Strategic Overview and Scrutiny Panel

Grand Jury Room, Town Hall 17 July 2012 at 6.00pm

The Strategic Overview and Scrutiny Panel look at and strategies from а borough-wide policies perspective and ensure the actions of the Cabinet accord with the policies and budget of the Council. The Panel reviews corporate strategies within the Council's Strategic Plan, overviews Council partnerships, considers the Council's budgetary for the forthcoming guidelines scrutinises Cabinet decisions or Cabinet Member decisions (with delegated power) which have been called in.

Information for Members of the Public

Access to information and meetings

You have the right to attend all meetings of the Council, its Committees and Cabinet. You also have the right to see the agenda, which is usually published 5 working days before the meeting, and minutes once they are published. Dates of the meetings are available at www.colchester.gov.uk or from Democratic Services.

Have Your Say!

The Council values contributions from members of the public. Under the Council's Have Your Say! policy you can ask questions or express a view to meetings, with the exception of Standards Committee meetings. If you wish to speak at a meeting or wish to find out more, please refer to Attending Meetings and "Have Your Say" at www.colchester.gov.uk

Private Sessions

Occasionally meetings will need to discuss issues in private. This can only happen on a limited range of issues, which are set by law. When a committee does so, you will be asked to leave the meeting.

Mobile phones, pagers, cameras, audio recorders

Please ensure that all mobile phones and pagers are turned off or switched to silent before the meeting begins and note that photography or audio recording is not permitted.

Access

There is wheelchair access to the Town Hall from St Runwald Street. There is an induction loop in all the meeting rooms. If you need help with reading or understanding this document please take it to Angel Court Council offices, High Street, Colchester or telephone (01206) 282222 or textphone 18001 followed by the full number that you wish to call and we will try to provide a reading service, translation or other formats you may need.

Facilities

Toilets with lift access, if required, are located on each floor of the Town Hall. A vending machine selling hot and cold drinks is located on the ground floor.

Evacuation Procedures

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e-mail: democratic.services@colchester.gov.uk www.colchester.gov.uk

Terms of Reference (but not limited to)

To review corporate strategies and strategic partnerships to ensure the actions of the Cabinet and Portfolio Holders accord with the policies and budget of the Council.

To monitor and scrutinise the financial performance of the Council, and make recommendations to the Cabinet particularly in relation to annual revenue and capital guidelines, bids and submissions.

To link the Council's spending proposals to the policy priorities and review progress towards achieving those priorities against the Strategic / Action Plans.

To scrutinise executive decisions made by Cabinet or a Cabinet Member, the Colchester and Ipswich Joint Museums Committee and the North Essex Parking Partnership (decisions relating to off-street parking only) which have been made but not implemented, and referred to the Panel through call-in.

To monitor the Council's operational performance in relation to the Strategic Plan and Performance Indicators, and the Cabinet's performance in relation to the Forward Plan.

The panel will be the appropriate route for any member to refer a 'local government matter' in the context of Councillor Call for Action.

Process for Councillor Call for Action

Councillors have the ability to call for debate and discussion a topic of neigbourhood concern, limited to issues affecting a single ward, in an attempt to bring about specific solutions for local problems, without going through the Council's executive decision making process.

Members may not call for debate matters relating to a planning or licensing decision, an individual complaint or where a right of recourse to a review or right of appeal is already provided for in law. Examples of where a member can bring an action to the panel's attention are poor service performance or increased anti-social behaviour.

The panel may reject a request as not within the guidance or where they consider the usual channels have not been exhausted, or accept that an investigation is the appropriate action.

The panel may conduct an investigation in the usual scrutiny manner and a report with recommendations will be compiled and brought to the Council or partners attention, with the Council or partners having a duty to respond. The panel will consider and publish the responses to their recommendations and feed back this information to the Councillor requesting the action.

COLCHESTER BOROUGH COUNCIL STRATEGIC OVERVIEW AND SCRUTINY PANEL 17 July 2012 at 6:00pm

Members

Chairman : Councillor Kevin Bentley.
Deputy Chairman : Councillor Beverly Davies.

Councillors Kim Naish, Nigel Offen, Gerard Oxford,

Helen Chuah, Bill Frame, Pauline Hazell, Peter Higgins and

Terry Sutton.

Substitute Members : All members of the Council who are not Cabinet members or

members of this Panel.

Agenda - Part A

(open to the public including the media)

Members of the public may wish to note that agenda items 1 to 5 are normally brief and agenda items 6 to 9 are standard items for which there may be no business to consider.

Pages

1. Welcome and Announcements

- (a) The Chairman to welcome members of the public and Councillors and to remind all speakers of the requirement for microphones to be used at all times.
- (b) At the Chairman's discretion, to announce information on:
 - action in the event of an emergency;
 - mobile phones switched off or to silent;
 - location of toilets;
 - introduction of members of the meeting.

2. Substitutions

Members may arrange for a substitute councillor to attend a meeting on their behalf, subject to prior notice being given. The attendance of substitute councillors must be recorded.

3. Urgent Items

To announce any items not on the agenda which the Chairman has agreed to consider because they are urgent and to give reasons for the urgency.

4. Declarations of Interest

The Chairman to invite Councillors to declare any interests they may have in the items on the agenda.

5. Minutes 1 - 5

To confirm as a correct record the minutes of the meeting held on 12 June 2012.

6. Have Your Say!

- (a) The Chairman to invite members of the public to indicate if they wish to speak or present a petition at this meeting either on an item on the agenda or on a general matter not on this agenda. You should indicate your wish to speak at this point if your name has not been noted by Council staff.
- (b) The Chairman to invite contributions from members of the public who wish to Have Your Say! on a general matter not on this agenda.

7. Items requested by members of the Panel and other Members

- (a) To evaluate requests by members of the Panel for an item relevant to the Panel's functions to be considered.
- (b) To evaluate requests by other members of the Council for an item relevant to the Panel's functions to be considered.

Members of the panel may use agenda item 'a' (all other members will use agenda item 'b') as the appropriate route for referring a 'local government matter' in the context of the Councillor Call for Action to the panel. Please refer to the panel's terms of reference for further procedural arrangements.

8. Referred items under the Call in Procedure

To consider any decisions taken under the Call in Procedure.

9. Decisions taken under special urgency provisions

To consider any Portfolio Holder decisions taken under the special urgency provisions.

10. Essex County Council's Joint Health and Wellbeing Strategy

6 - 11

See scoping report from the Head of Corporate Management.

Ms. Clare Hardy, Senior Manager: Health and Wellbeing, Essex County Council, and Ms. Loretta Sollars, Senior Policy and Strategy

Manager, Essex County Council will give a presentation on the development approach, including the consultation and engagement process, to producing a countywide Joint Health and Wellbeing Strategy.

11. 2013/14 Budget Strategy, Medium Term Financial Forecast and Budget Timetable

12 - 35

See report from the Head of Resource Management.

12. Work Programme

36 - 37

See report from the Head of Corporate Management.

13. Exclusion of the public

In accordance with Section 100A(4) of the Local Government Act 1972 and in accordance with The Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000 (as amended) to exclude the public, including the press, from the meeting so that any items containing exempt information (for example confidential personal, financial or legal advice), in Part B of this agenda (printed on yellow paper) can be decided. (Exempt information is defined in Section 100I and Schedule 12A of the Local Government Act 1972).

STRATEGIC OVERVIEW AND SCRUTINY PANEL 12 JUNE 2012

Present: Councillor Kevin Bentley (Chairman)

Councillors Helen Chuah (Former Mayor), Beverly Davies, Bill Frame, Pauline Hazell,

Peter Higgins, Kim Naish, Nigel Offen, Gerard Oxford

and Terry Sutton

Also in Attendance :- Councillor Tina Dopson

Councillor Annie Feltham Councillor Paul Smith

3. Minutes

The minutes of the meeting held on 20 March 2012 was confirmed as a correct record.

The minutes of the meeting held on 23 May 2012 was confirmed as a correct record.

4. Annual Scrutiny Report

The Annual Scrutiny Report, drafted by Mr. Robert Judd, Democratic Services Officer, informed the Council of the work of the scrutiny panels enabling the Council to form an opinion of the effectiveness of the scrutiny function. The Panel was asked to consider the draft report before it is submitted to Council.

RESOLVED that the Panel considered and agreed to the Annual Scrutiny Report to be submitted to the next convenient Full Council meeting.

Councillor Kevin Bentley (in respect of his membership of Essex County Council) declared a personal interest in the following item pursuant to the provisions of Meetings General Procedure Rule 7(3)

5. Work Programme

The Work Programme was presented by Mr. Robert Judd.

Mr. Judd said further to discussions on the Work Programme between the Chairman and Group Spokespersons, officers had made some preliminary enquiries and the panel was asked to consider the following additions or amendments to the programme.

- i) The Safer Colchester Partnership to be moved from the meeting on 29 August to the 18 September meeting.
- ii) Health and Wellbeing (HWB) Ms. Clare Hardy, Senior Manager for Health and

Wellbeing at Essex County Council, to give a presentation on proposals for the Health and Wellbeing Strategy, and the opportunity for members to comment and respond.

