London Borough of Hammersmith & Fulham





28 January 2019

2019 MEDIUM TERM FINANCIAL STRATEGY

Report of the Cabinet Member for Finance and Commercial Services – Councillor Max Schmid

Open Report

Classification: For review and comment

Key Decision: No

Wards Affected: All

Accountable Director: Steve Miley - Director of Children's Services

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1. EXECUTIVE SUMMARY

- 1.1. Cabinet will present their revenue budget and council tax proposals to Budget Council on 27th February 2019. A balanced budget will be set in accordance with the Local Government Finance Act 1992.
- 1.2. This report sets out the budget proposals for the services covered by this Policy and Accountability Committee (PAC). An update is also provided on any proposed changes in fees and charges.
- 1.3. The council is entering into the 10th year of government-imposed austerity. This year's reduction in government investment is £3.5m, meaning a total reduction of £73m (a real terms reduction of 59% from government).

- 1.4. Government resource assumptions, that are used to calculate Government grant for the London Borough of Hammersmith & Fulham (LBHF), model the Council increasing council tax by 3% in 2019/20. Council Tax has not increased in LBHF in recent years and was last reduced in 2015/16, bringing it to its lowest level since 2002/03. Over the last four years the Band D charge of £727.81 has reduced by 8.4% in real terms and is 34% lower than the London average of £1,112.
- 1.5. The government has modelled an adult social care precept since 2016/17. Government funding modelling assumes that this has been applied despite LBHF choosing not to apply it over recent budgets. Due to the continued high levels of inflation in the social care market and the Government's continued failure to propose a long-term funding solution to social care funding, for the first time the Council proposes to allow 2% of the government's adult social care levy for 2019/20. This compares to the 8% precept assumed, by the government, over the four years to 2019/20.
- 1.6. In accordance with the administration's policy of keeping the council tax low while protecting and improving services, the Council's budgeted council tax increase is restricted to an inflationary increase of 2.7%. This is pegged to the August 2018 increase in the Consumer Price Index and below the August Retail Price Index increase of 3.5%.

2. **RECOMMENDATIONS**

- 2.1. That the Committee considers the budget proposals and makes recommendations to Cabinet as appropriate.
- 2.2. That the Committee considers the proposed changes to fees and charges and makes any recommendations as appropriate.

3. THE BUDGET GAP

3.1. The 2018/19 gross General Fund budget¹ is £560m of which the **net budget** requirement of £151.8m is funded from council resources (such as council tax and business rates) and general government grant.

¹ Figures exclude capital charges and internal service level agreements. These have a net nil impact on the budget.

Table 1 - 2018/19 Budget requirement

Budgeted Expenditure	£'m
Housing Benefit Payments	145
Departmental Budgets	415
Gross Budgeted Expenditure	560
Less:	
Specific Government Grant (including housing	(272)
benefits and dedicated schools grant)	
Fees and charges	(65)
Contributions (e.g. health, other boroughs)	(49)
Other Income (e.g. investment interest,	(22.2)
recharges to the Housing Revenue Account)	
Net Budget Requirement	151.8

3.2. For 2019/20 the forecast budget gap, before savings, is £10.3m, rising to £48.6m by 2022/23. The budget is based on several key assumptions regarding resources and expenditure.

Table 2 - Budget Gap Before Savings

	2019/20	2020/21	2021/22	2022/23
	£'m	£'m	£'m	£'m
Base Budget	151.8	151.8	151.8	151.8
Add:				
- Cumulative Inflation (includes pay)	3.0	8.2	13.4	18.6
- Cumulative headroom	0.0	6.0	12.0	18.0
- Growth	10.8	10.7	10.4	10.4
Budgeted Expenditure	165.6	176.7	187.6	198.8
Less:				
- Government Resources	(15.2)	(10.4)	(9.9)	(9.4)
- Business Rates	(74.2)	(75.6)	(77.1)	(78.6)
- Forecast 2018/19 100% Business Rates Growth Pilot Surplus	(2.0)			
Council Tax & Collection Fund Surplus	(59.4)	(59.8)	(60.4)	(61.0)
Adult Social Care Precept	(1.2)	(1.2)	(1.2)	(1.2)
- Use of Developer Contributions	(3.3) *	(3.3) *	0.0	0.0
Budgeted Resources	(155.3)	(150.3)	(148.6)	(150.2)
Cumulative Budget Gap Before Savings	10.3	26.4	39.0	48.6

^{*} The Base Budget also includes funding of £1.7m from developer contributions for enhanced policing.

