

Report to:	Cabinet
Date:	11th July 2018
Title:	Medium Term Financial Strategy 2019-2022
Report of:	Deputy Chief Executive (Chief Finance Officer)
Cabinet member:	Councillor Stephen Holt
Ward(s):	All
Purpose of report:	To set out an overarching financial strategy to support the Council's strategic priorities and plans over a four year period.
Decision type:	Key decision
Office recommendations:	<p>Members are asked to:</p> <ul style="list-style-type: none"> i) Approve the updated medium term financial strategy and associated plan 2019-22 as summarised in Appendix 2. ii) Agree the balance of assumptions made in the strategy iii) Request that the emerging budget proposals for 2019/20 be brought to Cabinet in December prior to detailed consultation and that the MTFs be represented if material changes arise in the interim. iv) Agree the principal risks of the strategy in Appendix1.
Reason for recommendations	The Council is required to set out a medium term financial outlook which sets financial policy as well as taking account of other major policies and its corporate plan. The strategy is refreshed annually to take account of changes in the external environment as well as performance.
Contact Officer:	Alan Osborne, Chief Finance Officer, Tel 01323 415149 or internally on ext 5149

1.0 Introduction

The Council's Medium Term Financial Strategy is a Rolling 3 year Strategy that takes into account:

- The external financial environment
- The overall financial demands of services
- The Council's existing and projected financial resources
- The Council's political priorities and stated aims
- The Joint Transformation Programme with Lewes District Council
- The Council's corporate plan
- The major service strategies and plans

1.1 The MTFs was last approved in July 2017 and set the scene for the 2018/19 budget setting process as well as a informing a three year rolling service and financial planning cycle.

1.2 In common with most authorities the medium term outlook for the Council is extremely challenging and in order to protect and improve services an ambitious ongoing programme of savings and new income streams is key to success. With more radical measures required, it is essential that the Council takes a longer term approach to savings as more radical

savings initiatives will inevitably take longer to plan and deliver.

- 1.3 Over the life of the last 8 years the Government has effectively reduced the general support to the Council by some 60% in cash terms which equates to over 70% in real terms. Government funding is expected to fall a further 20% in real terms to 2022/23.
- 1.4 In order to protect front line services the Council put in place a priority based budget system that has kept pace with the scale of cuts to funding and made provision for reinvestment in services.
- 1.5 The Council's Joint Transformation Programme (JTP) provides the methodology to deliver efficiencies and support the Councils separate corporate plans. The MTFs identifies and directs resources at a strategic level, which are then detailed via the service and financial planning and budget setting process.
- 1.6 In setting annual budgets the Council uses its "Golden Rule" of meeting its ongoing budget requirement from ongoing resources in each year. Technically, the rule applies to the cycle of the MTFs, as it is reasonable to use reserves to smooth out the budget requirement as savings accrue over the cycle. By not using reserves in this manner it means that reserves over the minimum level are available for one off investments in services decided via the service and financial planning process.
- 1.7 The Council, as a registered social landlord is obliged to run a Housing Revenue Account (HRA) that is statutorily ring-fenced from its general fund. A 30 year rolling business plan has been adopted for the HRA. The Council is working in partnership with Eastbourne Homes Ltd its wholly owned subsidiary to deliver efficiency savings in partnership using shared services. All savings accruing to the HRA are reinvested in housing services. During the last three years over £1m of ongoing efficiencies has been realised. This has offset the fact that rents have been reduced 1% year on year for 3 years, and will continue to do so for one more year until 2020.

2.0 Sustainable finance

- 2.1 The basic legal definition of a balanced budget is that planned expenditure can be met from income and reserves.
- 2.2 Whilst that definition is the legal minimum, it does not provide for sustainability if reserves are used in the long term to resource any differences between ongoing expenditure commitments and ongoing incoming resources.
- 2.3 Therefore it is a given that over the cycle of this MTFs ongoing expenditure must be financed from ongoing resources with only non recurring investments being met from reserves over and above the minimum.
- 2.4 As with all Councils, the effect of inflation is felt on gross expenditure, whilst any increase in council tax or grant is based on a net position. This "gearing effect" means that there is a natural gap of c£300k per annum that needs to be met from efficiencies (approximately 2% of net spend) if services are to be protected. This is on top of the Government reductions outlined in 1.3.
- 2.5 Given the current reduction in grant and the inability to raise council tax in real terms due to capping criteria, the Council has to look to longer term measures to maintain sustainable finances.