- iii) Health and Wellbeing To consider local arrangements including the work and progress of the Clinical Commissioning Groups (CCG), with invitations going to Councillor Ann Naylor, Portfolio Holder for Health and Wellbeing (Confirmed), Ms. Clare Hardy (confirmed) and Dr Shane Gordon and Dr Gary Sweeney (CCG)(to be confirmed).
- iv) A review of the Member's Locality Budgets scheduled for the meeting on 15 January 2013.
- v) A further review of Health and Wellbeing late in 2012 / early 2013, to consider the new Essex County Council Strategy, with an opportunity to discuss the impact of the strategy on local services e.g. older people, public health and leisure and sport, with invitations going to groups such as Age UK, Alzheimer's Society.

During the discussions on 'Addressing Older People's Needs' (part of the Performance Report), Councillor Davies said despite the good work to improve patient experience of discharge from hospital, she was being told at the Older People's Forum that there remained too many residents whose lives were impacted on negatively, that it was not working, with too many not receiving the appropriate after care. Councillor Offen said this work had been carried out successfully by the Essex Rivers Trust, but the level of care had declined since the start of Primary Care Trusts. Councillor Bentley said this was an issue that could be taken up as part of the work on Health and Wellbeing.

RESOLVED that the Panel considered and commented on the draft Work Programme for 2012-13 and agreed to the proposed amendments and additional reviews.

Councillor Kim Naish (in respect of being a Director of Anlia Care Trust) declared a personal interest in the following item pursuant to the provisions of Meetings General Procedure Rule 7(3)

Councillor Bill Frame (in respect of being the Chairman of Colne Housing Society) declared a personal interest in the following item pursuant to the provisions of Meetings General Procedure Rule 7(3)

Councillor Kevin Bentley (in respect of his membership of Essex County Council) declared a personal interest in the following item pursuant to the provisions of Meetings General Procedure Rule 7(3)

6. 2011-12 Year End Performance and Strategic Plan Action Plan

Councillor Tina Dopson, Portfolio Holder introduced the 2011-12 Year-End Performance and Strategic Plan Action Plan in Councillor Turrell's absence. Councillor Dopson said both Councillor Paul Smith and Mr. Mark Wright, Director of Property Services at Colchester Borough Homes was present to help to respond to questions

from the Panel.

Ms. Lucie Breadman, Head of Life Opportunities presented the Performance Report. Ms. Breadman explained the results was for the period April 2011 to March 2012, with appendix 1 providing year-end data for the Council's key indicators (a mixture of local indicators, national indicators and Best Value indicators), showing performance set against target, the proposed target for 2012-13 and commentary on each indicator from the relevant Head of Service. Ms. Breadman said 73% of targets were met during 2011-12.

In response to Councillor Offen, Councillor Dopson said the Council had set a challenging target in 2011-12 in respect of indicator KSI H3 the number of homelessness cases prevented, and achieved a credible 91% of target. Councillor Dopson agreed that it was a huge task to determine those landlords who provided accommodation fit for purpose but the Council would continue to try to reach its target, set at 260 cases for 2012-13.

Councillor Bentley and Councillor Smith agreed that revenues and benefits welfare reform was inextricably linked to homelessness. Councillor Smith said Welfare Reform would be presented to a member development session on Tuesday 19 June 2012.

Following on from this development session Councillor Bentley requested that a prescrutiny session on any formal decision taken on changes due to welfare reform, with both he and Councillor Smith agreeing that looking at homelessness and welfare together would make some sense. Mr. Judd was asked to make the necessary arrangements.

Councillor Frame said indicator KSI H2 'The number of affordable homes delivered' is becoming more and more difficult in an unpredictable housing development market and a reducing affordable housing market would impact on homelessness. Councillor Sutton said developers had said from the outset that these targets were unachievable. Councillor Bentley said the Community Infrastructure Levy (CIL) was an integral part of this debate, would help members get a better understanding if considered as part of the overall review. Councillor Bentley said the aim of the review was for all councillors to get a better overall understanding, and to help the Administration to improve future homelessness and affordable housing results.

Councillor Dopson said the current result of KSI H2 was very good, 366 affordable homes delivered against a target of 117, but this was due to a number of factors including additional funding for one year only and robust S106 negotiations.

Councillor Dopson responded to Councillor Sutton on waste recycling, saying that whilst our 40.2% recycling result was close to our 42% target, Colchester's results do look disappointing when compared to other local authorities, and this is in the main due to those authorities introducing wheelie bins on a fortnightly collection, a system that does have a large positive impact on recycling. This way of working though does require a huge investment programme given the fleet of refuse vehicles would need to be renewed to facilitate this change.

It was agreed by all members that even with the current method of collection accepted, there remains a hardcore of residents who still do not recycle their waste. It was reaffirmed that the Council was committed to a campaign to increase awareness and education, and proactively contact those households that do not recycle waste.

Councillor Offen that whilst he accepted there has been resistance in the past to wheelie bins, he was getting the impression that more and more people were changing their opinions, and a straw pole to gauge the public's view would he helpful.

Mr. Mark Wright addressed the Panel in regards to comments on indicator KSI H6 'The average time to re-let council houses', and where the 28 days result was below the 24 day target for 2011-12. Mr. Wright said the target was challenging but sensible. Some of the delays that impacted on the result were for example, i) displaced people from Sheltered Housing having the right to move into general needs properties, ii) offers of properties not considered desirable, iii) properties that are abandoned or where no notice of termination is given resulting in this time being built into the overall void time before any refurbishment has started, iv) all tenancies commencing on a Monday (due to welfare regulations) delaying the process if an agreement is reached the previous week, and v) properties where significant disrepair or vandalism requires a radical refurbishment.

Ms. Breadman introduced the year-end Strategic Plan Action Plan, where 96% of the actions were achieved.

Members debated age, around the actions on 'Addressing Older People's Needs'. It was generally agreed that whilst some people approaching 50 years old or in their 50s did not feel or think of themselves as older people, across the board, the needs and feelings of individuals is very different and so understandably building into the plan actions for people 50-55 years of age did make sense. Councillor Dopson said the strategy around older people was based on national labels and was not a local thing.

Councillor Dopson said the £20,000 investment in new volunteer led clubs was an initiative reaching out to rural areas. Some areas are already doing well and this investment enabled us to build on this good work. Councillor Bentley said he felt the commentary on this outcome should be more detailed so members got a better understanding.

Councillors Bentley, Oxford and Chuah spoke of the good work of the 'Changing Lives' project and the involvement of ten young people from the Gilberd School. This had been a once in a lifetime experience for these students who would remain involved in the project right up to the launch. The Treasures of China exhibition will be the first of its kind outside of China.

Councillor Dopson responded to Councillor Naish in explaining that the work of the Colchester Countryside Volunteer Rangers is to provide additional training in many countryside skills such as woodland management e.g. coppicing and nautical management e.g. pontoon building and repairs, and this work helped sustain the park on a part voluntary basis.

Councillor Bentley said for transparency the £250,000 invested in the support of voluntary organisations should have more detail to provide the information needed to the wider audience.

Councillor Bentley said the Strategic Plan Action Plan would need to reflect the Olympic Legacy. Councillor Dopson said in regards to outputs from the Olympic Games, the partnership would be measuring outcomes, was very specific, with details available on the website.

In conclusion, all three Appendices were reviewed and a number of key performance areas were discussed including; Homelessness and the impact future Welfare change will have both directly on this but also on the wider Health and Wellbeing of residents of the borough; the links to Affordable Housing; impacts and performance around re-let times for council houses and Waste, both in terms of the cost and reduction of this overall as well as participation in recycling.

There were no specific proposals from Strategic Overview and Scrutiny Panel for Cabinet to consider but the Panel did agree to add some of these key areas discussed to their future Work Programme.

RESOLVED that the Panel;

- i) Considered and noted the 2011-12 year-end performance summary.
- ii) Noted the proposed indicators for inclusion into next year's performance management reporting process, and the targets to measure progress.
- iii) Noted the Strategic Plan actions for 2012-13.
- iv) Requested further information, an update, on the Congestion Busting actions for the Northern Approaches Road and Busway, and the delivery of Park and Ride to Colchester.
- v) Requested further information on the work of officers in regards to deliver improvements in air quality and sustainable transport infrastructure.