Budget Assumptions

- 3.3. Grant funding has been cut in each year since 2010/11. The total reduction since April 2010 to April 2019 has been £73m. This is a cash terms reduction of 47% and real terms reduction of 59%. Funding is forecast to reduce by a further 5% per annum from 2020/21 onwards with no continuation of new one-off funding of £4m received in 2019/20.
- 3.4. An adult social care precept of 2% is modelled for 2019/20. This will generate additional income of £4.6m over 4 years and £1.15m in the first year. The Council is committed to use such funding to support adult social care. The 2019/20 budget proposals include provision of £4.1m for adult social care spend pressures and inflation. Part of these pressures will be met from increased better care funding grant of £1.8m and winter pressures grant of £0.9m.
- 3.5. An inflationary Council Tax increase of 2.7% is modelled for 2019/20. A 2.7% increase will generate additional income of £6.3m over 4 years and £1.56m in the first year. This will add £19.65 per annum (5.4p per day) to the Band D Council tax charge. Council tax will remain the third lowest in the country.
- 3.6. The business rates system will change for a third successive year. A rates revaluation in 2017/18 was followed by a pilot 100% rates retention scheme (for any growth in business) for London in 2018/19. Government has decided to reduce this to a 75% retention pilot in 2019/20.

Table 3 – Business Rates Retention Scheme

	Proporti	Proportion of Rates Income		
Business Rates Retained:	2017/18	2018/19	2019/20	
Hammersmith & Fulham	30%	67%	48%	
Greater London Authority (GLA)	27%	33%	27%	
Government	33%	0	25%	
	100%	100%	100%	

- 3.7. London Local Government worked to take forward a 100% business rates retention pilot for London from April 2018. This pools business rates across the 33 London Boroughs and GLA. Under this arrangement London keeps 100% of any growth in business rates, though business rates valuations and levels are still set by Government. Updated mid-year modelling identifies a one-off benefit to LBHF of £2.0m from the pool and this is included in 2019/20 forecast resources. Final figures will be confirmed in September 2019.
- 3.8 For 2019/20 the government has ended the 100% pilot. London Local Government has negotiated a new pilot, however the imposition by Central government of a 75% pilot will reduce the benefits to the London Boroughs and GLA. Indicative modelling suggests a one-off benefit for LBHF of £1.2m. This modelling is based on an aggregation of high level estimates and before Boroughs have submitted detailed 2019/20 figures. The actual benefit will

- not be confirmed until September 2020. This sum is not taken account of within the 2019/20 budgeted resources.
- 3.9 Under the 75% pilot LBHF potentially receives a share of London's future business growth. The pilot arrangements also require compensating adjustments in other funding streams.

Table 4: Changes to 2019/20 Funding Streams from the 75% Business Rates Pilot

	No-	With
	Pilot	Pilot
Business Rates Baseline Tariff payable to the	76.9	123.0
Government	16.1	45.0
Funding Baseline	60.9	78.0
Revenue Support Grant	17.1	0
Total LBHF Funding	78.0	78.0
Safety net threshold	73.4	74.1

