailed explanations provided below;

<b>Budget Area</b>	<b>£m</b>
Winsor Review	2.0
National Police Improvement Agency Charges	0.3
Pension Liabilities	0.3
Capital Programme	0.3
Domestic Abuse Services	0.3
Fleet Resilience	0.1
Criminal Investigation Department (CID)/Police Protection Units (PPU)	1.4
Police National Database	0.3
Funding Uncertainties	0.2
<b>TOTAL</b>	<b>5.2</b>

### Winsor Review

The Winsor review of Police Remuneration and Conditions for Police Officers was announced during 2012/13. Implementation of the recommendations, in particular those relating to the payment of unsocial hours, will cost a further £2m per annum. It should be noted that some of the Winsor recommendations resulted in a cost reduction but that savings of £2.7m for Special Priority Payments, were taken out of the 2011/12 budget in anticipation of the recommendation that these payments would be ceasing and are therefore not available to fund this cost.

### National Police Improvement Agency (NPIA)

Some functions that are currently provided by the NPIA are transferring to other organisations and are to be provided on a full cost recovery basis in future. These services include the Police National Database (PND). The NPIA has written out to all PCCs advising them of the removal of the subsidy and the new charges which result in an increase of £0.26m for Lancashire.

### Pension Liabilities

Increased contributions of £0.3m have been built in to reflect the requirement for an increased contribution to the LGPS pension fund following the independent actuary's advice to meet existing and future demands.

### Capital Programme

The requirements of the 2013/14 draft capital programme have been considered and the budget reflects increased financing costs for the capital programme (£0.3m). The draft capital programme is funded by capital grant (£2.5m), capital receipts, revenue contributions and borrowing. The main elements of the draft capital programme include support for ICT infrastructure and a new western division HQ in

Blackpool and the revenue budget takes account of the impact of the draft capital programme on the revenue budget.

### **Domestic Abuse**

There has been a significant rise in the number of referrals to the police and other partner agencies relating to incidents of Domestic Abuse in Lancashire. Additional funding of £2m is required across Lancashire to provide a joint commissioning fund that will secure effective provision for vulnerable victims, children and young people, change the behaviour of perpetrators, secure services for those in crisis and invest in early intervention. The Commissioner's share of this funding requirement is £314k. Other partner organisations have also been asked to contribute towards this increased provision.

### **Fleet**

In April 2012 the Constabulary's vehicle Usage and Distribution review made recommendations including increasing the liveried fleet, in particular for Neighbourhood Policing, investment in the police fleet and management of hire cars. This additional cost (£151k) reflects the necessary investment to maintain operational resilience.

### **Central Intelligence Department (CID)/Public Protection Units (PPU)**

A review of CID identified significant efficiencies and savings in a number of areas but these have been more than offset by the need to invest in the high risk areas affecting the most vulnerable members of our society. The additional investment (£1.372m) will be made to areas such as Child Multi-Agency Safeguarding Hubs (MASH), Dangerous and Sexual Offenders Unit (DASO) and Public Protection Units (PPUs).

### **Police National Database (PND)**

The rollout of the national Police National Database (PND) within Lancashire has been carried out in 2012/13. Whilst there is no doubt that the PND brings significant benefits in protecting vulnerable people, the scale of the database is such that additional resources are required to deal with the current levels of demand. This is estimated to cost £0.3m.

### **Funding Turbulence**

Given the uncertainties that remain regarding the council tax base for 2013/14 and the impact that this will have on the funding available, a small budget to manage any emerging shortfalls in funding has been established (£0.2m). Should the change in funding available be greater than £200k, it is intended that any remaining shortfall be funded from reserves.

#### 4. Savings Required

As a result of the reductions in funding and the cost pressures outlined above the Commissioner is required to make significant savings in order to achieve a balanced budget. These are in addition to the £31.3m that has already been delivered in the first 2 financial years of the current Comprehensive Spending Review. A further £4.8m will be delivered in 2013/14 as a full year effect of decisions made in previous years and these have been factored into the overall 2013/14 budget. It is anticipated that additional savings of £12.9m will be required for the 2014/15 financial year with a further £9.9m in 2015/16 and 2016/17 of which £2.8m has already been identified. In total savings of £60.4m over the 6 financial years 2011/12 – 2016/17 are likely to be required representing a cash reduction of over 20% in the net budget requirement over the period.

