Report to	Cabinet
	8 February 2017
Report of	Chief finance officer
Subject	General fund revenue budget and non-housing capital programme 2017-18 to 2021-22

Item

Purpose

To propose for approval the budget and budgetary requirement, council tax requirement, and level of council tax for the financial year 2017-18, the transformation plan for 2018/19 and the non-housing capital programme for 2017-18 to 2021-22.

Recommendations

That cabinet recommends to council:

- a) that the council's budgetary requirement for the 2017-18 financial year be set to £16.152m (para 6.1);
- b) that the proposed general fund budgets for 2017-18 and transformation plan for 2018/19 be approved, taking into account the savings, income and other budget movements set out in the report. (para 6.3 and Appendix 3);
- c) that the council's council tax requirement for 2017-18 be set at £9.029m and that council tax be set at £249.01 for Band D, which is an increase of £5 (2.05%) (para 7.1), the impact of the increase for all bands is shown in table 7.2;
- that the precept on the council tax collection fund for 2017-18 be set at £8.732m calculated in accordance with Sections 32-36 of the Local Government Finance Act 1992 as amended by the Localism Act 2011 (para 7.1);
- e) that the prudent level of reserves for the council be set at £4.161m in accordance with the recommendation of the Chief finance officer (para 8.11);
- f) that the proposed non-housing capital programme 2017-18 to 2021-22 (para <u>10.3</u>) be approved; and
- g) that cabinet delegates to the Director of regeneration and development and the Chief finance officer, in consultation with the Portfolio holder for resources and income generation, the authority to agree the asset maintenance programme and the final scheme details, including any adjustment to the financial allocations of the section 106 works, provided that this investment is contained within the total budgetary provision shown in Table 10.3.

Corporate and service priorities

The report helps to meet all the corporate priorities.

Financial implications

This report sets out the proposed budget requirement for 2017-18 of £16.152m and the means by which this is to be financed, including through a proposed council tax of £249.01 per Band D property.

It also sets out the proposed capital programme for 2017-18 to 2021-22 illustrating how anticipated capital expenditure needs can be financed over the medium term.

Ward/s: All wards

Cabinet member: Councillor Stonard – Resources and business liaison

Contact officers

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Background documents

None

Report

1. Contents of report

- 1.1 The contents of this report are set out as follows:
 - 2. Budgetary context
 - 3. Medium Term Financial Strategy (MTFS)
 - 4. Preparation of the 2017-18 budget
 - 5. <u>Budgetary resources</u>
 - 6. <u>Budgetary requirement income and expenditure</u>
 - 7. Council tax precept
 - 8. <u>Report by the Chief finance officer on the robustness of estimates,</u> reserves and balances
 - 9. <u>Capital resources 2017-18 to 2021-22</u>
 - 10. Capital programme 2017-18 to 2021-22
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Appendix 1 Budget consultation results

Appendix 2 Movements in budgets 2017-18 by type

Appendix 3 Two year transformation plan

Appendix 4 Calculation of prudent minimum balance

2. Budgetary context

Provisional local government finance settlement

- 2.1 The provisional local government finance settlement for 2017-18 was presented to Parliament on 15th December 2016. As part of the provisional settlement the DCLG has issued its estimates of the reduction in core spending power for each local authority. For Norwich City Council the reduction in spending power from 2016/17 to 2017-18 is 9%, this is the 12th highest reduction in spending power of all local authorities in England. Across the spending review period from 2015/16 to 2019/20 the core spending power reduction is estimated to be 15.9%, the 4th highest reduction across the country.
- 2.2 These reductions in spending power are largely as a result of the cuts to: revenue support grant which has reduced by 39% from 2016/17 to 2018/19 and is expected to have ended completely for the council by 2020/21; and New Homes Bonus which has reduced in the provisional settlement by 40% from 2016/17 to 2017-18 and for which future years receipts are expected to be significantly reduced from a peak of £2,756k in 2016/17 to around £350k per annum by 2020/21.

Wider economic context

2.3 The Office of Budgetary Responsibility (OBR) central forecasts now expect the economy will grow more slowly than previously expected, with Gross Domestic product (GDP) growth in 2017 revised down from 2.2 to 1.4 per cent and cumulative growth over the whole forecast revised down

by 1.4 percentage points. A weaker outlook for investment and therefore productivity growth is the main cause.

- 2.4 Consumer Price Index (CPI) inflation is forecast to rise to above 2 per cent in early 2017 as the weaker pound pushes up import prices and therefore consumer prices. It is then expected to rise further before peaking at 2.6 per cent in mid- 2018, with the OBR assuming that it will return slowly to the Bank of England's 2% target over the following two years.
- 2.5 The Government is no longer on course to balance the budget during the current Parliament. Public sector net borrowing (PSNB) is now expected to fall more slowly than previously forecast, primarily reflecting weak tax receipts in 2016 and a more subdued outlook for economic growth as the UK negotiates a new relationship with the European Union. The OBR now forecasts a budget deficit of £21.9 billion in 2019-20.

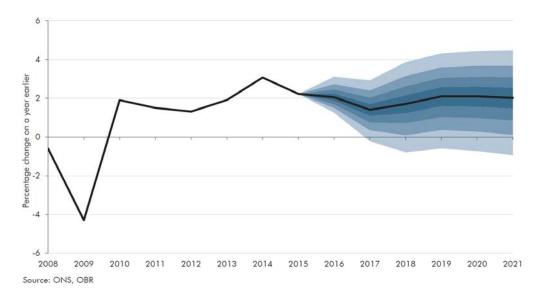
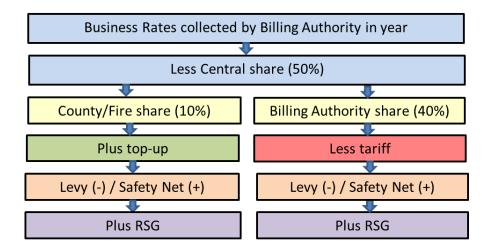


Figure 2.1: Real GDP growth fan chart November 2016 (Source: OBR)

Business rates retention system

- 2.6 The business rates retention scheme replaced the formula grant system from 2013/14. The scheme takes the business rates collected in a geographical area during the year and applies various splits, additions and/or reductions to calculate an authority's final allocation. Part of the government's rationale in setting up the scheme was to allow local authorities to retain part of the future growth in their business rates.
- 2.7 The diagram below illustrates how the scheme calculates funding for local authorities. Central government has decided that billing authorities such as Norwich City Council will receive 40% of the business rates collected in their area.