- 3.10 Table 4 sets out the sum assumed (£78.0m) by the Government in the 2019 Local Government Finance Settlement. In recent years the Council has received less than the assumed sum of business rates due to the impact of rating appeals. A safety net threshold is set which guarantees a minimum income to the Council. A further advantage of the pilot is that this threshold is set at a higher level (by £0.7m).
- 3.11 An updated forecast for business rates will be carried out by all boroughs in January 2019. This will provide greater clarity on the LBHF estimate and the potential benefits from the pilot pool arrangements.
- 3.12 The Government are undertaking a 'fair funding' review which will inform the 2020/21 Local Government Finance Settlement. This will impact on how grant and business rates are distributed between authorities. A Green paper is also due on the longer-term funding for adult social care. These changes, combined with current economic uncertainty, add significant risk to the funding forecast beyond 2019/20.
- 3.13 Planning obligations under s.106 of the Town and Country Planning Act 1990 (as amended), known as s.106 agreements, are a mechanism which make a development proposal acceptable in planning terms, that would not otherwise be acceptable. They are focused on site specific mitigation of the impact of development. Property developments have placed increased pressure on council services in recent years.
- 3.14 Legal tests governing the use of s.106 agreements are set out in regulation 122 and 123 of the CIL Regulations 2010 as amended. The tests are:
 - Necessary to make the development acceptable in planning terms;

- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.
- 3.15 Local planning authorities are required to use the funding in accordance with the terms of the individual planning obligation legal agreement. This will ensure new developments are acceptable; benefit local communities and support the provision of local infrastructure. In LBHF there are three broad categories of s.106 contributions received:
 - for a specific purpose defined and described in the s106 agreement (such as specific highway works)
 - for a general functional purpose defined and described in the s.106 agreement but with geographical constraints (such as provision of community infrastructure in the White City area)
 - for a general purpose defined and described in the s.106 agreement but with no borough geographical constraints (such as economic development, education purposes, community safety initiatives etc).
- 3.16 Provided the Council respects the obligation to maintain a reasonable relationship with the developments and complies with the specific terms of each of the s.106 agreements giving rise to the funds, the Council has a degree of discretion as to how it allocates and spends some of the general purpose funds. The council has analysed all its s106 agreements to determine funds with general purposes that can be considered for budgeting purposes. As is usual in these circumstances, many areas of Council activity that have faced increased demand following new developments offer a good fit with the purposes of some of the uncommitted s.106 funds which can therefore be lawfully used to finance such activities.
- 3.17 The 2019/20 budget assumes that £3.3m of expenditure will be funded from s.106 resources. In addition, contributions of £1.7m per annum are assumed towards the provision of enhanced policing. The Council has considered the level of general purposes funds available and has forecast s.106 receipts in hand at the end of 2018/19 of £11m. After estimating future receipts and commitments, including 2019/20 budget commitments, £9.6m is forecast to be in hand at the end of 2019/20. The forecasts are based on assumptions around implementation and completion of planning applications, as approved, the expected time of developments commencing and reaching trigger points. Looking further ahead, the level of uncertainty around trigger points increases and forecasts are less certain.
- 3.18 **Inflation**. A pay award of 2% per annum has been modelled. Inflation has also been provided, on a case by case basis, to meet contractual requirements.

GROWTH, SAVINGS AND RISKS

4.1 The growth and savings proposals for the services covered by this PAC are set out in Appendix 1 with budget risks set out in Appendix 2.

Growth

4.2 Budget growth is summarised by Service Area in Table 5.

Table 5: 2019/20 Growth Proposals

Service Area	£'m
Children's Services	3.3
Growth & Place	0.1
Public Services Reform	2.6
Social Care	3.6
Council Wide	0.7
Zero Based Budgeting and Service Redesign	0.5
Total	10.8

Savings

- 4.3 The Council faces a continuing financial challenge due to overall Central Government funding cuts, unfunded burdens, inflation, and demand and growth pressures. The budget gap will increase in each of the next three years if no action is taken to reduce expenditure, generate more income through commercial revenue or continue to grow the number of dwellings and businesses in the borough.
- 4.4 To close the budget gap for 2019/20, savings (including additional income) of £10.3m are proposed.

