

	<h2>Policy &amp; Resources Committee</h2> <h3>1 December 2016</h3>
<p style="text-align: right;"><b>Title</b></p>	<p><b>Business Planning – Medium Term Financial Strategy 2017/20 and draft budget for 2017/18</b></p>
<p style="text-align: right;"><b>Report of</b></p>	<p>Interim Chief Executive Interim Chief Operating Officer Director of Resources</p>
<p style="text-align: right;"><b>Wards</b></p>	<p>All</p>
<p style="text-align: right;"><b>Status</b></p>	<p>Public</p>
<p style="text-align: right;"><b>Urgent</b></p>	<p>Yes</p>
<p style="text-align: right;"><b>Key</b></p>	<p>Yes</p>
<p style="text-align: right;"><b>Enclosures</b></p>	<p>Appendix A – Medium Term Financial Strategy (MTFS) 2017 – 2020 Appendix B – Savings proposals by Theme Committee Appendix C – Capital programme additions and changes Appendix D – P&amp;R Fees and Charges</p>
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## Summary

On 23 November 2016, the Chancellor of the Exchequer set out the Autumn Statement 2016. The Autumn Statement is based on the latest forecasts from the Office for Budget Responsibility (OBR) for the economy and public finances. Reviewing the MTFS, in line with the announcement of the Autumn Statement remains essential to ensuring the Council's medium term financial sustainability.

This paper sets out the council's Medium Term Financial Strategy (MTFS), savings plans and capital programme. It is based on a financial forecast for 2017 to 2020 which helps ensure resources are aligned to the outcomes in the council's Corporate Plan. The MTFS

sets out a budget gap of £61.5m from 2017-20, £5m of the budget gap is due to be met from reserves in 2019/20, there are savings proposals to mitigate £53.4m, and there is a remaining gap of £3.2m. The paper sets out two options to meet this gap:

- increasing general council tax by 1.99% in 2017/18; or
- meeting the gap from reserves in 2017/18 and then allocating a further £2.9m saving target to Theme Committees for 2018/19.

This report seeks approval from Policy and Resources Committee on the following:

- a) Consulting residents on options for Council Tax and saving proposals developed by theme Committees, in line with each committee's commissioning priorities, for the financial year 2017/18;
- b) Additions and changes to the capital programme up to 2020;
- c) Movements to the revenue budgets in 2016/17; and
- d) Fees and charges for Hendon Town Hall events and weddings and civil partnerships.

## **Recommendations**

**The report recommends that the Committee:**

- 1. Notes the updated Medium Term Financial Strategy (MTFS) to 2020 as set out at appendix A and the assumptions underpinning this in section 1.3;**
- 2. Agrees, subject to consultation, to apply a 2% Social Care Precept, to help fund care for the elderly as set out in section 1.3.3 in 2017/18;**
- 3. Agrees to consult on whether or not a general Council Tax increase of 1.99% as set out in section 1.4.3 should be applied for 2017/18;**
- 4. Agrees that the savings proposals as set out in appendix B, subject to consultation and equalities impact assessment ahead of setting the final budget for 2017/18, come back to Policy and Resources Committee in February 2017 and Full Council for final approval of the 2017/18 budget in March 2017;**
- 5. Approve the revised fees for events at Hendon Town Hall and weddings and civil partnerships with immediate effect, as set out in section 1.12 and appendix D;**
- 6. Agrees the additions and changes to the Capital Programme as set out in section 1.11 and appendix C;**
- 7. Agrees the process for consultation as set out in section 5.7; and**
- 8. Agrees the movements in budget in 2016/17 as set out in section 1.10.3**

## **1. WHY THIS REPORT IS NEEDED**

### **1.1 Executive Summary**

- 1.1.1 On 23 November 2016, the Chancellor of the Exchequer set out the Autumn Statement 2016. The Autumn Statement is based on the latest forecasts from the Office for Budget Responsibility (OBR) for the economy and public finances. The Chancellor set out a number of policy announcements including confirmation that the Autumn Statement will be abolished and the Budget will move to the autumn, with a Spring Statement introduced from 2018.
- 1.1.2 In March 2016, the Council set a Medium Term Financial Strategy (MTFS) covering the period 2016 – 2020. The MTFS for this period identified a total budget gap (including proposed pressures) of £80.1m with savings identified to meet this gap. £19.6m is due to be saved in 2016/17 leaving a budget gap of £61.5m from 2017-20.
- 1.1.3 The assumptions underpinning the MTFS have been reviewed and the Council's budget gap has increased by a further £3.2m, mainly as a result of ongoing pressures in Adult Social Care.
- 1.1.4 This report sets out the savings proposals developed by Theme Committees; in line with commissioning priorities and a further two options in order to close the budget gap.
- 1.1.5 The report also sets out the capital investment proposals required to ensure that the council is able to support the growth needed and some of the additions will enable the achievement of the revenue savings proposals.
- 1.1.6 The final budget for 2017/18 is presented to Policy and Resources Committee in February 2017 and Full Council in March 2017.

### **1.2 Strategic Context**

- 1.2.1 The past five years has been a period of significant challenge for local authorities due to a combination of reduced funding and increasing demand. Barnet has risen to this challenge, having successfully saved over £112m between 2011 and 2016, whilst maintaining high levels of resident satisfaction. The latest Residents' Perception Survey indicates that 89% of residents are satisfied with their local area as a place to live and over 75% feel that the council is doing a good job. With financial pressure on the council set to continue, the next five years will present further challenges but this is also a time of significant opportunity.

#### **Delivering high quality services**

- 1.2.2 Over the next financial year we plan to be ambitious, striving to continuously improve the quality of our services. This means making sure we get the basics right, and focussing on those services that matter the most to our residents. Delivering services that our residents value most to a high standard, and seeking to constantly improve this standard, will ensure that Barnet continues to be a great, family friendly, place to live. This means

keeping our neighbourhoods and town centres clean and safe, maintaining our parks and open spaces, ensuring that our roads and pavements are well looked after and that we are reaching the highest possible standards of air quality. To support this, we are taking a strong enforcement approach against those who litter and fly-tip, including businesses who do not dispose of their waste responsibly. We will ensure that developers pay for any damage that they cause to our roads and pavements through a deposit scheme for those erecting hoardings, and recording the highway condition before and after development. We are also developing a borough-wide Transport Strategy that will outline an approach to supporting sustainable travel, encouraging the use of electric vehicles and car clubs and using fees and charges based on environmental impact to help improve air quality.

- 1.2.3 According to the most recent Residents' Perception Survey, doorstep recycling and refuse collection remain our highest rated services in terms of resident satisfaction, with 73% and 77% rating these services excellent/good respectively. We will continue to work in line with our new Recycling and Waste Strategy to ensure that we provide the best possible service to our residents whilst also promoting waste minimisation and increasing recycling, especially food recycling.
- 1.2.4 We will provide easy access to information, advice and services and improve our green spaces to support our residents to stay happy, healthy, independent, and enjoy a good quality of life. Alongside this, we will put in place additional support for our most vulnerable residents. This means we will encourage all those who are able to participate in the community, be in work or education, and to look after the physical and mental well-being of themselves and their family. A key focus of this will be to make Barnet the most family friendly place to live in London. We will work with partners to make sure our children, young people and their families are safe, healthy, resilient and knowledgeable, as well as responsible, informed and listened to.
- 1.2.5 We want to support residents and the wider community to become more independent, resilient and self-sufficient, with more of a say in the future of their local area, and where appropriate, taking on more responsibility for local services. We will increase our support for those residents and groups who want to take on a more active role in their community, and will work with them to make the best possible use of their knowledge and skills to deliver what is needed in the community.
- 1.2.6 The council has an ambitious programme of regeneration and investment, using developer contributions to invest in local infrastructure such as schools, roads, and leisure centres. We will manage this programme responsibly, to not only provide much needed decent quality housing, including affordable homes, but also delivering essential community facilities that will benefit all residents as the borough grows, such as community hubs and transport. Whilst improving the built environment, we will also ensure that we protect what matters to our residents, such as the character of the borough, our parks and green spaces and our excellent schools. We will ensure that our residents and businesses get the most out of the opportunities presented by growth and

investment, by improving our town centres, bringing more jobs and easier access to skills development, as well as supporting small businesses to thrive.

