# **Somerset West and Taunton**

# Shadow Executive – 11<sup>th</sup> February 2019

# Draft General Fund Revenue Budget and Capital Estimates 2019/20

This matter is the responsibility of the Leader of the Council, Councillor John Williams

Report Author: Andrew Stark, Interim Financial Services Manager, Deputy S151 Officer

#### 1 Executive Summary

- 1.1 This report sets out the first revenue and capital budget proposals for the new Somerset West and Taunton Council. It combines the previous budgets of Taunton Deane and West Somerset Councils for the services they provide with updated assumptions in regard of the finance settlement for 2019/20 and other financial projections.
- 1.2 This report also sets out the draft revenue and capital budget proposals for 2019/20 including an updated Medium Term Financial Plan (MTFP) and the proposed council tax for the first year of the new council.
- 1.3 The final funding settlement was issued by Government at the end of January, and included details regarding general revenue grant funding, New Homes Bonus, and business rates retention baseline and tariff. Overall the funding available to deliver services has increased in 2019/20:
  - a) General funding, Revenue Support Grant has reduced by £443,641 to only £6,340 whilst Rural Services Delivery Grant has been kept at the same level of £241,506.
  - b) New Home Bonus funding has reduced by £151,768 (4%).
  - c) Retained business rates has increased by £972,599 reflecting business rates pooling and the 75% Business Rates Retention pilot scheme (18%).
  - d) Share of National Levy Account Surplus of £59,037.
  - e) An announcement of additional funding of £35,000 for each district council (covering 2018/19 and 2019/20) towards Brexit preparations.
- 1.4 Shadow Executive is minded to set a uniform annual Band D council tax rate of £157.88 which together with an increased tax base provides additional council tax income of £405,662 compared to 2018/19.
- 1.5 Shadow Executive is also minded to retain the annual council tax rate at £3.02 for a Band D for the Unparished Area of Taunton which will raise an additional £1,449 due to the tax base increase.
- 1.6 The 2019/20 draft budget also includes a prior year net Collection Fund surplus of £1,448,216 (£1,331,905 business rates surplus, £116,311 council tax surplus).

1.7 Shadow Executive is also minded to transfer £1,331,905 to the business rates smoothing reserve in 2019/20 in respect of the business rates collection fund surplus, reflecting the need to mitigate funding volatility and risk under the business rates funding system.

#### 2 Recommendations

- 2.1 Shadow Executive notes the forecast Medium Term Financial Plan and Reserves position, and notes the S151 Officer's Robustness Statement as set out in sections 21 to 23 of this report.
- 2.2 Shadow Executive recommends the 2019/20 Draft Budget to Shadow Council for approval.
- 2.3 Shadow Executive recommends to Shadow Council a basic band D council tax of £159.63, comprising £157.88 for services and £1.75 on behalf of the Somerset Rivers Authority.
- 2.4 Shadow Executive recommends Shadow Council approves the minimum reserves level at £2.4m.
- 2.5 Shadow Executive recommends to Shadow Council to approve the additions to the General Fund Capital Programme Budget of £10.274m for 2019/20, including the overall allocation of £13.864m in respect of the New Homes Bonus Growth Programme as set out in Table 10 and the £15.5m allocations for Community Infrastructure Projects as set out in Table 11.
- 2.6 Shadow Executive is recommended to support the proposed changes to fees and charges for open spaces as per the attached Appendix C.

#### 3 Risk Assessment

#### **Risk Matrix**

| Description                            | Likelihood | Impact | Overall |
|----------------------------------------|------------|--------|---------|
| Risk: The Council is unable to set a   | Slight     | Major  | Medium  |
| balanced budget                        | (2)        | (4)    | (8)     |
| Mitigation: Members approve options to | Rare       | Major  | Low     |
| balance the budget                     | (1)        | (4)    | (4)     |

#### Risk Scoring Matrix

|            | 5 | Very<br>Likely   | Low (5)    | Medium<br>(10) | High (15)      | Very High<br>(20) | Very High<br>(25) |  |  |
|------------|---|------------------|------------|----------------|----------------|-------------------|-------------------|--|--|
| po         | 4 | Likely           | Low (4)    | Medium (8)     | Medium<br>(12) | High (16)         | Very High<br>(20) |  |  |
| Likelihood | 3 | Feasible         | Low (3)    | Low (6)        | Medium (9)     | Medium<br>(12)    | High<br>(15)      |  |  |
| Ē          | 2 | Slight           | Low (2)    | Low (4)        | Low (6)        | Medium<br>(8)     | Medium<br>(10)    |  |  |
|            | 1 | Very<br>Unlikely | Low (1)    | Low (2)        | Low (3)        | Low (4)           | Low (5)           |  |  |
|            |   |                  | 1          | 2              | 3              | 4                 | 5                 |  |  |
|            |   |                  | Negligible | Minor          | Moderate       | Major             | Catastrophic      |  |  |
|            |   |                  |            |                | Impact         |                   |                   |  |  |

| Likelihood of<br>risk occurring | Indicator                                                         | Description<br>(chance of<br>occurrence) |
|---------------------------------|-------------------------------------------------------------------|------------------------------------------|
| 1. Very Unlikely                | May occur in exceptional circumstances                            | < 10%                                    |
| 2. Slight                       | Is unlikely to, but could occur at some time                      | 10 – 25%                                 |
| 3. Feasible                     | Fairly likely to occur at same time                               | 25 – 50%                                 |
| 4. Likely                       | Likely to occur within the next 1-2 years, or occurs occasionally | 50 – 75%                                 |
|                                 |                                                                   |                                          |
| 5. Very Likely                  | Regular occurrence (daily / weekly / monthly)                     | > 75%                                    |

#### 4 Background Information

- 4.1 This is the first budget for the newly formed Somerset West and Taunton Council. The General Fund Revenue Account is the Council's main fund and shows the income and expenditure relating to the provision of services which residents, visitors and businesses all have access to including planning, environmental services, car parks, certain housing functions, community services and corporate services.
- 4.2 The Council directly charges individual consumers for some of its services through fees and charges. The expenditure that remains is mainly funded through a combination of local taxation (including council tax and a proportion of business rates) and through grant funding from Central Government (including Revenue Support Grant, New Homes Bonus and other non-ring-fenced and specific grants/subsidy).
- 4.3 Each year the Council has to set an annual budget which details the resources needed to meet operational requirements. The annual budget should be prepared within the context of priorities identified by Members which are embedded in the Council's current Corporate Plan.
- 4.4 The draft budget reflects transformation savings and shows a broadly balanced position for the medium term. However there is significant uncertainty from 2020/21 onwards with the implementation of the Fair Funding Review and resetting of business rates baselines.
- 4.5 Members have previously considered a range of important reports that provide background on the Council's financial position and the budget strategy for 2019/20.

#### 5 Final Finance Settlement 2019/20

- 5.1 The Final Finance Settlement was received on 29 January 2019. This reconfirmed the funding indicated by the provisional settlement with the announcement of additional funding towards Brexit preparations each district council to receive £35k over 2 years covering 2018/19 and 2019/20.
- 5.2 The impact of the Provisional Settlement was provided to All Councillors on the 14<sup>th</sup> December. The impact of the Finance Settlement is reflected in the MTFP and explanations are provided in the body of this report.

## 6 Fair Funding Review

- 6.1 Alongside the local government finance settlement, the Government confirmed that it is looking to implement the Fair Funding Review in April 2020 and published a further consultation on its progress.
- 6.2 This consultation covers all three key strands of the Review. In particular, it:
  - Sets out the Government's preferred options on the structure of the relative needs assessment, including tier-specific foundation formulas and formulas to assess specific services, the leading cost drivers for inclusion in these formulas, and analytical techniques to weight cost drivers;
  - Sets out the Government's preferred options on measuring the council tax base, in particular treatment of mandatory and discretionary council tax discounts, and the choice of council tax level to be used when calculating the resources adjustment; and
  - Outlines options on high level principles that could underpin the choices of transition mechanism, and the definition and measurement of 'baseline' and 'target' between which the transition mechanism would be applied to.

