

TO: THE EXECUTIVE
DATE: 13 DECEMBER 2016

GENERAL FUND REVENUE BUDGET 2017/18
(Chief Executive/Borough Treasurer)

1. PURPOSE OF REPORT

- 1.1 Under the Council's constitution, the Executive is required to consult on its detailed budget proposals with the Council's Overview & Scrutiny Commission and any other interested parties or individuals for a period of at least six weeks. This report summarises the current position on the Council's budget preparations for 2017/18.
- 1.2 At the time the agenda was published the Provisional Local Government Financial Settlement had not been announced and is not expected until late December 2016. It is possible that this could change some of the assumptions in the report, however, as the Council accepted the offer of a four year financial settlement on 14 September, it is anticipated that funding will be in line with the indicative 2017/18 funding figures received on 8 February 2016.
- 1.3 All comments received on these budget proposals will be submitted to the Executive on 14 February 2017. This will allow the Executive to determine its final budget package and recommend the appropriate Council Tax level to Council, who will formally approve the 2017/18 budget and Council Tax on 1 March 2017.

2 RECOMMENDATIONS

That the Executive:

- 2.1 **Agree the draft budget proposals for 2017/18 as the basis for consultation with the Overview & Scrutiny Commission and other interested parties or individuals.**
- 2.2 **Agree the Treasury Management Strategy and associated documents at Annexe E and request that the Governance and Audit Committee review each of the key elements.**
- 2.3 **Agree that the 2017/18 Schools Budget be set at the eventual level of grant income plus any accumulated balances, with the Executive Member for Children, Young People and Learning authorised to make amendments and agree budgets for schools and services centrally managed by the Council.**
- 2.4 **Approve the virements relating to the 2016/17 budget as set out in Annexes F and G and recommend those that are over £0.100m for approval by Council.**

3 REASONS FOR RECOMMENDATIONS

- 3.1 The recommendations are designed to allow the Executive to consult on its draft budget proposals for 2017/18 as required by the Local Government Act 2003.

4 ALTERNATIVE OPTIONS CONSIDERED

- 4.1 The range of options being considered is included in the report and its Annexes.

SUPPORTING INFORMATION

5 COMMITMENT BUDGET 2017/18 – 2019/20

- 5.1 Initial preparations for the 2017/18 budget have focussed on the Council's Commitment Budget for 2017/18 – 2019/20. This brings together the Council's existing expenditure plans, taking account of approved commitments and the ongoing effects of service developments and efficiencies that were agreed when the 2016/17 budget was set.
- 5.2 A number of changes are proposed to the Commitment Budget since it was last considered by the Executive in July and are reflected in the summary in Table 1. The most significant are set out below:
- In-year savings agreed by the Council have now been incorporated (-£3.397m relating to 2016/17 and -£0.620m to 2017/18).
 - Additional Business Rates income from the regeneration of the Town Centre (-£0.750m)
 - The projection for the Minimum Revenue Provision now incorporates the latest forecast for capital spend and receipts and the use of an annuity basis rather than equal instalments basis for calculating the element of the charge based on asset life (-£0.371m – see paragraph 8.8(b)).
 - Updated Waste Disposal projections based on the latest tonnages and recycling data (-£0.357m).
 - Interest on external borrowing now reflects the latest information on cash balances (£0.400m). This is not a new item but was previously reflected under additional capital programme costs rather than the Commitment Budget in the budget model.

The overall impact of these changes is to decrease the Council's Commitment Budget by £5.107m compared to the position reported in July.

- 5.3 Taking account of these changes, Table 1 summarises the position and shows that base expenditure (excluding schools) is planned to decrease by £3.290m to £66.988m next year, before consideration is given to allowances for inflation and the budget proposals identified by individual Departments in 2017/18. The commitment budget is shown in more detail in Annexe A.

Table 1: Summary Commitment Budget 2017/18-2019/20

	Planned Expenditure		
	2017/18 £000	2018/19 £000	2019/20 £000
Base Budget	70,278	66,988	68,640
<i>Movements in Year:</i>			
Adult Social Care, Health and Housing	-1,958	0	18
Children, Young People and Learning (excluding schools)	855	128	-10
Corporate Services / Chief Executive's Office	-704	44	94
Environment, Culture & Communities	-2,146	71	-48
Non Departmental / Council Wide	663	1,409	581
<i>Total Movements</i>	-3,290	1,652	635
Adjusted Base	66,988	68,640	69,275