### **Growth, regeneration, and investment**

- 1.2.7 Despite the increasing pressure on resources, a key part of Barnet's strategy, while we continue to reduce day to day spending, is to invest in our infrastructure over the coming years to ensure that Barnet remains a great place to live, work, and study. We are doing this by investing the proceeds of growth, from developers and external funding, into essential infrastructure for all residents. Growth is a key part of supporting the council in the future as funding from central government reduces and the council increasingly has to raise its income locally through Council Tax, business rates, and some fees and charges. Our capital investment programme is in place to ensure the future sustainability of the council through laying the foundation for generating future income locally and using the proceeds of growth to invest in further infrastructure in the borough. This ensures that beyond 2020, when we no longer receive funding from the Government, we have the resources to generate income to keep providing high quality services to our residents. At the same time, we must make significant savings in the years up to 2020 to close the £61.5m revenue budget gap, and our proposed savings are set out in appendix B to this report.
- 1.2.8 The council's regeneration programme will see £6bn of private sector investment over the next 25 years, which will create around 20,000 new homes and up to 30,000 new jobs. It will also generate £17m of additional recurrent income for the council by 2020, with one-off income of £55m to be reinvested in infrastructure. The Treasury has made financial commitments to support our regeneration plans at Grahame Park which is part of the wider Colindale regeneration scheme, and Brent Cross Cricklewood, including £97m to fund a new Thameslink station which will link the new shopping centre to central London. This will create a new destination for residents and attract visitors from outside of the borough, as well as help the sustainability of the council's finances not just through to 2020, but beyond by increasing footfall to the area and boosting the local economy. The council has also invested almost £20m in highway improvements in Colindale and West Hendon to support the wider regeneration in these areas, as well as an additional £2m that is being invested in highways improvements across the borough.
- 1.2.9 The council is investing £2.5m in building new community hubs, including the Childs Hill Library and Community Hub, putting more local services under one roof to bring people together and better equip residents to help themselves. We are also investing over £5.2m in early education and childcare places to ensure that each child is able to get the best start in life. This is in addition to the £3.2m that has been invested as part of the existing capital programme.
- 1.2.10 The council is committed to keeping all libraries open and is investing significantly to ensure that they are technology enabled to enhance the number of hours that residents can access the service.

1.2.11 Alongside the creation of jobs that will come through our regeneration scheme, the council is also working with partners to ensure the right support is in place to allow our residents to access these opportunities. Barnet is currently trialling a number of programmes that aim to get our residents better equipped to find sustainable work, including 'Opportunities for Young People' which aims to cut the number of NEETs by half through targeting at risk Year 8 students, and the 'Skills Escalator' which supports working people on low incomes to obtain higher paid work to reduce their dependency on benefits.

### **Managing demand for our services**

1.2.12 The £61.5m savings gap to 2020 is not simply due to continued reductions in Government funding; changing demographics, a growing population, and a rising cost of living are placing an increased demand on the public services we offer. This challenge is going to intensify over the years ahead as London and Barnet continue to grow.

1.2.13 A core part of our strategy is ensuring that services across the council are designed to reduce demand so that our resources can be targeted at those most in need, while delivering better outcomes for residents. This includes investing in early intervention and prevention – treating the cause rather than the symptom of an issue and stepping in before a critical stage is reached – reducing failure demand through ensuring that our processes are working as effectively and efficiently as possible, and promoting independence in the community to avoid reliance on statutory services.

1.2.14 Barnet currently has the largest population of any London borough (376,065) and this is expected to continue increasing. Barnet has the second largest population of children and young people in London and a 0 – 15 population significantly higher than the UK's as a whole. Demand in Children's Social Care had been increasing over the years as the number of vulnerable children in the borough increases, with a 10% increase in referrals to social care over the past two years. A resilience based strategy is being implemented across Children's Services which focuses on strengths of families and the opportunities available to them. Working with children, families, and communities to build resilience through a focus on strengths and opportunities improves outcomes for families. By intervening early in this way, we are also able to reduce the demand into higher cost services, such as residential care, by addressing and responding to issues as they arise rather than waiting until they reach a critical stage. Proposals to increase the size and effectiveness of the in-house foster care service are designed to save money by helping a greater number of children and young people to move from residential to foster care placements. Through significant work undertaken on improving the support offer to foster carers, marketing strategies, and working in partnership with carers, we have substantially increased the number of foster care placements in the borough.

1.2.15 Barnet is also an ageing borough with a higher 85+ population than other outer London boroughs and the rest of the UK, adding further pressure to Adult Social Care services. Although we are working to promote independence and delay entry into the social care system, as more and more people are living longer, the challenge we face is an increased need for these

services. To reduce the ongoing and increasing cost of social care, Barnet Homes is investing in two additional sites for Extra Care schemes to support independence and allow people to stay in their own homes as long as possible through purpose built supported living sites. To help people to become more resilient, Adult Social Care has adopted a strengths-based approach which focuses on the strengths of individuals and how they will be able to achieve the outcomes they desire. To support this approach, two Care Space 'hubs' have been set up in community settings as a different space for people to have strengths-based conversations with a social care practitioner. This has helped people to better manage their own health and social care needs by using community resources. Feedback collated from these trials shows high levels of client satisfaction.

- 1.2.16 Another example of how we are working to manage demand is our digital by default agenda which is a key part of the Customer Access Strategy, aiming to move towards 80% of contact with the council being online or via other digital means by 2020. This is more flexible for our customers and reduces the resource required to deal with transactions, whilst still supporting those who are digitally excluded and directing resources to those who require more targeted support.

#### **Transforming local services**

- 1.2.17 For all of our services, we are considering the case for delivering differently in order to meet our priority outcomes, for example, we are currently consulting with residents on the future of our Street Scene services. In Adult Social Care this has meant the move to a 'prevention and early support at scale' vision. This has led to a redesign of services from the first point of contact with the service to the service delivery itself, whether it is provided internally or commissioned externally, to ensure that high quality, evidence-based support is available at the earliest point. An example of this is the Barnet Integrated Locality Team (BILT) which is being trialled in the west of the borough and which coordinates care for older adults with complex medical and social care needs, as well as providing support to social workers. This integrated health and social care approach helps residents get back on their feet sooner and prevent crises through social workers, occupational therapists, and district nurses working together to support residents who may otherwise have ended up in hospital to stay well and living independently in their own home.
- 1.2.18 A further example of service transformation is changing the way we work with local partners. The Burnt Oak Opportunities Support Team (BOOST) is a two year project that puts all relevant services – Barnet Homes, Love Burnt Oak, Future Path, and Barnet Council – in one place to help those in the Burnt Oak area develop new skills and overcome any obstacles to employment. This allows targeted support and aims to support people into work as well as improving the wellbeing of those who have been helped. Burnt Oak is one of our most deprived wards with high levels of unemployment, and since its launch in June 2015, the BOOST team has supported nearly 200 people into work.
- 1.2.19 The council is transforming the way it works to help staff do their jobs more effectively and make the organisation more accessible to those who use its

services, whilst also reducing the amount spent on accommodation. The office move to Colindale is a key part of our smarter working approach and will support the ongoing regeneration in the west of the borough as well as bringing us closer to the community.