# 7 General Grant Funding

7.1 The grant funding from Government is in line with the confirmed multi-year settlement (2016/17 to 2019/20), with the expected reduction in 2019/20 of Revenue Support Grant but with the unexpected maintenance of Rural Services Delivery Grant at the 2018/19 settlement level. There was confirmation that Negative Revenue Support Grant will be offset in 19/20 – this is worth £128k for Somerset West and Taunton and we had assumed that this would happen. Overall a 64% reduction in general revenue grant funding:

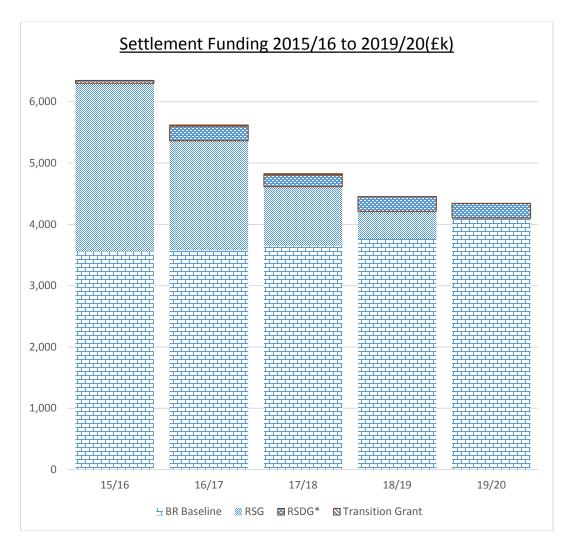
|                                     | TDBC/WSC | SWT     |          |      |
|-------------------------------------|----------|---------|----------|------|
|                                     | 2018/19  | 2019/20 | Change   |      |
|                                     | £        | £       | £        |      |
| Revenue Support Grant               | 449,841  | 6,340   | -443,641 | -99% |
| Rural Services Delivery Grant       | 241,506  | 241,506 | -        | -    |
| Total General Revenue Grant Funding | 691,487  | 247,846 | -443,641 | -64% |

#### Table 1 – General Government Grant

7.2 The following table summarises how overall settlement funding has changed since 2015/16 (for comparison purposes the years 2015/16 to 2018/19 incorporate the combined funding assessments for Taunton Deane and West Somerset Councils). During this period the Settlement reduces by 33% in cash terms.

|                              | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 |
|------------------------------|-------|-------|-------|-------|-------|
|                              | £k    | £k    | £k    | £k    | £k    |
| RSG                          | 2,751 | 1,785 | 962   | 450   | 6     |
| RSDG                         | 46    | 240   | 194   | 242   | 242   |
| Transition Grant             | 0     | 17    | 17    | 0     | 0     |
| Business Rates Baseline      | 3,550 | 3,579 | 3,652 | 3,762 | 4,096 |
| <b>Government Settlement</b> | 6,347 | 5,621 | 4,825 | 4,454 | 4,344 |

#### Table 2 – Settlement Funding



#### 8 Business Rates Retention and 75% Business Rates Pilot Bid

- 8.1 Local authorities receive a significant proportion of their funding through the Business Rates Retention (BRR) system. SWT will operate within the Somerset Business Rates Pool in 2019/20. In addition, the Pool has applied successfully to be a Pilot area for 75% BRR (one of 16 pilots nationally in 2019/20). Being a Pilot area is expected to bring significant financial benefits in 2019/20 for Somerset as a whole with the County and each District council taking a share.
- 8.1 From initial estimates the one-off gain through the Pilot is £6m to £7m in addition to a similar amount through pooling, of which Somerset West and Taunton's share of the gain would be between £1.2m and £1.4m. We are confident that the potential gains far outweigh the risk of being in a pool. At this stage we have therefore prudently assumed that an amount of £1.2m arising from the potential gain will be set aside within a special Economic Growth and Prosperity Fund. We will closely monitor the position of the Somerset Pool during the year such that no funding will be available from this Fund until any potential gains are realised.
- 8.2 The overall BRR position has improved not only through the Pilot scheme, but also through closer alignment in key assumptions between the Pool authorities regarding appeals and refunds. It is evident that the new "Check, Challenge, Appeal" arrangements introduced by the Valuation Office in 2017 have significantly reduced appeal volumes. We are therefore able to reduce our provision for appeals, which in turns means a greater

proportion of business rates collected can be distributed to the councils. This is considered an acceptable risk, particularly in view of the level of funds set aside in the Business Rates Smoothing Reserve and General Reserves.

8.3 The provisional estimates for Business Rates Income based upon the 75% BRR Pooling scheme is summarised in the table below.

|                                             | Pool<br>75%<br>£k |
|---------------------------------------------|-------------------|
| Net Rates Payable (after reliefs)           | 59,895            |
| Transitional Protection Payments            | -528              |
| Less: Allowance for bad debts               | -382              |
| Less: Allowance for appeals                 | -1,488            |
| Collectible Rates                           | 57,497            |
| Less: Costs of Collection                   | -252              |
| Less: Disregarded amounts: Renewable Energy | -205              |
| Non-Domestic Rating Income                  | 57,040            |
| SWT Share of NDR Income (44%)               | 25,098            |

Table 3a Collection Fund Rating Income Estimate 2019/20

8.4 A summary of the new Retained Funding figure is shown in the table below. Business rates funding has been forecast to reduce in 2020/21 reflecting of the one year benefit of the 75% Pool Pilot together with an estimated reduction reflecting the Fair Funding Review and reset of business rates baseline from 2020/21.

Table 3b – Business Rates Retention Estimates

| Business Rates Retention Funding<br>Estimates | 2018/19<br>Budget<br>£ | 2019/20<br>Estimate<br>75% Pool<br>£ | Indicative<br>(50% Scheme)<br>2020/21<br>Estimate<br>£ |
|-----------------------------------------------|------------------------|--------------------------------------|--------------------------------------------------------|
| Share of Business Rates Yield                 | 21,881,460             | 25,097,568                           | 22,838,760                                             |
| Rates yield from renewable energy             | 200,336                | 204,926                              | 209,101                                                |
| Tariff to Government                          | -17,694,364            | -20,046,813                          | -18,468,493                                            |
| Tariff Adjustment – Negative RSG              |                        |                                      | -130,546                                               |
| Fair Funding Review and Reset                 |                        |                                      | -1,000,000                                             |
| Levy Payment                                  | -919,124               | -1,842,946                           | -1,192,820                                             |
| S31 Grant funding for Reliefs                 | 2,087,839              | 3,116,011                            | 2,100,000                                              |
| Net Retained Business Rates Funding           | 5,556,147              | 6,528,746                            | 4,797,881                                              |
| Net Retained Rates Funding as % of yield      | 10.1%                  | 11.4%                                | 8.2%                                                   |

#### 9 New Homes Bonus

9.3 The New Homes Bonus (NHB) Grant system has been in place since 2011/12. It is funding allocated by Government, separate to Revenue Support Grant and Business Rates, which incentivises and rewards housing growth. The NHB grant is non-ring-fenced which means that the Council is free to decide how to use it. The Council only uses intends to use part of its NHB allocation each year towards the revenue budget for

services. The remaining grant will be allocated to the Growth Earmarked Reserve.