- 2.8 The business rates collected during the year by billing authorities are split 50:50 between central government and local government. Central government's share will be used to fund Revenue Support Grant (RSG) and other grants to local government.
- 2.9 Each authority then pays a tariff or receives a top-up to redistribute business rates more evenly across authorities. The tariffs and top-ups were set in 2013/14 based on the previous 'Four Block Model' distribution and were due to be uprated by September 2013 RPI. However, this increase has been capped to 2%.
- 2.10 A national revaluation of business rates will take effect on 1 April 2017. This will result in increases and decreases across the country in the amounts businesses pay. To try to ensure no local authority is better or worse off as a result of the revaluation top ups and tariffs have been adjusted for local authorities for 2017-18.
- 2.11 A levy and 'safety net' system also operates to ensure that a 1% increase in business rates is limited to a 1% increase in retained income, with the surplus funding any authority whose income drops by more than 7.5% below their baseline funding.
- 2.12 In the years where the 50% local share is less than local government spending totals, the difference is returned to local government via RSG. This is allocated pro-rata to local authorities' funding baseline.
- 2.13 Therefore, there is a specific need for billing authorities to accurately forecast future business rates. The Council has committed resources to this task but is hampered by the number of appeals on properties on our ratings list.
- 2.14 The Government reimburses authorities for the impact of tax changes for small business and other additional business rate reliefs announced in the Autumn Statement each year by means of a Section 31 grant payment. The grant amount is based on actual costs as captured at year end via local authority returns. The grant is received in the year to which the business rates relate but is required to offset impacts on the general fund revenue account in the following two years.

3. Medium Term Financial Strategy (MTFS)

- 3.1 The council's budget is underpinned by the MTFS. The financial projections underlying the MTFS have been revised to reflect changes in assumptions, the provisional Local Government Finance Settlement and the changing risk environment in which the council operates. Other budget pressures including inflation and demographic requirements have also been factored in to produce a projection of the council's medium term financial position.
- 3.2 The presentation of savings in the MTFS shows the <u>net</u> savings required to deliver a balanced budget. Items such as growth and decreases in income are now incorporated within the transformation programme and net off against the savings to be delivered.
- 3.3 A net transformation budget reduction for 2017-18 of £2.3m has been included within the budget in accordance with the MTFS. The MTFS has been reviewed and updated and the forward savings targets recalculated based on the latest projections of income and expenditure. As a result the MTFS now shows a need to make further net savings of £9.6m over the next 5 years, which following the "smoothed" approach equates to £1.9m each year to 2022/23. This is a reduction on the £2.3m set out in the 2016/17 budget papers as a result of:
 - Council tax revenues now being forecast £520k higher than previously estimated for 2017-18 due to a higher than anticipated increase in the number of properties included in the calculations;
 - Business rates revenues now being forecast £348k higher than previously estimated.
 - New Homes Bonus grant payments being £512k higher than anticipated in 2017-18 as a result of transitional arrangements applied to the reduction in grant and a new allocation of £85k of grant for 2017-18. The MTFS also now includes assumptions of future allocations of the grant in line with the new allocation for 2017-18; and
 - the inclusion in the MTFS of an assumed annual increase of £160k in Council Tax beyond that recommended in this report for 2017-18. The increase in Band D rate has been included at the higher of £5 or 2% for each of the five years
- 3.4 In assessing the longer term financial stability of the council, consideration has been given balancing external factors, such as global and macro-economic risks that may cause the government to increase and/or extend its austerity measures, with the need to maintain services to the residents of Norwich. To a certain degree, the strong culture of forward planning and prudent financial management that exists within the Council mitigates these external risks and allows minimum reserve levels to be set below current reserve levels.
- 3.5 Payroll-related inflation has been estimated at 2% to allow for an annual pay settlement, payroll drift and the impact of the Living Wage. Additional estimates have been included for expected increases to pension deficit contributions, although these will be subject to the outcome of future triennial valuations of the pension scheme. Inflation has been allowed for on premises costs, supplies and services and transport in line with the OBR forecast changes in CPI (November 2016 Economic and fiscal outlook).

- 3.6 Specific grant figures have been confirmed by the Department for Communities & Local Government and the Department of Work & Pensions for 2017-18. Grants for future years have been estimated at 2017-18 levels, with the exception of Housing Benefit and Local Council Tax Support Administration Grants which have been assumed to decrease by 5% per year.
- 3.7 The provisional Finance Settlement confirmed that the number of years for which New Homes Bonus payments are made will reduce from 6 years to 5 years in 2017-18, and to 4 years from 2018/19. In addition, from 2017-18 a national baseline for housing growth will be introduced at 0.4%, below which no New Homes Bonus will be paid. Other potential changes to the scheme to encourage more effective local planning will be consulted in due course. The MTFS includes the 2017-18 new allocation of New Homes Bonus grant and assumes a similar level of new grant in future years.
- 3.8 The table below shows the proposed budget for 2017-18 and the medium term financial projections for the 5 years to 2022/23.