6 PROVISIONAL LOCAL GOVERNMENT FINANCE SETTLEMENT 2017/18

- 6.1 Following the General Election in May 2015, the Government published its Spending Review on 25 November 2015, setting out its economic plans for the next 4 years and provided a high-level overview of the Government's spending totals to 2019/20. The Local Government Finance Settlement (LGFS) for 2016/17 set out an indicative 4-year funding profile for local authorities which Councils could receive if they published an efficiency plan that was accepted by central government. Even though the indicative 4-year settlement reflected significant future cuts in the grant to be received by the sector, the Council considered it necessary to accept this funding profile given the alternative of potentially facing even larger reductions in the future (as made clear by the Secretary of State). Around 97% of local authorities accepted a similar approach and agreed the four year settlement.
- 6.2 Alongside this 4-year settlement the Government announced plans to reform other key features of the local government finance system, including the move to 100% retention of Business Rates by 2020, a major reduction in the funding available through the New Homes Bonus and the introduction of the Social Care Precept.
- 6.3 Initial consultation exercises have been undertaken on Business Rates and the New Homes Bonus, however these have not yet been concluded. To further complicate the position for 2017/18 the government completed the revaluation of Business Rates rateable values in the autumn which will have an impact on the detailed funding for individual local authorities. A technical consultation was carried out over the summer on the potential impact of the revaluation and the redistribution of the funds from the New Homes Bonus, the outcome of which is expected to be known when the Provisional Local Government Settlement is published in December.
- 6.4 Furthermore the result of the Brexit referendum has had a significant impact on the government's long term fiscal projections and the Autumn Statement to be released in late November 2016 is expected to mark a change in direction and pace in fiscal policy that may have an impact on all aspects of public expenditure. As such, whilst the Council has opted to accept the 4-year settlement announced this year, it

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remains to be seen how these indicative figures will be impacted by the above. The estimates included in these budget projections assume that the indicative amounts published by the Department for Communities and Local Government (DCLG) will be adhered to.

6.5 Funding from central government is currently received through Revenue Support Grant (RSG) and Specific Grants. For planning purposes an estimate of the reduction in central government support has been incorporated within these Budget Projections reflecting a further cut of £4.2m in RSG for 2017/18. These figures will be refined when the provisional LGFS is received, which as usual is expected to be published in December.

6.6 The Council also receives substantial external funding through a number of specific grants for which the following assumptions have been included within the latest budget projections.

a) New Homes Bonus

The Government are consulting on reforms to the New Homes Bonus, including the means of sharpening the incentive to reward communities for additional homes and reducing the length of payments from 6 years to 4 years. This will include a preferred option for savings of at least £800 million, which will be used to fund social care. This would result in income tapering off at a faster rate than currently forecast. The Council has modelled the future stream of income based on the latest information available which reflects a reduction of £0.255m in 2017/18 followed by a much larger reduction of £1.4m in 2018/19 as the full effect of any transition is removed. However the Government have not given any further guidance since the initial consultation paper published alongside the 2016/17 LGFS, as such there is a risk that the final outcome may differ from our assumptions.

b) Education Services Grant

As part of the 2015 Spending Review the government announced that it was looking to make £600m of savings from this grant. Announcements and consultations published since the settlement now indicate the grant will be withdrawn almost completely and for the Council this represents a funding reduction of £1.242m in 2017/18, followed by a further £0.255m in 2018/19. Reductions of this level mean that services provided to schools cannot be maintained at their present level unless schools wish to pay the full cost of providing them. The grant reductions have been reflected in the Commitment Budget.

c) Other Specific Grants

Some of the largest specific grants received by the Council are the ring-fenced Public Health, NHS funding streams and Better Care Fund, totalling over £11m in 2016/17. The Government has confirmed that the ring-fence on Public Health spending will be maintained in 2017/18 and that a 3.9% cut in funding will be required. The Government will also consult on options to fully fund Public Health spending from retained Business Rates receipts, as part of the move towards 100% Business Rates retention. The 2016/17 LGFS also referred to additional social care funds being made available to local government from 2017/18, rising to £1.5 billion by 2019/20 and to be included as part of an improved Better Care Fund. Current information indicates that some of this funding would be front loaded. However based on the latest available information Bracknell Forest may not benefit from any additional funds

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given the proposed distribution methodology outlined so far. This final distribution is expected to be announced as part of the Provisional 2017/18 LGFS.

It has been assumed that these funding streams will be used to support services and initiatives within the health and social care area and as such are financially neutral for planning purposes at this stage in the budget cycle.

