

CABINET

Date of Meeting	Tuesday, 17 January 2017
Report Subject	Council Fund Budget 2017/18 – Part 3 Closing Strategy
Cabinet Member	Leader of the Council and Cabinet Member for Finance
Report Author	Chief Executive and Corporate Finance Manager
Type of Report	Strategic

EXECUTIVE SUMMARY

The annual Council Fund budget for 2017/18 has been developed in two stages:

- Stage One: which covers Part 1 of our Medium Term Financial Strategy (MTFS) service reform based on the service portfolio business plans; and
- Stage Two: which covers Parts 2 and 3 of our Medium Term Financial Strategy (MTFS) corporate financial stewardship and working with Welsh Government.

The Stage One proposals were approved by Council on 15 November 2016 and are now closed and being implemented.

The Stage Two proposals on corporate financial stewardship were approved by Council on 6 December 2016 following consideration by Corporate Resources Overview and Scrutiny Committee on 30 November and are also closed and being implemented.

The Provisional Settlement was received on 19 October 2016. The Settlement provided a similar level of financial support to the Council as in 2016/17 and has been referred to as a 'cash flat' Settlement. Given that there was no reduction in Revenue Support Grant for Flintshire the Settlement had a positive impact on the forecast budget 'gap' of £2.8m. The Council's response to the consultation on the provisional settlement is attached as Appendix 1.

The Final Local Government Settlement was received on 21 December 2016 and was largely unchanged in overall cash terms from the Provisional Settlement (an increase of £0.044m) other than the inclusion of important additional investment

for the rising costs of domiciliary care across Wales. Over and above this an amount of £0.201m was transferred into the settlement as a new responsibility for homelessness prevention. The funding previously received through the Housing Benefit Subsidy for temporary accommodation for the same purpose has been reduced so there is a net reduction in funding of £0.157m. Given demands for homelessness services this is a new pressure which cannot be avoided.

The amount remaining to be found to achieve a balanced budget stands at £2m.

There are limited options to close the remaining 'gap' as set out in the report.

RECOMMENDATIONS	
1.	Note the details and the implications of the Welsh Local Government Final Settlement.
2.	Review the limited options for closing the remaining 'gap' of £2m for consultation with the Corporate Resources Overview and Scrutiny Committee (which meets on 20 January).

REPORT DETAILS

1.00	The Latest Budget Position
1.01	The annual Council Fund budget for 2017/18 has been developed in two stages:
	Stage One: which covers Part 1 of our Medium Term Financial Strategy (MTFS) – service reform based on the service portfolio business plans; and
	 Stage Two: which covers Parts 2 and 3 of our Medium Term Financial Strategy (MTFS) – corporate financial stewardship and working with Welsh Government.
1.02	The Stage One proposals were approved by Council on 15 November 2016 and are now closed and being implemented.
1.03	The Stage Two proposals on corporate financial stewardship were approved by Council on 6 December 2016 following consideration by Corporate Resources Overview and Scrutiny Committee on 30 November and are also closed and being implemented.
1.04	The Provisional Settlement was received on 19 October. The Settlement gave a similar level of financial support to the Council as in 2016/17 and has been referred to as a 'cash flat' Settlement. Given that there was no reduction in Revenue Support Grant for Flintshire the Settlement had a positive impact on the forecast budget 'gap' of £2.8m. The Council's response to the consultation on the provisional settlement is attached as Appendix 1.

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1.05 The Final Local Government Settlement was received on 21 December 2016 and was largely unchanged in overall cash terms from the Provisional Settlement (an increase of £0.044m) other than the inclusion of important additional investment for the rising costs of domiciliary care across Wales. Over and above this an amount of £0.201m was transferred into the settlement as a new responsibility for homelessness prevention. The funding previously received through the Housing Benefit Subsidy for temporary accommodation for the same purpose has been reduced so there is a net reduction in funding of £0.157m. Given demands for homelessness services this is a new pressure which cannot be avoided.