	2017-18	2018/19	2019/20	2020/21	2021-22	2022/23
	Year 1 £000s	Year 2 £000s	Year 3 £000s	Year 4 £000s	Year 5 £000s	Year 6 £000s
Employees	£20,189	£20,935	£21,706	£22,508	£23,332	£24,184
Premises	£10,681	£11,032	£11,405	£11,734	£12,073	£12,422
Transport	£278	£286	£294	£302	£309	£317
Supplies & Services	£16,421	£16,755	£17,301	£17,779	£18,271	£18,776
Capital Charges	£1,803	£1,841	£1,879	£1,918	£1,957	£1,997
Housing Benefit Expenditure	£62,284	£62,284	£62,284	£62,284	£62,284	£62,284
Third Party Payments	£4,994	£5,125	£5,265	£5,382	£5,502	£5,625
Recharge Expenditure	£16,795	£16,895	£16,996	£17,097	£17,200	£17,304
Recharge Income	-£26,139	-£26,239	-£26,341	-£26,444	-£26,548	-£26,653
Rev Contribtion to Capital	£550	£800	£1,050	£1,300	£1,300	£1,300
Receipts	-£25,180	-£25,781	-£26,397	-£27,028	-£27,674	-£28,335
Government Grants:	-£65,836	-£64,774	-£64,471	-£64,087	-£64,020	-£63,958
New Homes Bonus	-£1,654	-£889	-£657	-£342	-£340	-£340
Benefit Subsidy	-£62,444	-£62,444	-£62,444	-£62,444	-£62,444	-£62,444
Benefit/CTS Admin Grant	-£1,028	-£976	-£928	-£881	-£837	-£795
Other Government Grants	-£710	-£465	-£442	-£420	-£399	-£379
Subtotal budgets	£16,840	£19,159	£20,971	£22,745	£23,986	£25,263
Savings		-£1,920	-£3,840	-£5,760	-£7,680	-£9,600
Contribution to/(from) bals	-£688	-£1,949	-£2,280	-£2,007	-£982	£16
Budget requirement	£16,152	£15,290	£14,851	£14,978	£15,324	£15,679
Share of NNDR (Baseline)	-£5,452	-£5,306	-£5,412	-£5,521	-£5,631	-£5,744
Formula Funding	-£1,671	-£982	-£213	£0	£0	£0
Council Tax Requirement	-£9,029	-£9,002	-£9,226	-£9,457	-£9,693	-£9,935
Total funding	-£16,152	-£15,290	-£14,851	-£14,978	-£15,324	-£15,679

Table 3.1: Budget 2017-18 and medium term financial projections for 5 years to 2022/23

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	2017-18	2018/19	2019/20	2020/21	2021-22	2022/23
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
	£000s	£000s	£000s	£000s	£000s	£000s
Reserve balance brought						
forward	-£12,949	-£12,261	-£10,312	-£8,032	-£6,025	-£5,043

£1.920 £1.920 £1.920 £1.920

£1.920

New savings (smoothed)

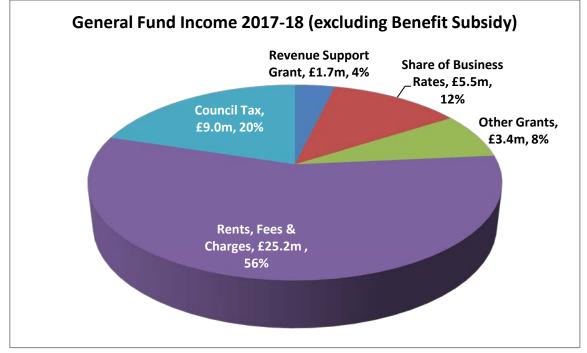
Contributions to/(from) I&E	£688	£1,949	£2,280	£2,007	£982	-£16
Reserve balance carried forward	-£12,261	-£10,312	-£8,032	-£6,025	-£5,043	-£5,059
Relative to controllable spend	26%	22%	16%	12%	10%	9%

4. Preparation of the 2017-18 budget

- 4.1 Guided by the council's corporate plan and its 'changing pace blueprint' (operating model) a range of work has been carried out across the council through the transformation programme, to develop options for additional income and savings in order to meet the target within the MTFS and ensure a balanced budget. This work has been informed by a cross party working group.
- 4.2 During the course of 2016/17 cabinet have considered income and savings options for the next two years and agreed for further work to be carried out to progress these. The proposed items forming the next two years of the transformation programme are set out in Appendix 3. More detailed savings proposals for the subsequent years will continue to be developed and presented to the Council for agreement on an annual basis.
- 4.3 In line with the approach used in previous years, cabinet agreed to consult the public on the proposed approach to meeting the savings target for 2017-18. It was also agreed to consult the public on the potential for a council tax rise.
- 4.4 The consultation closed on 8 January 2017. An analysis of the results of the consultation can be found at Appendix 1. The results showed that of the people who completed the consultation and answered the questions 56% supported a proposed council tax increase.
- 4.5 Comments and ideas were also received on other things the council could do differently to generate income or save money in the future. A large number of these relate to approaches the council is already progressing. However, as with previous years the comments will be used to inform the council's ongoing development of income and savings opportunities as part of the transformation programme.
- 4.6 A final list of the key income and savings projects that have been developed through the transformation programme and are now included in the proposed budget for 2017-18 as set out at Appendix 3. They amount to just under £3.3m.
- 4.7 The changes resulting from the savings will further reduce the council's overall capacity. However, they should not significantly impact the services that the public receive from the council for 2017-18. This further demonstrates the success of the council's ongoing approach to developing savings and income, particularly given that fact that the council has already delivered approximately £30m of recurring revenue savings over the last six years.

5. Budgetary resources

5.1 Expenditure in the General Fund is financed from both income within the budgetary requirement and from government grant and council tax within budgetary resources.



5.2 The total of £39.7m raised locally (through business rates, council tax and rents, fees and charges) amounts to 89% of this income, whilst the £5.1m of central government funding (RSG and other grants) amounts to 11%.

	2016/17 £000s	2017-18 £000s	% change
Revenue Support Grant (RSG)	2,756	1,671	-39%
Business Rates retained income (excludes Section 31 grant (see paragraph 5.3)	4,870	5,452	12%
Formula funding	7,626	7,123	-7%
New Homes Bonus	2,756	1,654	-40%
Local Council Tax Support / Housing Benefit Administration Grant	1,071	1,028	4%
Private Finance Initiative (PFI) Grant	1,429	0	-100%
Other grants	671	710	6%
Total grant funding	13,553	10,515	-22%

Table 5.3 Budgeted formula and other grants 2016/17 and 2017-18

- 5.3 Section 31 Business Rate Relief grant is given to offset reliefs which reduce the business rates income to the Council so is not included as a separate grant.
- 5.4 In addition to the formula grant, the budgetary requirement is funded by council tax collected by the council. Any increase in the level of council tax is limited by referendum principles. For 2017-18 a 2% or £5 limit on increases (whichever higher) was announced as part of the provisional settlement.
- 5.5 The draft budget proposals are based on an increase of 2.05% (£5), and a rate of £249.01 per Band D property. The calculation of the

recommended Council Tax Requirement and derivation of the Council Tax Precept are shown in Section 7.

6. Budgetary requirement – income and expenditure

6.1 To achieve a balanced budget, the total movements in the budgets must equal the movements in budgetary resources as shown in the MTFS. Table 6.1 below shows the available budgetary resources for 2017-18 and the changes from 2016/17.