#### 2013/14 Budget Requirement and Funding Gap

	£m
<b>2012/13 Base Budget</b>	<b>265.3</b>
Full Year Effect of prior year one-off costs	-2.7
Full Year effect of Previous Decisions	-4.8
<b>2012/13 Adjusted Base Budget</b>	<b>257.8</b>
Transfer of NPF Grant to Police Grant	8.2
Council Tax Support Grant replaces Council Tax resources	(11.1)
<b>2012/13 Base Budget following technical adjustments</b>	<b>254.9</b>
Inflation	2.0
Demand	5.2
<b>2013/14 Budget Requirement</b>	<b>262.1</b>
Less Funding Available	260.6
<b>2013/14 Funding Gap</b>	<b>1.5</b>
Less New Savings Identified (See Below)	-1.5
<b>Funding Gap Remaining 2013/14</b>	<b>0.0</b>

As can be seen from the table above the funding gap for 2013/14 is £1.5m. A significant amount of work has already been carried out by the former Police Authority and Constabulary in forecasting future resources and the need to deliver savings. As a consequence of this work some of the efficiency savings that were agreed as part of the budget setting process for previous years will deliver further savings in 2013/14 of £4.752m. In addition to this the Police Authority and the Constabulary agreed to a number of additional reviews which started in 2012/13 and which will deliver savings in 2013/14.

The following table sets out the details of the main efficiencies that will be applied in 2013/14;

	<b>2013/14</b>
	<b>£m</b>
Contact Management – One Site Option	0.787
Review of Management Costs	0.419
ICT Review	0.296
Council Tax Leaflet	0.018
<b>TOTAL</b>	<b>1.520</b>

### **Contact Management**

This review will see the centralisation of the contact management service and service delivery from one site.

### **Management Costs**

A review of management hierarchies within support services has been carried out to review and streamline the number of management posts required in the future.

### **ICT Review**

A review of the ICT service will achieve efficiencies through more streamlined staffing arrangements and general ICT costs. This is a continuation of some reviews of the ICT service that have been carried out in previous years, savings for which have been factored into the budget in previous years.

### **Council Tax Leaflet**

There is no longer a requirement to produce a separate council tax leaflet to be issued with all council tax bills. A council tax leaflet for the Police and Crime Commissioner will be produced but will only be made available electronically.

## **5. Precept**

In determining a proposed precept for 2013/14 the PCC has taken a number of factors into consideration including;

- Council Tax Freeze Grant
- Council Tax Referendums
- Consultation Responses from the Public

### **Council Tax Freeze Grant**

Council tax freeze grant is available to those precepting authorities that either freeze or reduce their council tax precept. The grant is available for 2 years only and is equivalent to a 1% increase in council tax. Accepting the grant would not provide sufficient funding to cover the emerging cost pressures and would increase the funding gap by £0.6m in 2013/14. As the grant is for two years only, the grant funding falls out in 2015/16 and will create an additional budget pressure that will

need to be managed. In total, accepting the grant will add an additional £1.3m to the funding gap over the next 3 financial years.

## **Council Tax Referendums**

As part of the finance settlement the government set the limit that will be used to determine whether a council tax increase is excessive. For 2013/14 this was set at 2%. Any decision to increase in excess of 2% will trigger a referendum.

The government also announced that a different threshold would be set for those PCCs whose council tax was in the lower quartile. For these authorities a referendum would only be triggered if the PCC increases their basic level of council tax by more than 2% and there is a cash increase of more than £5 in the relevant basic amount. This flexibility applies to 10 PCC areas. Lancashire has the 11<sup>th</sup> lowest council tax for all PCC areas and is the 6<sup>th</sup> lowest for the shire Authorities. Had the flexibility applied to Lancashire, council tax could have increased by 3.3% before a referendum would be triggered. The Commissioner has responded to the government's consultation on the finance settlement querying the arbitrary nature and somewhat unfair approach to the cut off. It also needs to be recognised that the relatively low council tax base in Lancashire, as a result of the significant proportion of council tax payers in the lower bands, combined with the high level of reliance on grant funding, places Lancashire at a disadvantage of generating extra income from a precept increase. This adds further weight to the argument in favour of some tolerance being applied to the council tax referendum threshold in Lancashire's case.