A briefing note on the Final Settlement is attached as Appendix 2.

1.06 The amount remaining to be found to achieve a balanced budget stands at £2m. There are limited options for balancing the budget at this third and final stage as set out in the report.

2.00 | Summary of Stage 1 Service Portfolio Business Plans

2.01 Stage One of the budget was concluded at the Council meeting on 15 November. A summary of the approved efficiency proposals is shown below.

Table 1

Portfolio	£m
Planning and Environment	0.205
Streetscene and Transportation	1.350
Social Care	0.690
Education and Youth	0.873
Organisational Change	0.943
Community and Enterprise	0.629
Corporate Services	0.903
Central and Corporate Finance	0.150
Total	5.743

Footnotes:

- 1. The figures above may be subject to change at implementation stage
- 2. The proposals originate from the third and final year of service planning.

3.00 | Summary of Stage 2a Corporate Financial Stewardship

3.01 Stage Two of the budget was concluded at the Council meeting on 6 December. A summary of the approved efficiency proposals is shown below.

material change 2. The Council Tax base increase has been notified to Welsh Gove 3. The figures assume the utilisation of reserves to meet the cost new Apprentice Levy. 4. The CLIA figure reflects the approved changes to the Name Revenue Provision (MRP) policy. At the meeting on 6 December new and emerging pressures totalling fewere also reported and added to the budget requirement for 2017/18. Summary of Stage 2b Working with Welsh Government As detailed in para. 1.05 The Final Local Government Settlemer received on 21 December 2016 and has resulted in a net reduction in of £0.157m. This takes into account the transfer into the settlement a responsibility for homelessness prevention of £0.201m for funding preceived through the Housing Benefit Subsidy for temporary accommon. A briefing note on the Final Settlement is attached as Appendix 2.	Independent Living Fund (ILF) Transition to Adulthood Flint Extra Care Scheme Schools Investment Apprentice Tax Levy Central Loans and Investment Account (CLIA) Total 1. The figures above are precise estimates and will not be subject material change 2. The Council Tax base increase has been notified to Welsh Gove 3. The figures assume the utilisation of reserves to meet the cost new Apprentice Levy. 4. The CLIA figure reflects the approved changes to the Revenue Provision (MRP) policy. At the meeting on 6 December new and emerging pressures totalling were also reported and added to the budget requirement for 2017/18. Summary of Stage 2b Working with Welsh Government As detailed in para. 1.05 The Final Local Government Settleme received on 21 December 2016 and has resulted in a net reduction in of £0.157m. This takes into account the transfer into the settlement a responsibility for homelessness prevention of £0.201m for funding preceived through the Housing Benefit Subsidy for temporary accommod A briefing note on the Final Settlement is attached as Appendix 2. Following completion of Stages One and Two, and receipt of the Settlement as the settlement and the settlem	Description		£m
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	Table 3		
	Description	£m	
	Projected Budget "gap" Less:	14.4	
	Portfolio Business Plans Corporate Financial Stewardship Provisional Settlement	(5.7) (4.6) (2.8)	
	Add: New and Emerging Pressures Impact of Final Settlement	0.6 0.1	
	Remaining Budget "Gap"	2.0	
5.00	Closing Strategy to Reach a Balanced Budget	i	
5.01	There are only limited options available to close these are set out below:	the remaining ga	o of £2m and
5.02	Domiciliary Care - Charging Levels		
	A Welsh Government announcement has recent charging cap from the current amount of £60 per 1 April 2017). For Flintshire this will generate present the following settlement, an additional £10m to support the receive additional funds, in the form of a sper £0.430m.	r week to £70 per projected addition to announced, as sing costs of dor distribution the Co	er week (from lal income of spart of the miciliary care buncil should
5.03	Local Taxation		
	The forecast assumes a Council Tax increase maximum permissible annual rise for councils is every 0.1% of increase in Council Tax contribute the budget position (net of the impact of increase the Council Tax Reduction Scheme budget.	55% per year. A es approximately	s a guideline / £0.057m to
5.04	The North Wales Fire and Rescue Authority apprlevy at its meeting on the 19 December 2016 population changes Flintshire's annual increasincreased cost of £0.317m which is not curre estimate. This increase cannot be met by f services as Stage One of the budget strategy is add the levy increase to the planned Council Taadopted the planned Council Tax rise would income only other options are to utilise further one-overall level of investment in schools.	. When taking se come in at ently included in further reductions now closed. As increase. If this crease from 3.00	into account 4.52% - and the budget in Council in option is to soption was 1% to 3.55%.
5.05	The Police Precept is still yet to be formally notification increase of between 3.5% and 5% is expected increase of between £8.40 and £12.01 on the Page 27	I. This is equal t	to an annual