	£000s
Formula funding 2016/17	2,756
Business rates 2016/17	4,870
Council tax 2016/17	8,494
Budgetary resources 2016/17	16,120
- Decrease in formula funding	(1,085)
- Increase in business rates	582
+ Increase in council tax	535
+ Movement 2016/17 to 2017-18	32
= Formula funding 2017-18	1,671
= Business rates 2017-18	5,202
= Business rates S31 grant reserve transfer	250
= Council tax 2017-18	9,029
= Budgetary resources 2017-18	16,152

6.2 Table 6.2 shows the budget movements proposed by Service Area to maintain spend within available resources. These changes include those arising due to inflationary increases as well as savings, income increases and growth changes proposed through the council's transformation programme, and all other changes to the budgets. Movements in budget for each type are detailed in <u>Appendix 2</u>.

	Base*	Adjust to Base	Inflation	Grants	Transf'n Savings /Income	Transf'n Growth	Transfers	Other	Total
Chief Executive	(0)	39	(6)		(33)		0	0	0
Strategy & Programme Mgt	0	3	12				(15)	0	0
Chief Executive	0	42	6	0	(33)	0	(15)	0	0
Business Relationship Mgt	1,663	(710)	324	1,146	(320)	15	1,375	(12)	3,164
Finance	(2,463)	550			(253)	486	(1,315)	0	(3,133)
Procurement & Service Improvement	(0)	(1,074)	86	1,429	(550)		111	0	2
Democratic Services	375	23	5		(41)		(79)	(3)	292
Human Resources	0	(94)	28		(20)	90	(4)	0	0
Business Services	(425)	(1,305)	443	2,575	(1,184)	591	88	(15)	325
Communications & Culture	2,209	(124)	123		13	14	(13)	0	2,143
Customer Contact	(61)	10	151		(225)		64	(2)	(3)
Communications & Culture	2,148	(114)	274	0	(212)	14	51	(2)	2,140
Neighbourhood Housing	2,284	58	9		(1)		(13)	(17)	1,729
Neighbourhood Services	2,155	(243)	11		(150)		(27)	(1)	1,233
Citywide Services	9,790	(14)	217		(807)	60	(160)	(1)	10,006
Neighbourhoods	14,229	(199)	237	0	(958)	60	(200)	(19)	12,968
Regeneration & Development		(2)	4						2
City Development	(1,417)	(223)	161		(693)	420	184	(29)	(1,000)
Planning	1,327	78	31		(22)	50	(9)	0	1,500
Property Services	259	211	14		(165)		(99)	(4)	217
Environmental Strategy	0	16	4		(20)		0	0	0
Regeneration & Development	168	80	214	0	(900)	470	76	(33)	718
Total	16,120	(1,496)	1,174	2,575	(3,287)	1,135	0	(69)	16,152

Table 6.2: Movement in budget requirement 2016/17 to 2017-18 by Service Area

*Base budgets reflect any 16/17 budget virements processed and the revised organisational structure.

6.3 The following table shows the proposed budget for 2017-18 analysed by type of expenditure or income (subjective group) compared to 2016/17.

Table 6.3: Proposed budget analysis 2017-18 by subjective group

Subjective group	Budget 2016/17 £000s	Budget 2017-18 £000s	Change £000s
Employees	17,832	20,189	2,357
Premises	9,573	10,681	1,108
Transport	273	278	5
Supplies & services	15,710	16,421	711
Third party payments (shared services)	7,081	4,994	(2,087)
Housing benefit payments	63,724	62,284	(1,440)
Capital financing	3,372	1,665	(1,707)
Recharge expenditure	16,649	16,795	146
Subtotal expenditure	134,214	133,307	(907)

Government grants	(69,682)	(65,836)	3,846
Receipts	(24,384)	(25,180)	(796)
Recharge income	(24,028)	(26,139)	(2,111)
Subtotal income	(118,094)	(117,155)	939
Total Budgetary Requirement	16,120	16,152	32

7. Council tax & precept

7.1 The following table shows the calculation of the level of council tax with the recommended increase of $\pounds 5$ (2.05%).

Table 7.1: Council Tax calculation 2017-18

	No.	£
Budgetary requirement		16,152,240
- Formula grant		(1,670,854)
- NNDR Distribution		(5,452,260)
= Council tax requirement		9,029,126
- Surplus on collection fund		(297,092)
= Council tax precept		8,732,034
Band D Equivalent properties	35,067	
Council tax (Band D)		249.01

7.2 The following table shows the impact of the proposed increase for each council tax band on the Norwich City Council share of total council tax. The full proposed new council tax will be set once we have confirmation from Norfolk County Council and the Office of the Police and Crime Commissioner for Norfolk on any increases they may apply for 2017-18. The figures shown will be reduced, for qualifying council tax payers, by the council's discount scheme which replaced the council tax benefit system.

Band	Α	В	С	D	E	F	G	Н
2016/17	£162.67	£189.79	£216.90	£244.01	£298.23	£352.46	£406.68	£488.02
Increase	£3.33	£3.89	£4.44	£5.00	£6.11	£7.22	£8.33	£10.00
2017-18	£166.01	£193.67	£221.34	£249.01	£304.35	£359.68	£415.02	£498.02

Table 7.2: Council tax increases 2016/17 to 2017-18, Bands A to H

8. Report by the Chief finance officer on the robustness of estimates, reserves and balances

8.1 Section 25 of the Local Government Act 2003 requires that the Chief finance officer of the council reports to members on the robustness of the budget estimates and the adequacy of council's reserves. The Chief finance officer is required to provide professional advice to the council on the two above matters and is expected to address issues of risk and uncertainty.