- 6.7 A third important stream of income for the Council is Business Rates, a proportion of which is retained locally following the introduction of the Business Rates Retention reforms in April 2013. The level of Business Rates changes each year due to inflationary increases (set by central government), the impact of appeals and local growth or decline as local businesses and economic conditions expand or contract. The Government sets a baseline level of funding against which any growth or reduction is shared between local and central government.
- 6.8 The Government has announced that by 2020, local government will be able to retain 100% of Business Rates, RSG will be phased out and local government will be expected to take on new responsibilities. The government will abolish the Uniform Business Rate and give councils the power to cut Business Rates to boost economic activity in their areas. The DCLG has embarked on consultation regarding changes to the local government finance system to pave the way for the implementation of the 100% Business Rates retention. Currently the Council collects significantly more Business Rates than it is allowed to keep and only receives approximately a quarter of any Business Rates growth.
- 6.9 It is known that any new system will include an assessment of need and that there will be a re-distribution of resources between authorities to reflect this. The Government has also stated that it will transfer more responsibilities to local authorities, to ensure that the new system is fiscally neutral across the public sector. Given the volatility from appeals and business movements that will continue to occur in any new system, arise as a consequence. All of these issues suggest that, until the finer details of the scheme are announced, any potential benefits need to be viewed with caution.
- 6.10 A Business Rates revaluation is currently underway for 2017 which the Government has promised will be cost neutral overall, however the impact is unlikely to be neutral at a local level. The initial impact will depend on the overall rateable value, the new Business Rate multipliers and any other changes required to the overall system. This should become clearer when the Provisional LGFS is published and the annual Business Rates forecast is completed in January. Longer term there are clearly likely to be risks and uncertainties linked to potential appeals.
- 6.11 During 2013/14 a large multi-national company transferred on to the Council's valuation list which materially increased the level of Business Rates collected locally. However, this company successfully appealed against the rateable value of its business and an allowance was made for the outcome of the appeal when the 2016/17 budget was set. The outcome of the appeal has now been confirmed by the Valuation Office. The refund required, and the ongoing reduction in Business Rates income, are significantly less than budgeted. This is the primary reason that a significant surplus is now expected on the Business Rates element of the Collection Fund (currently estimated at approximately £7.5m). This is in contrast to the significant deficit for 2015/16 which was met from a one-off transfer from the Business Rates Equalisation Reserve in 2016/17 which has been reversed in the budget proposals (£11.803m). A final projection of the surplus will need to be made by the 31 January which will be incorporated into the February budget report. While this surplus could potentially be used to support the 2017/18 budget, it would be inadvisable to do

so at this stage due to the uncertainty surrounding the impact of the 2017 valuation exercise, the level of Section 31 grant receivable, a request by the same multi-national company to re-join the Central Rating List and the general uncertainty regarding the introduction of 100% Business Rates retention.

- 6.12 At this stage, Business Rates income is forecast to grow in line with the Government's baseline assumptions. In addition to this the Council can expect to see a growth in Business Rates income once the new Town Centre opens. Initial forecasts suggest the additional income could be in the region of £1.5m per annum. The main uncertainty around this will be the timing with which this income is received as it is dependant on the Valuation Office agreeing rateable values over the coming months and the speed with which the remaining Town Centre units are let. The Commitment Budget assumes an additional -£0.750m of income in 2017/18 with a further -£0.750m being achieved in 2018/19.

7 COUNCIL TAX

- 7.1 Council Tax at present levels will generate total income of -£49.795m in 2017/18. An increase in the Council Tax Base arising from the occupation of new properties during 2017/18, is expected to contribute an additional -£0.495m. The Local Council Tax Benefit Support Scheme is treated as a discount i.e. a reduction in the calculation of the Council Tax Base. If the proposed changes to the Scheme, which are included elsewhere on the Executive agenda, are approved this will increase Council Tax income by approximately -£0.083m. Based on these provisional figures, Council Tax income is therefore expected to be -£50.373m for 2017/18. The latest information on the take-up of Council Tax support in the current year indicates that it will be significantly less than that budgeted for in 2016/17; however the impact on Council Tax income in 2017/18 has still to be assessed. All these figures will be updated when the Council Tax Base is finalised during December.
- 7.2 The budget model assumes that there will be a -£0.250m surplus on the Council Tax element of the Collection Fund in 2016/17 which can be used to support the 2017/18 budget. This figure has been incorporated into the draft budget proposals but will be refined in time for the February budget report.
- 7.3 The Government limits Council Tax increases by requiring councils to hold a local referendum for any increases in excess of a threshold percentage which is normally included in the Local Government Financial Settlement. In 2016/17 a referendum was required for Council Tax increases of 2% or more. Early indications are that the same level will be set in 2017/18 but this will not be confirmed until the Provisional LGFS is received. As a council with Social Care responsibilities, it should also be possible for Council Tax to be raised by a further 2% in 2017/18 to support Social Care pressures and the Council's Medium Term Financial Strategy and Efficiency Plan, agreed by Council in September, assumes that increase will be used. Each 1% increase in Council Tax would generate approximately -£0.5m of additional income.
- 7.3 The Executive at its meeting in February will recommend to Council the level of Council Tax in light of the Final Settlement, the results of the consultation and the final budget proposals.