### **Promoting engagement, facilitating independence, and building community capacity**

- 1.2.20 As the council has to do less over the next few years due to reduced funding, we will work with communities to help them take on more responsibility for their local areas. The council will play a facilitating role in empowering and equipping communities to do more for themselves to reduce dependency on statutory services. Where appropriate, this also includes working with the community to tailor services to their needs; engaging the community in the design and delivery of our services will ensure that they are matched to local need and more successful in reaching the desired outcomes.
- 1.2.21 Community capacity refers to the community's ability and willingness to carry out civic responsibilities. To support community capacity building, the council's Community Participation Strategy aims to build stronger partnerships between the council and the community, coordinate and improve the support the council can give to communities, and take more account of community activity when making decisions about delivering the borough's priorities. The strategy has several work streams to help meet these aims, for example, developing a comprehensive database of voluntary, community, and faith sector organisations so residents can find local support.
- 1.2.22 We are committed to fair treatment for all our citizens, balancing their different needs and rights as we support our more vulnerable residents and incorporate the principles of equality into everything we do as a council. The council's strategic equalities objective that "citizens will be treated equally, with understanding and respect, and will have equal access to quality services which provide value to the taxpayer" is outlined in our Corporate Plan.

### **Autumn Statement 2016**

- 1.2.23 On 23 November the Chancellor of the Exchequer announced the Autumn Statement 2016, in it he made a number of policy announcements including confirmation that the Autumn Statement will be abolished and the Budget will move to the autumn, with a Spring Statement introduced from 2018.
- 1.2.24 The key headlines for London and Local Government are as below:
- No changes to local government funding; however this also meant there were no increases to social care funding as had been anticipated;
  - Previously announced Local Growth Fund, worth £2.3bn by 2020/21, to be allocated to Local Enterprise Partnerships (LEPs); £492m for London and South East;
  - £2.3bn by 2020/21 for Housing Infrastructure Fund, funded by the National Productivity Investment Fund (NPIF), and allocated to local government on a competitive basis;
  - Devolution of adult education budget (subject to readiness conditions) and the Work and Health programme were confirmed; and the Government will

'continue to work with London to explore further devolution of powers over the coming months'.

### **Continued restrictions to increasing Council Tax and the Social Care Precept**

- 1.2.25 The existing 2% limit imposed on increases to general Council Tax, before triggering a local referendum, remains in place. This reduces the flexibility for councils to use Council Tax as a means of reducing the gap.
- 1.2.26 The additional flexibility introduced last year to raise funding via the social care precept, with a cap of 2%, remains in place. However the pressure in social care is expected to far exceed the revenue that can be raised through this mechanism.
- 1.2.27 The Health Foundation, The King's Fund and the Nuffield Trust analysed the state of health and social care finances, concluding that cuts and rising demand will leave adult social care facing a £1.9 billion funding gap in 2017/18. Despite mounting pressures on the NHS, finding money to plug this gap is the most urgent priority. They lobbied the government to bring forward increases in social care funding planned for later in the parliament through the Better Care Fund to 2017, which did not materialise.
- 1.2.28 The King's Fund Director of Policy has indicated that the absence of new money for health or social care means that the already intense pressures on services will continue to grow. This will impact on some of the most vulnerable people in society. While the increase to the national living wage is welcome, it will add to the costs faced by local authorities and social care providers, making an already fragile market even more unstable. He also suggests that the government will need to look again at health funding in future. The planned increases in health spending are not enough to maintain standards of care, meet rising demand and transform services. In particular, the pressures will peak in 2018/19 and 2019/20, when there is almost no planned growth in real-terms in NHS funding.

### **UK economy to 2020**

- 1.2.29 Government predicts that the UK is likely to face a period of uncertainty, followed by adjustment. However in 2016, the UK is forecast to be the fastest growing country in the G7 and economic activity grew 2.3% in the year to Q3 2016.
- 1.2.30 The Office for Budget Responsibility (OBR) forecasts that Gross Domestic Product (GDP) growth will slow to 1.4% in 2017, and then recover to 1.7% in 2018, 2.1% in both 2019 and 2020, and 2% in 2021. The OBR expects lower business investment and household spending to weigh on GDP in the near term and highlights that there is a higher than usual degree of uncertainty in these forecast.
- 1.2.31 Compared to OBR's forecast in Budget 2016, borrowing is higher in every year of the forecast and £32bn higher in 2020/21. Debt peaks at over 90% of

GDP in 2017/18 due to a combination of higher borrowing, lower asset sales and the impact of the Bank of England's monetary policy operations.

1.2.32 The Government is no longer seeking a budget surplus in 2019/20 and will return the public finances to balance 'at the earliest possible date in the next Parliament', with an interim objective of reducing the structural deficit to less than 2% of GDP, and for debt as a percentage of GDP to be falling by the end of this Parliament.

### **Public spending to 2020**

1.2.33 The Government's Spending Review in autumn 2015 set out total public spending reductions of £21.5bn to 2020. This was subsequently revised at the 2016 Budget, with a further £3.5bn of savings to be made in 2019/20. These are to remain in place.

1.2.34 The Government will take forward a series of 'efficiency reviews' across departments to achieve these additional reductions, which will report in autumn 2017. Of the £3.5bn savings to be identified, £1bn is intended for re-investment in priority areas. There are no further details at this stage, although Local Government funding will be in scope.

### **Service specific national and regional context**

#### **School improvement**

1.2.35 On 12 September 2016, the Government launched its consultation on 'Schools that work for everyone'. The consultation has four main strands:

- Selective schools: relates to a proposal for selective (grammar) schools to provide more school places whilst ensuring that they are open to children from all backgrounds;
- Faith schools: relates to an ambition for faith schools to deliver more good school places, while meeting strengthened safeguards on inclusivity;
- Independent schools: relates to an ambition that independent schools directly assist the state-funded sector and do more to increase the number of good and outstanding school places in the state system, giving more ordinary students access to the education they deliver
- Universities: Universities playing a direct role in improving school quality and pupil attainment as a condition for charging higher fees, higher education institutions will be required to establish a school in the state system and sponsor an academy in the state system.

1.2.36 The Government has already launched the first part of its consultation to prepare the move towards a national funding formula for schools with further consultation expected in autumn this year. Barnet's Schools Forum and the Children, Education, Libraries and Safeguarding Committee have received reports setting out what is currently known but it is too early to indicate the financial impact on school funding in Barnet.

### **Children's Social Care**

1.2.37 The Government announced in the Queen's Speech delivered on 18 May 2016 that a bill would be introduced in the 2016/17 session to 'ensure that children can be adopted by new families without delay, improve the standard of social work and opportunities for young people in care in England'.

1.2.38 The Children and Social Work Bill has three stated purposes:

- To 'ensure that the state delivers on our collective responsibility to help children leaving care make a good start in adult life, through a new "care leavers' covenant" underpinned by a statutory duty requiring local authorities to publish the services and standards of treatment care leavers are entitled to';
- To 'tip the balance in favour of permanent adoption where that is the right thing for the child – helping to give children stability';
- To 'drive improvements in the social work profession, by introducing more demanding professional standards, and setting up a specialist regulator for the profession.

1.2.39 At present the funding arrangements for the implementation of the new requirements has not been confirmed or identified.

### **Child Migrants**

1.2.40 Section 67 of the Immigration Act 2016 (the Dubs Amendment) sets out the legislative framework for the accommodation of up to 3,000 child migrants by local authorities in the UK. The first of these children have arrived from Calais and further group of children are expected over the next year.

1.2.41 Central Government has set out the funding arrangements for these children although there is a consensus within local government that this resource is not sufficient to cover the costs.

1.2.42 Barnet has worked with neighbouring authorities in London to secure 100 places for children from Calais. The council could be required to increase our numbers of unaccompanied asylum seeking children by a further 26 to meet this legislative requirement.

1.2.43 The council is on course to meet its commitment to resettle 50 Syrian refugees through the government's Vulnerable Persons Relocation Scheme by Spring 2017.

### **Adult Social Care**

1.2.44 During 2016, every health and care system worked together to produce a multi-year Sustainability and Transformation Plan (STP), showing how local services will evolve and become sustainable over the next five years – ultimately delivering the Five Year Forward View vision. Local health and care systems have come together in STP 'footprints' with Barnet included in the North Central London sub-regional area. The health and care organisations within these geographic footprints will work together to narrow the gaps in the quality of care, their population's health and wellbeing, and in NHS finances.