Table 6: 2019/20 Savings and Additional Income

Service Area	£'m
Children's Services	(1.3)
Corporate Services	(0.3)
Finance & Governance	(1.6)
Growth & Place	(8.0)
Public Services Reform	(8.0)
Residents' Services	(2.4)
Social Care	(3.1)
Savings	(10.3)

4.5 The saving proposals are categorised by savings area in Table 7.

Table 7: Categorisation of Savings and Additional Income

	2018/19	2019/20
	£'m	£'m
Business Intelligence	(0.4)	0.0
Budgets realigned with spend and income	(0.2)	(1.8)
Commercialisation	(3.4)	(0.5)
Estate Rationalisation	(0.1)	0.0
Income	(0.5)	(0.1)
Outside investment secured	(0.1)	0.0
Prevention	(1.6)	0.0
Procurement / Commissioning	(5.1)	(1.6)
Service reconfiguration	(3.1)	(4.1)
Staffing / Productivity	(0.9)	(2.2)
Total All Savings	(15.4)	(10.3)

Budget Risk and Reserves

- 4.6 The Council's General Fund gross budget is £560m. Within a budget of this magnitude there are inevitably areas of risk and uncertainty particularly within the current challenging financial environment. The key financial risks that face the Council have been identified and quantified. They total £26m. Financial risks of £19.5m were identified when the 2018/19 Budget was set.
- 4.7 The level of balances and reserves are examined each year in light of the medium-term opportunities and risks facing the authority. The latest reserves forecast to 2021/22 assuming no overspends is set out in Table 8.

Table 8: Reserves Forecast to 2021/22

	Opening balance	Budgeted contributions to 2021/22	Commitments to 2021/22	Total
	£m	£m	£m	£m
Earmarked reserves	(79.146)	(7.691)	50.267	(36.570)
King Street Decant Costs				27.300
Estimated profit from JV				(11.100)
Forecast earmarked reserves				(20.370)
General balances				(19.004)
Earmarked restricted reserves				(15.583)
Total reserves				(54.957)

- 4.8 The existing commitments include:
 - The planned investment of earmarked reserves on council priorities (for example implementing the IT strategy, incentive payments to landlords or managed services implementation).
 - Prudently setting aside amounts to protect against budgetary risks such as the £14m regarding the forecast shortfall in Dedicated Schools Grant for the High Needs Block.
 - The existing commitments include £5.4m of planned invest to save investment. The Council is considering capitalising such expenditure in accordance with a Government Regulation on the flexible use of capital receipts. Should such expenditure be capitalised the forecast balance of reserves will increase.
 - 4.9 Funding for pupils with **high needs** is provided through Dedicated Schools Grant from government. A recent children's services finance survey showed that London boroughs were spending £78m more than their high needs grant allocation, with 32 out of 33 boroughs reporting a shortfall. For LBHF the cumulative shortfall in funding is forecast to be £14.2m by the close of 2018/19. The Council is developing options for a deficit recovery plan and has contacted the government to discuss funding levels. It is also discussing how this should be treated on the Council's Balance sheet following a consultation by the Education Funding Agency. Pending further clarification, the Council has set aside a reserve to cover the potential deficit.
 - 4.10 Looking to the future an anticipated use of reserves is a planned investment of £27.3m in the King Street West Regeneration project with a forecast profit of £11.1m coming back to the Council from the proposed Joint Venture profits. This scheme will be considered at Full Council on 23 January 2019. The Council will benefit from efficiencies in delivering modern, inclusively designed and fit-for-purpose office and civic accommodation for its staff and visitors, as well as for small and start-up businesses. It also avoids the need for significant capital investment in the existing Town Hall and Town Hall Extension, which in 2017 was estimated at between £29.2 million and £53.5 million for both buildings, depending on the extent of refurbishment works undertaken. These figures exclude professional fees (estimated to be at least £2million to tender stage) and the cost of decanting staff to allow works to take place.
 - 4.11 Maintaining reserves and balances at an adequate level is essential to the future financial resilience of the Council. For example, an overspend of £4.9m is forecast in the month 6 Corporate Revenue Monitor. This will be a further call on reserves unless the overspend is tackled by year-end.
 - 4.12 Reserves can only be spent once. The forecast to 2021/22 identifies a tightening in the Council's finances that will need careful management and review. Continued focus will be required on keeping spend within budget and avoiding the use reserves to balance future budgets and rebuilding reserves for future investments.

5 FEES AND CHARGES

- 5.1 The budget strategy assumes:
 - Social Care charges frozen
 - A standard uplift of 3.5% based on the August 2018 Retail Price Index for other charges
 - Case by case review for commercial services that are charged on a forprofit basis. These will be varied up and down in response to market conditions, with relevant Member approval.
- 5.2 The exceptions for this Committee are attached in Appendix 4.