	charge of £240.12.
5.06	School Investment
	An uplift of £1.2m (1.34%) is currently included for the overall schools budget. The budget is distributed to schools through the local schools funding formula. Any reduction in this provision would cause risks for schools budget planning.
6.00	Use of Reserves and Balances
6.01	There is the option to utilise reserves to assist in the budget for 2017/18 - noting that this only provides a one year solution. As part of the approved Corporate Financial Stewardship options an amount of £0.699m has already been earmarked to meet the first year costs of the new UK Government introduced Apprentice Tax Levy.
6.02	A decision on what is considered to be a prudent use of reserves needs to take into account both the future sustainability of the budget and the impact on the reserve levels which remain for future years.
6.03	Any use of reserves in the budget would need to be made good in the base budget the following year.
6.04	Earmarked reserves are projected to stand at £2.885m at the financial year end.
6.05	The Contingency Reserve is projected to stand at £4.268m at the financial year end (calculated as at month 8) although this will be subject to the final outturn. It is recommended that a significant portion of this reserve is maintained as a safeguard against in-year risks and unforeseen events. Any use of reserves to balance the budget greater than £2m is considered to be high risk (bearing in mind it has already been agreed that £0.699m of reserves will be utilised for the costs of the apprentice levy for 2017/18).
7.00	Outstanding Risks and Issues
7.01	Single Environment Grant
	Welsh Government is considering making a reduction in this grant of 6.7% in 2017/18. This would cause an immediate operational budget pressure of $\pounds 0.200m$.
7.02	Transportation Costs
	Following on from one of the Council's main transport providers going into liquidation there is a risk that the cost of maintaining the local public and school bus services could require an additional £0.675m in a full year. Negotiations with Welsh Government over future funding, and reviews of routes and service frequency, continue.
7.03	Household Recycling Centres
	The new configuration of the local Household Recycling sites will not become

operational until quarter two of 2017/18. A shortfall in the planned operational efficiencies target of £0.240m is forecast as a result of the newly adopted strategy of the Council. However, this cost pressure can be mitigated by the ending of a previous prudential borrowing loan arrangement within the service where capital was borrowed to purchase household recycling receptacles.

7.04 | Car Park Income - County Hall

A planned change in the policy for workforce essential car user allowances and mileage cost levels aimed to achieve an upper target of savings in the region of £0.750m. It was anticipated that this upper target could offset a projected shortfall of £0.080m of car parking income caused by the decision to change the planned County Hall car parking scheme for the workforce and to only charge employees an administrative fee for the issue of car parking permits. The cost savings made to the change in policy for workforce essential car user allowances and mileage cost levels should generate an estimated saving of £0.650m in a full year having taking into account appeals made by employees against the planned withdrawal of their allowance. Therefore, there is a potential overall cost pressure of £0.080m.

7.05 | Impact of the Outturn 2016/17

Any emerging issues from the outturn for the current financial year will also need to be considered where they will have an impact on 2017/18 or beyond. Any new pressures identified over time will need to be considered as part of the final balancing proposals.