9.4 The confirmed NHB Grant for 2019/20 is £3,809,209, which is £151,768 or 4% less than the comparable amount for 2018/19. Whilst this is a reduction, it is above our initial budget estimates which is good news for our growth aspirations.

|                           | 2018/19   | 2019/20   | Change   |     |
|---------------------------|-----------|-----------|----------|-----|
|                           | £         | £         | £        |     |
| Amount for revenue budget | 788,397   | 720,000   | -68,397  |     |
| Amount for growth         | 3,172,576 | 3,089,209 | -83,371  |     |
| New Homes Bonus Grant     | 3,960,977 | 3,809,209 | -151,768 | -4% |

#### Table 4 – New Homes Bonus 2019/20

- 9.5 The Government has not revised the changes to the New Homes Bonus methodology that were announced in 2017/18. The growth baseline remains at 0.4%, which sees a "top-slice" for growth which does not attract any NHB grant (In our previous forecast we had assumed that the growth baseline would be increased to 0.5%). In addition to the top-slice, the Government has reaffirmed that the legacy amounts included in the annual grant allocation is reduced to 4 years from 2018/19 (was 6 years in 2016/17, then 5 years in 2017/18).
- 9.6 The impact of this growth baseline is significant. The actual growth in Band D equivalents in 2018 was 881 or 1.3%. The impact is summarised within the following breakdown of the grant allocation related to 2019/20:

Table 5 – New Homes Bonus 2019/20 Calculation

| Net Additions (October 2017 to October 2018)                 | 995      |
|--------------------------------------------------------------|----------|
| Net increase in empty homes                                  | -47      |
| Net housing growth                                           | 948      |
| Net housing growth weighted as Band D equivalents (=1.31%)   | 881.4    |
| 0.4% of October 2018 stock base – Band D equivalents         | -268.6   |
| Rewarded units =0.81% growth – Band D equivalents            | 612.9    |
| NHB Grant for growth (£1,671.45* x 80%** x 612.9)            | £819,491 |
| Affordable housing units growth (April 2017 to March 2018)   | 114      |
| NHB Grant for affordable housing growth (£350 x 80%** x 114) | £31,920  |
| Total NHB Grant allocation related to 2019/20                | £851,411 |

\*£1,671.45 = the national average Band D council tax for 2018/19

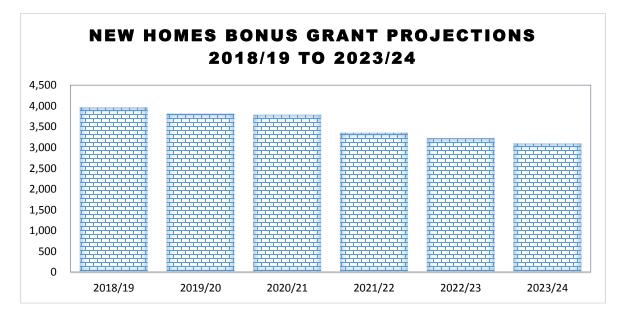
\*\*growth is rewarded 80% to lower tier (District), 20% to upper tier (County)

- 9.7 As this shows, housing growth (net of new housing, demolitions and increase/decrease in empty homes) of 268.6 Band D equivalents has not been rewarded in 2019/20. This has resulted in a loss of funding of approximately **£359,161** due to the top-slice for 0.4% growth.
- 9.8 The following table and graph summarises the allocations of NHB since 2018/19 and including the MTFP forecast up to 2023/24.

|         | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | Total  |
|---------|---------|---------|---------|---------|---------|---------|--------|
|         | £k      | £k      | £k      | £k      | £k      | £k      | £k     |
| 2015/16 | 1,003   |         |         |         |         |         | 1,003  |
| 2016/17 | 841     | 841     |         |         |         |         | 1,682  |
| 2017/18 | 1,258   | 1,258   | 1,258   |         |         |         | 3,774  |
| 2018/19 | 858     | 858     | 858     | 858     |         |         | 3,432  |
| 2019/20 |         | 851     | 851     | 851     | 851     |         | 3,404  |
| 2020/21 |         |         | 816     | 816     | 816     | 816     | 3,264  |
| 2021/22 |         |         |         | 825     | 825     | 825     | 2,475  |
| 2022/23 |         |         |         |         | 727     | 727     | 1,454  |
| 2023/24 |         |         |         |         |         | 727     | 727    |
| Total   | 3,960   | 3,808   | 3,783   | 3,350   | 3,219   | 3,095   | 21,215 |

## Table 6 – New Homes Bonus Grant Forecast

9.9 Despite the reduction in the level of "reward" for housing growth, the growth trajectory indicates that funding through NHB should remain considerable.



## 10 Council Tax

- 10.1 The new Council is required to address the issue of the different amounts of council tax that have been previously set by the former councils of Taunton Deane and West Somerset. The new Council is required to set a 'harmonised' council tax rate such that all residents within the new council area pay the same amount of district level council tax relative to the banding of their property. Although legislation would have allowed for harmonisation to be implemented over a number of years, the relative closeness of the existing band D council tax amounts, means that for practical purposes harmonisation could be implemented immediately.
- 10.2 The current basic band D council tax amounts are £152.88 for TDBC and £155.56 for WSC respectively. For initial financial planning purposes it was assumed that the initial 'harmonised' rate for 2019/20 would be £157.88 (the lower TDBC rate of £152.88 increased by £5). Thereafter, the Medium Term Financial Plan reflects a financial

planning assumption that Council Tax charges will increase by 2.99% each year from 2020/21.

- 10.3 The Secretary of State has confirmed within the Provisional Settlement that Shire Districts are able to increase council tax by the greater of 2.99% or £5 (on a Band D) in 2019/20 without the need for a referendum.
- 10.4 Executive are minded to recommend the option to increase Band D Council Tax to £157.88 which equates to the £5 annual increase on current TDBC rate of £152.88 and an increase of £2.32 on current WSC Band D, and this is reflected in the proposed budget for 2019/20. The Band D tax rate including £1.75 for Somerset Rivers Authority will be £159.63 per year or £3.05 per week.
- 10.5 The approved Tax Base for 2019/20 is 56,622.8 Band D Equivalents, an increase of 1,048.6 (1.9%) compared to 2018/19 tax base of TDBC and WSC. The budget estimates for Council Tax income for SWT is therefore 56,622.8 x £157.88 = £8,939,605. This represents a total increase of £405,662 compared to the previous year. The budget estimates are calculated as follows.

|                                                         | L                |
|---------------------------------------------------------|------------------|
| Council Tax Income Budget 2018/19 (TDBC & WSC)          | 8,553,943        |
| Increase due to change in Tax Base (Band D equivalents) | 160,304          |
| Increase due to proposed increase in Tax Rate           | 245,358          |
| Council Tax Income Estimate 2019/20                     | <u>8,939,605</u> |

#### 11 Special Expenses/Unparished Area Budget

- 11.1 The Executive are minded to keep the Special Expenses (Unparished Area) precept at £3.02 on a Band D property. Due to an increase in tax base this will raise an additional £1,449 per year in tax income.
- 11.2 The proposed budget for 2019/20 is therefore £46,983, entirely funded through Special Expenses levied within the unparished area.

#### 12 Somerset Rivers Authority

12.1 The Somerset Rivers Authority (SRA) remains unable to raise their own precept and it is therefore proposed to follow the same arrangements as previous for TDBC and WSC. For 2019/20 it is proposed that the Band D amount will be £1.75 and this will raise £99,090 in funding for the SRA from the Council in 2019/20.

#### 13 2019/20 Draft Budget Summary

13.1 The following tables provides a summary of the Budget position for 2019/20.

|                                                            | TDBC/WSC<br>Budget | SWT<br>Budget |
|------------------------------------------------------------|--------------------|---------------|
|                                                            | 2018/19            | 2019/20       |
|                                                            | £                  | £             |
| Total Spending on Services                                 | 14,842,723         | 14,148,279    |
| Somerset Rivers Authority Contribution                     | 96,981             | 99,090        |
| Revenue Contribution to Capital                            | 440,500            | 375,000       |
| Capital Debt Repayment Provision (MRP)                     | 543,110            | 455,010       |
| Interest Costs                                             | 175,420            | 168,530       |
| Interest Income                                            | -642,000           | -642,000      |
| Parish Precepts                                            | 1,828,378          | 1,828,378     |
| Special Expenses                                           | 45,534             | 46,983        |
| Transfers to Earmarked Reserves                            | 2,957,089          | 6,527,840     |
| Transfer to Economic Growth and Prosperity Fund            | 0                  | 1,200,000     |
| AUTHORITY EXPENDITURE                                      | 20,287,735         | 24,207,110    |
| Retained Business Rates (including pool and pilot 2019/20) | -5,556,147         | -6,528,746    |
| Somerset BRR Pilot                                         |                    | -1,200,000    |
| Share of Levy Surplus                                      |                    | -59,037       |
| Revenue Support Grant                                      | -449,981           | -6,340        |
| Rural Services Delivery Grant                              | -241,506           | -241,506      |
| New Homes Bonus                                            | -3,960,977         | -3,809,209    |
| Surplus(-)/Deficit on Collection Fund – Council Tax        | -115,977           | -116,311      |
| Surplus(-)/Deficit on Collection Fund – Business Rates     | 541,689            | -1,331,905    |
| Demand on Collection Fund – Parishes and SER               | -1,873,912         | -1,875,361    |
| Total Council Tax Raised by Council                        | 8,630,924          | 9,038,695     |
| Divided by Council Tax Base                                | 55,574.2           | 56,622.8      |
| Council Tax Band D – SWT Services                          | 153.56             | 157.88        |
| Council Tax Band D – Somerset Rivers Authority             | 1.74               | 1.75          |
| Council Tax Band D – SWT including SRA                     | 155.30             | 159.63        |
| Cost per week per Band D equivalent                        | 2.98               | 3.05          |