## **Housing**

- 1.2.45 The Autumn Statement 2016 announced that the Housing White Paper is to be published 'shortly'.
- 1.2.46 The implementation of the cap on Housing Benefit and Local Housing Allowance (LHA) rates in the social rented sector will be delayed by one year, to April 2019. The cap will be applied to all supported housing tenancies from April 2019, and the Government will provide additional funding to local authorities, so that they can meet the additional costs of supported housing in their area. For general needs housing, the cap will now apply from April 2019 for all tenants on Universal Credit, and to Housing Benefit tenants whose tenancies began or were renewed since 2016.
- 1.2.47 Government announced a Housing Infrastructure Fund, funded by the National Productivity Investment Fund (NPIF), totalling £2.3bn by 2020/21. This will be allocated to local authorities on a competitive basis to provide infrastructure targeted at unlocking new private house building in the areas where housing need is greatest.
- 1.2.48 The NPIF will provide an additional £1.4bn to deliver an additional 40,000 affordable housing starts by 2020/21. The Government will examine options to ensure that other non NPFIs government transport funding better supports housing growth.
- 1.2.49 The Government will invest £1.7bn by 2020/21 through the NPIF to speed up house building on public sector land in England.
- 1.2.50 A regional pilot will be funded by Government to trial Right to Buy for Housing Association tenants enabling over 3,000 tenants to access discounts. There has been no further detail about the disposal of high value assets which is supposed to fund the wider roll out of this policy.
- 1.2.51 The Mayor had indicated that he wished to introduce a number of measures in relation to housing, the impact of which is not yet known.

## **North London Waste Authority (NLWA)**

- 1.2.52 The North London Waste Authority is shortly due to make a decision on the future residual waste management arrangements to come into effect at the point when management largely through the use of the Energy from Waste (EfW) plant at the Edmonton EcoPark ends.
- 1.2.53 The decision will be made from a number of options that have been modelled and will be based on financial modelling and risk profile. Whichever option is preferred, it is known that the current arrangements at Edmonton EcoPark cannot continue, even for a short term, without significant repairs and maintenance.
- 1.2.54 The delivery and funding method of the preferred option has not been explored by the Authority yet, however early indications of the impact on the levy show an increase of £6m by 2020/21 and a further £4m by 2025/26. This

estimate is based on all constituent boroughs achieving 50% recycling rates, which looking at current recycling rates, is an optimistic assumption and therefore the increase in levy could be more.

### 1.3 Medium Term Financial Strategy

1.3.1 The MTFS to 2020, set out at appendix A, takes into account national economic factors such as forecasts to Government spending and inflation, along with local factors which will have an impact on the council's budget such as population change, housing development and regeneration as well as other demand pressures on services.

1.3.2 Given the uncertainty with local government funding beyond 2020 due to the changes in Revenue Support Grant and Business Rates, the current MTFS has not been extended beyond this period. It is intended that the council will conduct a 'Priorities and Spending Review' (PSR) to fully revise the MTFS through to 2023 and present options to the new administration following the May 2018 local elections. The PSR will begin in spring 2017.

1.3.3 The assumptions within the MTFS are:

- **2016/17 projected overspend** of £5m over the indicative budget outlined in the MTFS June update. This is based on the underlying pressures to the 2016/17 budget.
- **Pressures:** an assumption has been made in the MTFS for future demographic pressures specifically for Adults and Children's Social Care costs. This is based on the latest demographic projections from the GLA and specific data from the Projecting Older People Population Information System (POPPI) and the Projecting Adult Needs and Service Information System (PANSI);
- **Inflation (pay):** the local government pay award has been confirmed as 1% increase for 17/18;
- **Inflation (non-pay):** contractual inflationary amounts have been included, but general inflation has to be met from existing budgets;
- **North London Waste Authority (NLWA) levy:** figures for the NLWA levy are based on the latest information from the NLWA but levy information for 2017/18 isn't released until mid-December 2016;
- **Capital financing costs:** the council's borrowing requirement have been reviewed, taking into account the latest projections on the current capital programme spend, there has been no change to the MTFS;
- **Concessionary fares:** increases have been projected in line with demographic changes of the 60+ population in Barnet;
- **Business rates:** the business rate revaluation is expected to increase the amount of rate income; however, most of this will be offset by a reduction in the 'top-up' grant that the council receives. More information will be available as part of the local government finance settlement due in December 2016. In addition, the successful appeals against valuations has brought about a reduction in income alongside an increase in backdated refunds;

- **Revenue Support Grant (RSG):** the assumption for reduction in RSG reflects the figures in the multi-year settlement. More information will be available as part of the local government finance settlement, however it is unlikely that these figures will be different to those in the MTFS;
- **Education Services Grant:** the 'Autumn Statement 2015' announced a £600m reduction in this budget on the basis of the removal of a range of statutory responsibilities from councils within a fully academised system. The Government has confirmed that it is no longer their introduce new legislation to remove those responsibilities, however, it is unclear how this will be funded as a 10% year on year reduction in this grant has been factored into the MTFS but this goes beyond that. There is a risk of a further £3.6m cut in funding for local authorities, however transitional funding of 6 months has been suggested.
- **Social Care Precept element of council tax:** In 2016/17, the council introduced the Social Care Precept at 1.7% on Council Tax for spending exclusively on adult social care. A further precept of 2% for 2017/18 has been included in the MTFS which will enable the council to continue with the spending plans exclusively on adult social care, including care for the elderly. This will raise approximately £3m.
- **Individual electoral registration:** government grant funding towards this has ended and to continue the work £190k will be allocated towards this from contingency in 2017/18.

1.3.4 There are known risks which have not been factored into the current MTFS, these are:

- **Impact of not achieving 50% recycling rates:** the estimated impact of the new facility on the borough levy is an increase of £6m from 2021 onwards. However this is predicated on achieving 50% recycling rate. There are poster campaigns planned to achieve behaviour change through education and information, however this will require a change in current practices;
- **Demographic increases:** the MTFS factors in an increase in demographic pressures, however if the increase services experience are more than this, then this could result in an overspend across those services impacted;
- **Business rates:** on the current business rates retention scheme, there is a risk that the current deficit will continue to grow. The increase in permitted development schemes will add to this pressure;
- **Temporary accommodation pressure:** there is an insufficient supply of affordable, local, temporary accommodation. The council is looking to use temporary accommodation which may be in borough, out-of-borough or out-of-London; and
- **Non-pay inflation:** the current MTFS assumes an average 2% increase in contract spend, however inflation on some of the contracts is being assessed at 4%, if this is the case on most of the contracts, then this could result in an overspend across services.

### **Reserves**

1.3.5 Uncommitted reserves are forecast to be £20m at the end of 2016/17, £10m lower than the beginning of the year.

- 1.3.6 The current MTFs proposals include reserves funding of £2m in 2017/18, £2m in 2018/19 and £5m in 2019/20 contributing towards getting to a balanced budget. This reduces uncommitted reserves to £11m and still leaves a budget gap of £3.2m. The recommended limit for the council's General Fund balance is £15mm and this would reduce it below that level.
- 1.3.7 No additional support was provided in the Autumn Statement 2016 for social care pressures, which continue to grow. The council has planned prudently for the future over recent years, however, funding reductions and growing service pressures create an increasingly challenging situation.
- 1.3.8 Increasing general council tax by 2%, on top of the 2% social care precept, will raise a further £3m per annum to relieve the pressure on the budget. Any decision would need to be taken following the outcome of consultation, however if general council tax is not increased by a further 2% above the social care precept, then continued use of reserves is unsustainable as an alternative. Further revenue savings, or removal of schemes from the capital programme, will be necessary to be able to set a balanced budget in February 2017.