8 BUDGET PROPOSALS 2017/18

Service Pressures and Developments

- 8.1 In the face of significant reductions in public expenditure in general and in grants to Local Government in particular the scope to invest in new service provision is self evidently severely restricted. Nevertheless, it is important to retain a clear focus to ensure that the Council continues to deliver its six strategic themes. In preparing the 2017/18 draft budget proposals each department has evaluated the potential pressures on its services and these are set out in Annexe B. Table 2 summarises the pressures by department.

Table 2: Service Pressures/Development

Department	£'000
Adult Social Care, Health and Housing	751
Children, Young People and Learning (excluding schools)	302
Corporate Services / Chief Executive's Office	35
Environment, Culture & Communities	387
Total Pressures/Developments	1,475

- 8.2 Many of the pressures are simply unavoidable as they relate to demographic trends or legislation changes. They do, however, also support the six strategic themes included in the new Council Plan in the following way:
- A strong and resilient economy (£0.025m)
 - people have the life skills and education opportunities they need to thrive (£0.044m);
 - people live active and healthy lifestyles (£0.659m);
 - a clean, green, growing and sustainable place (0.467m);
 - strong, safe, supportive and self-reliant communities (£0.272m)
 - provide value for money (£0.018m).
- 8.3 Service pressures will be kept under review throughout the budget consultation period. There is always the risk in Social Care in particular, that the numbers of people requiring care packages, the content of existing care packages and contract inflation will vary considerably from the assumptions included in these draft budget proposals. Any revisions to service pressures will be reported to the Executive in February.
- 8.4 In addition to these revenue proposals the Council continues to invest in its priorities through targeted capital expenditure. A substantial investment in the long term future of the Borough is planned, to secure the delivery of regeneration in Bracknell town centre, to ensure that there are sufficient school places for our children and young people, and to protect and enhance the Borough's outstanding leisure offer. Details of these major investments are contained in the capital programme report, but the cost of funding all potential commitments arising from these various proposals is included in these draft budget proposals.

Service Economies

- 8.5 Members and officers have held regular meetings to determine options for savings and a list of potential draft budget savings has been developed. This list totals

-£2.052m and is attached at Annexe C and summarised in Table 3. As in previous years, economies have focused as far as possible on increasing efficiency, income generation and reducing central and departmental support rather than on front line services. However, since it became a Unitary Authority the Council has successfully delivered savings of around £70m in total. As a result it is inevitable that there will be some impact on services, although this has been minimised. Additional economies identified by Adult Social Care, Health and Housing that result from changes to the Local Council Tax Benefit Support Scheme have now been incorporated into the Council Tax calculation as outlined in paragraph 7.1.

Table 3: Summary Service Economies

Department	£'000
Adult Social Care, Health and Housing	-710
Children, Young People and Learning (excluding schools)	-301
Corporate Services / Chief Executive's Office	-392
Environment, Culture & Communities	-649
Total Savings	-2,052

Transformation Programme and Efficiency Plan 2017/18

- 8.6 A Transformation Board was established in October 2015 to develop and deliver a programme of work that would review the focus and delivery of all Council Services. The Transformation Programme is critical to the achievement of balanced budgets going forwards. It is a continuous programme of work, aimed at transforming the services we provide and identifying significant savings that can be built into the budget proposals.
- 8.7 Each strategic review or project is led by a director or senior manager responsible for the service, supported by a project manager. The director or senior manager chairs the project board, whose membership also includes some Chief Officers or Heads of Service who are not involved in that service area to bring some external challenge and a wider corporate ownership to the reviews. The Transformation Programme will not only deliver savings but fundamentally transform services and the way we work.
- 8.8 Full Council agreed an Efficiency Plan on 14 September 2016, as part of the process of accepting a four year financial settlement from the Government, which outlines how the budget can be balanced over the next three years. It incorporates assumptions about the level of savings the Transformation Programme can deliver along with other efficiency savings. The efficiency plan is not fixed and the service areas and savings targets will be reviewed and updated on a regular basis to ensure it remains current and deliverable.
- 8.9 The savings relating to 2017/18 have been incorporated into the budget proposals and are included in Table 4. The majority of the strategic reviews and projects concerned are still at an early stage where full Business Cases have yet to be finalised. These figures are therefore indicative and will be validated and refined over the coming months. Any changes to the figures highlighted through this continuing process will be incorporated into the February budget report.

Table 4: Transformation Programme and Efficiency Plan 2017/18

Department	£'000
Corporate Services / Chief Executive's Office	
Property Investment Strategy	-1,000
Environment, Culture & Communities	
Art Review (South Hill Park)	-100
Library Review	-250
Leisure Services Review	-300
Town Centre Car Parking (excluding the Lexicon)	-225
Council Wide	
Support Services review	-500
Citizen and Customer Contact Review	-400
Capital Financing (MRP calculation)	-400
Total Savings	-3,175

Significant Budget Decisions

- 8.10 Consideration and approval of the budget is a major policy decision. However, the budget, by its nature, includes a range of proposals, some of which in themselves represent important policy decisions. More details on each of the proposals are included in Annexe C.
- 8.11 As the budget report is a policy document and is subject to at least six weeks consultation, the identification of these issues within the budget report facilitates detailed consultation on a range of significant policy decisions.