6 2019/20 COUNCIL TAX LEVELS

6.1 The administration proposes to increase the Hammersmith and Fulham element of 2019/20 Council Tax in line with inflation, by 2.7%. A 2.7% increase will generate additional income of £6.3m over 4 years and annual income of £1.56m and will add £19.65 per annum (5.4p per day) to the Band D Council tax charge. As set out below, 52% of dwellings are liable for 100% council tax with exemptions/discounts for Council Tax Support claimants, students, care leavers and single person households.

Table 9: Liability for Council Tax

Dwellings liable for 100% of Council tax	45,700 52%
Single person discount (25% discount)	(28,200)
Council tax support claimants (elderly & working age on low income)	(11,200)
Exemptions (mainly students, includes care leavers)	(3,600)
Reductions:	
Total dwellings in the borough	88,700

- 6.2 An adult social care precept levy of 2% is budgeted for 2019/20 with a freeze in future years. This will generate additional income of £4.6m over 4 years and £1.15m in 2019/20. This will increase the Band D Council Tax charge by £14.55 (4p per day).
- 6.3 The Mayor of London's draft budget is currently out for consultation and is due to be presented to the London Assembly on 24 January 2019, with final confirmation of precepts on 25 February. The current Band D precept is £294.23.
- 6.4 The change to the LBHF Band D charge is set out in Table 10. The current LBHF Band D charge of £727.81 is 34% lower than the London average of

£1,112. The overall Band D charge, including the GLA precept, is the third lowest in the country.

Table 10: LBHF Band D Council Tax Charge

2018/19 LBHF Band D charge	£727.81
Proposed 2019/20 Increase of 2.7%	£19.65
Proposed 2% Adult Social Care precept	£14.55
2019/20 Total LBHF Band D charge	£762.01

7 Comments of the Director for Children's Services on the Budget Proposals

- 7.1 Over recent years the Children's Services department has experienced increasing demand for its services which has put significant strain on the limited resources available. Referrals and placements of looked after children and care leavers have increased along with significant rises in the demand and statutory responsibilities for young people with special education needs (SEN). The 2019/20 budget seeks to fund these additional pressures enabling a high-quality service to be maintained whilst also contributing to the requirement for efficiencies in a way that protects young people and improves outcomes.
- 7.2 The department's approach to identifying potential savings has been consistent with the vision for Children's Services which is:

'To improve the lives and life chances of our children and young people; intervene early to give the best start in life and promote wellbeing; ensure children and young people are protected from harm; and that all children have access to an excellent education and achieve their potential. All of this will be done whilst reducing costs and improving service effectiveness.'

This has been key to developing a number of lines of enquiry that seeks to protect services to the most vulnerable members of the community within the statutory provisions required of the department.

The department seeks to do this through an innovative approach to service delivery that will seek to work with current service providers and groups in the community, to restructure how we deliver services, but protecting and improving services for families.

Table 11 – Children's Services key budget changes

Directorate	2019-20 Growth £'s	2019-20 Savings £'s	Contract inflation £'s	Staffing Inflation £'s
Assets, Operations & Planning	0	0	1,700	6,600
Education	0	0	0	29,300
Family Services	3,244,000	(1,003,000)	390,200	501,100
School Funding	0	0	0	0
Special Educational Needs and Disabilities	16,000	(260,000)	181,700	239,000
Grand Total	3,260,000	(1,263,000)	573,600	776,000

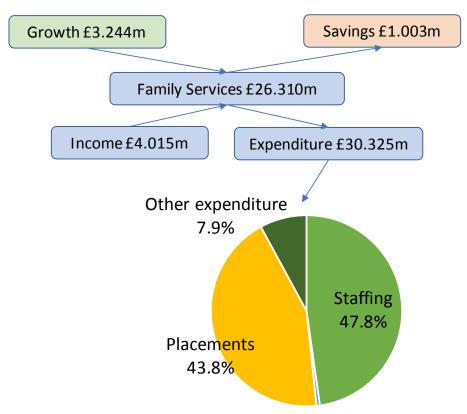
7.3 The department's proposed net expenditure budget for 2019/20 is £43.805m. Within this sum are a number of areas over which the department has no control. These are defined as indirect expenditure and include contributions to corporate services and capital charges. In total these add up to £9.816m. This means that the net direct expenditure that the department is in control of is £33.989m. The table below sets out how expenditure is incurred across the various directorates within the department showing that the majority of expenditure is on Family Services, £26.310m (77%) of net controllable expenditure.