The table below shows the movement in spending and funding between 2018/19 and 2019/20:-

|                                                       | £k     | £k     |
|-------------------------------------------------------|--------|--------|
| Net Expenditure Base Budget 2018/19                   |        | 20,288 |
| Inflation costs                                       | 503    |        |
| Annual pension deficit payment increase               | 41     |        |
| Somerset Waste Partnership                            | 77     |        |
| Contribution to Citizens Advice Bureau                | 45     |        |
| Leisure Contract                                      | 399    |        |
| Other Service Changes                                 | 42     |        |
| Transformation savings                                | -1,638 |        |
| New Council – Savings per business case               | -360   |        |
| Increase fees and charges                             | -64    |        |
| Deane House project and maintenance costs             | 137    |        |
| Increased IT Costs                                    | 126    |        |
| Financing Costs (net interest income and repayment of | -160   |        |
| borrowing)                                            |        |        |
| Subtotal costs                                        |        | -852   |
| Contribution to Economic Growth and Prosperity Fund   | 1,200  |        |
| Business Rates Smoothing Reserve                      | 3,732  |        |
| Reduction in NHB contribution to reserves             | -84    |        |

| Remove previous year transfers to reserves | -210 |        |
|--------------------------------------------|------|--------|
| Negative RSG - Contingency                 | 128  |        |
| Use of Leisure Reserve                     | -62  |        |
| Other Reserve Adjustments                  | 67   |        |
| Subtotal Reserve movement                  |      | 4,771  |
| Net Expenditure Base Budget 2019/20        |      | 24,207 |

|                                    | £k     | £k      |
|------------------------------------|--------|---------|
| Total Funding 2018/19              |        | -20,288 |
| Reduction in RSG                   | 444    |         |
| Increased Retained Business Rates  | -973   |         |
| Somerset Rates Pool                | -1,200 |         |
| Share of Levy Surplus              | -59    |         |
| Reduction in NHB                   | 152    |         |
| Increased funding from Council Tax | -409   |         |
| Collection Fund Surplus            | -1,874 |         |
| Subtotal - change in funding       |        | -3,919  |
| Total Funding 2019/20              |        | -24,207 |

# 14 Medium Term Financial Plan (MTFP) Summary

14.1 The current MTFP forecast is summarised below, reflecting the proposed budget for 2019/20 and the updates described in this report.

# MTFP Summary 2019/19 to 2023/24

|                   | 2018/19    | 2019/20    | 2020/21    | 2021/22    | 2022/23    | 2023/24    |
|-------------------|------------|------------|------------|------------|------------|------------|
|                   | £          | £          | £          | £          | £          | £          |
| Services Costs    | 14,842,723 | 14,148,279 | 14,096,828 | 14,449,146 | 15,154,436 | 15,740,866 |
| Net Financing     |            |            |            |            |            |            |
| Costs             | 517,030    | 356,540    | 485,900    | 470,260    | 633,370    | 416,480    |
| SRA Contribution  | 96,981     | 99,090     | 100,675    | 102,286    | 103,923    | 105,586    |
| Special Expenses  | 45,534     | 46,983     | 47,641     | 48,308     | 48,985     | 49,670     |
| Earmarked         |            |            |            |            |            |            |
| Reserves-Growth   | 3,172,576  | 3,089,209  | 3,183,714  | 2,800,666  | 2,719,432  | 2,594,664  |
| Earmarked         |            |            |            |            |            |            |
| Reserves-Other    | -215,487   | 3,438,631  | 250,194    | 250,194    | 194        | 194        |
| Economic Growth   |            |            |            |            |            |            |
| and Prosperity    | 0          | 1,200,000  | 0          | 0          | 0          | 0          |
| Net Expenditure   | 18,459,357 | 22,378,732 | 18,164,952 | 18,120,860 | 18,660,340 | 18,907,460 |
| Retained          |            |            |            |            |            |            |
| Business Rates    | -5,556,147 | -6,528,746 | -4,797,881 | -4,871,689 | -4,945,497 | -5,019,305 |
| Business Rates    |            |            |            |            |            |            |
| prior year        |            |            |            |            |            |            |
| surplus/deficit   | 541,689    | -1,331,905 | 0          | 0          | 0          | 0          |
| Somerset BRR      |            |            |            |            |            |            |
| Pilot             |            | -1,200,000 |            |            |            |            |
| Share of National |            |            |            |            |            |            |
| Levy Account      |            |            |            |            |            |            |
| Surplus           |            | -59,037    |            |            |            |            |
| Revenue Support   |            |            | _          | _          | _          | _          |
| Grant             | -449,981   | -6,340     | 0          | 0          | 0          | 0          |

| Rural Services    |            |            |            |            |             |             |
|-------------------|------------|------------|------------|------------|-------------|-------------|
| Delivery Grant    | -241,506   | -241,506   | -241,506   | -241,506   | -241,506    | -241,506    |
| New Homes         |            |            |            |            |             |             |
| Bonus             | -3,960,977 | -3,809,209 | -3,783,714 | -3,350,666 | -3,219,432  | -3,094,664  |
| Council Tax       | -8,533,943 | -8,939,605 | -9,354,180 | -9,787,916 | -10,241,447 | -10,716,043 |
| Council Tax–SRA   | -96,981    | -99,090    | -100,675   | -102,286   | -103,923    | -105,586    |
| Council Tax-      |            |            |            |            |             |             |
| Special Expenses  | -45,534    | -46,983    | -47,641    | -48,308    | -48,985     | -49,670     |
| Council Tax prior |            |            |            |            |             |             |
| year              |            |            |            |            |             |             |
| surplus/deficit   | -115,977   | -116,311   | 0          | 0          | 0           | 0           |
| Net Funding       | 18,459,357 | 22,378,732 | 18,325,597 | 18,402,371 | 18,800,790  | 19,226,774  |
| Budget Gap        | 0          | 0          | -160,645   | -281,511   | -140,450    | -319,314    |
| Gap – Change on   |            |            |            |            |             |             |
| Previous Year     | 0          | 0          | -160,645   | -120,866   | 141,061     | -178,864    |

### Transformation of Services

14.2 The MTFP position above already includes the projected savings arising through the implementation of the Transformation Business Case and formation of the new council, as summarised below. Without these savings the forecast budget gap would be a deficit of **£2.057m per year** by 2023/24. The savings from transformation included in the MTFP above are:

#### Table 7 – Transformation Savings

|                        | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 |  |  |
|------------------------|---------|---------|---------|---------|---------|--|--|
|                        | £k      | £k      | £k      | £k      | £k      |  |  |
| Transformation Savings | 197     | 1,835   | 1,853   | 1,871   | 1,871   |  |  |
| New Council Savings    |         | 360     | 420     | 505     | 505     |  |  |
| Total Annual Savings   | 197     | 2,195   | 2,273   | 2,376   | 2,376   |  |  |

2019/20 is a critical period with the new Council launch and significant change in staffing levels, business processes and ways of delivering services to our customers. This carries a degree of financial risk.