8.00 | Next Steps and Timescales

- 8.01 This report will be considered by Corporate Resources Overview and Scrutiny Committee on 20 January. This meeting is open to all members.
- 8.02 Final budget proposals will be considered by Cabinet on the morning of 14 February for recommendation to Council for approval in the afternoon.
- 8.03 The formal Council Tax setting meeting of Council will be held on 1 March.

2.00	RESOURCE IMPLICATIONS
2.01	As set out in the report.

3.00	CONSULTATIONS REQUIRED / CARRIED OUT
3.01	Consultation with Group Leaders, Overview and Scrutiny Committees, senior officers and service teams, and external partners have been held in the development of the business plans, budget proposals and resilience assessments.

4	.00	RISK MANAGEMENT
		All parts of the financial forecast, and all budget solutions, are risk assessed stage by stage. Services have already been assessed against efficiency, value for money and resilience with the assessment being reported to the Overview and Scrutiny Committees throughout July 2016.

5.00	APPENDICES
5.01	Appendix 1 – Council response to the Welsh Local Government Provisional Settlement.
5.02	Appendix 2 – Briefing note on the Welsh Local Government Final Settlement

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	Council Report 15 November 2016 Stage One http://committeemeetings.flintshire.gov.uk/mglssueHistoryHome.aspx?IId=20 333&LLL=0
	Council Report 6 December 2016 – Stage Two http://committeemeetings.flintshire.gov.uk/mglssueHistoryHome.aspx?IId=20481&LLL=0
	Colin Everett, Chief Executive and Gary Ferguson, Corporate Finance Manager
	Contact Officer: Gary Ferguson Telephone: 01352 702271 E-mail: gary.ferguson@flintshire.gov.uk

7.00	GLOSSARY OF TERMS
7.01	Medium Term Financial Strategy (MTFS): a written strategy which gives a forecast of the financial resources which will be available to a Council for a given period, and sets out plans for how best to deploy those resources to meet its priorities, duties and obligations.
	Revenue Support Grant: the annual amount of money the Council receives from Welsh Government to fund what it does alongside the Council Tax and other income the Council raises locally. Councils can decide how to use this grant across services although their freedom to allocate according to local choice can be limited by guidelines set by Government.
	Local Government Funding Formula: the system through which the annual funding needs of each council is assessed at a national level, and

from which each council's annual AEF (see above) is derived. The formula is very complex. In summary, using information such as statistics on local population change and deprivation, the formula sets a guide for each council's funding needs called the Standard Spending Assessment (SSA).

Annual Settlement: the amount of its funds the Welsh Government will allocate annually to local government as a whole, as part of its total budget, and to individual councils one by one. The amount of Revenue Support Grant (see below) each council will receive is based on a complex distribution formula for awarding Aggregate External Finance (AEF). The formula is underpinned by assessments of local need based, for example, of population size and demographics and levels of social deprivation.

Specific Grants: An award of funding from a grant provider (e.g. Welsh Government) which must be used for a pre-defined purpose.

Central Loan and Investment Account (CLIA): brings together the revenue costs of all Council's borrowing and investment activity. Contains; interest on debt, MRP (see below), Treasury Management costs (staff, advisors, software etc., charges for debt rescheduling undertaken in earlier years and income generated from investments. Also referred to as Capital Financing Charges.

Minimum Revenue Provision (MRP): method for charging (debt-funded) capital expenditure to the revenue account in local authority accounts. Full Council sets an MRP policy annually selecting from a range of options contained with Welsh Regulations set by Welsh Government.



Appendix 1 - Council response to the Welsh Government Provisional Settlement

Colin Everett Chief Executive Prif Weithredwr



Simon Edwards
Local Government Funding and Performance
Branch
Welsh Government
Cathays Park
Cardiff
CF10 3NQ

Your Ref/Eich Cyf

Our Ref/Ein Cyf

Date/Dyddiad 30th November 2016

Ask for/Gofynner am Colin Everett

Direct Dial/Rhif Union 01352 702101

Email/Ebost:

chief.executive@flintshire.gov.uk

Dear Simon

Local Government Provisional Settlement

Thank you for the opportunity to comment on the Local Government Provisional Settlement for 2017/18. We appreciate the timely announcement of the Provisional Settlement following the lateness of the respective announcement last year.