3.0 The impact of the capital programme

- 3.1 The Capital Programme also has an effect on the Councils revenue finances as any investments that cannot be met from grants, contributions, capital receipts or straight

revenue funding need to be met from borrowing. This has to be repaid with interest from revenue and/or capital receipts over time.

3.2 The General Fund policy is to use borrowing only on a business case basis. Any such borrowing is fully financed by way of interest charges and the Minimum Revenue Provision (MRP) which is the capital repayment. As new schemes that require borrowing are approved, the Council has to make provision for repayment via the capital financing budget. In order to keep this sustainable a stability mechanism that pools the following budgets is maintained.

- Interest earned
- Interest payable on debt
- Minimum Revenue Provision
- Revenue contributions to the capital programme (to balance)

3.3 It is up to Councils to set their own MRP and balances of Capital Receipts and Contributions can be offset to reduce this liability in the short term, although this only provides for short term relief against the cost of capital. Any budget surplus from interest and MRP is recycled into the capital programme by way of a transfer to the “capital programme reserve”. This system creates a stabiliser mechanism between interrelated budgets.

3.4 Capital investment can be used as “invest to save” therefore borrowing is an important tool in the overall financial strategy where savings on schemes exceed the cost of capital. More recently it has been necessary to look for investments that have a yield over and above the borrowing costs to make a net contribution to the general fund. The Council has also taken advantage of schemes that give a return by providing a guarantee to a third party rather than incurring debt, contingent liabilities and corresponding assets are shown on the Council’s balance sheet to reflect this.

4.0 The National Financial Picture

4.1 The current Government has set an objective to continue reducing the nation’s budget deficit within the next 7 years (2025).

4.2 This will involve various measures that will reduce and redistribute the amount of resources to local government including:

- A further reduction in general central government support 2019-2020
- The implementation of the next spending review (2020-2024) following the “fair funding review”
- The possibility of a general council tax revaluation
- Reducing the amount of resource available to MHCLG as it is not a “protected Department” which will impact on specific grants
- Further year on year reductions in Housing benefit administration grant
- Changes to business rates including revaluations every 3 years

4.3 The current extended period of low interest rates reduces the income to the council as it generates investment income due to positive cash flow and reserve balances. Any debt is taken at fixed rates and it is important to manage all capital financing and treasury management as one budget as described in section 3.

- 4.4 The Government continues to target an inflationary rate of 2% using its preferred method of Consumer Price Index (CPI) and is currently above target, although the Bank of England that is responsible for achieving the target has indicated that the current rate is due to short term effects principally oil prices and food as well as the effect of a continued lower exchange rate.
- 4.5 The main effect of the national deficit reduction programme to this Council has been the amount made available via the Revenue Support Grant (RSG). The Council received £8.9m in RSG in 2010/11. Whilst a scheme to retain an element of business rates was introduced in 2013, the Council is now receiving £0.4m of RSG in 2018/19. This will be zero by 2019/20.
- 4.6 Against this backdrop service demands on Councils are ever increasing with demographics and increased expectation.
- 4.7 In his last autumn statement, the chancellor relaxed the cap on public sector pay rises that previously stated that they should not increase above 1% per annum until at least 2020. The Chancellor indicated that rises should not be greater than inflation. A 2% pay award for Local Government Staff was agreed in early 2018 with the exception of chief officers who have been offered 1%.
- 4.8 The Government has already reduced the benefits paid to members of the local government pension scheme, by pegging future increases to the CPI instead of RPI. This has had the effect of increasing the overall funding of pensions schemes and therefore reduces the demand for future increases in employer contributions. A career average revalued scheme (CARE) came into being on 1.4.14 with employee contributions lifted and benefits reduced. The scheme actuary of the East Sussex Pension Fund announced new employer rates effective from 1.April.2018 in January 2017. This was part of an overall increase of 1% over three years. The fund aims to limit increases to 1% each triennial review.