#### **Contract Procurement Savings**

14.3 It is anticipated that there will be significant revenue savings arising from a contract procurement exercise. Although there will be some additional costs during the first year of the new contract (2019/20), savings thereafter are significant. The impact of this procurement is included in the MTFP projections, subject to imminent contract completion.

#### 15 Fees and Charges

15.1 A charge has been applied (in TDBC) since 2006 for the hire of its parks and open spaces for events. It is proposed that Somerset West and Taunton continue with the fees as previously set with the inclusion of those from WSC in the same charging profile. It has come to light that a number of sites were accidentally excluded from the previous fees and charges report, and therefore these have been included in the revised Appendix N. They are the sites at Blenheim Gardens, Minehead Esplanade

and Harbour. With this being the first year that WSC assets have been included it is unclear the level of take up there will be and as a result there is no impact upon the MTFP.

#### 16 General Reserves

16.1 The current reserves position is shown below. The forecast Outturn for the 2018/19 budget is currently being reviewed for Taunton Deane and West Somerset but recent projections predict a combined underspend of £163,000. In addition it has been approved that £24,000 of the predicted underspend and £509,000 from General Reserves is used to fund the Transformation Programme during 2018/19. The table below therefore gives a provisional forecast of the reserves position at the start of the next financial year.

#### Table 8 – General Reserves Balance

|                                             | £k    |
|---------------------------------------------|-------|
| Balance Brought Forward 1 April 2018        | 3,198 |
| 2018/19 Projected Outturn Underspend        | 163   |
| Use of underspend for Transformation        | -24   |
| Use of General Reserve for Transformation   | -509  |
| Projected Balance 31 March 2019             | 2,828 |
| Recommended Minimum Balance                 | 2,400 |
| Projected Balance above recommended minimum | 428   |

16.2 A review of the level of General Reserves has recently been undertaken for the new council as per the attached Appendix B. Following this review it is recommended that the minimum balance of general reserves is set at £2.4m. Given the future funding risks it is strongly advised to maintain reserves above the minimum.

## 17 2019/20 General Fund Capital Programme

- 17.1 The current capital strategy includes the following basis for prioritising schemes:
  - 1) Business Continuity (corporate/organisational/health and safety)
  - 2) Statutory Service Investment
  - 3) Growth / Transformation
  - 4) Invest to Save
  - 5) Other
- 17.2 The recommended General Fund Capital Programme for 2019/20 totals £10.274m including part of the overall allocations for NHB Growth Schemes and Community Infrastructure Levy. Table 9 details bids submitted for General Fund Schemes. The table summarise the bids that have been presented by services for consideration.
- 17.3 The current General Fund Capital Programme in 2018/19 includes approved projects totalling £60.502m and is shown in Appendix A.

#### Table 9 – 2019/20 Capital Programme

| Table 9 – 2019/20 Ca                                               | Ŭ                                          |          | Proposed Funding |                 |                   |                     |                                            |
|--------------------------------------------------------------------|--------------------------------------------|----------|------------------|-----------------|-------------------|---------------------|--------------------------------------------|
|                                                                    |                                            | Priority | RCCO             | Grants/<br>S106 | Growth<br>Reserve | Capital<br>Receipts | Total<br>Funding                           |
| Scheme                                                             | Cost £                                     |          | £                | £               | £                 | £                   | £                                          |
| DLO Schemes:                                                       | ( = 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, |          |                  |                 |                   |                     | ( = 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, |
| Vehicle Replacement                                                | 152,000                                    | 2        | 152,000          |                 |                   |                     | 152,000                                    |
| Plant and Equipment                                                | 23,000                                     | 2        | 23,000           |                 |                   |                     | 23,000                                     |
| Sub-Total                                                          | 175,000                                    |          | 175,000          | 0               | 0                 | 0                   | 175,000                                    |
| General Schemes:                                                   |                                            |          |                  |                 |                   |                     |                                            |
| Lifeline Equipment                                                 | 31,000                                     | 1        | 31,000           |                 |                   |                     | 31,000                                     |
| DFGs                                                               | 1,200,000                                  | 2        |                  | 1,200,000       |                   |                     | 1,200,000                                  |
| Leisure Grants to<br>Clubs and Parishes                            | 15,000                                     | 5        | 15,000           |                 |                   |                     | 15,000                                     |
| TDBC Replacement<br>Play Equipment                                 | 76,740                                     | 2        |                  |                 |                   | 76,740              | 76,740                                     |
| Refresh of End User<br>Devices                                     | 50,000                                     | 1        | 50,000           |                 |                   |                     | 50,000                                     |
| Microsoft 365 Migration                                            | 100,000                                    |          |                  |                 |                   | 100,000             | 100,000                                    |
| New/Replacement<br>Waste Containers                                | 100,000                                    | 2        | 100,000          |                 |                   | ,                   | 100,000                                    |
| Members IT Equipment                                               | 4,000                                      | 2        | 4,000            |                 |                   |                     | 4,000                                      |
| Replacement                                                        |                                            |          |                  |                 |                   |                     |                                            |
| Grants to RSLs                                                     | 495,000                                    | 2        |                  | 495,000         |                   |                     | 495,000                                    |
| Sub-Total                                                          | 2,246,740                                  |          | 375,000          | 1,695,000       | 0                 | 176,740             | 2,246,740                                  |
| NHB Growth                                                         |                                            |          |                  |                 |                   |                     |                                            |
| Schemes:                                                           | 001 000                                    |          |                  |                 | 001 000           |                     | 004 000                                    |
| Taunton Town Centre regeneration                                   | 991,000                                    | 3        |                  |                 | 991,000           |                     | 991,000                                    |
| Employment site<br>enabling and<br>innovation to promote<br>Growth | 536,000                                    | 3        |                  |                 | 536,000           |                     | 536,000                                    |
| Taunton Strategic<br>Flood alleviation                             | 500,000                                    |          |                  |                 | 500,000           |                     | 500,000                                    |
| Sub-Total                                                          | 2,027,000                                  |          | 0                | 0               | 2,027,000         | 0                   | 2,027,000                                  |
| Community                                                          | _,,                                        |          |                  |                 | _,,••••           |                     | _,=_,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,    |
| Infrastructure Levy                                                |                                            |          |                  |                 |                   |                     |                                            |
| Cycle and pedestrian                                               | 1,000,000                                  |          |                  | 1,000,000       |                   |                     |                                            |
| improvements                                                       | . , -                                      |          |                  | , , -           |                   |                     |                                            |
| Education Provision                                                | 4,000,000                                  |          |                  | 4,000,000       |                   |                     |                                            |
| Public transport                                                   | 1,000,000                                  |          |                  | 1,000,000       |                   |                     |                                            |
| improvements                                                       | , -,                                       |          |                  | , -,            |                   |                     |                                            |
| Sub-Total                                                          | 6,000,000                                  |          |                  |                 |                   |                     |                                            |
| Grand Total                                                        | 10,273,740                                 |          | 375.000          | 7,695,000       | 2.027.000         | 176,740             | 10,273,740                                 |

## **Capital Schemes Explained**

- 17.4 **DLO Vehicle Replacement £152k:** This provides the DLO with a budget for the cost of the rolling programme of vehicle replacement. This is funded from a yearly RCCO which is recovered from the DLO through capital charges.
- 17.5 **DLO Plant £23k:** This provides the DLO with a budget of £23k per year to replace small capital items of plant and equipment. This is funded from a yearly RCCO which is recovered from the DLO through capital charges.