## **Public Consultation**

Structured telephone interviews were conducted with residents of Lancashire. The telephone survey, of 1446 Lancashire residents, was conducted by an independent research agency.

Respondents were asked about the level of council tax they pay towards policing and their views on paying increased levels to sustain or improve current services.

The question was asked in two contexts. Firstly, respondents were informed of the level of increase in council tax for policing that was required to maintain current service levels (an increase of £3.75 based on Band D household in Lancashire) and asked about their willingness to pay any increases

Respondents who were willing to pay an increased amount were then asked about potential increases they would be willing to pay, with £3.75 being the lowest and £7.50 being the highest

The majority of total survey respondents (82%) were willing to pay more than the required £3.75 needed to maintain current service levels.

## **Precept Proposal**

The Commissioner proposes to not accept the government's offer of a two year only council tax freeze grant and that the council tax precept for 2013/14 be increased by 2%. This equates to an annual increase of £3 for a Band D property in Lancashire.

In Lancashire there are a significant proportion of houses that are Band A or B and therefore the annual increase will be less than this for these households. Given the financial challenges ahead and the level of savings that have already been achieved, setting a council tax at a lower level would add additional financial pressure and the need to deliver further efficiencies, and potentially reductions in service.

## **6. Reserves**

It is illegal for the Commissioner to allow their expenditure to exceed the resources available to it, and the PCC's Chief Finance Officer (CFO), has a duty to report if it appears that this is likely to arise. A reasonable level of reserves is needed to provide an overall safety net against unforeseen circumstances. General reserves are forecast to be £10.2m representing 3.8% of the 2012/13 budget. In addition to this there are earmarked reserves of £12.8m that are available to fund specific issues and events that may arise during the year. The Chief Finance Officer continues to believe that the level of reserves is appropriate.

## **7. Robustness of the 2013/14 Budget**

As the statutory finance officer of the PCC, the CFO must advise on the robustness of the estimates upon which the PCC's budget is based. At this stage the CFO's opinion is that the budget process has taken all practical steps to identify and make appropriate provision for the commitments to which the PCC is exposed.

## **8. Equality Impact Assessment**

The Commissioner and the Constabulary have an Organisational Review Programme to deliver the required savings. As each review area is progressed an equality impact assessment is carried out to assess the impact of the proposed recommendations on service recipients and is an integral part of the process.

## **9. Future Years**

The Commissioner has inherited a legacy from the Police Authority and the Constabulary of good financial planning which has ensured that over the current period of financial austerity, managing the reduction in government funding of 20% has been delivered in a secure and planned way. It is clear that the period of austerity will continue beyond the current Comprehensive Spending Review period and, as set out earlier in the report, a total of £60.4m of savings are likely to be required over the period 2011/12 – 2016/17.

The longer term financial position is reviewed on a regular basis and after taking into account planned savings of £ 2.8m, savings of £10.5m in 2014/15 are likely to be required with a further £9.5m in 2015/16 and 2016/17. At £20m, this is a significant challenge for the Commissioner and the Constabulary and work is already underway

to develop plans on how these can be achieved. The former Police Authority and the Constabulary have a proven track record in their ability to identify and deliver financial savings and it is anticipated that this will continue. However as the economic position becomes more difficult it will be increasingly challenging to find savings on the scale required.

There remain uncertainties around the funding for 2014/15 and in addition to this the Home Office is to carry out a review of the funding formula that is used to calculate funding allocations to PCCs. The new formula will be introduced for the 2015/16 financial year and brings with it additional uncertainty and risk in terms of planning for future years. The position will however be closely monitored and the Commissioner's financial forecast updated on a regular basis to ensure it reflects the most up to date position.