Strategic Overview and Scrutiny Panel Scoping Document

10

17 July 2012

Committee	Strategic Overview and Scrutiny Panel
Topic	Proposals for the Joint Health and Ref: SCR/1/12-13 Wellbeing Strategy
Objective	The Panel is asked to consider and comment on the Essex County Council developing Joint Health and Wellbeing Strategy.
Reasons for undertaking review	To respond to Essex County Council's developing Health & Wellbeing Strategy.
Note: One of the Council's core governance principles	The end of July is the deadline for local responses, to be pulled together and presented to Essex County Council's Health and Wellbeing Board in September.
is engagement with partners and stakeholders to ensure public accountability.	The Essex Health and Wellbeing Board commence full statutory commitments on April 2013, with the new strategy taking effect from this date.
	At the meeting on 12 June 2012, the Strategic Overview and Scrutiny Panel agreed to the following Health and Wellbeing reviews; 17 July 2012 – Development of Essex County Council's Health and wellbeing Strategy. 29 August 2012 – To consider local Health and wellbeing arrangements, including Clinical Commissioning Groups.
	In 2013 (date tbc) – An overview of the Essex County Council's Health and Wellbeing Strategy and the impact on local services such as older people, public health and leisure, with invitations to local groups such as Age UK and the Alzheimer's Society.
	Councillor Ann Naylor, Portfolio Holder for Health and Wellbeing, has confirmed her attendance at the 29 August 2012 meeting.
Approach	A presentation by Ms. Clare Hardy and Ms. Loretta Sollars (ECC) "Joint Health and Wellbeing Strategy – Consultation and Engagement".
	Members are asked to engage with officers, to comment on, and ask questions about the overall project to date, providing an opportunity for partner feedback.

	The Portfolio Holder for present to note the com		sure Services will be		
	The knowledge gained with the Health and Wellbeing re	•	formation for the		
Membership	Full Panel				
Background Information					
Supporting documentation	With the scoping report the Consultation and Er September 2012				
	Slides from the officer's on the evening of the re	•	rovided to Members		
Representatives	The following persons w	vill attend this meeting;			
	Councillors Councillor Annie Feltha Leisure Services	am, Portfolio Holder fo	or Communities and		
	Officers Ms. Clare Hardy, Senior Manager for Health and Wellbeing, Essex County Council Ms. Loretta Sollars, Senior Policy and Strategy Manager, Essex County Council Ms. Lucie Breadman, Head of Life Opportunities Ms. Bridget Tighe, Community Initiatives Manager				
	Apologies Councillor Ann Naylor, Portfolio Holder for Health and Wellbeing, Essex County Council Councillor Anne Brown, Deputy Portfolio Holder for Health and Wellbeing, Essex County Council				
Future Action					
Governance Officer	Robert Judd Democratic Services Officer	Committee Officer	-		
Lead Officer(s)	Pam Donnelly, Executiv	e Director			

Essex Joint Health and Wellbeing Strategy Consultation and Engagement Programme Stage 2: May – September 2012

Introduction

The development of the Essex Joint Health and Wellbeing Strategy has been broken down into 3 stages:

1.	Development of Draft Strategy	November 2011 – April 2012
2.	Development of Final Strategy	May 2012 – September 2012
3.	Planning for implementation of Strategy	October 2012 – March 2013

Consultation and engagement activity will take place in every stage and is integral to the four stranded approach that has been taken to developing the strategy. This is summarised in the table below:

Shape & Inform	Engagement & Ownership
Scope, Policy Drivers, Vision, Principles, JSNA, Rationale for Prioritisation, Shared Definitions	Shaping common vision & Principles, setting priorities, getting agreement for core definitions
Publication & Communications	Accountability, Delivery & Review
Stakeholder groups & audiences, key messages, media, Plain language, workforce development	Roles & Responsibilities, linkages with other strategies, delivery, governance, reporting, review, scrutiny

Although discussions at every stage will range over all aspects of the strategy, the main focus for the consultation and engagement in each phase of the strategy can be summarised as:

Stage 1: Input and support for development process (scoping document)

Stage 2: Views on the potential priorities for the strategy and content of the draft document

Stage 3: Formal support for the strategy and development of implementation plans.

Consultation and Engagement during Stage 2

This stage runs from May 2012 – September 2012 with the consultation and engagement activity concluding by the end of July to allow sufficient time during August for it to be analysed and incorporated into the writing of the final version

of the strategy. There are four elements of the consultation and engagement programme that will run concurrently during stage 2:

1. Formal Consultation with partner organisations

The Shadow Health and Wellbeing Board agreed a draft strategy document at their meeting on 25 April 2012. This will be sent to partner organisations, as listed below, with a brief questionnaire seeking feedback on all sections of the document.

- Local Authorities (districts, boroughs, ECC and parish councils)
- Clinical Commissioning Groups
- Cluster PCTs
- HealthWatch
- Other strategic partnerships operating in Essex eg. South East Local Economic Partnership
- Voluntary sector organisations

These partner organisations may wish to take the draft document to their committees/boards to sign off a formal response.

2. Group consultation - the prioritisation exercise

The priorities are probably the single most important section of the strategy. The criteria used to select them and the number of people and organisations who inform the Board's decision making will be crucial in ensuring that the strategy is defensible and in demonstrating that it represents the views of residents and partner organisations across the whole county. Considerable time has therefore been given to developing a prioritisation exercise. This takes the form of a structured group discussion that is supported by resources based on the Joint Strategic Needs Analysis. Groups are tasked with agreeing which 4 of 18 potential themes should be the priorities for the Strategy. These themes are all listed in the draft strategy.

This exercise has been subject to lengthy trials and modifications which in themselves have also informed the production of the draft strategy and the consultation process. The final version has been shown to generate a high quality discussion that addresses:

- the dilemma the Board faces in deciding on its priorities;
- the opportunities presented by working in partnership;
- the challenges that will be encountered in implementing the strategy.

These are all captured within the exercise by facilitators from ECC. The attached briefing note gives a full explanation of the exercise:



The prioritisation exercise will be offered to the following groups:

- Clinical Commissioning Group Boards
- District Locality Boards/LSPs
- Local Children's Commissioning and Delivery Groups
- ECC members (through an open invitation to all to attend HOSC meeting 6 June 2012)
- Voluntary sector organisations
- HealthWatch Executive
- ECC staff groups
- Service provider organisations

Other groups are welcome to run the exercise, but the presence of ECC staff to help with the facilitation will be subject to availability.

A variation of the exercise has already been run with 4 secondary schools across the county and further engagement with schools and young people will be planned, in particular to get the views of young people outside of formal education.

A log of events will be complied and a review will be taken of the full schedule to ascertain where there are any gaps either geographically or for specific stakeholder interest groups. Additional sessions will then be planned on this basis.

3. Individual consultation - online survey

An online survey has been developed. Participants are asked to select their top 4 priorities from the same group of 18 as in the prioritisation exercise. A free text section then seeks qualitative feedback from participants. Demographic information will also be collected. In total, the survey will take approx. 10 minutes to complete. The survey will be open to anyone to complete, and will be advertised specifically to the following groups:

- the public
- schools and young people
- participants in the group prioritisation exercise so that they are able to express their personal views
- Staff from ECC and partner organisations

Responses to the survey will be monitored and additional publicity devised to boost response from low areas or groupings to make it as representative as possible.

The survey can be accessed at the following link:

http://www.engageessex.org.uk/essex/KMS/elab.aspx?noip=1&CampaignId=159

4. Health and Wellbeing Board Stakeholder Forum

The HWB will be hosting a Stakeholder Forum on 18 July 2012. The programme will include a major section on the JHWBS which will cover 3 aspects of the strategy consultation:

- i. Sharing feedback that has been generated to date from the consultation and engagement activity;
- ii. Discussing the emerging priorities;
- iii. Looking forward to stage 3 of the strategy asking participants to air their initial thoughts on how action plans associated with the priorities can be implemented and performance managed.

JHWBS consultation & engagement stage 2 3rd version Loretta Sollars 11 June 2012



Strategic Overview and Scrutiny Panel

11 **1**

17 July 2012

Report of Head of Corporate Management Author Robert Judd

Tel. 282274

Title 2013/14 Budget Strategy, Medium Term Finacial Forecast and Budget

Timetable

Wards affected

The report on the 2013/14 Budget Strategy, Medium Term Financial Forecast and Timetable, as considered and agreed by Cabinet on 4 July 2012 is provided for the Panel's consideration.

1. Action required

1.1 The Strategic Overview and Scrutiny Panel is requested to consider and note the 2013/14 Budget Strategy, Medium Term Financial Forecast and Budget Timetable, presented to the Cabinet on 4 July 2012, and refer any comments or concerns back to the Cabinet for further consideration.

2. Reasons for Scrutiny

2.1 The review of the Council's Budget Strategy and Timetable is one of the responsibilities of the Strategic Overview and Scrutiny Panel, as set out under the Terms of Reference for the panel within the Constitution.

3. Standard and Strategic Plan References

- 3.1 The Council recognises that effective local government relies on establishing and maintaining the public's confidence, and that setting high standards of self governance provides a clear and demonstrable lead. Effective governance, of which scrutiny is a part, underpins the implementation and application of all aspects of the Council's work.
- 3.2 Scrutiny is a key function to ensure decisions have been subject to full appraisal and that they are in line with the Council's strategic aims. The role of scrutiny is also an important part of the Council's risk management and audit process, helping to check that risks are identified and challenged.
- 3.3 There is no publicity, equality and diversity, human rights, community safety, health and safety, risk management or financial implications in this matter.