- 8.2 The main driver to achieve savings in the current budget round has been the council's transformation programme. This has been subject to rigorous review by both members and officers and is directly linked to the service planning process ensuring a strong link between the council's priorities and the financial resources available to deliver them. As with all future estimates there is a level of uncertainty and this has been taken into account when assessing the levels of reserves.
- 8.3 There are risks around the level of unavoidable expenditure and income loss. Historically this has been in excess of £1 million per annum. Both the identification and estimation of these amounts has been included within the council's ongoing transformation programme for the next three years. However, it should be noted that the level of uncertainty surrounding estimates increases as they relate to periods further into the future.
- 8.4 There are also risks around future grant and business rates incomes. In particular, there is significant uncertainty around the future levels of the New Homes Bonus grant. From 2017-18 a national baseline for housing growth will be introduced at 0.4%, below which no New Homes Bonus will be paid. Other potential changes to the scheme to encourage more effective local planning will be consulted in due course. There is also uncertainty over business rates income going forward with the move to 100% retention of business rates by Local Government by 2020. This will bring with it risks and uncertainties particularly those associated with changes in the economic climate and uncertainties from the appeals system for business rates.
- 8.5 Allowing for the above comments on uncertainty it is the opinion of the Chief finance officer that in the budgetary process all reasonable steps have been taken to ensure the robustness of the budget. Further comfort is taken from the record of the council in managing and delivering to budget in year.
- 8.6 A key mitigation for expenditure/income risks is the Chief finance officer's estimate of a prudent level of reserves. An amount has been built into the prudent level of reserves to cover estimated levels of risk, as set out in <u>Appendix 3</u>.
- 8.7 The requirement for financial reserves is acknowledged in statute. Section 32 of the Local Government Finance Act 1992 requires billing authorities in England and Wales to have regard to the level of reserves needed for meeting estimated future expenditure when calculating the budget requirement.
- 8.8 It is the responsibility of the Chief finance officer to advise local authorities about the level of reserves that they should hold and to ensure that there are clear protocols for their establishment and use. Reserves should not be held without a clear purpose.
- 8.9 The council holds two types of general fund reserves:
 - The general fund is a working balance to cushion the impact of uneven cash flows. The reserve also acts as a contingency that can be used in year if there are unexpected emergencies, unforeseen spending or uncertain developments and pressures where the exact timing and value is not yet known and/or in the Council's control. The reserve also provides cover for grant and income risk.

- The earmarked general fund is set aside for specific and designated purposes or to meet known or predicted liabilities e.g. insurance claims.
- 8.10 Earmarked reserves remain legally part of the general fund although they are accounted for separately.
- 8.11 A risk assessment has been undertaken to determine the level of nonearmarked general reserves required by the council. In making a recommendation for the level of reserves the Chief finance officer has followed guidance in the CIPFA LAAP Bulletin 77 – Guidance notes on Local Authorities Reserves and Balances. The risk analysis shows that a prudent minimum level of reserves for 2017-18 will be of the order of £4.161m as shown in <u>Appendix 4</u>.
- 8.12 The following table shows that the anticipated level of balances will remain above this prudent minimum level for the duration of the medium term planning period.

Year ending	£000s
31 March 2017	12,949
31 March 2018	12,261
31 March 2019	10,312
31 March 2020	8,032
31 March 2021	6,025
31 March 2022	5,043
31 March 2023	5,059

Table 8.1: Estimated general fund balance through the MTFS period

9. Capital resources 2017-18 – 2021-22

- 9.1 The council owns and maintains a range of assets. Major investment in these assets is funded from the capital programme. In turn the capital programme is resourced, in part, by the income received from the disposal of surplus assets.
- 9.2 In June 2011 the council adopted an asset management strategy that established a framework for the maintenance and improvement of assets that meet the needs of the organisation. Underperforming assets, particularly those retained for investment purposes, will be released to provide a receipt for future investment in the capital programme. The key requirements of the strategy are to optimise the existing portfolio (by establishing a rigorous process for review); to prioritise investment in the portfolio to support income generation and cost reduction; to rationalise office accommodation and to work in partnership with others to attract third party funding to bring forward development on council owned sites (e.g. the use of section 106 funding).
- 9.3 The following table shows the total non-housing capital resources and their application anticipated over the duration of the capital programme:

Non-housing capital resources	2017-18	2018/19	2019/20	2020/21	2021-22
	£000s	£000s	£000s	£000s	£000s
S106 Balances b/f	(1,060)	(559)	(681)	(635)	(487)

Table 9.3: Capital resources 2017-18 – 2021-22

S106 Forecast resources arising	(141)	(414)	(227)	(60)	(60)
S106 Forecast resources utilised (ongoing works)	233	0	0	0	0
S106 Forecast resources utilised (proposed to proceed)	394	0	0	0	0
S106 Forecast resources utilised (requires CLT approval)	15	292	272	209	164
Total S106 Resources	(559)	(681)	(635)	(487)	(383)
CIL Balances b/f	(201)	(291)	(504)	(528)	(610)
CIL Forecast resources arising	(1,521)	(2,399)	(1,948)	(3,095)	(3,072)
CIL Forecast resources utilised (contribution to pool)	1,281	1,970	1,640	2,606	2,587
CIL Forecast resources utilised (ongoing neighbourhood schemes)	50	0	0	0	0
CIL Forecast resources utilised (neighbourhood schemes requires CLT approval)	100	216	284	407	493
Total CIL Resources	(291)	(504)	(528)	(610)	(602)
GNGP Balances b/f	0	0	0	0	0
GNGP Forecast resources arising	(929)	(180)	0	0	0
GNGP Forecast resources utilised (ongoing works)	109	0	0	0	0
GNGP Forecast resources utilised (proposed)	100	0	0	0	0
GNGP Forecast resources utilised (requires CLT approval)	720	180	0	0	0
Total GNGP Resources	0	0	0	0	0
CCAG2 Balances b/f	(2,071)	0	0	0	0
CCAG2 Forecast resources arising	(3,581)	0	0	0	0
CCAG2 Forecast resources utilised (ongoing works)	2,022	0	0	0	0
CCAG2 Forecast resources utilised (proposed)	3,630	0	0	0	0
Total CCAG2 Resources	0	0	0	0	0
Anticipated balance b/f	(1,066)	0	0	0	0
Forecast resources arising - borrowing	(22,791)	(12,536)	(15,332)	(19,532)	(10,000)
Forecast resources arising - grants & contributions	(1,362)	0	0	0	0
Forecast resources arising - receipts	(1,746)	(561)	(170)	(110)	(60)
Forecast resources utilised (ongoing works)	6,344	0	0	0	0
Forecast resources utilised (proposed)	3,878	723	4,590	9,532	0
Forecast resources less works proposed to proceed	(16,744)	(12,374)	(10,912)	(10,110)	(10,060)

Non-housing capital resources	2017-18 £000s	2018/19 £000s	2019/20 £000s	2020/21 £000s	2021-22 £000s
Forecast resources utilised (ongoing works but requires CLT approval)	724	0	0	0	0
Forecast resources utilised (requires CLT approval)	16,199	12,374	10,912	10,110	10,060