### **Consultations**

Structured telephone interviews were conducted with residents of Lancashire. The telephone survey, of 1446 Lancashire residents, was conducted by an independent research agency.

In order obtain a statistically robust and representative sample of respondents across the county the interviews were split across each of the fourteen policing districts. Additional quotas were applied to age, sex, ethnicity and disability to provide individual samples robust enough to be statistically analysed and compared with other demographic groups, with the quotas for sampling based on the 2011 Census data for Lancashire.

### **Implications:**

#### **Financial Implications**

The financial implications are set out in the report.

#### **Risk management**

The Police and Crime Commissioner has a statutory requirement to set a precept by 1<sup>st</sup> March, and as part of the process, to consult with the Police and Crime Panel. The Police and Crime Panel must respond to the precept proposal in writing, to the PCC, by 8<sup>th</sup> February. If the Panel chooses not to respond the PCP may set the proposed precept.

### **Local Government (Access to Information) Act 1985 List of Background Papers**

Paper	Date	Contact
N/A		



## **Police and Crime Panel for Lancashire**

**Minutes of the Meeting held on Tuesday, 29th January, 2013 at 10.00 am in Meeting Room A at the Town Hall, King William Street, Blackburn**

### **Present:**

#### **Chair**

Councillor K Hollern, Blackburn with Darwen Borough Council

#### **Committee Members**

County Councillor G Driver, Lancashire County Council  
Councillor A Barnes, Rossendale Borough Council  
Councillor P Barton, Hyndburn Borough Council  
Councillor S Blackburn, Blackpool Council  
Councillor R Boswell, Preston City Council (replaced Councillor P Rankin)  
Councillor A Bradley, Chorley Borough Council  
Councillor M Chew, Fylde Borough Council (replaced Councillor L Oades)  
Councillor J Cooper, Burnley Borough Council  
Councillor M Foxley, Pendle Borough Council  
Councillor P Gibson, Wyre Borough Council  
Councillor I Grant, West Lancs Borough Council  
Councillor M Ranson, Ribble Valley Borough Council  
Councillor M Smith, South Ribble Borough Council  
Councillor M Thomas, Lancaster City Council  
Mr P Richardson, Independent co-opted member  
Mr S Vali, Independent co-opted member

Also in attendance

- Mr I Fisher, County Secretary and Solicitor - Lancashire County Council
- Mr R Jones, Assistant County Secretary - Lancashire County Council
- Mr G Graham, Deputy County Treasurer - Lancashire County Council
- Mr C Grunshaw, Police and Crime Commissioner for Lancashire.
- Ms M Carruthers-Watt, Chief Executive - Office of the PCC.
- Ms L Kitto, Chief Finance Officer - Office of the PCC.

### **1. Apologies**

Apologies for absence were presented on behalf of Councillor D Smith (Lancaster) and Councillor M Brindle (Burnley) and were received from Councillor D Eaves (Fylde).

### **2. Minutes of the Last Meeting**

**Resolved:** That the Minutes of the meeting held on the 17<sup>th</sup> December 2012 are confirmed as an accurate record and signed by the Chair.

### 3. Report from the Police and Crime Commissioner

The Commissioner presented a report which summarised the formal decisions and key activities undertaken between the 22<sup>nd</sup> November 2012 and 14<sup>th</sup> January 2013.

He reported that the small team who had previously managed the business of the Police Authority had transferred to the Office of the Police and Crime Commissioner and that since the election in November he had reviewed what support was needed to enable him to fulfil his wider role and deliver his priorities. As a result a Deputy Commissioner had been appointed, which the Panel had approved at the previous meeting.

The Commissioner also reported that he had agreed with the Chief Constable to appoint a joint Audit Committee on an interim basis and had seconded an Assistant Chief Executive from the Probation Service and appointed three Assistant Commissioners on an interim basis.

The Commissioner informed the Panel that with the range of skills, knowledge and expertise that his new team provided he would be able to deliver on the priorities and pledges which he had made.

In considering the report the following points were raised by members of the Panel.

- Further information was requested regarding the additional contributions from revenue which the Commissioner had agreed in order to fund particular items in the 2012/13 capital programme which had been identified during the course of the year. In response the Commissioner reported that additional contributions had been made in relation to the following items.

