

Council Assembly (Council Tax Setting Meeting)

Wednesday 24 February 2016
7.00 pm

Council Offices, 160 Tooley Street, London SE1 2QH

Councillors are summoned to attend a meeting of the Council to consider the business contained herein

Eleanor Kelly
Chief Executive

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information

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Date: 12 February 2016



Council Assembly (Council Tax Setting Meeting)

Wednesday 24 February 2016
7.00 pm
Council Offices, 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
1.	PRELIMINARY BUSINESS	
	PART A - OPEN BUSINESS	
1.1.	ANNOUNCEMENTS FROM THE MAYOR, MEMBERS OF THE CABINET OR CHIEF EXECUTIVE	
	To receive any announcements from the Mayor, members of the cabinet or the chief executive.	
1.2.	NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE MAYOR DEEMS URGENT	
	In special circumstances an item of business may be added to an agenda within seven working days of the meeting.	
1.3.	DISCLOSURE OF INTERESTS AND DISPENSATIONS	
	Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.	
1.4.	APOLOGIES FOR ABSENCE	
	To receive any apologies for absence.	
1.5.	MINUTES	
	To approve as a correct record the open minutes of the council assembly meeting held on 26 January 2016 (to be circulated separately).	

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2.	REPORT(S) FOR DECISION FROM THE CABINET	
2.1.	POLICY AND RESOURCES STRATEGY 2016/17 - 2018/19 - REVENUE BUDGET	1 - 76
	Council assembly to debate the recommendations of the cabinet held on 9 February 2016 for a general fund budget for 2016/17, a freeze in the Southwark element of the council tax and use of flexibility offered by government to support adult social care through a precept and vote on whether to agree them.	
3.	OTHER REPORTS	
3.1.	SETTING THE COUNCIL TAX 2016/17	To follow
	Council assembly to agree the council tax for 2016/17.	
3.2.	TREASURY MANAGEMENT STRATEGY 2016/17 INCLUDING ANNUAL INVESTMENT STRATEGY, PRUDENTIAL INDICATORS AND ANNUAL MINIMUM REVENUE PROVISION STATEMENT	77 - 96
	Council assembly to note the treasury management strategy 2016/17 and treasury management policy and agree the annual investment strategy, prudential indicators and updated minimum revenue provision statement.	
4.	AMENDMENTS	
	Any member of the council may submit an amendment to a report or motion on the agenda. The amendments will be circulated to all members in a supplemental agenda.	
	ANY OPEN ITEMS IDENTIFIED AS URGENT AT THE START OF THE MEETING	
	EXCLUSION MOTION (IF NECESSARY)	

Item No.

Title

Page No.

The following motion should be moved, seconded and approved if the council wishes to exclude the press and public to deal with reports revealing exempt information:

“That under the access to information procedure rules of the Southwark constitution, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in section(s) 1 – 7 of paragraph 10.4 of the procedure rules.”

PART B – CLOSED BUSINESS

ANY CLOSED ITEMS IDENTIFIED AS URGENT AT THE START OF THE MEETING

Date: 12 February 2016

Item No. 2.1	Classification: Open	Date: 24 February 2016	Meeting Name: Council Assembly
Report title:		Policy and Resources Strategy 2016/17 – 2018/19 – Revenue Budget	
Wards or groups affected:		All	
From:		Strategic Director of Finance and Governance	

RECOMMENDATIONS

That council assembly:

1. Agrees to freeze the Southwark element of the council tax for 2016/17.
2. Agrees to use the flexibility offered by the government to support Adult Social Care through a precept equivalent to 2% of council tax on the basis that these additional funds will be used exclusively for adult social care (ASC).
3. Agrees the recommendations of the 9 February 2016 cabinet as amended for a general fund budget requirement (after use of reserves) for 2016/17 of £271.4m.
4. Notes the indicative budgets for 2017/18 and 2018/19 included within this report and the associated funding shortfall that will need to be updated and addressed as part of the council tax setting process for those years.

BACKGROUND INFORMATION

Revenue Budget

5. The final 2016/17 grant settlement figures and indicative figures for future years were announced by government on 8 February 2016. On 9 February cabinet considered a report on the council's Policy and Resources strategy 2016/17 – 2018/19 revenue budget proposals.
6. Amendments were made during cabinet to the recommendations included in the report, which were agreed by cabinet and now read:
 - 1) Note that the provisional settlement was announced by the Secretary of State on 17 December 2015 and that the final settlement was confirmed on 8 February.
 - 2) Note that this report continues to be based on the provisional settlement announcement which is for four years with the final three years being indicative and that this settlement is subject to councils making a commitment to efficiency.
 - 3) Note the key issues for Southwark arising from the provisional settlement reported to cabinet on 26 January 2016 (Appendix H).
7. Cabinet welcomed the recommendations of overview & scrutiny committee and responds as follows:

