



FINANCIAL STRATEGY

UPDATE – SEPTEMBER 2012

2013/14 – 2016/17

FINANCIAL STRATEGY 2013/14 – 2016/17 WAVERLEY BOROUGH COUNCIL

INTRODUCTION

Waverley's Medium-Term Financial Strategy is well established and embodied in the workings of the Council. The annual Members' Finance Seminar and the budget process updates the Council's 4-year strategy which is composed of many elements relating to different aspects of Council business. The Financial Strategy is driven by the Corporate Plan and it links Waverley's other key corporate strategies.

Purpose

The purpose of this Strategy is to:

- define the aims of the Council in financial terms;
- demonstrate that sufficient resources will be available to meet the Council's objectives and priorities, particularly in the delivery of value for money;
- identify actions necessary to address the financial pressures;
- inform the Council's strategic planning and policy making;
- set the parameters for budget setting; and
- demonstrate stewardship of community resources.

Timeframe

The elements of the Financial Strategy relate to current and future years. This document considers the period of the new Council and builds on the budget decisions agreed by the Council in February 2012. The impact of the outturn position in 2011-12 is also included in the Strategy. The revised Corporate Plan was approved by the Council in February 2012.

Audience

This Strategy is primarily for the benefit of Members and officers in the first instance but it also has a wider audience of interested parties including local residents, Partners, Registered Social Landlords, the Audit Commission etc. The Strategy is widely communicated and included on Waverley's website. Members discuss the issues in detail at the annual finance seminar and develop the Strategy throughout the budget-setting process.

SUMMARY – FINANCIAL STRATEGY KEY ISSUES AND OPPORTUNITIES

General Fund:

- How to continue responding to the impact of the recession
- Focusing resources on Corporate Plan objectives and priorities
- Responding to residents' needs
- How to maintain or generate additional income from grants and charging
- Spending on public services in an area with a diverse population and geography
- Future Government grant settlements following review of Local Government funding, including business rates and council tax benefits
- Government restriction on council tax levels
- Funding the Capital Programme in the longer-term
- Achieving social inclusion and providing accessible, affordable services for the Borough's most vulnerable residents
- Rising inflation and low investment interest rates.

Housing Revenue Account:

- Maintain viability of 30-year Business Plan
- Clear Decent Homes Backlog by 2015
- Start delivering new affordable homes
- Future rent levels

Capital Programme:

- Continue with the highly successful Leisure investment strategy
- Funding Decent Homes works
- Improvements and maintenance of assets
- Providing Affordable Housing
- Delivering planned programmes and utilising new funding sources

SUMMARY – FINANCIAL STRATEGY KEY POLICIES

Reserves and Balances will be held to support unforeseen costs, in particular:

- General Fund balances will be maintained at a prudent level of at least £ 3.1 million;
- The Housing Revenue Account balance will be maintained at a prudent level of at least £1.5 million;
- The Revenue Reserve will be used to support the General Fund Capital programme, invest to save schemes and one-off items of revenue and capital expenditure;
- The Revenue Reserve Fund will contribute a base figure of £2 million each year to capital, subject to an annual review;
- The Insurance Reserve will be retained at a level that is sufficient to meet any potential claims from MMI.

Other key policies include:

- Maximise funding from New Homes Bonus and Business Rates growth
- Continue to identify savings and efficiency gains in budgets in the light of future projected budget deficits;
- Use Prudential Borrowing only when projects generate income and when there is a strong business case;
- Maintain a balanced budget ie no dependency on balances
- Continue to support Waverley's Community during the recession

KEY ACTIONS

- Continue the 'Star Chamber' reviews and the Foresight Programme to ensure budgets deliver good value for money and are aligned to Corporate Plan priorities
- Secure new funding opportunities to deliver priority services and projects
- Model and monitor sensitivities on key budget areas eg Inflation, interest.
- Rigorously test all capital proposals for relevance and deliverability.
- Clearly link the Financial Strategy to other key reviews including asset utilisation, customer and information management, workforce planning and procurement.

- Review procurement to identify efficiencies and cost savings.