£18,000 – Desktop Replacement for the central ticket office

£202,000 – Miscellaneous minor works including Wyre Operating Centre (£37,000), Morecambe Police Station conversion of custody/canteen area (£15,000) and Moor Farm car park and garages (150,000)

£430,000 - vehicle replacement programme

£30,000 – purchase of counter terrorism equipment

- Clarification was sought in relation to the costs of the restructured Commissioners support team and how this would be met from within existing budgets.

The Commissioner reported that the total budget available for both the staff and members of the previous Police Authority had been £788,000 per annum and whilst the final costs of the new arrangements were still being evaluated he anticipated that the cost of all new posts would be met from within the existing budget and would not add any further pressure on the Police and Crime budget.

It was also noted that the Assistant Chief Executive and three Assistant Commissioners who had been appointed on an interim basis would all be accountable to the Chief Executive within the Office of the PCC.

- In response to a query regarding engagement with the public the Commissioner reported that since the election in November he had met with a number of Leaders of

local authorities across the County and Community Safety/Criminal Justice partners. He added that a number of initiatives were being pursued in order to identify public priorities and he intended to continue to consult widely with local communities.

It was also noted that greater emphasis was being placed on casework as the Office of the PCC had received 300 contacts since November, which represented a significant increase on that received by the previous Police Authority.

- With regard to some of the decisions set out in the report it was suggested that the inclusion of additional information, including specific costs would be of assistance to the Panel. The Commissioner noted the suggestion and confirmed that future updates on decisions would include more detailed information.
- Reference was made to the sale of police properties, including former rural police stations, would have generated capital receipts and further information regarding this was requested. In response the Commissioner undertook to provide details to the members of the Panel in the future.
- The intention to allocate funding for community safety activity to the three top tier authorities at the same level as in 2012/13 was noted. It was reported that previously the Police Authority had made funding generated from second homes in certain Districts available to the respective Community Safety Partnership though this had subsequently been withdrawn. In response to a query as to whether such funding would be reinstated Ms Kitto, Chief Finance Officer from the Office of the PCC, informed the meeting that discussions were still underway which would continue to inform the development of the final budget.
- It was recognised that there were a number of uncertainties in relation to new grants and existing funding streams and the Panel noted that the Police and Crime budget was based on the information which was currently available and would be refined as clarification was received from the Home Office.

With regard to the earlier request for more detailed information the Secretary suggested that Officers, together with the Chair, discuss the matter further with a view to establishing the nature and level of information which the Panel would wish to see in the future.

The Chair congratulated the Commissioner and his staff on the work which had been done to date.

**Resolved:**

1. That the report be noted.
2. That arrangements be made for the Chair to meet with Officers from the Secretariat and the Office of the PCC in order to discuss the nature and level of information which the Panel would wish to see included in future reports.

#### **4. Police and Crime Commissioners Budget 2013/14**

The Commissioner presented a report on the proposed budget for 2013/14 and informed the meeting that in order to ensure a stable resource base was provided over the coming year, and that the Constabulary had the resources needed to continue to deliver high quality services he proposed to increase council tax by 2% which for an average Band 'D' property would increase the annual precept by approximately £3 from £149.93 in 2012/13 to £152.93 in 2013/14.

The Commissioner also reported that he intended to reject the offer of a two year only 1% Government grant for freezing the policing precept, as he believed that acceptance of such a grant would hurt the police service in the long term by storing up greater financial pressures for the future.

Mrs Kitto, Chief Finance Officer from the Office of the PCC, outlined the contents of the proposed budget and reminded the Panel that there were still a number of uncertainties regarding funding and final council tax base figures and clarification was being sought from the Home Office, local authorities and other partners in order that the budget could be finalised.

The Panel was informed that £31.3m of savings had already been delivered in the first two financial years of the current Comprehensive Spending Review and that a further £6.4m would be delivered in 2013/14 and that these had been factored into the overall 2013/14 budget proposals. With regard to the future it was noted that further savings of £22m would be required between 2014/15 and 2016/17, of which £2m had already been identified. In total £60m of savings, representing more than 20% of the budget, would be required between 2011/12 and 2016/17.