We have grouped our comments under four headings as set out below.

Medium-Term Planning

We do understand the difficulty in being able to plan ahead for the medium term with any certainty as the Cabinet Secretary thoughtfully explained both privately when we met, and in public statements. The absence of a medium-term indicative settlement does seriously compromise our ability to plan ahead for sustainable services, and service continuity, with sufficient confidence.

Given that the Chancellor has now made his Autumn Statement, and that civil servants will be analysing and advising on the immediate and medium-term implications of the Statement, we would request a statement of medium-term commitments to local government and the public services at the earliest possible point in the New Year. Deferral of medium-term commitments by Welsh Government to this time next year would seriously compromise future planning. New council administrations will need to plan ahead their priorities and investment choices for their five year term with some confidence as they settle in May post-elections.



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Overview of the Provisional Settlement

We appreciate that the case made by local government on the impacts of compounded reductions in Revenue Support Grant over a series of years, and the need for some relief to protect critical public services, has been heard.

We recognise the need for a form of annual funding 'floor' to protect the councils most exposed to a reduction in Revenue Support Grant and support the initiative of Welsh Government in funding the floor rather than requiring other councils to support the subsidy from a reduction in their own Grant. As a Council which has not benefited from a funding floor in any previous financial years this is an important point for us to make.

We share the concern at the relatively late emergence of considerable demographyled budget distribution changes from the Distribution Sub-Group. Many of us were unsighted on these changes. We appreciate and support the action taken to mitigate the impacts of these proposed changes as the consequences of their full introduction would have been de-stabilising for some councils.

Specific Comments on the Provisional Settlement

As a Council which has made a strong case for a 'cash-flat' settlement we support the Provisional Settlement as one which gives a minimum of protection to local government and to Flintshire. As a council which is poorly and unfairly funded under the Local Government Funding Formula we are particularly exposed to the risks and compound impacts of successive annual reductions in the Revenue Support Grant. Retention of our Grant at the 2016/17 level was our minimum expectation of the Provisional Settlement. The recent summary revision of our Medium Term Financial Strategy (MTFS) sets out our position and our need for Revenue Support Grant to be maintained at current levels, as a minimum, for future years.

We welcome the recognition of the escalating cost pressures in social care. However, the current Government investment levels are not sufficient to sustain critical care services - both directly provided and commissioned. The additional investment of £24M assumed in the Provisional Settlement calculations method is an under-estimate. The additional costs pressures for commissioned residential and domiciliary care services in 2017/18 are £2.7M for Flintshire alone. Social care and health should be given parity of esteem in funding decisions as co-dependent parts of the wider care sector. If a crisis in social care is to be avoided additional and continued investment is required in the short-term. We would request that Welsh Government increases the level of support for social care and that a proportion of the additional funds announced for health, including the Winter Pressures investment, is made available for shared cost pressures.

We remain concerned at the continuation of an excessive number of specific grants, the reduction in funding for certain specific grants specifically the Single Environment Grant, and the parallel announcement of the cessation of the Communities First

Programme with no transition plan or succession plan yet in place. We urge reconsideration, and the reinstatement of the Single Environment Grant to the current funding level. This Grant directly funds waste collection and recycling services, and any reduction will threaten the continuation of key services which are essential for councils to achieve their waste diversion and recycling targets. The proposal to reduce the Grant undermines Welsh Government's own environmental policy objectives and is contrary to the principles of the Well-being of Future Generations Act 2015. Further information is being shared with Welsh Government by the family of local government on the risks to environmental services posed by the proposed reduction in Grant.