#### **1.4 Savings proposals 2017-20**

- 1.4.1 Theme Committees were asked to confirm delivery of savings against the plans that were agreed at the March 2016 Council meeting to achieve savings of £61.5m. There was a commitment to support the budget in 2019 of £5m from reserves, so the remaining gap is £56.5m.
- 1.4.2 There has been reprofiling of £2.5m savings from 2017/18 to future years and there is a £5m budget gap for Adult Social Care in 2016/17 which will continue into 2017/18. This gives a £7.5m budget gap in 2017/18. The proposal is to use £2m more from reserves for two years and use £2m per annum from Public Health and Better Care Fund. There is a £2.9m gap in 2017/18 which is not closed.
- 1.4.3 The options to close this £2.9m gap – and fund those services that support our vulnerable residents including care for the elderly and children's social services – are either increasing general council tax by 1.99% in 2017/18 or meeting it from reserves and then allocating a further £2.9m savings target to Theme Committees for 2018/19. The setting of the council tax will be subject to consultation and an Equality Impact Assessment.
- 1.4.4 The revised 2017-20 savings targets by Theme Committees are as below:

<b>Theme Committee Savings</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>Total</b>
	£000	£000	£000	£000
Adults & Safeguarding	4,867	4,854	5,348	15,069
Assets, Regeneration & Growth	4,976	4,995	2,088	12,059
Children, Education, Libraries & Safeguarding	3,656	2,624	5,679	11,959
Community Leadership	-	-	243	243

Environment	3,965	1,915	680	6,560
Policy & Resources	1,861	2,289	3,323	7,473
	<b>19,325</b>	<b>16,677</b>	<b>17,361</b>	<b>53,363</b>

1.4.5 The detailed savings plans are included at appendix B, and the main savings in each theme committee are listed below:

- Adults and Safeguarding Committee
  - 3<sup>rd</sup> party spend £2.2m
  - Shared services and new delivery models £1.3m
  - Transformation of 'Your Choice Barnet' supported living and day care services £1.2m
  - Support for working age adults £1.1m
  - Mental health service users – step down/independent living £1.0m
  - Integrated later life care £1.2m
  - Assistive technology £1.0m
  
- Assets, Regeneration and Growth Committee
  - Accommodation strategy £2.0m
  - Increase in council tax base £9.5m
  
- Children's, Education, Libraries and Safeguarding Committee
  - Contract management £1.0m
  - LAC placement commissioning and social care demand management £2.1m
  - Early years £1.1m
  - Libraries £1.6m
  
- Environment Committee
  - Street scene – commercial waste and cleansing income £1.5m
  - Street scene – waste and recycling collection £1.0m
  
- Policy and Resources Committee
  - Shared services £1.2m
  - Borrowing costs and deposit income £2.0m
  - CSG contract £2.0m

## 1.5 Better Care Fund (BCF)

1.5.1 The total 2016/17 Barnet BCF allocation is £24.3m and is used to fund health services, social care services, major adaptations through the Disabled Facilities Grant and to make investments into the development of integrated services.

1.5.2 In 2016/17 the Council was allocated £7.7m of BCF funding; Adult Social Care service spends £6.7m for the protection of social care with the remainder being spent on health and social care integration projects.

1.5.3 The monies within Barnet's BCF form a pooled budget under section 75 of the NHS Act 2006 overseen by the Barnet Health and Wellbeing Board. The

section 75 agreement allows for resources to be easily transferred between health and social in order to meet the objectives of the pooled fund.

- 1.5.4 The success of the BCF and therefore the pooled budget is measured through the achievement of a reduction in emergency hospital admissions and initiatives with the BCF are targeting resources on preventing admissions to hospital through 7-day social work service, rapid response services and enablement.
- 1.5.5 At this stage it is expected that there will be a small uplift in-line with the NHS tariff (1.5% or 1.1%) in 2017/18. In 2018-20 it is expected that there will be a national increase of £600m for BCF. However, there has been no indication that any additional funding will come into the local authority social care allocation within the BCF funding pot.

## **1.6 Dedicated Schools Budget (DSG)**

- 1.6.1 The planned government reforms to funding for schools originally due to be rolled out in April 2017 have been delayed. Whilst there have been a number of consultations, the main announcements for 2017/18 and 2018/19 are expected in December 2016.
- 1.6.2 The main change to the DSG for 2017/18 is the way in which the funding for early education for three and four year olds is to be distributed. Provisional allocations indicate that Barnet will receive additional funding which will allow the hourly rate for three and four year olds to increase by approximately £1.00. Providers are currently being consulted on changes to the early years funding formula from April 2017, particularly in relation to the provision of the 30 hour entitlement for working parents.
- 1.6.3 The other major change relates to the cessation of the Education Services Grant. Barnet currently receives an estimated £2.6m for general duties from the ESG and £824k for the retained duties. The Government announced the removal of the general funding rate from 2017/18. For 2017/18 Barnet will receive transitional ESG funding (yet to be confirmed) for the general rate funding from April to August 2017, after which it will be removed. The government has stated its intention to amend regulations to allow local authorities, with the agreement of the Schools Forum, to retain some of their schools block funding to cover the statutory duties that they carry out for maintained schools which were previously funded through the ESG. Further details of this are awaited. The retained funding element of the grant will be included in the Central Services Schools Block allocation in the DSG.
- 1.6.4 The draft 2017/18 DSG budget will be presented to the Schools Forum in December 2016. Following the receipt of the latest census data from the Education Funding Authority (EFA), a revised draft will be presented to Schools Forum in February 2017. The final 2017/18 DSG budget will be included in the February 2017 budget update to Policy and Resource Committee.

## **1.7 Housing**

1.7.1 Housing Committee has savings that deliver benefits to the Housing Revenue Account (HRA). These total £2.2m from 2017/18 to 2019/20 and comprise the proposals below:

- Reduction in management and repairs costs due to forecast stock losses through estate regeneration and Right to Buy sales;
- Enhancing the value of contract arrangements, reduced accommodation costs and new ways of effective use of IT;
- Stopping 'non-essential' works and re-prioritisation of certain types of non-urgent repairs.

## **1.8 Public Health**

1.8.1 The Spending Review and Autumn Statement 2015 confirmed that the ring-fence on public health spending will continue in 2016/17 and 2017/18, however funding is expected to reduce by an average of 3.9% per annum over the next 5 years. As part of the additional responsibilities that local government will need to take on as a result of further localisation of business rates – funding of public health expenditure has been confirmed. However, it is not clear which year this will be implemented from and a government consultation is expected. Therefore for now, the MTFS assumes this will be implemented after the current parliament ends.

1.8.2 In anticipation of a funding reduction the Public Health budgets have been modelled on a prudent 5% reduction. The programme of procurement in 2016/17 and beyond will in the main be a collaborative approach to the commissioning of sexual health services across London and is assumed to deliver efficiencies and contain growth, from April 2018. The proposals follow the strategic direction established for Public Health spend in 2014/15 with budget allocated to ensure delivery of priority outcomes. Decreases in spend in core Public Health service areas have been achieved via efficiencies and contract re-procurement.

1.8.3 Spend on the wider determinants of health, notably in Early Years, is increased. As a result, investment of £200k per annum (until March 2018) into Adult Social Care Prevention and £250k per annum (until March 2019) for CAMHS has been assumed. These investments will mitigate the impact of savings that will be delivered.

1.8.4 Commissioning intentions and the budget for 2017/18 is due to be presented to Health and Wellbeing Board at its meeting on 9 March 2017. The draft budget will be included in the Policy and Resources paper in February 2017, following local government settlement, when grant figures for future years will be confirmed.

## **1.9 Capital Investment Programme and Treasury Management Strategy**

1.9.1 Investing in the future is a key strand of the council's response to the scale of the challenge facing Local Government from funding reductions and increasing demand. Barnet will not be able to support the growth needed to ensure the council's financial independence without investment for the future.