- 17.6 **Deane Helpline £31k:** The service has just under 1,800 Lifeline units installed in customer's homes. These units have a warranty of three years and on average a useful life of around 7 years before they require replacement. Some units do last longer but the average unit should be expected to remain in use for seven years. Each year we therefore need to replace 1/7th of our stock at an estimated cost of £28,000. Deane Helpline has also experienced significant growth over the last six months and additional units will be needed to maintain this growth therefore an additional £3,000 is included to fund yearly increase of 30 customers per year.
- 17.7 **Disabled Facility Grants (Private Sector) £1,200k:** The Council has a statutory duty to provide grants to enable the adaptation of homes to help meet the needs of disabled residents. The grants are means-tested and following confirmation of the grant to be received from Somerset County Council's Better Care Fund, the Council will receive £1,200,000k, providing the necessary funding to make this scheme affordable.
- 17.8 Leisure Grants to Clubs and Parishes £15k: Annual capital grant scheme for awards to voluntary village halls, community centres and sports clubs.
- 17.9 **Play Equipment Replacement £77k:** Annual capital scheme to replace play equipment within the Council's 104 children's playgrounds.
- 17.10 **Refresh of End User Devices £50k:** Annual refresh budget which plans for laptops and tablets to be replaced on a rolling five year basis and smart devices every three years.
- 17.11 **Microsoft 365 Migration £100k:** A cloud based replacement of our Microsoft office/email/sharepoint systems as our current Office 2013, Sharepoint 2013 and Exchange 2013 systems become unsupported.
- 17.12 **Waste Containers £100k:** This provides an annual budget of £100k to purchase new and replacement waste and recycling containers (bins and boxes) as part of the ongoing costs of the Somerset Waste Partnership.
- 17.13 **Members IT Equipment £4k:** This is an annual budget for replacement of IT equipment for members. £4k is included within the RCCO budget estimates for 2019/20 for this scheme.
- 17.14 **Grants to Registered Social Landlords £495k:** This scheme is ring fenced for the use of provision of new affordable housing. The funds consist of funding secured through the planning obligation process, capital receipts ring fenced for affordable housing and other capital receipts collected from developments in lieu of affordable housing on site.
- 17.15 Growth Schemes: See Section 19 below.

#### 18 Funding the General Fund Capital Programme

- 18.1 Funding of capital investment by the Council can come from a variety of sources:
  - Capital Receipts
  - Grant Funding
  - Capital Contributions (e.g. from another Local Authority / s.106 Funding)
  - Revenue budgets/reserves (often referred as RCCO Revenue Contributions to Capital Outlay)
  - Borrowing

18.2 Table 9 above summarises the proposed funding of the Capital Programme for 2019/20 and shows that the proposed Capital Programme for 2019/20 is fully funded through a combination of revenue contributions, capital grants, S106 contributions, the NHB growth reserve and capital receipts.

### **Funding Sources Explained**

- 18.3 **Capital Receipts General:** These come from the sale of the Council's assets. The Council also receives regular receipts from the sale of Council Houses (Right to Buys), and a proportion is retained by the General Fund.
- 18.4 **Capital Receipts Housing (non-HRA):** These are capital receipts received which are ring-fenced to be spent on affordable housing initiatives. The principle has been supported by Full Council that any future external funding received for affordable housing should be allocated to affordable housing projects and automatically added to the Capital Programme.
- 18.5 **Grant Funding:** The Council receives capital grant for Disabled Facilities Grant. The confirmed grant for 2018/19 is £1,180k. This funding is now rolled into the Better Care Fund (BCF) and it is the responsibility of the commissioners of the fund the Clinical Commissioning Group (CCG) and Somerset County Council to decide how the money is allocated. The Council has representation on various groups to try and ensure our interests are protected.
- 18.6 **Capital Contributions:** This could take the form of capital contributions from other authorities or developers in the form of s.106 funding.
- 18.7 **Revenue Funding (RCCO):** The Council's draft budget includes an annual sum of £375k to fund capital expenditure from General Fund revenue budgets which, if supported through the approval of the 2019/20 Capital Programme, would be affordable.
- 18.8 **Borrowing:** This would be in the form of taking out a loan either from the markets or through the PWLB which would incur interest costs chargeable to the revenue budget. There is also "internal borrowing" which is treated the same as external borrowing for funding purposes, but uses cash balances rather than taking out a physical loan.
- 18.9 **Capital Reserve:** The Council has an earmarked Capital Reserve holding revenue resources previously set aside to fund capital spending. We currently hold no unallocated capital reserves.

#### **19** Capital Programme for Growth and Regeneration 2019/20

- 19.1 TDBC has previously approved the allocation £16.6m of New Homes Bonus (NHB) funding over the five year period 2016/17 to 2020/21, to support its priorities relating to growth and regeneration. A number of spend categories were approved, as follows:
  - Taunton Strategic Flood Alleviation
  - Major Transport Schemes
  - Town Centre Regeneration
  - Employment site enabling and promoting enterprise and innovation
  - Marketing, promotion and inward investment
  - Supporting urban extension delivery
  - Preparation of Local Development Orders

- 19.2 Full details of this allocation and the associated principles of spending were provided in the report to the TDBC Executive dated 3 December 2015. This highlighted the fact that the profile of spending over the five year period was indicative and would be refreshed annually, to ensure that spending plans remained aligned with an evolving picture of external funding secured, opportunities for new funding and new growth priorities.
- 19.3 The Growth and Regeneration Capital Budget approved to date totals £6.370m. If approved, this further £2.027m will bring the total approved NHB Growth and Regeneration Capital Budget to £8.397m.
- 19.4 Having now carried out the above mentioned annual review, a refreshed annual profile of spending on growth is proposed in the table below.

| Nev                                                             | New Homes Bonus Forecast as at January 2019 |         |          |            |            |            |        |  |
|-----------------------------------------------------------------|---------------------------------------------|---------|----------|------------|------------|------------|--------|--|
|                                                                 | 2016/17                                     | 2017/18 | 2018/19  | 2019/20    | 2020/21    | 2021/22    | Totals |  |
| 2019 Revised Spending<br>profile                                | Actual                                      | Actual  | Forecast | Indicative | Indicative | Indicative |        |  |
|                                                                 | £k                                          | £k      | £k       | £k         | £k         | £k         | £k     |  |
| Major transport schemes                                         | 0                                           | 0       | 650      | 0          | 2,875      | 625        | 4,150  |  |
| Taunton Town Centre<br>regeneration                             | 14                                          | 161     | 875      | 991        | 427        | 309        | 2,777  |  |
| Employment site enabling<br>and innovation to promote<br>Growth | 0                                           | 16      | 85       | 536        | 1,600      | 1,500      | 3,737  |  |
| Taunton Strategic Flood<br>Alleviation                          | 0                                           | 152     | 483      | 500        | 2,000      | 2,500      | 5,635  |  |
| New Garden Communities                                          | 0                                           | 0       | 0        | 0          | 0          | 0          | 0      |  |
| Marketing Promotion and<br>Inward Investment                    | 102                                         | 110     | 29       | 0          | 0          | 0          | 242    |  |
| Preparation of LDO's                                            | 59                                          | 0       | 0        | 0          | 0          | 0          | 59     |  |
| Total expected<br>investment                                    | 175                                         | 440     | 2,122    | 2,027      | 6,902      | 4,934      | 16,600 |  |

### Table 10 - Indicative Growth and Regeneration Spend Profile

- 19.5 Members will note from the above table that the spending categories remain as originally approved and that no change is proposed to the overall allocation of £16.6m over the period 2016/17 to 2021/22.
- 19.6 Within the overall £16.6m allocation, members will note that changes to the original profile) are now proposed in some categories, namely:
  - **Major Transport Schemes** overall allocation increased slightly to £4.1m due to reprofiling of costs, with the delivery of the Variable Messaging and Pay on Foot systems in progress. The contribution to the J25 improvement scheme has been reprofiled to 2020/21 in line with the anticipated delivery of this project.
  - **Taunton Town Centre Regeneration** overall allocation decreased slightly £2.8m due to re-profiling of costs, while retaining the aim of enabling the delivery of major Town Centre schemes, such as Firepool and Coal Orchard.
  - Employment sites, enterprise and innovation increase to overall allocation to £3.7m due to a reallocation from Marketing Promotion to provide for the Innovation centres.