Flintshire is one of the councils which has been pressing for a relaxation of the Domiciliary Care Fee Cap both on the principle that councils should have the freedom to set local charging schemes for services, and from necessity to recover a fuller proportion of service costs to ensure the sustainability of domiciliary care services. We appreciate that a decision on the relaxation of the Cap and/or additional investment to subsidise commissioning councils is imminent. We request a positive decision for 2017/18 supported by a plan for the revised Cap to be raised by a minimum of £10 per year in successive financial years.

Future Work

The case for a review of local government funding in Wales – the quantum of funding, the distribution method of funding, and local freedoms and flexibilities to act including income charging, taxation and the retention of Non Domestic Business Rates growth – has been well made, most recently by the Independent Commission on Local Government Funding in Wales. We urge Welsh Government to commit to an urgent review.

Flintshire is one of the councils with an evidential case for a review of the Local Government Funding Formula as part of this wider review. The disparity in funding per capita across councils is unfair and no longer justifiable. Low funded councils such as Flintshire are being exposed to a high level of risk with an unsustainable funding base which is not based on a balanced assessment of local need and does not recognise some of the greatest local cost pressures, such as workforce costs, in its calculation and distribution methodologies.

The reduction of specific grants should be included within this review.

Flintshire is keen to contribute to this review. The urgency of our case is expressed in the latest summary of our Medium Term Financial Strategy (MTFS) which is attached.

Yours sincerely

Colin Everett
Chief Executive

Aaron Shotton Leader

APPENDIX 2 - BRIEFING NOTE ON FINAL WELSH LOCAL GOVERNMENT SETTLEMENT 2017/18

Background

The Final Settlement was received on 21st December 2016.

Headlines

Standard Spending Assessment (SSA)

The final SSA for 2017/18 is £257.526m (£256.492m at Provisional stage) which is an increase of 1.5% on the SSA for 2016/17 (£253.738m)

Aggregate External Finance (RSG & NDR)

The final AEF for 2017/18 is £185.033m (£184.989m at Provisional stage) which when compared to the adjusted 2016/17 AEF figure of £184.722m represents an increase of 0.2% (All Wales 0.2%).

Transfers into Settlement

The following transfers into the settlement were confirmed on the same basis identified at the provisional stage:

- Delivering Transformation (£0.123m)
- Deprivation of Liberty Standards (£0.009m)
- Food Hygiene Rating (£0.002m)

Transfers out of Settlement

The following transfers out of the settlement was confirmed on the same basis identified at the provisional stage:

• Education Workforce Council Teachers Registration Fees (£0.050m)

New Responsibilities

The following new responsibilities were confirmed on the same basis identified at the provisional stage:

- Increasing capital limits for Residential Care (£0.195m)
- War disablement pension disregard (£0.013m)

The final settlement identified one additional new responsibility:

Homelessness Prevention (FCC £0.201m All Wales £6m)

Additional Funding (Floor)

• £1.6m included to ensure that no authority sees a reduction of greater than 0.5% compared to its 2016/17allocation and top-up funding.

Specific Grants

Only very limited information at an All Wales level has been received at the present time.

General Capital Funding

Flintshire's General Capital Funding has now been consolidated into a single funding stream and reduced from a 2016/17 total of £6.728m to £6.634m, which is a net decrease of £0.094m (same as at provisional stage).

Funding Impact of the Settlement

There is an increase in AEF in cash terms of £0.044m when compared with the Provisional Settlement stage.

However, there is an additional new responsibility of £0.201m identified in the final settlement in relation to Homelessness Prevention which will need to be assessed in detail with regards to funding requirements for Flintshire. Taking this adjustment into account the settlement effectively shows a net reduction in funding of £0.157m

Other Headline Figures Identified outside of the AEF (All Wales)

- £10m available to local authorities for domiciliary care purposes
- £10m to provide non-domestic rates relief for businesses on high street

Gary Ferguson Corporate Finance Manager 21/12/2016