Cabinet

7(i)

Item

4 July 2012

Report of Head of Resource Management Author Sean Plummer

282347

Title 2013/14 Budget Strategy, Medium Term Financial Forecast and Budget

Timetable

Wards Not applicable

affected

This report asks Cabinet to:

- Note the current financial position for the financial years 2011/12 and 2012/13
- Agree use of balances
- Note the budget forecast and timetable for the 2013/14 budget
- Note the updated Medium Term Financial Forecast for the period to 31 March 2015
- Note an update of the Revenue Balances
- To note the Capital Programme and agree releases set out.

1. Decisions Required

- 1.1. To note the pre-audit outturn position for the financial year 2011/12.
- 1.2. To agree to release from balances for projects set out at paragraph 3.5 and to reinstate the ability to agree releases from balances up to £100k as set out paragraph 3.7.
- 1.3. To note the budget forecast, approach and timetable for the preparation of the 2013/14 budget and updated position in respect of balances.
- 1.4 To note the updated Medium Term Financial Forecast for the period to 31 March 2015 as set out at Appendix A.
- 1.5 To note the latest position in respect of the Capital Programme and agree to the changes to capital programme shown at paragraph 7.2 and to release capital funding for the schemes shown at paragraphs 7.8.and 7.9.

2. Reasons for Decisions

2.1. The Council is required to approve a financial strategy and timetable in respect of the financial year 2013/14 and a Medium Term Financial Forecast (MTFF) for the two subsequent financial years.

3. Financial Overview 2011/12 and 2012/13

Financial Year 2011/12

3.1. The Pre-Audit Outturn report for the year to 31 March 2012 was presented to the Finance and Audit Scrutiny Panel (FASP) on 26 June 2012.

- 3.2. The position shows a net underspend on budgets of £196k (1% of the net revenue budget for the year) after allowing for a number of agreed carry forward items.
- 3.3. When the budget for 12/13 was agreed it was done so on the basis that there was a potential net overspend of up to £200k in 11/12. The overall surplus has therefore been added to balances which are considered in more detail later in this report.

3.5. Financial Year 2012/13

At this stage in the financial year it is difficult to assess potential variances (both positive and negative). However, there are a number of areas that have been identified which are recommended are funded from balances:-

• Castle Museum China exhibition, £75k

In order to host the loan exhibition from Nanjing Museum it is necessary to pay a £150,000 loan fee. Essex County Council has agreed to fund half this cost, with the balance being met by Colchester. The arrangement with Nanjing provides for a reciprocal payment to be made to Colchester when our exhibits are loaned to Nanjing, likely to be within 2013 or 2014. Although it is expected that the Council will receive income to match this payment, this is likely to fall in a different financial year so it needs to be funded now.

• Police and Crime Panel, £2k

Essex council leaders have agreed to the establishment of a Police and Crime Panel. It has been agreed that a contribution towards this of £2k would be made.

3.6 The Leader of the Council has recently agreed two releases of balances in line with delegation arrangements set out in the budget report. These have been in respect of:-

Sergeants Mess garden, £30k

An informal decision was taken by some time ago to donate £30k to the Colchester Archaeological Trust's (CAT) fundraising exercise to purchase the Sergeants Mess. When the purchase of the building fell through it was agreed to maintain this commitment to contribute the £30k with the money being earmarked to secure the garden to the Sergeants Mess building. CAT will be responsible for the interpretation and maintenance of the garden.

• Hythe Forward project, £30k

A separate report has been agreed by the Leader of the Council to contribute £30k towards this which aims to establish a community led project in East Colchester.

- 3.7. The impact of these decisions has been reflected in the balances position shown within this report. It is therefore proposed that the existing Cabinet decision to agree that up to £100k of Revenue Balances be specifically earmarked for potential items of unplanned expenditure be reinstated with approval delegated to the Leader of the Council.
- 3.8. Based on the above proposals balances would remain above our recommended level. Finance and Audit Scrutiny Panel will receive reports during the year on the budget position.

4. Budget Forecast for 2013/14

4.1. Appendix A sets out a budget forecast for 2013/14 and a Medium Term Financial Forecast (MTFF) for the subsequent two years including the key assumptions. 2013/14 includes a number of important and significant changes to how Local Government is

funded with the planned introduction of a scheme of locally retained business rates. There are also planned major reforms to the benefit system, specifically the introduction of a local Council Tax Support scheme to replace Council Tax benefits. These issues are considered within this report and provide a backdrop to a budget forecast which contains a number of uncertainties and therefore risk areas.

4.2. The current forecast budget gap for 2013/14 is £821k, summarised below:-

	2013/14	Comment
	£'000	
Base Budget	21,567	
One off growth items adjustments	(250)	
Cost Pressures	900	Inflationary provision, pensions increase, land charges income and general risk contingency
Growth items	1,040	Estimated provision for borough wide food waste service. Also includes use of New Homes Bonus.
Savings - Agreed	(1,293)	Mainly anticipated net saving from Sport and Leisure FSR and additional ICT contract savings.
Forecast Base Budget	21,964	
Government Grant	(7,951)	No specific provisional figures yet available, therefore based on assumed reduction. Includes the removal of the one-off Council Tax Freeze grant.
New Homes Bonus	(1,775)	Assumes an increase in grant of £250k
Council Tax	(11,085)	Based on 2.5% increase and 0.5% increase in taxbase.
Use of Reserves	(332)	Ongoing use to fund community stadium, S106 and pensions increase
Total Funding	(21,143)	
Budget gap	821	

4.3 The key assumptions in respect of the 2013/14 forecast are:

Government Funding

- 4.4. Current Government proposals arising from the review of Local Government funding will result in a change to how local councils are financed from 2013/14. Details of the consultation exercise which included the proposal that councils will keep a proportion of business rates collected was reported to Cabinet on 12 October 2011. Since then the Government has published a response to the consultation exercise and released some more details on how the scheme will work. More detailed guidance is expected soon.
- 4.5. The transition to the new funding system is expected to be within current Government spending controls. The Comprehensive Spending Review points to a further reduction in government funding in 2013/14, however, what this will mean for Colchester is unclear. At this stage an assumption is made of a reduction in core funding (potentially business rates and government grant) of 5% with a further cash reduction of £300k. The Government has promised to provide more detail in coming months and Cabinet will receive further reports on this key issue for the budget strategy and MTFF.

Council Tax Support (CTS)

- 4.6. Provision in the current Welfare Reform Bill replaces Council Tax Benefit (CTB) with a localised Council Tax scheme, setting out a number of objectives:
 - To reduce grant funding of the new scheme by 10%. This equates to c£2m compared to the subsidy paid to benefit authorities for CTB;
 - Protect pensioners, to not lose out by the change to the new scheme;
 - Protection for people in vulnerable groups, defined by local authorities. Authorities have to avoid child poverty, meet disabled people's needs and prevent homelessness;
 - Support initiatives encouraging people into work as part of welfare reform.
- 4.7. A new Local Government Finance Act will create the Council Tax Support (CTS) scheme, removing most of the complex existing rules. This will mean the majority of CTS awards will be based on criteria created and administered by each local authority, having consulted with precepting authorities (Essex Council Council, Fire and Policy authorities) and the public. National regulations will direct how authorities will support pensioners, with little change to the way their entitlement is presently decided.
- 4.8. The Council is required to produce a scheme for consultation, which is expected to be carried out during August / September. To help inform the development of a detailed scheme it is proposed that Policy Review & Development Panel consider this issue during August and September. Strategic Overview and Scrutiny Panel will then consider final proposals for pre scrutiny prior to recommendations by Cabinet to Council on the 6 December.
- 4.9. There are a number of significant budget risks attached to creation of the CTS scheme. These include the risks in respect of cost of collection, the potential for reduced collection rates and the risks arising from what will be fixed funding from Government.

Inflation and costs

4.10. For 2013/14 a planning assumption of a range of 0% to 1.5% has been used for the inflation on most expenditure items with some higher provisions for items such as energy. It will be necessary to review forecasts for specific areas including pay and energy costs in due course and this is therefore shown as a risk area.

Income budgets

4.11. It is evident that there has been a reduction in the recent years in some income budgets such as car parking, planning and net interest earnings. The 12/13 budget included an allowance for reductions in some income levels, however this is likely to remain a risk to the 13/14 budget forecast and the MTFF.

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4.12. At this stage the savings shown include the estimated additional savings from third year of the Street Services FSR, the second year of the new ICT contract (an extra £310k) and also the full year savings in respect of the Sport and Leisure FSR (£644k). Further savings will be identified as part of the ongoing budget process.

Council Tax

- 4.13. The budget forecast and MTFF continues to be based on the planning assumption of a 2.5% pa increase for 2013/14 and beyond.
- 4.14. The grant equivalent to 2.5% of Council Tax revenue paid in 2011/12 to authorities who did not increase the Council Tax rate in that year will continue in 2013/14. The Government has stated that it intends to provide this funding for this grant until 2014/15.

The grant received in respect of the Council's decision to freeze Council Tax in 2012/13 is provided for one year only and this has therefore been reflected in the 13/14 grant figures.