Council Wide Issues

- 8.12 Apart from the specific departmental budget proposals contained in Annexes B and C there are some Council wide issues affecting all departments' budgets which need to be considered. The precise impact of these corporate budgets is likely to change before the final budget proposals are recommended, however the current view on these issues is outlined in the following paragraphs.
- a) Capital Programme

As outlined above, the scale of the Council's Capital Programme for 2017/18 will impact upon the revenue budget and will itself be subject to consultation over the coming weeks. All new spending on services will need to be funded from new capital receipts, government grants, developer contributions or borrowing. The proposed Council Funded Capital Programme of £48.531m and externally funded programme of £18.041m for 2017/18 features in a separate report on tonight's agenda. After allowing for projected receipts of approximately £12m in 2017/18 and carry forwards, the additional revenue costs will be £0.486m in 2017/18 and £1.542m in 2018/19. These figures include on-going costs associated with the maintenance and support of IT capital purchases, which will help enable the Council's transformational change.

b) Interest and Investments

Investment returns on any surplus cash are likely to remain relatively low during 2017/18 and for some time to come compared to historic averages rates. The immediate impact of the BREXIT vote was a further cut in interest rates to 0.25% in early August as the Monetary Policy Committee (MPC) took action to stimulate economic growth based on the risk of a sharp economic downturn. However, economic statistics since August have indicated stronger growth than the MPC expected in August; also, inflation forecasts have risen substantially as a result of the sharp fall in the value of sterling since early August. This reduces the possibility that Bank Rate may be cut again in December, though another cut cannot be ruled out. During the two-year period 2017 – 2019, when the UK is negotiating the terms for withdrawal from the EU, it is likely that the MPC will do nothing to dampen growth prospects already adversely impacted by the uncertainties of what form Brexit will eventually take.

Accordingly, a first increase to 0.50% is not tentatively pencilled in, as above, until quarter 2 of 2019, after those negotiations have been concluded, (though the period for negotiations could be extended). However, if strong domestically generated inflation, (e.g. from wage increases within the UK), were to emerge, then the pace and timing of increases in the Bank Rate could be brought forward.

The overall longer run trend is for gilt yields and PWLB rates to rise, albeit gently. An eventual world economic recovery may also see investors switching from the safe haven of bonds to equities. The overall balance of risks to economic recovery in the UK remains to the downside. PWLB rates and gilt yields have been experiencing exceptional levels of volatility that are highly correlated to geo-political, sovereign debt crisis and emerging market developments.

Given the Council's approach to managing risk and keeping investments limited to a maximum of 6 months maturity with the exception of the part-nationalised UK Banks, the opportunity to achieve rates in excess of the Bank Rate is limited.

Given the significant capital investment programme embarked on by the Council in previous years (Binfield Learning Village, Coral Reef and Town Centre) the Council is likely to be borrowing externally before the end of 2016/17. As such the 2017/18 Programme will require external borrowing. This position has been exacerbated by the Business Rates revaluation appeal by a large multi-national company early in 2016/17, which saw a significant cash outflow of approximately £16m which had previously not been factored in to the forward looking cash flow projections. This has in effect reduced the ability of the Council to support the 2016/17 Capital Programme from internal borrowing and over the long-term will add to the borrowing costs of the Council. This has been reflected in the Council's Medium Term Financial Strategy and the 2017/18 Budget

With short-term investment rates expected to remain below 0.5% throughout 2017/18, any surplus cash due to the treasury management activities of the Council will earn a minimal return of approximately 0.3%. Maximum use of internal cash will be used in the first instance before going to the external market for borrowing, the timing of which will depend largely on the progress made on completing the major capital projects.

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Long-term interest rates are at historical lows with 10-year and 25-year Public Works Loan Board rates in the region of 2.2% to 2.5% compared to an internal investment return of 0.3%. Short-term maturities are in the region of 1.5% offering a much smaller cost of carry (this being the difference between the cost of borrowing and the potential re-investment rates). As such, given a mix of borrowing maturities the average interest rate on borrowing assumed in the Council's 2017/18 revenue budget is 2%

With borrowing rates at historical lows, the borrowing strategy of the Council will be to minimise the impact on the revenue account by, in the first instance, borrowing at shorter maturities whilst recognising that any short-term benefit may be undone should longer-term interest rates begin to rise. As such the Council, in close co-ordination with its Treasury Management advisers, will monitor medium and long-term interest rates and take any necessary decisions based on the information available to effectively and efficiently fund the capital programme committed to by the Council.