5.0 The strategy commentary and main assumptions

5.1 Issues arising from previous years

The Foundation of any sound financial plan is a predictable budget to outturn position. The 2017/18 outturn, whilst containing normal variances in year, resulted in a positive overall variance on service costs. Many of the credits are potentially recurring and the majority of the adverse variances were one off.

5.2 Inflation on goods and services

The Government has a long term commitment to retain an inflation rate of 2% per annum (CPI) however rates are currently 2.4% and predicted to be around 2.2% by the end of the year falling back into target in 2018.

The Council, in common with most, does not add inflation each year to all its supplies and services budgets as this would add some £350,000 per annum.

Therefore continuous efficiency improvement of approximately £100,000 per annum is assumed. This results in an allowance for non-pay inflation of £250,000 per annum in the strategy. In 2019 the Council will reassume the provision for waste and recycling services currently provided under contract, the assumption is that the service will be delivered for the same cost. A local authority controlled company (LACC) is currently being set up to deliver the service.

5.3 Pay inflation

One of the major costs in a District Council is the cost of its employees. This accounts for some £12m for this Council.

The recent economic climate and caps on public sector pay has led to some cost relief in this respect.

The strategy assumes the following increases based on the Government announcements and inflation targets:

Year	Pay inflation
2019/20	2%
2020/21	2%
2021/22	2%

In addition the Council has to honour contractual increments and an allowance of £60,000 (0.5%) per annum is assumed in the strategy.

The Council was required to pay 0.5% as an “apprenticeship levy” from April 2017. The Council continues to work with accredited suppliers and is aiming to make the levy cost neutral by identifying posts within the new joint structures with Lewes DC that qualify under the scheme.

5.4 Pension costs

The triennial revaluation of the fund was announced in January 2017 and set rates effective from 2018/19. With the recent change from RPI to CPI as the annual index, and the changes arising from the Pensions Bill including Career Averaged Revalued Earnings (CARE) instead of the previous final salary scheme, the strategy assumes modest increases in employer contributions after the current revaluation period of 1% over 3 years.

5.5 Fees and charges

The Council currently receives income from fees and charges for its services of c£18m.

Individual service and financial plans will still strive to achieve some real terms increases where it is felt appropriate and achievable as well as new income streams to reduce the long term dependency on government grants.

In addition to updating existing fees and charges the Council is seeking new income streams to replace Government grants and targets of £1.4m of recurring income over 3 years are included in this strategy.

5.6 Interest Rates

The current bank “base rate” is 0.5% and has been since 2017.

There are differing forecasts in the future profile of interest rates which are largely dependent on a recovery and inflationary pressures in the economy. Most analysts now predict that there will be a very slow recovery and rates will only increase modestly from 2019.

The strategy assumes no increase in overall yield from interest rate rises over the life of the MTFS. Any increases that do occur will have a short term effect of increasing the amount of resources available to the Council (around £50k per percentage point) however the strategy will need to recycle these into capital financing as longer term interest rates used for borrowing purposes will increase too. The stabiliser mechanism as outlined in 3.2 will be used to smooth any effects of changes in interest rates over the life of the MTFS.

5.7 Council Tax

It is inevitable that surpluses and deficits will arise due to the fact that the tax base has to be estimated 3 months before the start of the year and the actual position is subject to

collection fund performance as well as changes in the tax base in year. However in recent years these have been well managed. The collection rate for budget purposes of 98.25% is assumed from 2018/19 which is consistent with current performance.

The strategy assumes rises of 3% (based on Government announcement in December 2017) from 2019/20 and 2% from 2020/21 i.e. no real terms (based on target CPI) increase in council tax.

The strategy also assumes increases (0.5%) each year in the overall council tax base. The Base will be reassessed annually as part of each budget setting process. Each 1% increase in the tax base yields approximately £85,000 per annum of additional tax.

5.8 Government Grants/Retained Business Rates

The Council currently receives £0.4m of revenue support grant. This is set to reduce to zero by 2019/20.

In addition the Council retains a proportion of business rates (c£4m) collected based on 40% of the real increase in those collected using a base year of 2011/12.

The East Sussex Councils re-joined a pooling arrangement and this should lead to the Council retaining a further £200k of rates in 2018/19. Arrangements for 2019/20 are yet to be finalised and the Government has indicated that it will move to a 75% retention system in 2021/22.