- **Taunton Strategic Flood Alleviation** The allocation towards the Flood Alleviation project has been increased by reallocation from New Garden Communities in line with the Councils commitment to flood relief.
- 19.7 Subject to business case, the Council could also consider the use of prudential borrowing to provide additional capital resources.

## 20 Community Infrastructure Levy (CIL)

- 20.1 TDBC introduced a Community Infrastructure Levy (CIL) on 1 April 2014. The Community Infrastructure Levy is a tariff charged on residential development (excluding Taunton town centre and Wellington) and retail development outside Taunton and Wellington town centres. The principle behind CIL is that most development has some impact on infrastructure and the developer should contribute to the cost of providing or improving it. CIL applies to new floor space and charges are based on the size, type and location of the new development.
- 20.2 A separate report regarding CIL and future allocations for 2019/20 to 2022/23 was considered by TDBC Scrutiny Committee in September and Shadow Executive on 26 September. The projected balance of CIL receipts as at 31 March 2019 is anticipated to be £4m. The report detailed proposed CIL allocations of £15.5m for the period 2019/20-2022/23 for member consideration. The proposed CIL allocations are for infrastructure categories associated with the delivery of infrastructure projects for the Taunton Garden Town and are in addition to the £16.6m New Homes Bonus already committed to delivering the Council's growth agenda. The report to Shadow Executive included a recommendation that the proposed investment of Community Infrastructure Allocations be included within the recommended capital programme for 2019/20.
- 20.3 The proposed CIL allocations for the period 2019/20 to 2022/23 are set out in the table below.

| Taunton Garden<br>Town CIL projects     | 2018/19 | 2019/20   | 2020/21   | 2021/22   | 2022/23   | Proposed<br>Total CIL<br>allocations<br>for 2019-<br>2023 |
|-----------------------------------------|---------|-----------|-----------|-----------|-----------|-----------------------------------------------------------|
|                                         | £       | £         | £         | £         | £         | £                                                         |
| Cycle and<br>pedestrian<br>improvements |         | 1,000,000 |           |           | 500,000   | 1,500,000                                                 |
| Education provision                     |         | 4,000,000 |           |           | 2,000,000 | 6,000,000                                                 |
| Public transport<br>improvements        |         | 1,000,000 | 1,000,000 | 1,000,000 |           | 3,000,000                                                 |
| Taunton Town<br>Centre Regeneration     |         |           | 1,000,000 | 500,000   |           | 1,500,000                                                 |
| Surface Water and Flood Risk Mitigation |         |           | 1,000,000 | 2,000,000 |           | 3,000,000                                                 |
| Community<br>Development                |         |           |           |           | 500,000   | 500,000                                                   |

Table 11: CIL allocations for the period 2019/20-2022/23 (including payment in kind land/infrastructure)

#### 21 Robustness of Budget Estimates and Adequacy of Reserves – Report by S151 Officer

- 21.1 Under Section 25 of the Local Government Act 2003 the S151 officer is required to report to Council on the robustness of the estimates made for the purpose of calculations of the budget and the adequacy of the proposed financial reserves. These
- 21.2 The Draft Budget for 2019/20 brings together the previous budgets of Taunton Deane and West Somerset Councils and has allowed for best estimates of expenditure and income including assumptions for increases and decreases due to trends and future influences such as inflation. It reflects commitments necessary to maintain service levels, and with demand-led budgets this inevitably entails a degree of judgement.
- 21.3 There has been a significant degree of scrutiny of the proposed budgets and savings by:
  - The finance team with several staff holding professional accountancy qualifications
  - Senior Leadership Team and Leadership group
  - Portfolio Holders
  - Shadow Scrutiny Committee
- 21.4 These examinations of the budgets have led to refinements and provide considerable assurance about the robustness of the estimates.
- 21.5 Transforming the way council services are delivered and the formation of the new, single council will deliver significant savings to the combined community. Savings through joint transformation have been built into the Medium Term Financial Plan (MTFP), including further savings arising from the formation of the new Council, in line with the business case. There is a significant degree of risk that cost estimates and the delivery of savings will change.
- 21.6 From my perspective as your S151 Officer, the budget proposal shared by Executive is based on the most accurate information available and therefore presents an accurate reflection of the Council's financial position. However, as referred above, 2019/20 carries significant risk and it is therefore very important that contingencies and reserve levels are maintained.
- 21.7 There are key areas of uncertainty beyond 2019/20, and other potential risks in the shorter term that I have considered in commenting on the proposed budget. These are explained in further detail below and include:
  - The budget and MTFP assumes relative stability in business rates funding, which is known to be volatile a large cost of appeals or other reductions could conceivably reduce funding to the Baseline or Safety Net
  - The budget relies on significant savings through transformation being delivered.
  - There is significant future uncertainty in terms of Government funding beyond 2019/20 with the unknown impacts of the next Spending Review, the Fair Funding Review, business rates baseline and tariff resets, and New Homes Bonus changes.

- 21.8 Other key risks to be aware of are:
  - The Council is exposed to financial risk in its business rates funding estimates. Business Rates Retention (BRR) funding is based on the estimates completed in January each year. Estimates reflect anticipated growth, mandatory and discretionary discounts/reliefs and collection rates. Financial provisions are made for potential losses for appeals and other reductions, however experience shows that business rates funding can be volatile despite prudent estimates. There are also timing differences between financial years inherent in the required accounting arrangements. The Council seeks to mitigate the budget risk of reductions in funding by holding funds in a Business Rates Smoothing Reserve.
  - Business Rates Pooling and 75% BRR Pilot: The County and four Districts in Somerset form the Somerset Business Rates Pool, which will be a pilot area (for one year only) for 75% Retention in 2019/20. Pooling seeks to reduce the levy paid to Government on growth in business rates income above the funding baseline. The pool will distribute gains from levy savings in the form of a 'dividend' at the end of each financial year. Being in a pool increases risk with a lower safety net, although the safety is more beneficial under the 75% scheme (95% of baseline as opposed to 92.5%) for the Pool. In mitigation the Pool plans to cover individual authority safety net costs from pooling gains before any dividend is issued however there is no guarantee the gains will be sufficient to cover large scale losses. The risk is considered to be low in this respect, but will be carefully monitored. The proposed budget for 2019/20 includes a reasonable estimate of the pooling and pilot gain, with the funding to be set aside in an Economic Growth and Prosperity Fund.
  - The assessment of minimum level of reserves has been reviewed for the new council and it is recommended this balance is set to £2.4m. Should the budget be approved, the General Fund Reserves are forecast to be £2.8m, leaving some essential headroom for unforeseen events during the coming financial year.
  - Brexit: A downturn in the economy for example through Brexit would impact on our key income streams including business rates. A 5% reduction in development control, car parking, and building control alone would result in a loss in excess of £300k per annum. The final finance settlement has announced some addition funding (£35k over 2 years) towards Brexit preparations.
  - Council Tax Reduction Scheme: Members have approved the scheme for 2019/0. We will continue to monitor the financial impact on the Council. The key risk on this item is on the level of take-up.
  - Housing Benefits / Subsidy: The administration funding has once again reduced in 2019/20. It is possible that the responsibility for this funding could shift to local authorities in future years (linked to the 100% retention of business rates), and we will monitor any consultations on this closely.
  - Subsidy budgets are very difficult to estimate due to the fluctuating volume of claims received and the different levels of subsidy payable. Adjustments reducing the grant subsidy can also be made for local authority error. The total benefit subsidy budget is approximately £40m and therefore small fluctuations in this budget can have a big impact on the budget of the Council. Systems are in place to ensure this is monitored on a monthly basis. In addition, assumptions on the level of subsidy payable on local authority overpayments are at a prudent level.

 New Homes Bonus (NHB) Forecasts and Growth Ambitions: the current housing trajectory indicates the level of NHB grant remains 'good' for the medium term, despite reductions in the reward due for growth that is delivered. The Growth Programme is currently projected to be fully funded through NHB but this will continue to be carefully monitored and spending plans reviewed each year in line with resources available.