1.9.2 The capital programme does not only support the growth agenda but also includes a number of additions that enable the achievement of the revenue savings proposals.

1.9.3 The current capital programme totals £648m up to 2020, funded from a combination of capital receipts, borrowing, revenue and external grant contributions. The MTFS includes provision for future capital expenditure on council priorities through to 2020.

1.9.4 The changes recommended to the capital programme are set out in detail in appendix C. Policy and Resources Committee allocates budgets to these projects but it is the responsibility of relevant Theme Committees to ratify the proposals as and when they come forward as business cases. Additions to the capital programme are required in order to:

- Fulfil statutory requirements, including statutory duties;
- Provide investment to generate future capital value;
- Provide investment to realise MTFS savings;
- Provide investment to generate additional council tax and business rates income; and
- Address the environmental, economic and social conditions, due to both statute and to achieve corporate objectives.

1.9.5 These can be summarised in the following categories:

#### **Service Priority**

1.9.6 A key driver for any strategic approach to asset and capital management must be service improvement.

1.9.7 This expenditure is necessary to meet legal, statutory and service requirements (schools, IT improvements, etc.).

#### **Development**

1.9.8 The Council is investing in major growth and development projects, which will deliver housing and an increase to the council tax base.

1.9.9 This is expenditure that will result in capital receipts being generated and will in time pay for itself (Thameslink station, development pipeline, etc.). This will generate a rolling fund for development now and in the future.

#### **Transformation**

1.9.10 There are a number of transformation projects across the council, a number of these will be utilising capital in order to generate clear and measurable revenue savings.

1.9.11 This is investment that will result in reduced revenue cost for the council (new office build, new leisure centres, etc.)

### Summary

1.9.12 A summary, by theme committee, of additions to the capital programme are listed below:

Theme Committee	2016/17	2017/18	2018/19	2019/20	Total
	£000	£000	£000	£000	£000
Adults and Safeguarding		1,250	11,540		12,790
Asset, Regeneration and Growth	540	22,013	13,645	3,500	39,698
Environment		7,183	12,050	11,475	30,708
Policy & Resources		1,500			1,500
Children's, Education, Libraries and Safeguarding	250	4,301	4,197		8,748
HRA	7,021	10,452	11,866	1,300	30,639
<b>Total</b>	<b>7,811</b>	<b>46,699</b>	<b>53,298</b>	<b>16,275</b>	<b>124,083</b>

1.9.13 The capital additions listed are funded from the following sources:

- **Grants:** capital grants from central government departments (Transport for London, Education Funding Authority) or other partners;
- **S106:** developer contribution towards infrastructure; confined to specific area and to be used within specific timeframe;
- **Community Infrastructure Levy (CIL):** developer contribution towards infrastructure; can be used borough wide but still has time restrictions on use; paid into infrastructure reserve;
- **New Homes Bonus (NHB):** There are no restrictions on how this can be used but is currently being used to fund infrastructure needs within the borough and is paid into the infrastructure reserve. There is uncertainty over the future of NHB beyond 2020;
- **Capital Receipts:** these are proceeds of capital sales (land, buildings, etc.) and are re-invested into purchasing other capital assets; and
- **Borrowing:** typically Public Works Loan Board loans to support capital expenditure; this type of capital funding has revenue implications (i.e. interest and provision to pay back loan)

1.9.14 Detail of funding assumptions are listed in the table below:

	Grants £000	S.106 £000	CIL reserve £000	New Homes Bonus £000	Capital Reserve £000	Capital Receipts £000	Total £000
Brought Forward Balance 01/04/2016	37,116	32,448	14,212	19,621	3,191	10,294	116,882
Projected Allocation							
2016-17	25,993	945	7,605	10,735	1,061	4,357	50,696
2017-18	35,670	1,559	5,775	10,548	938	5,630	60,120
2018-19	15,290	964	6,902	9,897	938	3,336	37,327
2019-20	10,666	2,025	7,148	8,192	938	7,367	36,336
Projected income	87,619	5,493	27,430	39,372	3,875	20,690	184,479
<b>Total available Committed</b>	<b>124,735</b>	<b>37,941</b>	<b>41,642</b>	<b>58,993</b>	<b>7,066</b>	<b>30,984</b>	<b>301,361</b>
Current Capital Programme	114,857	23,597	30,203	58,993	994	30,186	258,830
New Capital Bids	9,878	7,052	11,439	-	1,500	46,973	76,842
<b>Uncommitted</b>	<b>-</b>	<b>7,292</b>	<b>-</b>	<b>-</b>	<b>4,572</b>	<b>(46,175)</b>	<b>(34,311)</b>

1.9.15 Capital receipts are indicating an over commitment, however in order to be prudent future capital receipts where the source has not yet been identified have not been factored in. Projects will only proceed when the funding streams are certain.

## 1.10 Budget Management 2016/17

1.10.1 The General fund forecast outturn for quarter two, as reported to the Performance and Contract Management Committee on 15 November 2016, is an overspend of £6.562m (the comparative overspend at this time last year was £3.718m). Directors have been tasked with developing recovery plans to identify all significant pressures and put plans in place to reduce the projected overspends.

1.10.2 The delivery units with the most significant overspends are listed below:

- **Adults and Communities** - The current projected overspend of £4.767m represents 5.4% of the total Delivery Budget (£88.907m). If the council continues with the impact of demand pressures and increased complexity of need, the current overspend position is likely to increase over the remainder of the year. The budget of £88.907m reflects savings of £3.383m, and includes the additional Social Care precept of £2.571m and £3.341m, the majority being to cover service pressures and inflation. The Delivery Unit is continuing to take positive measures to mitigate the impact of this wherever possible. The care budgets have seen significant overspends since 2014/15. The position for 2016/17 reflects the full year budget impact for a number of individuals placed part way through

2015/16 and continuing through into 2016/17. Alongside this, there is pressure coming from new placements during the year and increases to cost of existing packages reflecting the increases in need. Service pressures, leading to budgetary pressures, continue to come through particularly in relation to dementia, learning disabilities and mental health and continued pressure from health referrals. The Deprivation of Liberty Safeguards (DOLs) service continues to have a significant pressure in 2016/17 (£0.5m), as a result of the Supreme Court judgements in 2014/15 and a loss of grant funding since 2015/16. Some of the current pressures are offset by underspends within the non-placement budget areas and these budgets continue to be closely monitored and managed.

- **Family Services** - The projected overspend of £0.507m represents 1.0 per cent of the total Delivery Unit budget (£50.550m). This is primarily due to an increase in the number of agency staff covering vacant posts and pressure on the unaccompanied asylum seeking children budget. The delivery unit has been working with Capita to reduce the level of agency staff. The overspends are partially offset by managing contractual increases.
- The projected overspend of £0.500m within the **Customer and Support Group** represents 2.3 per cent of the total Delivery Unit budget (£22.091m). The projected overspend is due to additional security costs and reduced income received.

#### **Transfers from contingency and reserves**

1.10.3 On-going allocation from contingency for inflationary pressures in Family Services Social Care is £417.5k.

### **1.11 Capital Programme 2016/17 changes**

1.11.1 The capital programme has been reviewed and changes require approval by Policy and Resources Committee.

	£'000	<b>Comment/Funding Stream</b>
<b>Deletion in Capital Programme</b>		
Lagan System	(120)	Deleted due to further funding required for the project and the project not able to guarantee a satisfactory or useable outcome
<b>Reduction in Capital Programme</b>		
Local Implementation Plan 2016/17	(25)	Reduction in grant review
<b>Increases to Capital Programme</b>		
Bridge Assessment	95	New grant allocation
Out of London housing acquisitions	480	Capital receipts
Out of London housing acquisitions	1,120	Major repairs allowance
<b>Total</b>	<u>1,550</u>	

## **1.12 Fees and Charges (Policy & Resources)**

- 1.12.1 The current rates for events at Hendon Town Hall are uncompetitive compared to other London Boroughs and there have been low rates of utilisation with only eight events held last year. Income from bookings during October 2015 to September 2016 was £2,600.
- 1.12.2 It is proposed that the rates are reduced with immediate effect to be more competitive and increase the number of bookings. The revised rates will result in a reduction in income (to £1,400 based on similar bookings as last year) however the reduction should be mitigated by an increase in the number of bookings as a result of the rates being reduced. Appendix D shows the current and proposed rates.
- 1.12.3 It is also proposed to increase the current fee for weddings and civil partnerships. This is expected to increase income on average, by £44,000 based on the number of marriages expected next year.