REVENUE – GENERAL FUND

Budget Strategy

In setting each year's General Fund Revenue Budget, Waverley aims to achieve the following objectives:

- allocate resources to the key Corporate Plan objectives and priorities, including community support during the recession
- eliminate any surplus budgets
- maximise income
- ensure priority areas are adequately resourced including contractual commitments
- budgets which support Waverley's medium-term aims
- review the adequacy of budgets for maintenance of assets
- review spending on non-priority areas
- continue to achieve efficiency improvements

Whilst in general, an incremental approach is adopted in setting the revenue budget, it is important that the necessity and level of every budget is considered against Waverley's corporate objectives. It is not proposed to undertake a comprehensive zero-based budget process, however, the 'Star Chamber' process approach will continue to be used to set future budgets to:

- Identify and review discretionary expenditure to seek to create opportunities for switching this resource to other priorities.
- Review controllable budgets to identify potential savings, efficiency gains or income-earning opportunities, taking account of past years spending patterns.
- Identify each year, known or possible significant budget variations for the 4 years following the budget setting year from service plans. Appendix 1 identifies the estimated major variations, over and above the approved 2012/13 Budget, for the period 2013-14 to 2016-17.
- Consider the sensitivity of budget figures, particularly income, and any risks and opportunities that impact on the figures.

Use of Balances

We aim to maintain a prudent level of balances to support revenue spending and finance unforeseen events. As part of the 2012/13 Financial Strategy preparations, balances were reviewed to ensure that they were adequate and that dependency on balances was eliminated. The Deputy Chief Executive reported to the Council on the adequacy of financial reserves in February 2012 as a part of the budget setting process. The prudent level of General Fund balances in the medium-term has been set at £3.1million. This level has been set with regard to the Council's needs and it takes account of known risks and opportunities. Analysis of the impact of variations in key factors is modelled and used to inform the Strategy.

The General Fund balance at 31st March 2012 is greater than the previous projected level and above the approved prudent level. This increase has arisen as an overall result of managed underspends, efficiency gains and improved income.

Council Tax Levels

Waverley's General Fund budget is funded approximately 27% from Government grant and 73% from council tax. This has moved from a position 5 years ago of being 45% from grant. In 2013/14, it is likely that less than 25% of General Fund net expenditure will be met from government grants. Therefore, in broad terms any percentage increase in net General Fund expenditure above inflationary levels would result in higher council tax increases. The Government is currently reviewing the local government grant system and Waverley's strategy projections will be updated when the outcome is known.

In the medium-term, the main areas affecting council tax levels are:

- further government grant reductions
- the cost of developing priority services
- the continued revenue funding of the capital programme
- the ability to continue to identify cost savings from the base budget
- the risks of changes to business rates base and council tax support caseload
- the sustainability of income levels
- the potential to borrow to fund capital investment
- the Government's council tax capping criteria

Waverley must continue to set its council tax increase at a level which avoids capping.

Budget Issues

Key Strategy Issues for the General Fund:

- Maintaining a balanced budget
- Focusing resources on Corporate Plan objectives and priorities
- Further external budget pressures and Government legislation
- How to maintain or achieve additional income
- Spending on public services in an area with a diverse population and geography
- Future Government grant settlements and the impact of changes to housing and council tax benefits
- Invest to save opportunities
- Restriction on council tax levels through capping
- Funding the Capital Programme in the longer-term
- Achieving social inclusion and providing accessible, affordable services for the Borough's most vulnerable residents

- Rising inflation and energy costs and dependency on investment interest.

Maintaining the Council's capital assets with limited resources, continues to be a major pressure which can affect the revenue budget either through increased running costs, reduced income from assets and demands to continue with a significant revenue contribution to pay for capital expenditure.

Collection Fund

Waverley's Collection Fund accounts for all the transactions relating to the collection of Council Tax and Business Rates, the payment of precepts to Surrey County Council, Surrey Police and the Towns and Parish Councils and the payment of Business Rates over to Central Government.

Waverley has an excellent track record of achieving high collection rates on both Council Tax and Business Rates in recent years. Good cashflow is critical to Waverley's business and it remains a key financial strategy aim to continue to push for high collection rates using efficient systems of collection. Government proposals to scrap Council tax Benefit and replace it with local council tax support schemes will potentially impact on collection rates. Details are not yet finalised but Waverley staff will continue to work hard to maintain excellent performance in council tax collection.