4.15. An annual increase of 0.5% in the 'taxbase' (the number equivalent Band D properties) has been assumed.

New Homes Bonus (NHB)

- 4.16. The budget position shown includes any assumed increase in income from the New Homes Bonus of £0.25m to £1.725m.
- 4.17. The Government allocated £200m for the NHB scheme in 11/12 and £250m for each of following three years giving a total of £950m. The Government has acknowledged that this is insufficient to fund the full costs of the scheme and that the gap will be met from the overall funding allocated for Local Government.
- 4.18. Given other Government funding is intended to meet the gap in the NHB cost a prudent increase is assumed. The NHB figures for 2013/14 should be known at the same time as our main finance settlement it will be possible to consider how the NHB might be used to support the budget strategy and the approach to this funding stream in the MTFF.

Summary of Budget Forecast

- 4.19. There are a number of significant budget risks that will affect the 13/14 budget process and these are set out within Appendix A. The risks include items that could be positive to the budget forecast as well as negative. The current list of risks will be monitored and amended throughout the budget process.
- 4.20. In summary there is a forecast budget gap of circa £0.94m. This does include an allowance of £400k against various potential risks arising from Government reforms and other potential budget issues. However, it should be noted that at this stage this gap could change based on a number of emerging factors.

Delivering the 2013/14 Budget

- 4.21. The Council's approach to the budget is that it is primarily driven by the Strategic Plan. We have adopted a number of different ways to identify savings or additional income to support Strategic Plan priorities and to meet a number of substantial cost pressures. The strategy for last two years has been broadly based upon 5 tracks:-
 - 1. Income generation
 - 2. Efficiencies (including Fundamental Service Reviews)
 - 3. Total Place projects / themes
 - 4. Shared services and different models for service delivery
 - 5. Cuts and reductions

Efficiencies and FSR

- 4.22. The FSRs reported to Cabinet in respect of Housing, Revenues and Benefits, Street Services and most recently Sport and Leisure have demonstrated that significant savings are possible with each review identifying savings. The review of Sport and Leisure Services is now in the implementation phase and the 13/14 budget forecast includes the full year savings expected to be delivered from this review.
- 4.23. A Universal Customer Contact (UCC) FSR is currently in progress with a review of support service functions scheduled to start in 2013. The UCC FSR is the largest FSR

and will be expected to deliver cost savings and income opportunities for the Council over the short to medium term

Income Strategy

4.24. We know that as an organisation we already generate significant amounts of income and in benchmarking do well compared to other councils. Income is an important element of the UCC FSR and is vital in an environment in which we become less reliant on Government Grant; as costs pressures increase, resources are reduced and the need to protect valued services becomes more difficult. However, these drivers create an opportunity for change and to raise our ambitions to grow our income significantly in ways that will require a very different approach to our staff, their skills, our financial arrangements and our governance.

Shared Services and different models for delivery

4.25. The Council is already delivering services through partnership arrangements, whether formal shared service agreements such as the museums and parking partnerships as well as more informal sharing of resources. Opportunities to deliver services through shared arrangements or other delivery models will be considered.

Budget Group

- 4.26. The Budget Group comprising Cabinet members and senior officers has operated for three years. It is intended that the Budget Group continues and has the overview of all the tracks, monitoring progress and taking relevant reports.
- 4.27. The different tracks are not mutually exclusive and there will need to be a balanced approach to closing the budget gap through the use of all of them.
- 4.28. The Council's approach to budgets has always been to consider the longer-term impact of decisions. The budget process for 2013/14 will continue to reflect this by recognising that some service changes (reductions, income and growth) will often be delivered over a period longer than a year. This is likely to be particularly true for outcomes of the FSRs.
- 4.29. Appendix B sets out the proposed budget timetable.

Housing Revenue Account (HRA)

- 4.30. The HRA is a ring fenced account that relates to costs and income in respect of the Council's housing stock. The HRA budget and rent setting process is carried out alongside the General Fund budget and elements of the process are carried out simultaneously. The budget approach for the HRA will continue to be fully integrated within the General Fund budget process with the final budget report and rent setting being included within the overall budget and Council Tax decisions.
- 4.31. 2012/13 saw a significant change to the HRA with the implementation of reforms to the HRA subsidy system and creation of the self financing regime. This has assisted with financial planning and the 13/14 budget will therefore be developed within this new framework.
- 4.32. Cabinet considered a report on 14 March on the Colchester Local Housing Review. This commented that any savings, or costs, arising from this review would be subject to the ring fenced arrangements for the HRA. This will therefore be considered alongside any HRA budget proposals.

5. Medium Term Financial Forecast

- 5.1. The Medium Term Financial Forecast (MTFF), as set out at Appendix A, shows a potential budget gap of c£2m by 2015/16. The key factors affecting the budget gap in later years include the assumed further reduction in Government funding.
- 5.2. The forecast needs to be viewed alongside the level of significant risks and uncertainty regarding a number of key factors that will impact on the Council's finances in the medium term. Most of the key risks outlined in the MTFF could result in recurring cost pressures for the Council. This will require recurring cost savings or additional income to be identified to minimise the escalation of these pressures.
- 5.3. The MTFF does also show that the Council continues to hold reserves and balances to support the Council's budgets. The position on these reserves will be reviewed during the year as the 2013/14 budget progresses.
- 5.4. In summary the MTFF sets out what is likely to continue to be a challenging financial outlook with an increasing level of uncertainty in future years. The budget process needs to establish that the Council's spending plans, in the medium term, are affordable and can be prudently financed.

6. Revenue Balances

- 6.1. Following completion of the final accounts for the year to 31 March 2012 uncommitted or unallocated revenue balances stand at almost £1.8m. This compares with the current approved minimum balance of £1.5m.
- 6.2. As this report emphasises the Council is expected to face many financial pressures in the medium term. Whilst some provisions has been made within balances for some of these there is a recognised view that further significant reductions in public sector spending will occur over the coming years and that there is an increased financial risk associated with many of the local government finance reforms. It should also be noted that balances can by nature only be used once and so it is not generally appropriate to use them to support ongoing budget pressures.
- 6.3. As part of the 13/14 budget process it will be necessary to review the risk assessment that informs the recommended level of balances. Given, the current uncertain financial outlook and implications of the significant changes being introduced by the Government it may be appropriate to recommend an increase to the current level of £1.5m.
- 6.4. This is the first report in respect of the 2013/14 budget. The budget timetable sets out that the position on balances and other reserves and provisions will be reported later this year.

7. Capital Programme Update

- 7.1. The capital outturn report for 2011/12 that was reported to FASP on 26 June showed a total 'live' Capital Programme of £110.8m, and a spend for the year of £87.9m. The remainder of the funds being expected to be spent in 2012/13 and 2013/14.
- 7.2. The outturn report highlighted that there is a forecast net overspend on the 'live' Capital Programme of £14.5k in respect of the following schemes:

Scheme	Over / (Under) £'000
Support for Parish Councils and Community Groups	(47.8)
St. Botolphs Public Realm	227.2
St. Botolphs Regeneration Enabling Fund	(227.2)
Town Station Square	62.3
Total Net Over/(Under)spend	14.5
Less adjustment for use of S106 (para. 7.4.)	(62.3)
Total Net Over/(Under)spend	(47.8)

- 7.3. It is proposed that the overspend against the St Botolphs Public Realm scheme of £227.2k is met by transferring resources from another capital scheme, the St Botolphs Regeneration Enabling Fund. Under the Council's financial procedure rules, virements of between £50k and £250k need to be made by Cabinet, so it is requested that this transfer of resources is approved.
- 7.4. The projected funding shortfall against the Town Station Square scheme is currently anticipated to be met from further Section 106 funding.
- 7.5. A review of resources available to support the Capital Programme has been carried out, and the following table provides a summary position. This shows that based on current projected capital spend and receipts, there is currently an excess of resources compared to the approved Capital Programme.

Detail	£'000	Note
Balance of funds brought forward from	491	
2011/12		
Projected receipts for 12/13	(5,148)	Receipts which are confirmed
		but not yet received
Balance available	(4,657)	
Forecast underspend on programme	(48)	See paras 7.2 – 7.4
New releases proposed now	601	See section 4
Total forecast balance carried forward	(4,104)	Surplus

7.6. Looking ahead, against these likely available resources needs to be considered emerging capital requirements, some of which have been previously reported to Cabinet. These include the remaining repair costs of the town and castle walls, the Vineyard Gate development, capital costs in respect of the food waste service, and a provision in respect of the Universal Customer Contact fundamental service review.

New Releases

7.7. Within the above forecast there is £4.657m of unallocated resources available now to release. It is recommended that part of this is used for the priorities detailed below, which all require resources during the 2012/13 financial year.

Town Walls

7.8. £84k estimate for repairs required to the Roman Walls in Priory St. and East Hill.

Disabled Facilities Grants

7.9. £200k estimate of CBC funding commitment required during 2012/13 for Disabled Facilities Grants, based on current levels of expenditure and CLG grant.