Additional resources required to fund all works requiring CLT approval	(179)	0	0	0	о
Total other capital resources	0	0	0	(0)	0
Total non-housing capital resources	(851)	(1,185)	(1,163)	(1,097)	(985)

- 9.4 The forecast level of resources from asset disposal receipts, Section 106 payments and CIL payments should be regarded with some caution, as they are based upon estimates and are therefore not guaranteed.
- 9.5 Shortfalls against these targets will be managed by continuing the council's policy of not committing spend against forecast resources until the resources materialise, alongside consideration of further use of borrowing where the associated revenue costs are manageable.
- 9.6 Anticipated borrowing covers mainly costs associated with Threescore, Norwich Airport Industrial Estate regeneration, St Giles multi story car park refurbishment and other asset for investment schemes expected to generate revenue income in excess of the borrowing costs. Individual business cases will be required for each of these schemes to demonstrate that income streams will cover capital and borrowing costs before the schemes go ahead.

10. Capital programme 2017-18 to 2021-22

10.1 The following table summarises the proposed capital programme and resources, based on capital expenditure supporting the Asset Management Plan and the forecast non-housing capital resources.

Non-housing capital programmes	2017- 18 £000s	2018/19 £000s	2019/20 £000s	2020/21 £000s	2021- 22 £000s
General capital	20,132	13,097	15,502	19,642	10,060
City Cycle Ambition	3,950	0	0	0	0
Community Infrastructure Levy	1,381	2,186	1,924	3,013	3,080
GNGP Strategic Pool Schemes	735	180	0	0	0
Section 106 schemes	119	292	272	209	164
Total expenditure	26,317	15,755	17,699	22,863	13,304
S106	409	292	272	209	164
CIL Funding	1,381	2,186	1,924	3,013	3,080
GNGP Funding	820	180	0	0	0
Capital Receipts	2,004	561	170	110	60
Grants and Contributions	4,269	0	0	0	0
Proposed Borrowing	17,434	12,536	15,332	19,532	10,000
Total resources applied	26,317	15,755	17,699	22,863	13,304

Table 10.1: Capital programme 2017-18 – 2021-22

- 10.2 All risks relating to the resourcing and delivery of the capital programme are identified and managed in accordance with the council's risk management strategy
- 10.3 The table below sets out the elements making up the proposed detailed capital programme 2017-18 to 2021-22, over and above existing programme items rolling forward.

10.4 It is recommended that projects marked with an asterisk should proceed immediately, but those without should require a viable business case to be approved by the corporate leadership team prior to any expenditure being committed.

Scheme	2017 £00		2018/19 £000s	2019/20 £000s	2020/21 £000s	2021-22 £000s
10-14 Ber Street		280	1,898	787	-	-
Acquisition of income generating assets	10,0	000	10,000	10,000	10,000	10,000
City Hall heating pumps replacement	•	21	-	-	-	-
City Hall Roof Membrane Replacement	2	283	-	-	-	-
Community Centre Major Repairs	r	69	-	-	-	-
Customer contact centre refurbishment	1	135	141	-	-	-
Hewett Yard major repairs		33	-	-	-	-
Hurricane Way 16 Demolition		30	-	-	-	-
Hurricane Way 20 Demolition		85	-	-	-	-
Hurricane way 25 Demolition		57	-	-	-	-
Hurricane way 6-14 Demolition	2	240	-	-	-	-
Investment for Regeneration		50	-	-	-	-
Non trafficked pedestrian bridges / boardwalks		50	30	30	30	30
Norman Centre Bowls Hall Lighting replacement		39	-	-	-	-
Norman centre corridor lighting replacement	r	11	-	-	-	-
Norman Centre Heating Replacement		200	-	-	-	-
Norman Centre roof replacement		39	-	-	-	-
Norwich Airport Industrial Estate phase 1 regeneration	4,0	000	-	-	-	-
Norwich Parks Tennis expansion	÷ ۷	415	-	-	-	-
Parks Depots	r ,	150	85	45	-	-
Pay on foot car park payment machines	r	8	-	-	-	-
Provision of a new CCTV system		206	-	-	-	-
Replacement of Multi use games areas		80	75	65	50	-
Replacement of network equipment post BT contract		250	-	-	-	-
Riverbank stabilisation (River yare & Wensum)		75	30	30	30	30
St Andrews & Blackfriars Halls - Fire system voice alarm controller	•	11	-	-	-	-
St Giles MSCP Refurbishment	۲ L	475	-	-	-	-
St Giles MSCP - replace central battery system	r	17	-	-	-	-
Threescore Phase 2	2,2	251	638	187	-	-
Threescore Phase 3		-	-	4,358	9,532	-
Traveller Site	Ę	524	-	-	-	-
Waterloo Park Pavilion Asset Major repairs & improvement	•	50	-	-	-	-
Waterloo Park Pavilion Asset Major repairs & improvement		-	200	-	-	-
Total General Capital Projects	20,1	132	13,097	15,502	19,642	10,060
CCAG Programme 2017.18	3,1	745	-	-	-	-
CCAG2 20MPH Yellow		203	-	-	-	-
CCAG2 Magdalen Road	·	2	-	-	-	-
Total City Cycle Ambition	3,9	950	-	-	-	-
CIL Neighbourhood Funded Schemes	-	100	216	284	407	493
CIL Contribution GNGB Infrastructure Investment Fund	1,2	281	1,970	1,640	2,606	2,587
Total Community Infrastructure Levy	1,3	381	2,186	1,924	3,013	3,080
GNGB Castle Gardens	-	150	-	-	-	-
ONOD Fasthall Ditability and sate	1.		1			

115

GNGB Football Pitch Improvements

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Table 10.3: Non-Housing Capital Programmes 2017-18 – 2021-22

GNGB Marriotts Way Barn Road Gateway	40	-	-	-	-
GNGB Riverside Walk Accessibility Improvements	20	180	-	-	-
GNGB IIF Marriotts Way Andersons Meadow to					
Sloughbottom Park	250	-	-	-	-
GNGB IIF Riverside Walk Fye Bridge to Whitefriars	160	-	-	-	-
Total Greater Norwich Growth Project	735	180	-	-	-
S.106 Bowthorpe To Clover Hill Access Improvements *	27	-	-	-	-
S.106 Mile Cross Gardens Play Scheme *	76	-	-	-	-
S.106 Riverside Public Transport Improvements *	16	-	-	-	-
Anticipated S106 Schemes - Future Years	-	292	272	209	164
Total Section 106	119	292	272	209	164
Total non-housing capital programme 2016/17	26,317	15,755	17,699	22,863	13,304