## **Government Funding**

- 21.9 The grant funding from Government is in line with the confirmed multi-year settlement. This provides confidence in our estimates of revenue support funding up to 2019/20. As explained in the main report, RSG is as expected whilst RSDG has been maintained at 2018/19 funding levels. The final settlement confirmed on 29 January.
- 21.10 The Government continue to develop their policy on local government finance. In this year's settlement the Secretary of State again indicated the plans for local government (as a whole) to retain 75% of business rates by 2020, and the move to 100% retention of business rates continues to be explored. There is therefore significant uncertainty regarding the funding position for 2020/21 onwards, with the funding system due to be updated following the Spending Review, Fair Funding Review and Business Rates Retention reform all due to be implemented from April 2020.

# **Council Tax**

21.11 On council tax, the Government have once again set the upper limit at a £5 annual increase for district councils on a Band D property, and have not imposed an upper limit on town/parish council precept increases. The Council is proposing setting a harmonised basic band D council tax that will increase the existing TDCC basic band D tax rate by £5 per annum – a sound policy in light of the financial uncertainty ahead.

# **Capital Programme Funding**

- 21.12 The Shadow Executive's draft budget proposals for the General Fund capital programme are set out in this main report alongside the revenue budget. To support the spending plans, councils are required to publish and monitor a set of Prudential Indicators. These are listed in full in the Treasury Management Strategy Statement which is also shared separately for approval.
- 21.13 The Shadow Executive's draft capital programmes for the General Fund and HRA follow the principles of the Prudential Code, and I am satisfied that the treasury implications are clear and within affordable limits.

## Inflation and Other Key Budget Assumptions

21.14 I have reviewed the budget proposals and assumptions and comment as follows:

Inflation: inflation assumptions appear reasonable with general inflation projected at 2% in line with longer term government targets. An appropriate level of inflation allowance has also been reflected in the budget estimates for pay, pensions and core service contracts. Services will be required to absorb variations in costs compared to budget, and significant issues highlighted through budget monitoring reports.

Service Income: income projections are based on <u>realistic</u> assumptions on usage, and the most recent Government guidance on fee levels when appropriate. They also take into account historic trends and current year projections.

Growth in service requirements: the MTFP identifies service growth areas such as waste collection and recycling. Detailed estimates are firmed up by discussions with managers during the budget process.

Revenue Implications of Capital: the MTFP identifies and incorporates changes to the base budget as a result of the capital programme.

Economic assumptions: investment interest assumptions are based on independent economic forecasts and include the impact of treasury management decisions made in earlier years, as well as projected benefits from recent changes in the range of investments used for cash balances.

Council Tax: growth assumptions in the council tax base have been forecast at 1.6% in 2019/20 and for each year thereafter on a prudent estimate of the net effect of local growth, council tax support and other discounts. Council tax collection rates remain strong, providing confidence the income will be received as planned.

Sustainability: the proposed budget takes into account the future financial uncertainty faced by the Council. The Council can set a balanced budget for 2019/20 and the medium term financial plan is deliverable.

#### **Delivery of Savings**

21.15 The budget approach for 2019/20 has sought to avoid the need for service savings plans. The key savings in the MTFP will be delivered through transformation. I remain confident that the programme remains on track to achieve the financial benefits in full by 2019/20.

#### 22 Adequacy of Reserves

- 22.1 With the existing statutory and regulatory framework, it is my responsibility as S151 Officer to advise the Council about the adequacy of the Council's reserves position.
- 22.2 All reserves are reviewed at least annually and my formal opinion updated during the budget setting process each year. The minimum level of reserves for the new council has been set at £2.4m following an assessment in January 2019.
- 22.3 A review of earmarked reserves was carried out during the budget setting process and I am satisfied that all remaining reserves are there for a specific purpose and are needed. This will be reviewed again at the closedown of the current financial year.
- 22.4 The Shadow Executive's draft budget for 2019/20 does not rely on the use reserves to support ongoing spending which is a positive position.
- 22.5 My opinion is given in the knowledge that known risks (strategic, operational and financial) are managed and mitigated appropriately in line with the Council's policies and strategies.

#### General Fund Reserve

22.6 The predicted General Fund Reserve position is set out in the main report, and remains above the minimum acceptable level. The level of reserve is therefore adequate.

22.7 As the Council progresses through significant organisational change it is appropriate to plan to maintain reserves above this minimum to provide flexibility and resilience.

## Housing Revenue Account Reserve

22.8 The HRA working balance reserve is forecast to be £2.8m after budget approval for 2019/20. The minimum level of reserve remains at the current level of £300 per property – approximately £1.8m. The balance remains in line with business plan expectations.

#### Earmarked Reserves

22.9 At the beginning of 2019/20, the Council expects to have in the region of £25m in specific earmarked reserves.

### 23 Conclusions – Statement of the S151 Officer

- 23.1 Based on the evidence I have reviewed I am able to confirm that I believe the Council's draft budget proposals for 2019/20 to be sufficiently robust, and the Council's reserves to be adequate.
- 23.2 The budget for 2019/20 is balanced without the need to draw on general reserves. Looking ahead, the MTFP shows a broadly balanced position (a surplus of £319k predicted by 2023/24). Key to this is achieving the planned transformation savings in full.
- 23.3 Whilst the forecast funding position beyond 2019/20 is uncertain estimates are considered prudent at this stage. Key influences will be: the Government's next Spending Review and future funding settlements, the Fair Funding Review, the reset of the business rates baseline and tariff, and any further changes to the New Homes Bonus regime. A prudent contingency is included in the MTFP from 2019/20 onwards to cushion potential adverse of funding changes.
- 23.4 Finally of course, Brexit also brings significant uncertainty at the time of writing this report. It will therefore be necessary to review the Financial Strategy not only in light of the outcome of this but also with the other potential issues that I have highlighted.

#### 24 Links to Corporate Aims / Priorities

24.1 It is important that Councillors recognise the financial position, challenges and risks faced by the Council and fully engage in the corporate and financial planning processes in order to determine an affordable and sustainable set of corporate aims and priorities. This should lead to the Council approving a sustainable final budget and MTFP in February 2019.

## 25 Finance / Resource Implications

- 25.1 The Council's financial position is set out above within the body of this report.
- 25.2 It is important that Councillors have a good understanding of the financial position and forecasts over the medium term.
- 25.3 The MTFP reflects the projected savings from transformation of council services.
- 26 Legal Implications (if any)

26.1 The Council is required by law to set a balanced budget and failure to do so would result in serious financial and service implications and lead to Government intervention.

## 27 Environmental Impact Implications (if any)

27.1 None for the purposes of this report. There have been no proposed policy changes or reductions in service budgets in order to balance the budget in 2019/20, in line with the Council's agreed financial strategy.

## 28 Safeguarding and/or Community Safety Implications (if any)

28.1 None for the purposes of this report.

### **29** Equality and Diversity Implications (if any)

29.1 None for the purposes of this report.

### **30** Social Value Implications (if any)

28.1 None for the purposes of this report.

### **31 Partnership Implications** (if any)

31.1 None for the purposes of this report. The Council budget incorporates costs and income related to the various partnership arrangements, and any changes in relevant forecasts and proposals will be reported for consideration as these emerge.

#### **32 Health and Wellbeing Implications** (if any)

32.1 None for the purposes of this report. Any relevant information and decisions with regard to health and wellbeing will be reported as these emerge through the financial planning process.

#### **33** Asset Management Implications (if any)

33.1 None directly for the purposes of this report. The financial implications associated with asset management will be reflected in due course.

## **30 Data Protection Implications** (if any)

- 30.1 None for the purposes of this report.
- 31 Consultation Implications (if any)
- 31.1 None for the purposes of this report.
- 32 Scrutiny Comments / Recommendation(s) (if any)
- 32.1 To be highlighted to members of Shadow Executive.

#### **Democratic Path:**

# Reporting Frequency: Annually

# List of Appendices (delete if not applicable)

| Appendix A | General Fund Capital Programme    |
|------------|-----------------------------------|
| Appendix B | Minimum Level of General Reserves |
| Appendix C | Fees and Charges – Open Spaces    |

# **Contact Officers**

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