7.10. Further updates of the capital programme will be reported to Cabinet and will consider future demands for capital funding alongside available resources.

8. Strategic Plan References

- 8.1. The Council has agreed an over arching vision for the Borough: Colchester, the place to live, learn, work and visit. Alongside this are number of broad aims.
- 8.2. The 2013/14 budget and the Medium Term Financial Forecast will be underpinned by the Strategic Plan priorities and will seek to preserve and shift resources where needed to these priorities.

9. Financial implications

9.1 As set out in the report.

10. Equality and Diversity Implications

10.1 Consideration will be given to equality and diversity issues in respect of budget changes proposed as part of the budget process. This will be done in line with agreed polices and procedures including production of Equality Impact Assessments where appropriate.

11. Risk Management Implications

11.1 As set out in report.

12 Consultation

- 12.1. The Council is required to consult on its budget proposals. A consultation exercise took place as part of the production of the Strategic Plan agreed by Council in February 2012.
- 12.2. The budget strategy and timetable aims to ensure that information is available for scrutiny and input from all Members on proposals in the process. The aim is that detailed information will be available prior to the final budget report being submitted to Cabinet and approval by Council in February.
- 12.3. As has been the case in previous years the opportunity remains open for the leader of the opposition to meet with officers to assist with consideration of any alternative budget proposals.
- 12.4. Furthermore, we will continue with the statutory consultation with business ratepayers and will meet with parish councils in respect of grant funding.

13. Other Standard References

13.1 There are no direct Publicity, Human Rights, Community Safety or Health and Safety implications as a result of this report.

Background Papers

Revenue and Capital Outturn reports to Finance & Audit Scrutiny Panel Report – 26 June 2012

Medium Term Financial Forecast 2011/12 – 2014/15

1. Introduction

The Medium Term Financial Forecast (MTFF) sets out the Council's budget forecast for the next three years. The MTFF sets out:-

- A summary of the 2011/12 budget including an analysis of all service budgets
- The budget forecast for next three years including current cost pressures, growth items and assumptions regarding use of reserves.
- A list of key risk items for 2012/13 and beyond
- The current position on Council General Fund balances including the risk assessment for 2011/12
- The current position on all other reserves and balances

The MTFF will continue to be updated during the year as the budget progresses.

2. 2012/13 Budget

The Council's General Fund includes all costs and income other than those in respect of the Council housing stock

Colchester's total net revenue budget for 2012/13 is £20million.

	£'000
Net Budget	20,042
Funded by:	1
Government Grant (incl: NNDR - Business Rates	8,940 (45%)
and Council Tax freeze grant)	1
Council Taxpayers (excl. parishes)	10,761 (54%)
Use of Balances / Reserves and Collection Fund	341 (1%)
deficit	1
	20,042

The following table sets out a summary of the 2012/13 budget including changes made from the previous year.

2012/13 Summary Budget

	Adjusted Base	One-Off	Cost	Growth	Technical	Savings	Detailed
	Budget	Items	Pressures	Items	Items		12/13 Budgets
	000,3	000,3	000,3	€,000	000,3	3,000	000,3
Corporate & Democratic Core	341		10			(30)	321
Executive Management Team	819		30			(54)	795
Corporate Management	6,401	9	201			(487)	6,121
Customer Services	1,040		20			(40)	1,020
Env. & Protective Services	2,308	14	(22)	19		(506)	2,113
Life Opportunities	5,173	09	114	30		(124)	5,253
Resource Management	(189)	15	213			(213)	(174)
Strategic Policy & Regen.	2,229		19	212		(100)	2,360
Street Services	1,969		564	200		(362)	2,371
Total Services	20,091	96	1,149	461	0	(1,616)	20,180
Technical Items							
	0						
Corporate Budget targets	0						
Savings Risk Factor	0		0			285	285
Shared Services	(150)		120				(30)
Cross cutting	15		0			(20)	(32)
Corporate Grants	0		0				
Homelessness Grant	(192)		0				(192)
New Homes Bonus	0		0			(1,525)	(1,525)
Non-Service Budgets	0		0				0

	Adjusted Dase	One-Off	Cost	Growth	Technical	Savings	Detailed
	Budget	Items	Pressures	Items	Items		12/13 Budgets
	000,3	€,000	000,3	€,000	€,000	3,000	3,000
Grants to Parish councils	102		0				102
CLIA (net interest)	619		100	135			854
R&R Contribution	0		150				150
Min Revenue Provision	658		40				869
Pensions	2,397		26				2,494
ECC Second Homes	(149)		25				(124)
Heritage Reserve	6		0				6
Invest to earn / Save	0		0	100			100
GF/HRA adjustments etc	(2,878)		(09)		14		(2,924)
Total Below the Line	431	0	472	235	14	(1,290)	(138)
Total incl Below the line	20,522	95	1,621	969	14	(2,906)	20,042
Funded by:-							
Pensions Reserve	0		(26)				(46)
Capital Expenditure Reserve	(300)		100				(200)
Other Reserves - S.106	(02)		0				(20)
Government Grant (RSG / NNDR)	(6,529)		858				(8,671)
Council Tax Freeze Grant (12/13)	0		0			(569)	(269)
Council Tax	(10,681)		0			(80)	(10,761)
Collection fund Transfer	28	(28)	56				26
Total	(20,522)	(28)	887	0	0	(349)	(20,042)

3. Budget Forecast 2013/14 to 2015/16

The following table sets out the Council's budget forecast for the next three years including key assumptions.

Medium Term Financial Forecast				
2012/13 to 2015	5/16			
	2012/13	2013/14	2014/15	2015/16
	£'000	£'000	£'000	£'000
Base Budget	20,522	21,567	21,964	22,134
Cost Pressures (net of one off changes)	1,635	900	695	490
Growth Items (net of one off changes)	696	790	(75)	0
Savings	(1,286)	(1,293)	(450)	0
Forecast Base Budget	21,567	21,964	22,134	22,624
Funded By:				
Government Grant / Retained Business Rates	(8,404)	(7,984)	(7,585)	(7,205)
Council Tax Freeze Grant (re 11/12)	(267)	(267)	(267)	
Council Tax Freeze Grant (re 12/13)	(269)			
Further reduction allowance		300	300	300
New Homes Bonus	(1,525)	(1,775)	(1,775)	(1,775)
Total Gov't grants	(10,465)	(9,726)	(9,327)	(8,680)
Council Tax	(10,761)	(11,085)	(11,419)	(11,763)
Collection Fund Deficit / (Surplus)	26	0	0	0
Use of Reserves	(367)	(332)	(230)	(230)
Total Funding	(21,567)	(21,143)	(20,976)	(20,673)
Budget (surplus) / gap before changes				
(cumulative)	0	821	1,158	1,951
Annual increase	0	821	337	793
Kay Assumations				
Key Assumptions				
			L	<u> </u>

Gov't Grant – 5% reduction pa has been shown for indicative purposes with a further reduction of £300k

Planning assumption of an increase in Council Tax of 2.5% for next three years

	2012/13	2013/14	2014/15	2015/16
Cost Pressures	£'000	£'000	£'000	£'000
General Inflation	257	240	240	240
Pensions	97	102	250	250
Elections	38	(92)	85	
Castle Museum Closure (one off)		50	(50)	
Land Charges (recurring risk)		200		
Risk factor		400		
Fleet			170	
Total	1,635	900	695	490
	1	I	1	

Medium Term Fi		t		
2012/13 to	i i	2042/44	204 4/4 5	2045/46
	2012/13 £'000	2013/14 £'000	2014/15	2015/16
Growth Items	2 000	2.000	£'000	£'000
Food Waste	200	750	(75)	
Tour Series	40	40	(10)	
Torch relay	30	(30)		
Invest to earn	100	(100)		
LDF	120	(120)		
New Homes Bonus	120	250		
Total	696	790	(75)	0
Savings (incl. one off adjustments)				
One-off costs	30	15	(45)	
Reduce risk factor to £200k		(85)		
Agreed on-going additional savings		(1,137)	(255)	
Procurement Target		(50)	(150)	
Magistrates Court		(36)		
Total	(1,286)	(1,293)	(450)	0
	, , ,	•		
New Homes Bonus				
Growth re 09/10	724	724	724	724
Growth re 10/11	749	749	749	749
Growth re 11/12		250	250	250
Growth re 12/13			Х	Х
Growth re 13/14				х
Total basic NHB	1,473	1,723	1,723	1,723
Affordable Housing element				
re 10/11 delivery	52	52	52	52
re 11/12 delivery		х	Х	Х
re 12/13 delivery			х	х
re 13/14 delivery				х
Total affordable homes bonus	52	52	52	52
Total New Homes Bonus	1,525	1,775	1,775	1,775
Has of Bassanias	1		I	ı
Use of Reserves				
Balances (General) S106 monitoring reserve	70	00	00	200
Pensions Provision	70 97	30 103	30	30
Capital Expenditure Reserve:-	97	102		
Community Stadium	200	200	200	200
•				
Total	367	332	230	230