The Council reviews the annual Treasury Management Strategy Statement under the requirement of the 2011 revised CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes ("the CIPFA TM Code"). The Local Government Act 2003 required the Council to "have regard to the Prudential Code and to set Prudential Indicators for the next three years to ensure that the capital investment plans are affordable, prudent and sustainable". Annex E outlines the Council's prudential indicators for 2017/18 – 2019/20 and sets out the expected treasury management activities for this period. These take account of the Commercial Property Investment Strategy agreed by the Executive on 15 November 2016. It is recommended that the Executive agree the Treasury Management Strategy and associated documents and in line with the Code of Practice request that the Governance and Audit Committee review each of the key elements.

The Minimum Revenue Provision (MRP) Policy now reflects the Council's intention to move from the equal instalments method to the annuity method for calculating the annual charge where this is based on the life of the asset. This is still considered to be a prudent methodology but results in less of the amount borrowed being paid off in the early years of the asset's life. The impact of this change in policy on future borrowing is reflected in the Commitment Budget but it also has an impact on the revenue consequences of previous borrowing which is reflected in Table 4.

c) Provision for Inflation and Pay Awards

The Commitment Budget excludes the cost of inflation on both expenditure and income. In past years, the Council has restricted the provision for inflation on prices as a general economy measure, to help address the underlying budget gap, although pay awards have been fully funded. In the context of the Council's overall financial position, it is again prudent to consider where the provision for inflation on prices can be limited as an economy measure, although some exceptions will be necessary to reflect actual increases that will not be containable without real service reductions or to meet contractual commitments. In particular it will be important to have realistic discussions with key providers about what level of inflation is genuinely necessary on some contracts and placements.

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At this stage the inflation provision is not finalised, although for planning purposes a sum of £1.200m (£0.765m 2016/17) has been added to the budget. This will be achieved by:

- Assuming pay awards of no more than 1%;
- Negotiating to minimise inflation on contracts;
- Reviewing the Bracknell Forest Supplement;
- Increasing fees and charges in line with the Council's income policy.

The Council will need to consider where it is appropriate and necessary to provide for inflation over the coming weeks so that the actual inflation provision can be added to the final budget report in February 2017.

d) Fees and Charges

Increases in fees and charges are determined by the overall economic conditions, the willingness of customers to pay the higher charges and continued demand for Council services. The Council policy for fees and charges requires each Department to consider the level of charges against the following criteria:

- fees and charges should aim, as a minimum, to cover the costs of delivering the service;
- where a service operates in free market conditions, fees and charges should at least be set at the market rate;
- fees and charges should not be levied where this is an ineffective use of resources, i.e. the cost of collection exceeds any income generated.

Certain other fees will attract the percentage determined by statute. The proposed fees and charges are included in Annexe D.

e) Corporate Contingency

The Council manages risks and uncertainties in the budget through the use of a general contingency added to the Council's budget. Every year the Council faces risks on its budget in relation to demand led services, Business Rates and the general economic climate. At this stage the budget proposals contain a Contingency of £2m, given the increased risks associated with the financial settlement and the need to deliver significant savings in year through the Transformation Programme.

The Executive will need to make a judgement on the appropriate level of contingency at its February meeting, taking advice from the Borough Treasurer who will need to certify the robustness of the overall budget proposals in the context of the continuing progress on the Transformation Programme and the Council's remaining general and earmarked reserves. All the reserves will be reviewed to ensure that they are sufficient to manage the financial risks facing the Council in the coming years.

Spending on Schools

- 8.13 Significant changes are proposed by the Department for Education (DfE) to the way schools and education in general are funded, and there will be a greatly reduced future role for local authorities. The Education Funding Agency (EFA), the executive agency of the DfE, intends to put in place a Schools National Funding Formula

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(SNFF) to directly fund all schools with no involvement of local authorities. The main financial responsibilities remaining with local authorities would relate to ensuring the needs of vulnerable pupils are met, sufficient school places are available, working with schools to ensure they understand and discharge their safeguarding duties, ensuring fair access through admissions and promoting attendance.