## **1.13 Transformation**

- 1.13.1 Delivery of the outcomes set through the Corporate Plan and the savings required by the MTFS have been achieved through the transformation programme. At the heart of this approach is an 'invest to save' model to achieve the best results for residents. This is based on a total of £23m funding from the transformation reserve to deliver savings of £63m.
- 1.13.2 To date, this model has delivered successful programmes achieving and enabling savings in 2014/15 and 2015/16, in the region of £9m and the total savings achieved so far in 2016/17 is £5.89m. Each project funded from the transformation reserve, in line with Barnet's project management toolkit, will set out clear benefits related to the delivery of the Corporate Plan and MTFS.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 The council is legally obliged to set a budget each year, which must balance service expenditure against available resources. It is also a key element of effective financial management for the council to put together a financial forward plan to ensure that it is well placed to meet future challenges, particularly in the context of reductions to local authority funding, demographic increases and legislative changes.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 This report sets out a range of options across the council's remit to meet the budget challenge. This includes proposals for workforce savings, as well as generating income. Alternatives to this could include more significant reduction to the services that the council provides but those are not included in this report.

## **4. POST DECISION IMPLEMENTATION**

- 4.1 Following approval of these recommendations, resident consultation will begin on 5 December 2016 and end on 19 January 2017. The savings proposals will then be reviewed in light of the results from the consultation and individual and cumulative equality impact assessment and a further set of proposals along with the findings from the consultation will be presented to Policy and Resources committee on 23 February 2017.
- 4.2 Policy and Resources Committee will then, after considering the consultation responses and the equalities impact assessments, refer the proposals to Council. Council will set the budget envelope. Some savings proposals may need individual detailed consultation and this will be carried out before individual decisions are made. If the consultation and equality impact assessment results are such that the decision makes decide not to implement the proposals then alternative proposals will be considered including the use of reserves.
- 4.3 Savings proposals along with the council tax requirement will then be taken to Council on 7 March 2017.

## **5. IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

5.1.1 This supports the Council's corporate priorities as expressed through the Corporate Plan for 2015-20 which sets out the vision and strategy for the next five years based on the core principles of fairness, responsibility and opportunity, to make sure Barnet is a place:

- Of opportunity, where people can further their quality of life;
- Where people are helped to help themselves, recognising that prevention is better than cure;
- Where responsibility is shared, fairly;
- Where services are delivered efficiently to get value for money for the taxpayer.

### **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

- 5.2.1 The revenue budget proposals will enable the council to meet its savings target as set out in the MTFs. These budgets will be formally agreed each year, after appropriate consultation and equality impact assessments, as part of the council budget setting process. For this reason, the proposals are subject to change annually.
- 5.2.2 The budget proposals in this report will have an impact on staff. Individual reports will be presented to General Functions Committee detailing the extent of the impact on staffing.
- 5.2.3 One budget proposal in Adults and Safeguarding indicates it will have a reduction in posts of four full time equivalents in 2019/20.

### **5.3 Social Value**

5.3.1 None applicable to this report, however the council has to take into account the requirements of the Public Services (Social Value) Act 2012 to try to maximise the social and local economic value it derives from its procurement spend. The Barnet living wage is an example of where the council has considered its social value powers.

### **5.4 Legal and Constitutional References**

5.4.1 Section 151 of the Local Government Act 1972 states that: “without prejudice to section 111, every local authority shall make arrangements for the proper administration of their financial affairs and shall secure that one of their officers has responsibility for the administration of those affairs”. Section 111 of the Local Government Act 1972, relates to the subsidiary powers of local authorities.

5.4.2 Council Constitution Responsibilities for Functions Annex A sets out the terms of reference of the Policy and Resources Committee which include:

- To be the principal means by which advice on strategic policy and plans is given and co-ordinated on strategic issues such as the Council’s Capital and Revenue Budget setting, Medium Term Financial Strategy and ensuring effective Use of Resources and Value for Money.
- To be responsible for the overall strategic direction of the Council including strategic partnerships, Treasury Management Strategy and internal transformation programmes.
- To consider and take any necessary action on proposals for new legislation, Bills before Parliament, Acts of Parliament and other proceedings before Parliament affecting or likely to affect the interests of the Borough or its inhabitants generally, where not the specific concern of any other committee(s). The promotion of Bills and Provisional and Statutory Orders in parliament shall be dealt with by the Council.

### **5.5 Risk Management**

5.5.1 Risk is defined as an uncertain event that, should it occur, will have an impact on the organisation’s ability to achieve its objectives. A risk is measured by the likelihood of a perceived threat or opportunity occurring and the magnitude of its impact on the organisation’s objectives.

5.5.2 The overarching aims of the council’s risk management framework are to improve the organisation’s ability to deliver its strategic objectives by managing risk; creating a risk culture that adds value to operational activities; and achieving sustained benefit across the portfolio of activities.

5.5.3 The risk management framework should help to ensure risk management is embedded throughout the organisation and involves all key stakeholders, including officers, senior managers, members and partners.

- 5.5.4 The Council has taken steps to improve its risk management processes by integrating the management of financial and other risks facing the organisation.
- 5.5.5 The Council's medium term financial strategy is designed to meet the challenges ahead and provide some flexibility to deal with varying service pressures, which may arise. The Council holds a number of other provisions and reserves to meet known future liabilities and as a contingency against specific areas of risk.
- 5.5.6 Detailed monthly budget monitoring arrangements are in place across the Council, which are designed to provide an early warning of possible budget variations to enable early remedial action, where appropriate, to be taken.
- 5.5.7 During the year management will focus resources on key risk areas as part of the overall monitoring and management of services so the risk of overspending is minimised.
- 5.5.8 The challenges set out in this report require fundamental change in the way Council services are delivered, which impacts on the human resources of the organisation and related policies and practices. This process will be managed in conjunction with Trade Unions and staff.
- 5.5.9 The future savings proposals are significantly challenging and dependent on a range of factors often outside of the control of the service and with longer lead in times. The achievement of savings predicated on reducing demand through improved preventative work and social work practice should lead to better outcomes. However the relationship between early intervention/prevention and reduced demand on social care is not always linear and is subject to a range of both controllable and uncontrollable variables. There is therefore a risk that the savings set out may not be deliverable as the Council must always ensure that safeguarding of adults, children and young people remains paramount.

## **5.6 Equalities and Diversity**

- 5.6.1 The Public Sector Equality Duty is set out in s149 of the Equality Act 2010.
- 5.6.2 A public authority must, in the exercise of its functions, have due regard to the need to:
- (a) Eliminate discrimination, harassment, victimisation and any other conduct prohibited by or under this Act;
  - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
  - (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 5.6.3 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- (a) Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- (b) Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and
- (c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

5.6.4 The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

5.6.5 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, the need to:

- (a) Tackle prejudice, and
- (b) Promote understanding.

5.6.6 Compliance with the duties in this section may involve treating some persons more favourably than others but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.

5.6.7 The relevant protected characteristics are:

- Age;
- Disability;
- Gender reassignment;
- Pregnancy and maternity;
- Race;
- Religion or belief;
- Sex; and
- Sexual orientation

5.6.8 The Equality Act 2010 and The Public Sector Equality Duty impose legal requirements on elected Members to satisfy themselves that equality impact considerations have been fully taken into account in developing the proposals which emerge from the finance and business planning process, together with any mitigating factors. To allow the Council to demonstrate that it has met the Public Sector Equalities Duty as outlined above, each year the Council undertake a planned and consistent approach to business planning. This assesses the equality impact of relevant budget proposals for the current year (affecting service delivery) across services and identifies any mitigation to ease any negative impact on particular groups of residents. This process is refined as proposals develop and for the February 2017 Policy and Resources Committee it will include the assessment of any cumulative impact on any particular group.