4. Risk Areas / Uncertainty

There are several key risk areas or areas where the outcome is uncertain which will impact on the 2013/14 budget forecast and potentially in later years. The main areas are:-

Ref	Risk / Area of uncer	tainty
1		The CSR10 sets out the background to public sector finances over the next 4 years. A cash reduction of 5% in each year of the MTFF has been included with a further reduction of a recurring £300k shown. The Government has produced a response to the consultation papers setting out proposals relating to NNDR (business rates) and also the localisation of Council Tax benefits. These are likely to be significant issues for district councils such as Colchester and will be considered as part of an update of the MTFF when more detail becomes known.
2	Government grants and partnership funding	The Council's budget has changed over recent years with a greater emphasis on funding from both partner organisations and Government bodies. These funding streams can rarely be guaranteed and can therefore add to our cost pressures. Provision has been made in the 2013/14 budget for the New Homes Bonus based on the grant received in 2012/13. Future budget reports will consider this source of funding and the implications for the MTFF. No provision has been made for changes in other Government grants, such as housing benefit administration, and these will be considered as details are announced.
3	Pensions	An allowance has been built in for increases in pensions costs based on the results of the last actuarial review and which therefore are fixed until 2013/14. Thereafter an allowance has been assumed of £250k
4	Fees and charges and other income	As has been seen in the past few years we have experienced a number of pressures arising from changes in income levels. The 12/13 budget forecast assumes a decrease in revenue from car parking and future updates of the MTFF will consider any other changes to income.
5	Inflation	An allowance for general inflation has been built into the 12/13 forecast and MTFF, and specific increases allowed for items such as energy. The current (May 2012) CPI is 2.8% and RPI is 3.1% Not all the Council's costs are directly linked to RPI and therefore we will continue to monitor the impact of inflation on all Council costs.
6	Use of reserves	The budget position for 2012/13 includes proposals to use certain reserves. The MTFF assumes the ongoing use of the capital expenditure reserve and S106 reserve.
7	Legislation	There is likely to be several items of new legislation over the life of the MTFF for which any available funding may not

Ref	Risk / Area of uncer	tainty
		cover costs or which may impact significantly on the Council e.g. universal credit.
8	Impact of regeneration programme e.g. car park closure and staff resources	ongoing impact on income from car parks due to temporary and permanent closure of certain car parks and also the
9	Property review	A review of our assets was carried out and a 5-year Building Repairs and Maintenance Plan produced. There will continue to be financial implications arising from this for both the revenue budget and capital programme and these will continue to be considered in detail and included in the ongoing updates of the MTFF. The 2012 budget forecast includes an additional allocation of £150k in respect of planned repairs and this will be reviewed to consider if it is sufficient to meet ongoing requirements.
10	Impact of growth in the Borough and demand for services	A number of Local Authority services are directly impacted
11	Delivery of budget savings	The 2012/13 budget includes c£1.7m of savings or increased income. A risk assessment has resulted in £285k being setaside as a risk allowance. In the budget strategy for 2013/14 this has been reduced to £200k.
12	Net Interest earnings and investments	, ,

All these issues will remain as risks to be managed over the course of the MTFF.

5. General Fund Balances – Risk Assessment

Introduction

A risk assessment has been undertaken to determine the prudent level of general fund balances as part of the 2012/13 budget process.

Background

Historically we have maintained a strong level of balances and these have been used to:-

- Support the annual budget particularly to fund one off items.
- Fund new initiatives identified during the year.
- Provide cover for cashflow and emergency situations.
- Provide flexibility and a resource for change management.

The following table set out general fund balances over recent years:-

	£'000	
31 March 2007	2,708	(includes £902k to support 2007/08 budget)
31 March 2008	3,347	(includes £1,232k to support 2008/09 budget)
31 March 2009	2,891	(includes £1.17k to support 2009/10 budget)
31 March 2010	3,926	(includes £1.89m to support 10/11 budget)
31 March 2011	3,457	(includes £1.6m to support 11/12 budget)
31 March 2012	4,919	

A thorough review of the balances position was reported to Cabinet as part of the 2011/12 budget exercise. This included a risk assessment to establish the minimum level, which was agreed at £1.5 million.

Risk Assessment

The risk assessment has been kept under review. The results of the current assessment are summarised below.

		Assessed Risk	
Factor	High £'000	Medium £'000	Low £'000
Cash Flow	950		
Capital (nil given reserves and receipts)			0
Inflation		100	
Investment Income	150		
Trading Activities and fees and charges		200	
Emergencies		50	
Benefits			100
New Spending – legal commitments			100
Litigation		150	
Partnerships			100
VAT Exemption Limit			350
Budget Process		100	
Revenue impact of capital schemes			150
	1,100	600	800

Note: Areas removed form assessment: concessionary fares and pensions (both low risk)

	Minimum Provision
High Risk – 100%	1,100
Medium Risk – 50%	300
Low Risk – 10%	80
Sub Total	1,480
Unforeseen factors,	20
Recommended level	1,500

This shows the minimum level of balances being maintained at £1.5 million. It is then a matter of judgement whether it would be desirable to hold any further level of balances beyond this, or to seek to rebuild balances above this level to provide for future flexibility. The overall assessment will be considered in more detail as part of the final budget report.

The main issues to mention concerning the assessment are: -

- While the possible requirement to meet capital spending from revenue resources is still
 recognised as a potential risk the assessment is "nil" because of the current level of
 funds held in the capital expenditure reserve and the introduction of the Prudential
 Code.
- Investment income has been identified as a risk area. In last year's risk assessment this was classified as a "high risk" and due to the continuing uncertainty in the world economy this has been maintained for next year. It should though be noted that the budget includes a cost pressure of £300k in respect of reduced investment income.
- The assessment includes the risk that the VAT exemption limit will be exceeded with a consequent loss of recoverable VAT. Regular monitoring and active management of new schemes minimises this risk.
- Two risk areas have been removed from the assessment: pensions and concessionary fares:-
 - The concern over the funding of the pension fund had been shown as a £50k "low risk". As the increased contributions from the 2010 valuation have been built into the budget and MTFF it is considered appropriate to remove this.
 - The Council is no longer responsible for concessionary fares and therefore this has been removed from the assessment

Implications

The risk assessment will be carried out at least annually as part of the budget process. While the current assessment indicates a minimum level it is important to recognise that there are implications of operating at this level. As noted above we have traditionally had a level of balances that have provided flexibility and enabled new initiatives to be considered outside the annual budget process. Operating at the minimum level requires an approach and a discipline to: -

• Ensure all spending aspirations for the coming year are assessed as part of the annual budget process. The continued development of the Medium Term Financial Forecast will assist in this.

- Recognise that it will not be possible to draw on balances to fund new discretionary initiatives identified in the year, however desirable they may be; an alternative source of funding would need to be identified.
- Realise future assessments could identify a need to rebuild balances
- Accept that the potential for interest earnings on balances will change depending on the level of balances held. (This will be reflected in the budget accordingly).
- Acknowledge that any balances desired for future flexibility/change management will need to be built up over and above the prudent level identified.

In addition it is acknowledged that it may be necessary for balances to fall below the recommended level. Balances are provided to mitigate unbudgeted cost pressures and as such at times they may be used to provide temporary support to the Council's budget.

6. General Fund Balances - Position

The following table sets out the current level of General Fund balances.

General Fund Balances

	£'000	£'000
Balance as at 31 March 2012 (note 1) (As per Statement of Accounts) Proposed use of balances during 2012/13:		4,919
 Financing carry forwards – Proposed carry forward of 12/13 budgets (note 2) 		141
 Funds released in previous years carried forward to 12/13 and future years (note 3) 		1,420
• Supporting the 12/13 and future years Budget (Note 4)		1,400
 Further Changes in 2012/13:- 		
Police and Crime Panel	2	
Sergeants Mess Garden	30	
Hythe Forward Scheme	30	
Museum China Exhibition	75	
(note 5)		137
Projected Balances as at 31 March 2013	_	1,882
Current agreed minimum balance		1,500
Potential Surplus Balances as at 31 March 2013		322

Notes:

- 1. The balance at 31 March 2012 reflects the outturn for 11/12
- 2. Carry forward budgets have been reviewed by the Head of Resource Management and reported to FASP 26 June.
- 3. This includes previous approved releases from balances which have not yet been spent including funding agreed by Cabinet in March as part of the Jubilee budget
- 4. This includes funding allocated in balances in respect of a number of key risk areas such as the various Government welfare reforms and proposed changes in respect of NNDR. This also includes a provision for future cost pressure in respect of Community Stadium funding.
- 5. These changes are included within the report.

This forecast is on the basis that there are no further calls on balances during 2012/13 and the current year's budget does not overspend.

7. Earmarked Reserves and Provisions

The Council maintains a number of earmarked reserves and provisions, which allows it to prudently plan for future expenditure requirements. As at 31 March 2012 earmarked reserves totalled £5.3m and provisions £0.4m.