11. Progress in reducing the council's carbon footprint

11.1 Previously information on progress in reducing the council's carbon footprint has been included in the budget report. However, this information is now reported through a range of different mechanisms and is also published at all times on the council's website at <u>www.norwich.gov.uk/Environment/Ecolssues/Pages/CarbonFootprintR</u> <u>eport.aspx</u>

Integrated impact assessment



The IIA should assess the impact of the recommendation being made by the report

1							
Report author to complete							
Committee:	Cabinet						
Committee date:	8 February 2017						
Head of service:	Justine Hartley, Chief finance officer						
Report subject:	General fund revenue budget and non-housing capital programme 2017-18						
Date assessed:	13 January 2017						
Description:	This integrated impact assessment covers the proposed general fund budget, capital programme and council tax for 2017-18						

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)				The recommendations of the report will secure continuing value for money in the provision of services to council tax payers and other residents of the city
Other departments and services e.g. office facilities, customer contact	\square			
ICT services	\square			
Economic development				
Financial inclusion				
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	\square			
S17 crime and disorder act 1998				
Human Rights Act 1998	\square			
Health and well being	\square			

Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	\square			
Eliminating discrimination & harassment	\square			
Advancing equality of opportunity				The proposed budget and transformation programme within this paper covers a wide range of council activity and spend over the next two years. As a result it is not possible to provide a detailed assessment of, for example, the impact on residents and others with protected characteristics under The Equality Act at this level. Existing council processes for equality impact assessments should continue to be carried out at an appropriate time for the individual projects, activities and policies that constitute this budget and transformation programme.
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	\square			
Natural and built environment		\square		The proposed capital programme will provide for improvements to the council's assets and the surrounding environment
Waste minimisation & resource use	\square			
Pollution				
Sustainable procurement	\square			

Energy and climate change		\square		The proposed capital programme will provide for improvements in thermal and carbon efficiency
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(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management				The risks underlying the proposed budgets, council tax and capital programme have been assessed and prudent provision made for the financial consequences of those risks both within the budgets and the recommended prudent minimum level of general fund reserves
Recommendations from impact ass	essment			
Positive				
None				
Negative				
None				
Neutral				
None				
Issues				
None				

Consultation responses on the proposed budget for 2017-18

Across the whole consultation a total of 970 responses were received. The data represents the results from those 970 responses. No data has been weighted

Responses were also sought on the proposed approaches to change ways of working and to save money or generate income. The detailed ideas will be analysed further and used to inform the future development of income and savings options.

QB1: To what extent do you support the council raising its share of council tax by 2.05 per cent in 2017-18 and using that money to protect key services in the future?

Strongly agree	29.66%
Agree	25.05%
Neither agree nor disagree	10.28%
Disagree	9.64%
Strongly disagree	23.66%
Don't know	1.71%

In total, **55.71%** support this, against 33.30% who were against it.

QC1: Do you agree the council should continue to increase 'applicable amounts' for the scheme to protect those on low incomes?

Yes	60.96%
No	25.80%
Don't' know	13.24%

QC2: Do you agree we should allow a Universal Credit claimant to remain eligible for CTRS during a period when they are not receiving Universal Credit?

Yes	48.74%
No	31.74%
Don't know	19.52%

QC3: Do you agree we should reduce the backdating of CTRS from six to two months?

Yes	56.65%
No	24.31%
Don't know	19.04%

QC4. Do you agree we should change CTRS to match recent changes in housing benefit regulations for applicants temporarily living away from Great Britain?

Yes	60.89%
No	17.22%
Don't know	21.89%

APPENDIX 2

Movements in budget 2017-18 by type

Table A2.1: Adjustments to base budgets

Adjusted Base / Transfers	
Change to the GF contribution to/from reserves (per MTFS)	
Revenue contribution to capital for Disabled Facilities Grants	300
Revenue contribution to capital programme	
Planned decrease in contingency	
Changes to non-central departmental recharge changes	
Changes to Central Departmental Support recharges	
Total Adjusted Base / Transfers	(1,496)

Table A2.2: Growth and Inflation

Inflation	
Contract/expenditure inflation	378
Staff salary inflation and increments	
Pension added years inflationary adjustment and deficit inflationary adjustment	
Total Growth and Inflation	

Table A2.3: Grant Changes

Grant changes	
Reduction in New Homes Bonus	1,091
Removal of PFI grant	1,429
Reduction in Housing Benefit Admin grant	
Movement in budgeted Local Council Tax Support Grant	
DWP New Burdens grant	
Total Grant Changes	2,575

Table A2.4: Transformation Savings/Income

Transformation Savings/Income	
See Appendix 3 for further detail	(3,287)
	(3,287)

Growth	£000s
Reduction in interest income	
Impact of business rates revaluation	363
Contribution to earmarked insurance reserve	99
Apprenticeship levy	90
Impact of licensing loss of income (legal ruling)	60
Increased cost of Local Plan development	50
Investment for regeneration	
Riverside Mgt Fee	21
Additional internal audit days	15
Increase in MRP charges	
Total Transformation Growth	1,135

Table A2.6: Other Savings/Income

Other Savings/Income	£000s
Additional Income (individually under £10k)	(27)
Savings (individually under £10k)	(42)
Total Other Savings/Income	(69)