- 8.14 In terms of funding provided to local authorities for education related services, the DfE is completely withdrawing the £600m funding source – the Education Services Grant (ESG) – on a phased basis from April 2017, which is expected to cost the Council around £1.5m when fully implemented. The Council's Efficiency Plan, which sets out the 4 year medium term budget position, includes the removal of ESG funding through the Commitment Budget and the expectation of reducing relevant costs by an equivalent amount. This means school support services will need to move to an affordable position over this period and this is intended to be managed through the School Support Services Transformation Project which will look at a range of additional income opportunities and removal of costs.
- 8.15 For the Schools Budget, the planned funding reforms have generally been postponed by the DfE for a year to April 2018. Therefore, local authorities will continue to operate their local School Funding Formulas and receive grant funding based on the current allocation method of 2016/17 spending levels, rather than moving to a new national formula.
- 8.16 Funding allocations to local authorities for their schools have been confirmed at the same per pupil amount as received in 2016/17, with changes in pupil numbers between Octobers 2015 and 2016 to be funded, which with an extra 519 pupils (3.34% increase) is expected to be around double the increase experienced in recent years. For high needs pupils, local authorities will receive at least the same cash allocation as received in the current year, with the possibility of increased funding levels once the DfE finalises its own budgets.
- 8.17 In respect of Early Years funding for 0-4 year olds, on 11 August, the DfE launched the consultation document An Early Years National Funding Formula outlining changes to funding for three and four year olds with a closing date of 22 September 2016. This set out the plans to implement the policy objective of enabling more families to work when they want to by extending the free entitlement to childcare for 3 and 4 year olds from 15 to 30 hours per week. The DfE will provide £1 billion additional funding by 2019/20 to increase provider funding rates to encourage the development of the additional places that will be required from increased take-up.
- 8.18 The DfE has yet to confirm final decisions from the consultation, but based on the original proposals, the expectation is that there will be an increase in per child funding for the Council of 14.1% in 2017/18, which is twice the national average increase. This amounts to £0.586m, with a further increase of £0.273m expected in 2019/20 once transitional funding arrangements end. The total increase in per child funding over the two year period is estimated at 20.1%. With the extension of the free entitlement to 30 hours for working families in September 2017, there is also expected to be a 21% increase in total number of free entitlement hours delivered. Proposals for local Early Years funding arrangements were published earlier this month, and seek comments from providers by 20 January 2017.
- 8.19 Taking account of this information, £87.9m of grant income is estimated to be available to the Council for 2017/18 through the specific ring-fenced Dedicated Schools Grant (DSG). This comprises £66.9m for the Schools Block, £15.3m for the High Needs Block and £5.7m for the Early Years Block.

Unrestricted

- 8.20 Many of the financial difficulties faced by the Council on non-school services also impact on schools, with pressures arising on pay and other inflationary cost increases, including the Living Wage, the new Apprenticeship Levy and the Local Government Pension Fund deficit. Overall, based on their current spending profiles, schools are expected to face average unfunded cost pressures of 2.5% and these will need to be managed through their budget setting process, which could include reductions in staffing.
- 8.21 In the longer term, further cost pressures will arise from the school building programme which is responding to new housing developments. These new schools will generally open with relatively low pupil numbers and will need additional financial support until pupil numbers grow to a sustainable level. Provision will need to be made in the 2017/18 budget for start-up costs for Amen Corner North and the Binfield Learning Village, with diseconomy funding for the Woodhurst Park Primary School that opened in September 2016 as an expansion to Warfield CE Primary School.
- 8.22 The DfE requires councils to confirm the basis on which actual school budgets will be allocated, including per pupil and all other funding rates, by 20 January 2017 even though relevant information required to calculate budgets will not be supplied before 10 December 2016. To meet this requirement, 2017/18 school budgets will have to be set on the basis of the estimated level of DSG plus any other grants and accumulated balances. The draft budget proposals are prepared on this basis.
- 8.23 In addition to the DSG, schools also receive revenue funding from other specific grants including School Sixth Forms (currently -£4.643m), the Pupil Premium (-£3.345m), Primary PE and Sports Premium (-0.292m) and the Universal Infant Free School Meals Grant (-£1.487m). All of these amounts are subject to change in 2017/18.
- 8.24 Decisions around the final balance of the budget between spending by schools and that on services managed by the Council is the responsibility of the Executive Member for Children, Young People and Learning, although the Schools Forum must be consulted, and in certain circumstances, agree to budget proposals.

Summary

- 8.25 Adding the draft proposals to the Commitment Budget and taking account of the corporate issues identified above would result in total expenditure of £77.000m as shown in Table 5.

Table 5: Summary of proposals:

	£'000
Commitment Budget	66,988
Budget Pressures	1,475
Budget Economies	-2,052
Transformation Programme	-3,175
Capital Programme	486
Inflation Provision	1,200
Change in Contingency	1,000
Reversal of the one-off transfer from the Business Rates Equalisation Reserve used to meet the Collection Fund - Business Rates deficit in 2016/17	11,803
New Homes Bonus 2017/18	255
Draft Budget Requirement 2017/18	77,980

- 8.26 Without the Provisional Finance Settlement, assumptions have had to be made on the level of grant income. It has been assumed that the Council can anticipate income of up to -£73.411m. This arises from Revenue Support Grant and Business Rates baseline funding (-£22.788m), the Collection Fund – Council Tax surplus (-£0.250m) and Council Tax at the 2016/17 level (-£50.373m).
- 8.27 With the potential overall cost of the budget package being consulted on in the region of £77.980m, this leaves a potential gap of around £4.569m. Members can choose to adopt any or all of the following approaches in order to bridge the remaining gap:
- an increase in Council Tax;
 - an appropriate contribution from the Council's revenue reserves, bearing in mind the Medium Term Financial Strategy;
 - identifying further expenditure reductions.