Unforeseen Events

Waverley will continue to use its balances and reserves to support unforeseen non-operational events subject to the necessary approvals as required by the Financial Regulations and Waverley's Constitution.

Balances and Reserves

Waverley holds a number of balances and reserves for a range of specific and general purposes. Unless otherwise approved, these amounts must be used for their intended purpose and support Waverley's key objectives. The following provides more detail on the key General Fund reserves and balances.

General Fund Balance – This balance is to cover variations in budgeted income & spending due to:

- Unexpected price increases
- Unbudgeted calls for spending e.g. major one-off inquiry
- Loss of income if offsetting savings can't be found
- Increased demand for services e.g. homelessness

Council policy is for a minimum of £3.1million to be held in this balance to cover the above items. The balance currently stands at £4.2million.

Revenue Reserve Fund – this is a well-established reserve that is used mainly for supporting the capital programme and one-off items of revenue and capital expenditure. Its prime funding is from an annual contribution from the General Fund representing repayments of capital advances. Appendix 2 shows the Revenue Reserve Fund current balance and projections for the next 4 years.

Insurance Reserve – At 1st April 2012 the Insurance Reserves stand at £654k. Council policy is to keep an amount which is considered to be sufficient to meet any possible future claims from the Municipal Mutual agreement in this reserve and an amount which is considered to be sufficient to cover potential claims arising from previous staff-related self-insurance.

<u>General Fund Revenue Reserves</u>	Balance 1/4/12 £,000
Revenue Reserve Fund	2,826
Leisure Strategy Fund (earmarked & committed)	2,583
Renewals Fund (earmarked & committed)	112
General Fund Working Balance	4,227
	<hr/> £9,748 <hr/>

Equality Impact Assessment

Waverley's Medium Term Financial Strategy aims to ensure that the Council can deliver its services and target its resources on priority areas. These priorities were developed having regard to the Council's approved Equality and Diversity policy. This Strategy recognises Waverley's diverse population and its unique geography and is intended to have a positive impact on the most disadvantaged and vulnerable citizens by focusing resources on providing affordable and accessible services throughout the Borough.

HOUSING REVENUE ACCOUNT (HRA)

The HRA is the Council's landlord account and contains only the costs and income from managing and maintaining the Council's dwelling stock. There are currently some 4,900 properties.

HRA Revenue Budget

The way in which the Council's landlord account is funded changed with effect from 1st April 2012. The HRA subsidy system, whereby Waverley paid over half of its rent income to central Government, has been scrapped and replaced by a system of self-financing. The new system allows all rental income to be retained locally in return for taking on a level of debt representative of the value of the housing stock.

Decent Homes Standard

A major Government policy initiative is the introduction of the Decent Homes Standard and the requirement laid upon all local authorities and housing associations to bring the stock they own up to the Government's 'decent' standard.

One of the Council's key strategic housing aims, recognised in the Housing Strategy update, is investment in the existing housing stock to meet the Decent Homes Standard. Waverley's HRA Business Plan also recognises the importance of the Decent Homes Standard and details how the extent of its 'non-decent' property is being quantified.

To facilitate the achievement of the decency standard the Government made decent homes backlog funding grant available. Waverley made a successful bid and was awarded £8.4m grant that is spread over the three years 2012/13 to 2014/15. A three-year programme of works has been drawn up to clear the backlog, funded by the grant and Waverley's own resources.

Rent Restructuring

This is the Government's approach to the calculation of social rents introduced from April 2002. The aim of the policy is that social rents on similar houses in the same area should be the same, regardless of who is the landlord. The key to achieving the policy objectives is a common formula for both local authority landlords and Registered Social Landlords (RSLs). The formula reflects

- Relative property values
- Local earnings
- Property size

It is currently anticipated that the restructuring process will be completed by 2015 when there should be broad convergence between average local authority and RSL rents. During this period changes in rent levels in any one year will still be limited by

applying a cap of inflation plus 0.5% plus £2. For 2012/13 Waverley's Members agreed that rents should increase by an average of 5.9%. This was less than the Government guideline but sufficient to ensure that convergence can still be achieved over the next three years.