- Agrees to take forward the recommendation to reopen the enhanced voluntary redundancy scheme and bring forward a report at the March 2016 cabinet
 - Agrees to bring reprofile a number of efficiency savings into 2016/17
 - Agrees to consider the remaining recommendations as work commences on the 2017/18 budget
8. Cabinet noted the feedback to date from the continuing public budget consultation exercise:
- 1) Recommendation no longer required as proposed budget is balanced.
 - 2) Recommendation no longer required as proposed budget is balanced.
 - 3) Note the indicative budget proposals for 2017/18 and 2018/19 and the remaining gaps of £1.2m and £5.3m respectively, subject to the final settlement announcement and future uncertain pressures.
 - 4) Note that it is assumed that balances will continue to be released as planned and contingency maintained over the next three years in order to mitigate the risks of the reduction in government funding, the consequent savings programme and other uncertain pressures.
 - 5) Note the intention to freeze council tax for a further year in 2016/17, subject to review in later years.
 - 6) Note the intention to accept the governments offer to raise a 2% adult social care precept in 2016/17 and beyond.
 - 7) Note the continuing progress on the completion of equalities analysis for each budget proposal, provided as a background paper to this report and notes that equality analysis will continue through the cycle of planning and implementation of these budget proposals.
 - 8) Agrees to accelerate a number of customer experience and modernisation efficiency savings as set out below to deliver a balanced budget based on a nil council tax increase for 2016/17 for recommendation to council assembly on 24 February 2016.
9. In total and in the context of resources available, the proposal was agreed to set a general fund revenue budget for 2016/17 of £271.4m.

KEY ISSUES FOR CONSIDERATION

Revenue Budget 2016/17

10. Table 1 below shows a high level summary of the proposed budget following consideration by cabinet on 9 February 2016. The schedules included as Appendix D to the cabinet report are now attached to this report as Appendix 1, including updates to the phasing of housing and modernisation options agreed by cabinet (option references 65, 71, 73,74 and 80).

Table 1: high level summary budget**Amended 2016/17 to 2018/19 Budget**

	2015/16 £m	2016/17 £m	2017/18 £m	2018/19 £m
Resources				
Retained business rates (DCLG)	(60.2)	(60.7)	(61.9)	(63.7)
Business rates top-up (DCLG)	(45.0)	(45.3)	(46.2)	(47.6)
Revenue support grant and other grants (inc Public Health and other specific grants) (note1)	(118.9)	(106.6)	(90.1)	(78.6)
Total funding (inc Public Health and other specific grants)	(224.1)	(212.6)	(198.2)	(189.9)
Council tax and Retained Business Rates				
Council tax baseline	(80.0)	(83.2)	(84.5)	(85.6)
ASC Precept	-	(1.7)	(3.4)	(5.2)
Estimated business rates retained	(5.0)	(4.6)	(6.5)	(6.5)
Collection fund surplus	(2.9)	(2.4)	(0.5)	(0.5)
Total revenue from council tax and business rates	(87.9)	(91.9)	(94.9)	-97.8)
Total funding	(312.0)	(304.5)	(293.1)	(287.7)
2015/16 budget starting point (includes Public Health)	334.6	318.2	310.7	299.3

	2015/16	2016/17	2017/18	2018/19
	£m	£m	£m	£m
expenditure)				
Employees (1.2%, 1.0%, 1.0%,1.0%)	2.1	2.2	1.7	1.7
Contractual inflation	2.3	2.8	1.6	1.5
Commitments	4.7	13.3	7.8	6.1
Grants				
Changes to New Homes Bonus	1.4	(6.3)	3.5	3.5
Changes in grant related expenditure	3.6	5.4	0.0	0.0
HB admin subsidy and council tax support	0.4	0.7	0.6	0.6
Net change in council tax freeze grant	(0.9)	0.9	0.0	0.0
Net budget before proposals	348.2	337.2	325.9	312.7
Proposals				
Efficiencies and improved use of resources	(26.1)	(13.9)	(18.6)	(9.1)
Income generation	(2.9)	(10.0)	(6.0)	(5.0)
Savings impacting on service delivery	(1.0)	(2.6)	(2.0)	(1.6)
Total Budget	318.2	310.7	299.3	297.0
Planned contribution from balances	(6.2)	(6.2)	(5.0)	(4.0)
Net budget after contribution from balances	312.0	304.5	294.3	293.0
Funding shortfall / (surplus)	0.0	0.0	1.2	5.3

Note 1: includes £33.1m of specific grants in 2016/17

Southwark council tax

11. For the purpose of setting council tax, the council calculates the total budget, less specific grants, less contribution from reserves. For 2016/17 this would be:

	£m
Total budget (table above)	310.7
Specific grants (see note 1 above)	(33.1)
Planned contribution from reserves	(6.2)
Total budget requirement	271.4