APPENDIX 3

Transformation Plan 2017-18 to 2018/19

No.	No. Service Area Description of key savings / income projects		2017-18 £'000	2018/19 £'000
1	Neighbourhoods	Introduce a collection charge for hazardous waste collections	(4)	
2	Neighbourhoods	Increase subscription charges for the garden waste collection service	(11)	(11)
3	Neighbourhoods	Cemeteries service provision	(50)	(50)
4	Neighbourhoods	Increase charges for bulky waste collections	(2)	(2)
5	Neighbourhoods	Reduce costs of street cleansing service	(69)	
6	Neighbourhoods	Remove Geographic Information System post from establishment as work covered by other posts	(8)	
7	Neighbourhoods	Extending access by replacing grass tennis courts with 4 all-weather courts		(42)
8	Neighbourhoods	Introduction of footgolf at Mousehold	(8)	
9	Neighbourhoods	Review of facilities within parks, open spaces and play areas		(125)
10	Neighbourhoods	Review of Citywide recharges between the General Fund and HRA	(50)	
11	Neighbourhoods	Increasing profit margin from joint venture	(5)	(5)
12	Neighbourhoods	Increase market rental income	(119)	
13	Neighbourhoods	Improved self-serve for licensing processes	(34)	
14	Neighbourhoods	Selling Food Hygiene/Health & Safety courses and new business advice		(5)
15	Neighbourhoods	No inflation for joint venture	(120)	(120)
16	Neighbourhoods	Reduce litter bin budget	(10)	
17	Neighbourhoods	Charge full cost for pest control treatments	(5)	(5)
18	Regen & Growth	City growth and development revenue cost reduction	(36)	
19	Regen & Growth	Mile Cross Business Centre cost reduction	(56)	
20	Regen & Growth	Economic development unit projects		(85)
21	Regen & Growth	Investment property income growth	(75)	(150)
22	Regen & Growth	Reduce public lighting costs	(40)	
23	Regen & Growth	Development of Threescore phase 2 for mixture of private sale, private rent and social rent property	(123)	(57)
24	Regen & Growth	Income from new Rose Lane multi-storey car park	(180)	(184)
25	Regen & Growth	Increased income from car parks and potential new car parks		(272)
26	Regen & Growth	Housing improvement cost recovery	(12)	
27	Regen & Growth	Energy Performance	(50)	
28	Customers, Comms & Culture	Norman Centre income	(6)	(6)
29	Regen & Growth	Increase in planning consultancy income	(22)	
30	Business Services	Reduce ICT development budget	(100)	

No.	Service Area	Description of key savings / income projects	2017-18 £'000	2018/19 £'000
31	Business Services	Review of partnership costs across all areas	(350)	(150)
32	Business Services	Increase trading of joint venture	(40)	(20)
33	Business Services	Webcapture project	(55)	
34	Business Services	Democratic services and elections re-organisation	(41)	
35	Business Services	Housing benefit subsidy rebate	(130)	
36	Business Services	Removal of one-off network cost incurred in 16/17	(100)	
37	Business Services	Reduced training budget	(5)	
38	Business Services	Recruitment	(10)	
39	Business Services	HR Supplies and services	(5)	(7)
40	Cross-cutting	Overall review of joint venture working	(81)	(65)
41	Cross-cutting	Review of fees and charges		(60)
42	Cross-cutting	Advertising income	(52)	
43	Cross-cutting	Organisational review	(33)	
44	Cross-cutting	Customer contact and service standards model	(250)	(250)
45	Cross-cutting	Fleet review	(24)	
46	Cross-cutting	Carbon management programme and night watchman	(35)	(35)
47	Cross-cutting	Accommodation and work styles	(84)	
48	Cross-cutting	Vacancy management	(150)	
49	Cross-cutting	Savings in property and property management costs		(300)
50	Cross-cutting	Management savings		(100)
51	Cross-cutting	Specialist technical services		(50)
52	Cross-cutting	Streamlining of processes		(300)
53	Regen & Growth	Increase rental income	(41)	
54	Regen & Growth	Additional income for highways activity and staff	(38)	
55	Cross-cutting	Council tax in year collection		(30)
56		Appendix 5 items	(568)	(369)
		Total Savings/Additional Income	(3,287)	(2,855)
		Assumed Growth	1,135	750

Assumed Growth	1,135	750
Council tax increase and improved collection	(184)	
•	•	

Net Saving (2,336) (2,105)
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Estimate of prudent level of Genera	I Fund reser	ves	2016/17	Page 1/2	
Description	<u>Level of</u> <u>risk</u>		<u>Amount at</u> <u>risk</u>	<u>Risk</u>	
Employee Costs	Medium		20,188,816	40,378	
Premises Costs	Medium		10,681,096	40,054	
Transport Costs	Medium		278,046	1,564	
Supplies & Services	Medium		16,420,848	246,313	
Third Party Payments	Medium		4,993,739	37,453	
Transfer Payments	Medium		62,283,699	186,851	
Receipts	Medium		-25,180,289	132,197	
Grants & Contributions	Low		-65,835,243	98,753	
Total One Year Operational Risk				783,562	
Allowing three years cover on operational risk 2,350,686					
Balance Sheet Risks					
Issues arising from Annual Governance Report	0	@	100%	0	
General & Specific Risks					
Unforeseen events Legal action – counsels' fees Council Tax Reduction Business Rates retention Litigation / claims	2,000,000 100,000 700,000 500,000 700,000	00000	50% 100% 10% 100% 20%	1,000,000 100,000 70,000 500,000 140,000	
ESTIMATED REQUIRED LEVEL OF GENERAL FUND RESERVES 4,160,686					

Operational cost risk profiles

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		Low Risk	Med Risk	High Risk
Employee Costs	overspend	1.00%	2.00%	3.00%
	probability	15.0%	10.0%	5.0%
	amount at risk	30,283	40,378	30,283
Premises Costs	overspend	2.50%	5.00%	7.50%
	probability	10.0%	7.5%	5.0%
	amount at risk	26,703	40,054	40,054
Transport Costs	overspend	5.00%	7.50%	10.00%
	probability	10.0%	7.5%	5.0%
	amount at risk	1,390	1,564	1,390
Supplies & Services	overspend	5.00%	10.00%	15.00%
	probability	20.0%	15.0%	10.0%
	amount at risk	164,208	246,313	246,313
Third Party Payments	overspend	5.00%	10.00%	15.00%
	probability	10.0%	7.5%	5.0%
	amount at risk	24,969	37,453	37,453
Transfer Payments	overspend	1.00%	2.00%	3.00%
	probability	25.0%	15.0%	10.0%
	amount at risk	155,709	186,851	186,85 ⁻
Receipts	shortfall	2.00%	3.50%	5.00%
	probability	25.0%	15.0%	10.0%
	amount at risk	125,901	132,197	125,901
Grants & Contributions	shortfall	1.00%	1.50%	2.00%
	probability	15.0%	10.0%	5.0%
	amount at risk	98,753	98,753	65,83