Waverley has introduced the principles of rent restructuring to its rent setting process since 2002 and calculated target rents for each of its properties. However, the requirement to set a balanced budget for the HRA means that there are conflicting pressures between the Government's policy aim of restricting annual rent increases and the level of service provision to tenants.

Self Financing

As referred to above the new system for financing local authority landlord services was introduced from 1st April 2012. Waverley has taken on £189million of debt. Most of this sum was borrowed from the Public Works Loans Board (PWLB) with £5m borrowed internally from Waverley's General Fund. To help ensure a successful transition to self-financing the Government made funds available from the PWLB at special reduced interest rates available only for the purpose of self-financing. Waverley took out a series of loans at fixed interest rates and repayable on dates between 2017 and 2035.

In line with Government advice Waverley has drawn up a 30-year business plan for the HRA that sets out the estimated income and expenditure streams over that period, including the costs of the £189m debt in addition to the costs of managing and maintaining the dwelling stock. The Business Plan is viable showing healthy sums available to be set aside for major remodelling of the existing stock and also for building additional affordable homes. The Plan will be closely monitored and reviewed as estimates become actual costs/income to ensure that it remains viable on an ongoing basis.

Pressures/Constraints

Key Strategy Issues for Housing Revenue Account:

- Clearing Decent Homes backlog works
- Delivering new affordable homes
- Other capital works including stock remodelling
- 30-year HRA Business Plan must remain prudent and robust
- Future rent levels
- Rent Restructuring

Use of Balances

A prudent level of working balance is maintained to support revenue expenditure for unforeseen items or to meet fluctuations in income. It is not sustainable to use balances to keep rent levels down. It is Waverley's policy to keep a minimum of £1.5million in the HRA balance.

CAPITAL FINANCING

Prudential Borrowing

It is current policy to borrow only when a Capital Scheme generates sufficient reserve saving to meet the borrowing costs, with the exception of HRA self-financing borrowing. Currently no Prudential Borrowing has been identified for General Fund services.

Whilst either Prudential Borrowing or further use of the Revenue Reserve Fund could fund future capital requirements, avoiding further use of the Revenue Reserve Fund will tend to maximise flexibility because it can be used for both revenue and capital purposes, whereas Prudential Borrowing may only be undertaken for capital purposes. The Revenue Reserve Fund is also a finite resource.

Capital Receipt Pooling

The Government's capital receipt pooling regime took effect which requires Waverley to pay a proportion of its housing capital receipts to the Government. 75% of right to buy receipts and 50% of other receipts are pooled. From 1st April 2012 the Government has increased the discounts available under right-to-buy in an attempt to rejuvenate sales. Pooling continues but new regulations allow authorities to retain part of the receipts generated by sales over and above those allowed for in Business Plans. Such receipts must be spent within a set timescale on the provision of new affordable homes to help replace those sold.

Revenue Contributions

Waverley can finance its capital expenditure directly from its revenue accounts, or from reserves or earmarked funds, which also technically count as revenue contributions. The HRA will continue to transfer a significant revenue stream to the Major Repairs Reserve for the purpose of financing the housing capital programme.

Waverley operates the following revenue funds within its General Fund:

- Revenue Reserve Fund
- Leisure Fund
- Vehicle Renewals Fund

Revenue Reserve Fund

The balance on the Revenue Reserve Fund at 1/4/12 is £2.8 million and Appendix 2 shows the projection over the next 4 years.

This Fund was established to fund a variety of one-off expenditure. The Financial Strategy identifies uses including:

- One-off expenditure e.g. restructuring
- Invest to Save opportunities
- Financing capital spending
- Financing the General Fund element of any MMI Shortfall

Vehicle Renewals Fund

The purpose of the Vehicles Renewals Fund is to finance the replacement of Waverley's small fleet of vehicles on a planned basis. Contributions are charged to the General Fund and paid into the Fund to even the impact of the cost of new vehicles in any one year's accounts. Purchases of vehicles are financed from the Fund. As most of Waverley's services are provided by contractors, the vehicle fleet now consists of just 6 vehicles.