From time to time the Government will make adjustments to business rates scheme, for which it reimburses Councils for the loss of retained rates by way of a "section 31" grant. An example is for small business rate reliefs.

There are still backdated appeals on rates and the Council has had to make immediate provision for these appeals. This along with relief schemes being given by Government and funded through s31 grants means that for the foreseeable future there will be a deficit on the business rates collection fund that is recovered in proportion to retained rates in future years.

The strategy assumes that business rate retention will rise by 2% per annum, although initiatives such as the Town Centre and should contribute to further retention in future years.

The new Homes Bonus is a reward grant that currently gives c£10,000 for each new property brought into use/constructed and is paid over four years. The funding stream is currently of £0.3m per annum in 2018/19. A threshold of 0.4% growth was introduced in the 2017/18 settlement in order to fund adult care demands in upper tier authorities, no NHB is paid until the threshold is reached (around 180 new homes for Eastbourne each year)

It is assumed that the Council will not go over the threshold in future years

The overall amount of the main general grants from Government is therefore as follows:

Funding	2019/20 £m	2020/21 £m	2021/22 £m
RSG	0	0	0
Business Rates and s31 grants	4.4	3.9	4.0
Business Rate Pool	0.2	0	0
New Homes Bonus	0.2	0.2	0.1
Other grants	0.1	0.1	0.1
TOTAL	4.9	4.2	4.2

5.9 Savings and income streams

Taking all known factors and assumptions as outlined above the Council needs make an average level of new additional savings and/or new income streams of £900k per annum over the life of the MTFs.

Whilst these programmes have stretch targets that have been agreed as part of each individual programme, this strategy assumes the following bankable savings accruing as set out below. This does not alter the targets set for each programme, but merely reflects what can reasonably be counted at this stage. Service and financial planning will provide more certainty as each year approaches.

Programme	2019/20	2020/21	2021/22
	£m	£m	£m
Shared services including Joint transformation programme	0.1	0.1	0
Procurement	0	0.1	0.1
Cultural Services	0.1	0.5	0.4
New income Streams and inflation on income	0.6	0.8	0.3
Total	0.8	1.5	0.8

5.10 The Housing Revenue Account (HRA)

The HRA is ring fenced from the General Fund although should it fall into deficit then it would have to be subsidised by the general fund.

Transactions between the HRA and the general fund comprise three main elements:

- Interest on the HRA balances paid to the HRA
- Debt charges paid by the HRA to the General Fund
- Recharges from the General Fund to the HRA for support services

For the purposes of this strategy it is assumed that there is no change to the existing overall level of transactions between the accounts.

From 2012/13 the HRA became self-financing with the ending of the HRA subsidy system. Responsibility for setting rent levels is now localised however controls over rent levels and borrowing limits remain.

A 30 year business plan was adopted by the Council February 2012, and the HRA is subject to an annual refresh.

Substantial reform to the HRA has been brought about by the Housing and Planning Act 2016 and the Finance Bill which included a reduction in HRA rents of 1% per annum for four years 2016-2020 (previously subject to a CPI increase)

Rents are due to increase again using CPI from 2020/21.

Eastbourne Homes (EHL) receives approximately half of the total expenditure in the HRA under a long term management agreement.

EHL has reduced its management fee by £100k in cash terms over the last 7 years as well

as absorbing inflation by efficiency savings. This has kept the HRA on a sustainable footing for the foreseeable future.

6.0 Reserves

6.1 The Council has four main revenue reserves:

Revenue

- General fund reserve – as a contingency and support the corporate plan
- Strategic change fund – to support the JTP programme
- Capital Programme reserve – to support the capital programme
- Economic regeneration fund – to support local initiatives
- Devonshire Park revenue reserve – to support the capital scheme

In addition there is one principal usable capital reserve

- Usable Capital Receipts – earmarked for future capital schemes

In addition the Council holds funds on behalf of others e.g. section 106 contributions.

6.2 The strategy estimates the opening balance available to the unearmarked general fund to be £3.5m. There is a planned draw on reserves to meet non-recurring expenditure in subsequent years at around £250k per annum. No assumption on in future year underspends is assumed in the strategy.