Table 12 - Children's Services 2019-20 Controllable budget

Directorate	2019-20 Net Controllable Budget £'s
Assets, Operations & Planning	288,400
Education	716,000
Family Services	26,309,900
School Funding	0
Special Educational Needs and Disabilities	6,674,300
Grand Total	33,988,600

7.4 Family Services social care spend is primarily made up of staffing and placement costs. Increasing caseloads and complexity of cases have led to pressures over recent years. The 2019-20 budget seeks to address these pressures with growth in areas where they cannot be mitigated and where additional resource can prevent future spend and escalation of costs. Savings plans are also targeted here where the majority of controllable general fund budget is held. The savings put forward attempt to reduce cost and at the same time have a positive or neutral impact on service users.

Table 13 – Family Services controllable budget, key budget changes and expenditure types



- 7.5 Assets, Operations and Planning is responsible for ensuring the Council meets its statutory duty to ensure there are a sufficient number of school places across the borough, tackling the challenge of modernising and improving the school estate through major regeneration programmes as well as coordinating projects across the department. The budget of £0.288m includes DSG funded spend on school assets as well as staffing delivering these services. The 2019-20 budget proposes no significant changes in this area.
- 7.6 The Education directorate provides intensive support for schools requiring improvement, co-ordination of all primary moderation for Key Stage 2 and admissions, attendance and child employment services. The budget of £0.716m is predominantly the general fund contribution to staff delivering School Effectiveness services, governors support and Education Partnership services. Within education there is also the function to ensure the DSG income is fairly allocated to schools and retained services through support from the embedded finance service. The 2019-20 budget proposes no significant changes in this area.
- 7.7 The Special Education Needs and Disabilities (SEND) directorate provides services for 0-25 year olds with special educational needs or disabilities. A number of its services are fully or part funded by the Dedicated Schools Grant (DSG). The net general fund budget of £6.674m includes £2.824m on travel

care and support. The £0.260m savings are targeted here and are to be delivered through contract efficiencies and independent travel training which enable the current service offer and standards to be maintained. Short breaks and resources including care packages for disabled children, the Stephen Wiltshire Centre and the Haven account for £3.199m of the budget. Other than inflation no changes are proposed here.

- 7.8 Savings totalling £1.263m have been identified for 2019/20 and are set out in Appendix 1.
- 7.9 The savings proposals for Children's Services will seek not only to protect frontline services and to continue to offer a service appropriate to local need, but to improve our offer to residents facing difficult circumstances such as poverty and higher levels of need. The proposals will seek cost reductions through reduced spending on costly external placements by enhancing or expanding in-house provision.
- 7.10 At the core of all savings proposals will be services that strengthen families and help parents care for their children; whilst steadfastly remaining vigilant with regards to our duty of safeguarding vulnerable children and young people; taking decisive action to protect those that need it.
- 7.11 Appendix 1 also details £3.260m growth in 2019/20 for Children's Services. Growth is targeted at the budget pressures experienced in 2018-19 in social care placements and the increases in demand faced by the service.

8 Equality Implications

8.1 A draft Equality Impact Analysis (EIA), which assesses the impacts on equality of the main items in the budget proposals relevant to this PAC, is attached as Appendix 3. A final EIA will be reported to Budget Council.

LOCAL GOVERNMENT ACT 2000 LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

None.

Appendices

Appendix 1 – Savings and Growth Proposals

Appendix 2 – Risks

Appendix 3 – Draft Equality Impact Analysis

Appendix 4 – Fees & Charges not Increasing at the Standard Rate