Capital Receipts

Waverley has a property portfolio and capital receipts arising from this are an important element of financing of Waverley's capital expenditure.

The main source of capital receipts is right-to-buy sales of properties within the HRA. These continue to fall steeply and in 2011/12 were only £0.54m, 75% of which had to be paid to the Government. Capital receipts also arise from property sales that are not right-to-buy, sales of land and access rights within both the General Fund and the HRA.

Ring Fencing does not apply to capital receipts, so Waverley could use the capital receipts arising from right-to-buy sales to finance any General Fund schemes. However, Council policy is for these receipts to be used for Housing purposes to be spent on decent homes.

Currently, the balance of General Fund receipts is earmarked for the completion of the leisure strategy. From time-to-time major capital receipts arise from Waverley's Property Strategy and these provide an opportunity to supplement the Capital Programme.

Developers' Contributions

Waverley receives contributions from developers to compensate for the 'strain' on public services and infrastructure when a large-scale development is agreed through the planning process. These amounts can be for specific purposes, such as the provision of affordable housing, children's play facilities or highways improvements. Waverley's planning infrastructure tariff requires large and small developments to contribute towards improving public services. This local system is soon to be replaced with a national Community Infrastructure Levy (CIL) which should continue to be an important source of addition funds to the Council in future years. The funding will be received when the developer starts on site rather than at the point that planning permission is given.

The tariffs have clearly identified elements, some of which relate to the services of other public bodies. Waverley has approved a process for identifying and delivering projects and initiatives that help deliver key priority areas, having regard to any restrictions on the use of the funds and the geographical source of the payments. Where appropriate, officers will also work with town and parish councils and other funding bodies to lever in more funds to maximise the value achieved.

CAPITAL EXPENDITURE

Capital Strategy & Asset Management Plan

Waverley's Capital Strategy covers all aspects of Waverley's capital expenditure and provides a high-level four-year plan of the Council's investment priorities.

The Asset Management Plan has been developed to ensure that the Council takes a corporate and strategic approach to managing its corporate assets. It is designed to link asset management to continuing and improving service delivery.

Both the Capital Strategy and Asset Management Plan recognise the key role of capital investment in achieving delivery of Waverley's corporate and service objectives, and seek to ensure that optimum benefit is obtained for the residents of the Borough from the limited available capital resources.

Waverley's asset plans are overseen by the officer/Member Asset Advisory Group. The progress of approved capital projects is monitored by the Capital Monitoring Group which also considers new capital proposals that are identified during the year prior to consideration by the Executive.

Existing v New

A considerable proportion of Waverley's Capital Programme represents expenditure on existing assets. In the case of the HRA in excess of £5million pa is set aside within the Business Plan. In contrast, the Capital Programme also includes new schemes representing high-profile growth in service delivery. The Council has to balance the resources available between these varying demands.

The Council's Executive prioritises capital schemes after receiving advice from officers and Overview Committees. The following criteria are used in the prioritisation process:

- The extent to which a particular scheme achieves the Council's key corporate objectives.
- Environmental impact of project
- Investment required to maintain current service provision.
- Investment that will lead to cost savings or income generation.
- The level of community support for particular proposals.

The Council has agreed that priority be given to health and safety schemes and those which reduce the impact on the General Fund revenue account in future years. The full list as agreed by Council in priority order is:

Priority	Category
1	Health & Safety
2	Disabled Facilities Grants
3	Disabled Discrimination Act works
4	Schemes that deliver the Leisure Strategy
5	Invest to Save schemes
6	Maintaining Council Assets
7	Maintaining Services

8	Implementing initiatives to improve customer service
9	Partnership funding and other Service Developments*

*Officers will continue to seek additional sources of funding.

Pressures/Constraints

Key Strategy issues for the capital programme:

- Continuing to deliver the Leisure Strategy
- Delivering New Affordable Housing
- Improvements and maintenance of assets
- Delivering planned programmes and utilising new funding sources

Appendix 3 identifies the projected available financing for the capital programme from 2012/13 to 2015/16.