6.3 The previous MTFS recommended a minimum general fund reserve of at least £2m. The budget paper in February itemised the risks and as they have not changed materially in the interim, it is assumed that the minimum level of reserves is fixed at £2m for the MTFS.

6.4 The strategic change fund was established in order to help facilitate the release of ongoing savings. This reserve is a key enabler for change and it will need replenishing in time.

6.5 The capital programme reserve had a balance of over £1.3m at 31.3.18 and has been used to support the asset management plan, high priority and corporate asset non capital items are financed from this fund where they cannot be met from the service budgets.

6.6 The Council has had a conscious policy of keeping reserve levels above minimum levels in reaction to the challenging economic climate and the continued squeeze on public sector spending. The MTFS summary (appendix 2) shows that the unearmarked general reserve will average £3m over the life of the MTFS to an estimated £2.8m by 2022, excluding any underspends during the period.

7.0 Risks

7.1 The main risks arising from this strategy and actions to manage are included at **appendix 1**.

8.0 Consultation

8.1 The MTFS starts the period of consultation and a separate paper on the agenda on the Councils improvement journey makes recommendations on the consultation processes from now until the budget setting in February 2018.

8.2 It is a requirement to consult with the business and voluntary sectors over the detailed budget proposals that will emerge from this strategy in the autumn.

8.3 The Joint Staff Committee is briefed regularly as the process emerges.

8.4 The Council's staff are consulted routinely via the Managers Forum as well as participating in the service and financial planning process annually.

9.0 Conclusions

9.1 In order to maintain sustainable finances and fund its ambitions, the Council will need to make new efficiency savings or income streams averaging £1m per annum for the next three years.

9.2 Due to the scale of the challenge the programme of change will require more radical measures for savings that often have a lead in period of 1 to 2 years, therefore the JTP programme is a key enabler to meeting this challenge as well as developing new income streams.

9.3 The MTFS both collects the financial effects of demand and supply changes and informs the corporate change agenda.

Alan Osborne
Deputy Chief Executive and Chief Finance Officer

Background Papers:

The Background Papers used in compiling this report were as follows:

Cabinet Reports:

- *Budget and Council Tax Setting February 2018.*
- *MTFS – July 2017.*
- *Draft Statement of Accounts – May 2018.*
- *Performance Monitoring Reports - Quarterly*

Audit and Governance Committee - Final Accounts - September 2017.

To inspect or obtain copies of background papers please refer to the contact officer listed above.

Risk/Effect	Contained in MTFS	Other Mitigating Measures
Income Reductions due to demand changes	<ul style="list-style-type: none"> • Statutory recession hit income budgets adjusted each year as part of service and financial planning • The economic regeneration reserve set aside to aid regeneration and contribute new sources of income • Interest budget set at current low interest rate • Unachievable income budgets reviewed during service and financial planning and adjusted • Programme savings targets being set higher than the assumed delivery in the MTFS • Reserves above the minimum level 	<ul style="list-style-type: none"> • Service and financial plans to test possible income generation activities and price sensitivity • New sources of income explored in service and financial Plans annually across three year horizon • Planning at 2 levels in service and financial planning process to challenge assumptions
Government Support Being Reduced even further than forecast	<ul style="list-style-type: none"> • Assumption follows the Governments announcements to date • Prudent estimates of future income flows • Zero basing of reward / new burdens grants • Reserves above minimum level 	<ul style="list-style-type: none"> • Possibility of service alterations to a modified level • Change assumptions during budget setting • Update MTFS early in the event of material change • Priority based budget system has flexibility to adapt
Benefits Performance reducing due to scale of changes	<ul style="list-style-type: none"> • No overall surplus built into subsidy budget 	<ul style="list-style-type: none"> • Service review of delivery arrangements • Mobilise resources from other areas if performance hit by staffing shortages • Relieve service with one off resources to avoid performance drop

Savings not being delivered	<ul style="list-style-type: none">• Reserves above minimum level can be used to smooth out fluctuations• Level of Revenue contribution to capital can be varied in the short term	<ul style="list-style-type: none">• Use compensating savings in short term• Reduce discretionary spend in year• Review minimum revenue provision to slow down capital repayments• Review vacancy management policy in year
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