5.6.9 The Council's [Annual equalities report 2016](#) reports on how this process was carried out in 2015/16. At this stage of the budget planning process for 2017/18 savings and savings to 2020, the council has conducted a preliminary high level review of the equalities impact of the initial proposals and these are outlined in the savings templates, which have been approved by the relevant Theme Committees. These are attached at appendix B to this paper and give detail of analysis to date indicating where further equality analysis may be required. Between December 2016 and February 2017 Delivery Units will review their equality analyses as proposals develop and in response to consultation feedback. Savings that are continuing from previous years will require on-going analysis and new savings will require initial analysis. The EIAs for 2017/18 proposals will be kept under review and updated prior to publication with the final budget report to Policy and Resources Committee and Full Council.

5.6.10 Similarly, all human resources implications of the budget savings proposals will be managed in accordance with the Council's Managing Organisational Change policy that supports the Council's Human Resources Strategy and meets statutory equalities duties and current employment legislation.

## **5.7 Consultation and Engagement**

5.7.1 As a matter of public law the duty to consult with regards to proposals to vary, reduce or withdraw services will arise in four circumstances:

- where there is a statutory requirement in the relevant legislative framework;
- where the practice has been to consult or where a policy document states the Council will consult then the council must comply with its own practice or policy;
- exceptionally, where the matter is so important that there is a legitimate expectation of consultation and
- where consultation is required to complete an equalities impact assessment.

5.7.2 Regardless of whether the Council has a duty to consult, or if it chooses to consult, such consultation must be carried out fairly. In general, a consultation can only be considered as proper consultation if:

- comments are genuinely invited at the formative stage;
- the consultation documents include sufficient reasons for the proposal to allow those being consulted to be properly informed and to give an informed response;
- there is adequate time given to the consultees to consider the proposals;
- there is a mechanism for feeding back the comments and those comments are conscientiously taken into account by the decision maker / decision making body when making a final decision;

- the degree of specificity with which, in fairness, the public authority should conduct its consultation exercise may be influenced by the identity of those whom it is consulting; and
- the consultation is clear on the reasons why alternatives and discarded options have been discarded.

### **Preliminary consultation**

5.7.3 The Council has already undertaken a range of consultation and engagement to inform the Council's development of the Corporate Plan strategic priorities and 5 year Commissioning priorities and plans, along with indicative savings proposals to inform the MTFs. The preliminary consultation was designed to:

- a. Inform the Priorities and Spending Review by gathering insight to explore where savings and income generation can be made across the Council
- b. Understand residents' views of Council priorities and valued services
- c. Gain an in-depth understanding of stakeholders' priorities and how they would want the Council to approach the budget and allocation of resources over the next five years.

5.7.4 In 2014 formal consultation took place on the Strategic Plan to 2020. The results of which were presented to Policy and Resources Committee in February 2015 and Full Council in March 2015, before signing off the final Strategic Plan and MTFs to 2020.

5.7.5 The Strategic Plan consultation was designed to consult on the combined package of the Corporate Plan; Commissioning Priorities; and budget to 2020.

The consultation aimed to:

- Create a stronger link between strategy, priorities and resources
- Place a stronger emphasis on commissioning as a driver of the business planning process.
- Focus on how the Council will use its resources to achieve its Commissioning Plans.

5.7.6 The table below outlines the phases of engagement to date:

<b>Phase</b>	<b>Date</b>	<b>Summary</b>
Phase 1: Setting out the challenge	<i>Summer 2013</i>	The council forecast that its budget would reduce by a further £72m between 2016/17 and 2019/20, setting the scene for the PSR consultation
Phase 2: PSR consultation to inform development of options	<i>October 2013 - June 2014</i>	<ul style="list-style-type: none"> <li>• Engagement through Citizen's Panel Workshops which focused on stakeholder priorities and how they would want the Council to approach the Priorities and Spending Review</li> <li>• An open 'Call for Evidence'</li> </ul>

Phase	Date	Summary
		asking residents to feedback ideas on the future of public services in Barnet.
Phase 3: Engagement through Committees	Summer 2015	<ul style="list-style-type: none"> <li>• Focus on developing commissioning priorities and MTFS proposals for each of the six committees</li> <li>• Engagement through Committee meetings and working groups</li> </ul>
Phase 4: Strategic Plan to 2020 Consultation	December 2014 -2015	<ul style="list-style-type: none"> <li>• A series of six workshops with a cross section of residents recruited from the Citizens Panel and Youth Board, plus two workshops with users<sup>1</sup> of council services.</li> <li>• An online survey</li> </ul>

### **General consultation on the 2017/18 budget**

5.7.7 Public consultation on the overall budget for 2017/18 will commence on 5 December 2016 following Policy and Resources Committee and end on 19 January 2017. Final savings are agreed by Policy and Resources Committee on 23 February 2017 and Full Council on 7 March 2017

5.7.8 The 2017/18 general budget consultation will focus on the overall size and individual components of the 2017/18 budget in general terms. In particular the consultation will invite views on the:

- overall budget and saving proposals;
- the savings being made within each Theme Committee;
- also, if Policy and Resources Committee agrees to consult on the recommendations for Council Tax, the consultation will seek views on whether or not the Council should apply a 2% Social Care Precept for 2017/18 to help fund care for the elderly; and whether or not there should be a general Council Tax increase of 1.99% in 2017/18 to fund budget pressures in the services that support vulnerable residents, including care for the elderly and children's social care

5.7.9 Residents and businesses will be invited to give their views through an online questionnaire published on Engage Barnet. Paper copies will also be available on request.

5.7.10 If Policy and Resources Committee agrees to consult on the recommendations for Council Tax, the consultation will also seek the views of the Citizens' Panel, to ensure the views of a representative sample of the borough's population is captured.

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<sup>1</sup> One "service user" workshop was for a cross section of residents who are non-universal services users from across the Council. The second workshop was for adults with learning disabilities.

- 5.7.11 As part of the Council's statutory duty to consult with National Non Domestic Rate (NNDR) Payers, letters were sent out to all the council's NNDR payers inviting them to take part in the consultation.
- 5.7.12 The consultation will be widely promoted via the Council's Residents' magazine, Barnet First; Barnet Online; local press; Twitter; Face book; Area Forums; and posters in libraries and other public places.
- 5.7.13 Super-users, i.e. users of non-universal services, will also be invited to take part in the consultation through Community Barnet; Communities Together Network, Youth Board, and Delivery Unit newsletters/circulars and super user mailing lists.
- 5.7.14 As outlined in section 5.7.1, in terms of service specific consultations the Council has a duty to consult with service users where there are proposals to vary, reduce or withdraw services.
- 5.7.15 Where appropriate, separate service specific consultations have already taken place for the 2017/18 savings (for example the savings arising from the new library strategy) or are currently taking place. The outcomes of these consultations have or will feed into committee decision making process.

The current service specific consultations are:

- Alternative Delivery Model – Street Scene
- Bowling Green – Engagement with Clubs (through management committees)
- Fairer Charging Policy.
- Prevention and Early Support Service

## **5.8 Insight**

5.8.1 Not applicable.

## **6 BACKGROUND PAPERS**

6.1 Full Council, 1 March 2016, agenda item 11.1 Business Planning 2016 – 2020

<http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=162&MId=8343&Ver=4>

6.2 Policy and Resources Committee, 28 June 2016, agenda item 8 Business Planning 2017 – 2020

<http://committeepapers.barnet.gov.uk/ieListDocuments.aspx?CId=692&MId=8728&Ver=4>