When considering the proposed budget the following points were raised by members of the Panel.

- With regard to the efficiency savings set out in the report it was suggested that clarification was needed as to how the savings were divided between operational and 'back office' budgets.

In response the Chief Executive informed the meeting that in view of the small number of staff employed by the Office of the Police and Crime Commissioner certain functions such as Human Resources or legal advice were provided by the constabulary for both the Office of the PCC and Lancashire Constabulary. The Chief Executive also stated that some functions were carried out by third party organisations under shared service or collaboration agreements. It was also reported that any further efficiencies which were identified by the ongoing review of management costs would be applied to both the Office of the PCC and the Constabulary.

- In view of the need to secure further savings in the future it was suggested that consideration be given to 'back office' support functions being provided by other local authorities and the Commissioner acknowledged that this was something which could

be explored.

- In response to a suggestion that more information be provided regarding the separation of costs associated with the Constabulary/Office of the PCC the Commissioner informed the Panel that this detail would be finalised before the budget is set in February. However, with regard to future budgets the Commissioner acknowledged that more detailed information and clarification of the respective budgets of the Constabulary/Office of the PCC would be of assistance to the Panel.
- It was noted that as part of the finance settlement the government had set the limit which would be used to determine whether a council tax increase was excessive as being 2% and that any decision to increase in excess of 2% would trigger a referendum. The Chief Finance Officer reported that the Commissioner was proposing to increase council tax by 2% and that this equated to approximately £3 on an average Band 'D' property. The final precept amount would however be finalised once all the funding uncertainties had been resolved to ensure that the 2% limit would not be exceeded, thereby avoiding the need for a referendum.
- It was also noted that the government had announced that a higher threshold had been set for those PCCs whose council tax was in the lower quartile where a referendum would only be triggered if the PCC increased their basic level of council tax by more than 2% and there was a cash increase of more than £5 in the relevant basic amount. However, the Commissioner reported that as Lancashire had the 11<sup>th</sup> lowest council tax for all PCC areas (and the 6<sup>th</sup> lowest for the shire Authorities) this flexibility did not apply.
- In response to a suggestion that reserves be used to dampen the current level of uncertainty regarding funding the Commissioner informed the meeting that such a move would still require future efficiency savings to be made and that he preferred to hold reserves for any unforeseen circumstances which may arise.

Following consideration of the proposed 2013/14 budget as set out in the report it was **MOVED** and **SECONDED** that the Panel do not agree the proposal to increase the council tax precept by 2% for 2013/14 and should instead recommend the Commissioner to accept the Council Tax Freeze Grant which was available for two years only and would be the equivalent of a 1% increase in council tax.

On being put to the VOTE the motion was LOST and it was.

**Resolved:** That the Police and Crime Panel for Lancashire -

1. Note the details of the provisional 2013/14 police finance settlement and the overall impact on Lancashire's budget, as set out in the report presented.

2. Note the remaining funding gap of £1.5m in 2013/14 and the planned efficiency measures set out in the report which are required in order to deliver a balanced budget in 2013/14.
3. Agree to the Commissioner's proposed increase in the council tax precept by 2% for 2013/14 and that he be informed in writing of the decision by the Chair before the 8<sup>th</sup> February 2013.
4. Recommend the Commissioner to explore the possibility of 'back office' support functions being provided by other local authorities in order to secure efficiency savings.
5. Note the level of uncertainty around some of the key strands of funding for 2013/14 and that the final information will be incorporated into the budget setting report to be presented to the Commissioner in February in order to formally set the 2013/14 budget and the council tax precept.

## **5. Urgent Business**

There were no items of urgent business for discussion at the meeting.

## **6. Date of Next Meeting**

It was noted that the next scheduled meeting would be held at **6.30pm** on the 12<sup>th</sup> February 2013 in Cabinet Room 'C' at County Hall, Preston.

Ian Fisher  
Secretary to the Police and Crime Panel

Lancashire County Council  
County Hall  
Preston