Capital resources remain extremely limited whilst proposed capital schemes greatly exceed the available resources for the Strategy period. Officers through the Asset Management Group are currently assessing capital schemes in order to feed them into the Budget process in the autumn.

INVESTMENTS

Treasury Management Policy

The Council's Treasury Management Policy and Investment Strategy follow best practice and are reviewed annually. These policies determine how Waverley's investments and cashflow are managed and they define approved investment limits for the year which are based firstly on risk minimisation and secondly on maximisation of return.

What the investments are used for

Waverley's investments are held for two main reasons. Firstly, they are used to provide cash flow for Waverley's short-term needs, eg Precept payments. Secondly, they represent the cash behind Waverley's funds, reserves and balances such as the capital receipts. As these reserves are used the level of investments will reduce. The total external investments held at 31 March 2012 is around £23million, of which approximately £13 million represents the revenue and capital balances and reserves and the remainder of some £10 million is used to manage the day-to-day cash flow.

Towards the end of March 2012, the General Fund lent the HRA £5m as a long-term internal investment, reducing the total amount required to be borrowed externally to cover the self-financing payment required to be made to the Government. This approach minimises risk and achieves a better return than can be obtained through external investment.

Forecasts

Currently, nearly all of Waverley's investments are held for period of less than one year. As approximately £13 million of the investments represent capital and revenue reserves, a longer-term view could be taken on this proportion, taking into account the projected draw on these funds. For example as explained above £5m was lent internally to the HRA. The Treasury Management Panel have been operating well within the approved treasury management policy and have set tighter controls over the range of organisations and the period of investments to manage the risks of the volatile financial markets. Also, major focus on credit ratings helps to limit the risk exposure.

Appendix 1

Estimated Variations to General Fund Budget

Estimated variations from 2011/2012 Budget	2013/14 £'000	2014/15 £'000	2015/16 £'000	2016/17 £'000
Inflation non-pay (3%)	270	270	270	270
Inflation non-pay (3%)	0	270	270	270
Inflation non-pay (3%)	0	0	270	270
Inflation non-pay (3%)	0	0	0	270
Pay award	?	?	?	?
Triennial pension review	0	0	?	?
New pension scheme from 2014	0	-300	-300	-300
Government grant reduction	1,200	1,800	2,400	3,000
New Homes Bonus	-900	-1200	-1500	-1800
Council tax freeze grant ends	0	0	222	222
Collection Fund surplus in 12/13	120	120	120	120
Benefit admin grant- loss	100	200	200	200
Council Tax Benefit – Start up	100	0	0	0
Loss of supporting people grant	250	500	500	500
Godalming Leisure Centre	-140	-140	-140	-140
Internal Interest on loan to HRA	-140	-140	-140	-140
Additional Income	-220	-220	-320	-420
Star Chamber Savings identified	-400	-400	-400	-400
LDF/Dunsfold Park	200	0	0	0
Budget Shortfall	440	760	1,452	1,922

Revenue Reserve Fund Projections

	2013/14	2014/15	2015/16	2016/17
	£'000	£'000	£'000	£'000
Balance at Start of Year	2,720	2,720	2,720	2,720
<u>Add</u> Net contributions to fund	2,000	2,000	2,000	2,000
<u>Less</u> Financing capital	(2,000)	(2,000)	(2,000)	(2,000)
Balance at end of year	<u>2,720</u>	<u>2,720</u>	<u>2,720</u>	<u>2,720</u>

Capital Financing

	2012/13	2013/14	2014/15	2015/16
	£'000	£'000	£'000	£'000
<u>HRA</u>				
HRA Business Plan	6,211	6,395	6,396	7,511
Capital receipts	1,180	0	0	2,089
Decent Homes backlog grant	2,318	3,238	2,904	
Total HRA	9,709	9,633	9,300	9,600
<u>General Fund</u>				
Revenue Reserve Fund	2,870	2,000	2,000	2,000
Leisure Strategy Fund	1,960			
Other Funding	20	20	20	20
Internal Resources	4,850	2,020	2,020	2,020
External Funding	?	?	?	?
Prudential Borrowing	0	0	0	0
General Fund (base)	4,850	2,020	2,020	2,020
TOTAL	14,559	11,653	11,320	11,620