As part of the budget process a review was undertaken into the level and appropriateness of earmarked reserves and provisions. The review concluded that the reserves and provisions detailed in the following table remain appropriate and at an adequate level.

The position on these reserves will be reviewed as part of the 2013/14 budget process including forecasting and assessing the impact of future commitments.

A. Earmarked Reserves

Reserve	Amount 31/03/12 £'000	Estimate 31/03/13 £'000	Comment
Renewals and Repairs (including Building Maintenance Programme)	1,608	1,200	Maintained for the replacement of plant and equipment and the maintenance of premises. Annual contributions are based upon the estimated renewal or repair cost, spread over the life of the asset. The 12/13 budget includes an additional contribution of £150k towards these costs.
Insurance	314	200	To cover the self-insurance of selected properties. The balance of the fund is split with a proportion specifically identified as a provision against the cost of claims (see section B). The actuarial review carried out at the beginning of the year has identified this as a prudent level of reserve to hold in respect of the risks covered.
Capital Expenditure	1,382	1,000	Revenue provision to fund the capital programme. The reserve is fully committed to funding the current capital programme. However actual use of balance is dependent not only on progress of spending on approved capital schemes but also level of other resources, mainly capital receipts, received. This Reserve is also being used to support some financing costs of the Community Stadium
Asset Replacement	12	0	A reserve for the future replacement of

Reserve	Amount 31/03/12 £'000	Estimate 31/03/13 £'000	Comment
Reserve	357	350	vehicles and plant. The vehicle replacement policy has been reviewed. Revenue contributions to this reserve have now ceased and the funding is now sourced from the Council's Capital Programme. Maintained to provide for the development of the Archaeological Park. The main source of funding was a 'dowry' agreed on the transfer of land.
Heritage Reserve	2	1	This represents balance held of museums donations and as such represents a small element of the Council's support to heritage schemes.
Mercury Theatre	218	0	Provision for the building's long term structural upkeep. Cabinet has agreed to use funds in this reserve to support roof repairs to the Mercury Theatre.
Hollies Bequest	8	7	Provision for the upkeep of open space.
Section 106 monitoring	107	60	Required for future monitoring of Section 106 agreements. From 2010/11 onwards it has been agreed to use £70k from this reserve. Given the reduced balance the MTFF assumes a contribution of £30k from 2013/14.
Revenue Grants unapplied	712	200	Under new accounting rules any grant received where there are no clear conditions that the grant is repayable if not spent now have to be transferred to this reserve. For all these grants proposals for use of the money exist and the funds are held in the reserve until the money is spent.
Regeneration Reserve	35	0	Contribution to reserve in respect of balancing any deficit in funding schemes in particular years.
Parking Reserve	509	350	As part of the existing 'on street' parking arrangements there is requirement to keep any surplus funds separate from the General Fund. With the North Essex Parking Partnership (NEPP) there is also a requirement to hold separately funds provided to support TRO (Traffic Regulation Order) work and also initial

Reserve	Amount 31/03/12 £'000	Estimate 31/03/13 £'000	Comment
Building Control	41	0	funding provided by Essex County Council The Building (Local Authority Charges) Regulations came into force on 1 April 2010. The new charges allow Building Control to more accurately reflect the cost of chargeable services. In any year there is therefore the likelihood of a
Heritage Mersea Mount	13	10	balance on this account that must be assessed as part of ongoing charges. Funding received from English Heritage towards costs relating to Mersea Mount.
	5,318	3,018	to marge design resulting to morood mount.

B. Provisions

Reserve	Amount 31/03/12 £'000	Estimate 31/03/13 £'000	Comment
Insurance	401	300	This element of the fund is specifically set aside as a provision to meet the cost of identified claims including subsidence. It also includes a contingency for liable costs if a previous insurer, which has gone into administration, is unable to remain solvent.
	401	300	

2013/14	Budget Timetable
Budget Strategy March 12 – July 20	012
March - June (SMT and Budget	Budget Group Meetings Agreed
Group)	Update MTFF /Budget Strategy
.,	Review potential cost pressures, growth and
	risks
	Consider approach to budget
	Initial budget reviews started
Cabinet – 4 July 12	 Report on updated budget strategy / MTFF
	Timetable approved
SOSP – 17 July 12	Review Cabinet report
Developed Onescon / League lein Teams	Consider review of capital programme
Budget Group / Leadership Team	Contract to the trick of capital programme
- June / July	Consider approach to consultation
	Consider approach to consultation
- June / July	Consider approach to consultation
- June / July Detailed Budget preparation and B	Consider approach to consultation udget Setting Consultation
- June / July Detailed Budget preparation and B Budget Group / Leadership Team	Consider approach to consultation udget Setting Consultation Review budget tasks
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews • Budget Update
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or 3 October 12	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews • Budget Update • Review of capital resources / programme
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or 3 October 12	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews Budget Update Review of capital resources / programme Budget update
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or 3 October 12 Cabinet – 28 November 12	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews Budget Update Review of capital resources / programme Budget update Reserves and balances Government Finance settlement
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or 3 October 12	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews Budget Update Review of capital resources / programme Budget update Reserves and balances
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or 3 October 12 Cabinet – 28 November 12	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews Budget Update Review of capital resources / programme Budget update Reserves and balances Government Finance settlement Review consultation / Budget position
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or 3 October 12 Cabinet – 28 November 12	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews Budget Update Review of capital resources / programme Budget update Reserves and balances Government Finance settlement Review consultation / Budget position (Detailed proposals)
- June / July Detailed Budget preparation and B Budget Group / Leadership Team regular sessions on progress / budget options now - December Cabinet – 5 September 12 and /or 3 October 12 Cabinet – 28 November 12	Consider approach to consultation udget Setting Consultation Review budget tasks Consider outcomes of Fundamental Service Reviews Budget Update Review of capital resources / programme Budget update Reserves and balances Government Finance settlement Review consultation / Budget position (Detailed proposals) Revenue and Capital budgets recommended

Leadership Team to review budget progress during year.



Strategic Overview and Scrutiny Panel

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17 July 2012

Report of Head of Corporate Management Author Robert Judd

Tel. 282274

Title Work Programme 2012-13

Wards affected Not applicable

This report sets out the 2012-13 Work Programme for the Strategic Overview and Scrutiny Panel

1. Action Required

1.1 The Panel is asked to consider and note the work programme for 2012-13.

2. Reason for Action

2.1 This function forms part of the Panel's Terms of Reference in the Constitution.

3. Setting the Work Programme

- 3.1 Overview and scrutiny needs to be member-led, with Members proactive in determining the work programme and ensuring its relevance to the future needs of the Council.
- 3.2 Members need to take a lead on the work to be undertaken, focusing on strategic and significant issues, and the programme will need to be flexible to allow for relevant other items to be included. Officers will play their full part in supporting the scrutiny function in a positive and participative manner.

4. Standard and Strategic Plan References

- 4.1 The Council recognises that effective local government relies on establishing and maintaining the public's confidence, and that setting high standards of self governance provides a clear and demonstrable lead. Effective governance, of which scrutiny is a part, underpins the implementation and application of all aspects of the Council's work.
- 4.2 Scrutiny is a key function to ensure decisions have been subject to full appraisal and that they are in line with the Council's strategic aims. The role of scrutiny is also an important part of the Council's risk management and audit process, helping to check that risks are identified and challenged.
- 4.3 There is no publicity, equality and diversity, human rights, community safety, health and safety, risk management or financial implications in this matter.

Meeting date / reviews	Portfolio
12 June 2012 1. Annual Scrutiny Report 2. 2011-12 Year-end Performance Report and Strategic Plan Action Plan	Leader / Communities & Leisure
11 July 2012 1. Call in hearing – Decision STR-001-12 Hythe Forward funding contribution	Deputy Leader / Street and Waste Services
 17 July 2012 ECC Joint Health and Wellbeing Strategy – ECC presentation on proposals (submissions to ECC by 31-July-12. Strategy presented to September's ECC HWB. Clare Hardy, Senior Manager ECC HWB to give a presentation. Budget Strategy, Timetable and MTFF 	Communities and Leisure Leader / Business & Resources
_	Communities and Leisure
18 September 2012 1. Safer Colchester Partnership (Crime and Disorder Committee)	Planning, Community Safety
30 October 2012 1. Universal Customer Contact Fundamental Service Review 2. Localising Council Tax Support	Customers Business and Resources
11 December 2012 1. 2012-13 6-monthly Performance report and Strategic Plan Action Plan	Leader / Communities & Leisure
15 January 2013 1. Members Locality Budgets (provisional)	
12 February 2013	
19 March 2013	
Public Transport in the Borough (following the opening of the new bus station) PH Renaissance	

Public Transport in the Borough (following the opening of the new bus station) PH Renaissance
This review is primarily about the effect of the new bus station (Bus Operators to be invited) and the SPAP "Congestion Busting" action to reduce traffic, bus reliability and air quality, plus updates to Members on the Northern Approaches Road and Busway, and the delivery of Park and Ride to Colchester.

Welfare Reform - Pre-scrutiny