9 RESERVES

- 9.1 The Council has an estimated £10.0m available in General Reserves at 31 March 2017. Details are contained in Table 6.

Table 6: General Reserves as at 31 March 2017

	£m
General Fund	12.7
Planned use (after in-year savings) in 2016/17	(1.8)
Estimated Balance as at 31 March 2017	10.9

- 9.2 The Council has, in the past, planned on maintaining a minimum prudential balance of £4m. This assessment is based on the financial risks which face the Council and the Borough Treasurer considers these in the February report to the Executive at which a final decision on the use of balances can be taken, taking account of the financial position likely to face the Council over the next five years.

10 CONCLUSION

- 10.1 The Council's constitution requires a consultation period of at least six week on the draft budget proposals. In this context, it is inevitable that, of the broad range of options proposed for consultation, not all will necessarily be included in the final budget package. It is also likely that some further issues with a financial impact will arise between now and February. When the Final Settlement is known, the Executive can consider the prudent use of revenue balances to support expenditure in line with the overall medium term financial strategy, along with any further expenditure reductions.
- 10.2 It is suggested, therefore, that the normal process whereby the Overview & Scrutiny Commission reviews the overall budget package and determines whether any specific issues should be considered further by the Overview and Scrutiny Panels at their meetings in January, is followed. The proposals will also be placed on the Council's website for public consultation.
- 10.3 All comments from the Overview & Scrutiny Commission, Overview and Scrutiny Panels and all others will then be submitted to the Executive on 14 February 2017. This will allow the Executive to determine the final budget package and recommend the appropriate Council Tax level to the Council on 1 March 2017.

11 BUDGET MONITORING 2016/17- VIREMENT REQUEST

- 11.1 A virement is the transfer of resources between two budgets but it does not increase the overall budget approved by the Council. Financial Regulations require formal approval by the Executive of any virement between £0.050m and £0.100m and of virements between departments of any amount. Full Council approval is required for virements over £0.100m. During 2016/17 a number of virements have been identified which require the approval of the Executive. These have been previously reported to the Corporate Management Team which recommends them to the Executive for approval. They have been included in the Quarterly Service Reports. Details of virements between departments are set out in Annexe F. Details of internal departmental virements exceeding £0.050m are set out in Annexe G.

12 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

- 12.1 Nothing to add to the report.

Borough Treasurer

- 12.2 The financial implications of this report are included in the supporting information.

Equalities Impact Assessment

- 12.3 The Council’s final budget proposals will potentially impact on all areas of the community. A detailed consultation process is planned in order to provide individuals and groups with the opportunity to comment on the draft proposals. This will ensure that in making final recommendations, the Executive can be made aware of the views of a broad section of residents and service users. A number of the budget proposals require specific equality impact assessments to be carried out and draft versions of these are attached in Annexe H. Consultation with equalities groups that are likely to be affected by the proposal is part of the assessment process.

Strategic Risk Management Issues

- 12.4 A sum of £1m is currently included in the draft proposals to meet the costs of unpredictable or unforeseen items that would represent in year budget risks. The Executive will need to make a judgement on the level of Contingency at its meeting in February.
- 12.5 The Borough Treasurer, as the Council’s Chief Finance Officer (Section 151 Officer), must formally certify that the budget is sound. This will involve identifying and assessing the key risk areas in the budget to ensure the robustness of estimates and ensuring that appropriate arrangements are in place to manage those risks, including maintaining an appropriate level of reserves and Contingency. This formalises work that is normally undertaken each year during the budget preparation stages and in monthly monitoring after the budget is agreed. The Borough Treasurer will report his findings in February, when the final budget package is recommended for approval.

13 CONSULTATION

Principal Groups Consulted

- 13.1 The Overview & Scrutiny Commission will be consulted on the budget proposals and may also choose to direct specific issues to individual overview and scrutiny panels. Targeted consultation exercises will be undertaken with business rate payers, the Schools Forum, town and parish councils and voluntary organisations. Comments and views will be sought on both the overall budget package and on the detailed budget proposals. In addition, this report and all the supporting information are publicly available to any individual or group who wish to comment on any proposal included within it. To facilitate this, the full budget package will be placed on the Council’s web site at <http://consult.bracknell-forest.gov.uk/portal>. There will also be a dedicated mailbox to collect comments.
- 13.2 The timetable for the approval of the 2017/18 Budget is as follows.

Executive agree proposals as basis for consultation	13 December 2016
Consultation period	14 December 2016 - 24 January 2017
Executive considers representations made and recommends budget.	14 February 2017
Council considers Executive budget proposals	01 March 2017

Background Papers

None

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