12. All local authorities are required to set their council tax by 11 March 2016. Given this timescale, it is difficult at this stage to provide comparative information for 2016/17. This council will set its own tax on 24 February 2016 (the date to which this report refers). As in previous years, any delay to this date will mean the council would have to move its instalment date beyond 1 April 2016. This would result in a loss of income to the council from cash flow and could also put at risk the ability of the council to meet its collection targets.
13. Cabinet have recommended accepting the government's offer to raise a 2% adult social care precept in 2016/17, but otherwise a zero per cent increase in council tax for 2016/17.
14. The effect on the Southwark element of council tax is shown in the following table:

	2015/16	2016/17	change
Southwark Council Tax	912.14	912.14	0%
Adult Social Care precept	-	18.24	2% of Band D
Total	912.14	930.38	2.00%

Greater London Assembly (GLA) precept

15. The GLA precept is reported in the council tax setting report elsewhere on this agenda.

Community impact statement

16. The community impact statement is set out in the cabinet report of 9 February 2016 attached at Appendix 1.
17. A summary of the 2016/17 budget equality analysis is a background document to Appendix 1 of this report.

Consultation

18. The policy and resources strategy 2016/17 to 2018/19 reported to cabinet on 27 January and 9 February 2016 contained a detailed report giving results and analysis from the spending challenge consultation held during 2015.
19. In addition, recommendations from overview and scrutiny committee on 2 February 2016, and the recommendations from a further meeting on 8 February

were considered by cabinet at their meeting on 9 February and where appropriate have been incorporated in this proposed budget.

A strong and stable resource base

20. In setting out the draft budget proposals for 2016/17 the Strategic Director of Finance and Governance, as the statutory section 151 officer, is assured that the range of spending commitments and proposed savings are being set within the resources available that meet local priorities. The draft budget proposed for 2016/17 is therefore robust.
21. In addition to ensuring that sufficient funds are available to finance the ongoing management of the council services, the Strategic Director of Finance and Governance needs to be assured that there is an appropriate level of reserves and balances available. The Local Government Act 2003 requires the chief finance officer to report on the adequacy of reserves held, and requires members to have regard to that report in setting the budget. The Act also gives powers to the Secretary of State to specify a minimum of reserves to be held, but those powers have not yet been applied.
22. Reserves are funds set aside from underspends or proposed budget contributions, to meet contractual commitments or future expenditure plans, including meeting risks or liabilities that may arise at a later date. For example, the council has a number of pressures which fluctuate over time and are unpredictable in nature. These could include winter maintenance (such as pot holes and road gritting for highways) or meeting the upkeep of older buildings that the council operate from. Reserves are the most effective way in which to mitigate these pressures, subject to appropriate criteria. Another example is one-off redundancy costs arising from restructuring, where it may be that these costs cannot be met from existing revenue budget provision. Therefore and, subject to an appropriate business case, reserves may be used to support these costs.
23. The council has a number of reserves. The most significant of which are:
 - Modernisation, service and operational improvement reserve. This is for one-off expenditure and multi-year projects that are designed to modernise and improve service levels and operational efficiency of Southwark's activities. Schemes will include accommodation pressures, shared services, customer service improvements and information services. The use of the reserve is subject to protocols in accordance with the council's medium term resource strategy (MTRS).
 - Regeneration and development reserve. This reserve is to fund one-off expenditure and multi-year projects to facilitate the significant regeneration and development taking place in the borough. Projects include the Elephant & Castle, Canada Water, Southwark Schools for the Future, and land acquisitions associated with these projects.
 - Financial risk reserve. This reserve is set aside against future financial risks that may arise. For example, taxation risk, legislative changes including actions involving the Greater London Authority, major projects, risks as a result of unavoidable changes in accounting practice, risks arising from retention of business rates arrangements.

24. Due to the size, scale and complexity of projects and services across the borough the council is required to maintain a general level of balances to meet future unpredictable expenditure demands. Securing outcomes around key priorities of regeneration, recognising key operational risks attached to the unique size of our housing stock and more generally the levels of deprivation across the borough and associated factors, means that it is essential the council maintains a robust approach to both reserves and balances.
25. Maintaining an adequate level of reserves and balances are therefore key factors in the Strategic Director of Finance and Governance's assessment of the robustness of the budget. The relatively low levels of balances and reserves when compared to similar councils in London have been reported to cabinet and more recently it has been reported that the level of earmarked reserves have reduced. This position has been planned to help sustain services and transform the council through the austerity period, but cannot be seen as a permanent source of funding.
26. The position remains under close review and the section 151 officer will continue to make recommendations as appropriate within the policy and resources strategy. He considers the current plans for use of balances to be acceptable and recognises that the budget continues to allow for a contingency that mitigates the risk of shortfalls in savings and income targets or higher levels of commitments arising from unforeseen budget pressures.
27. In setting the budget the council needs to be mindful of the continued uncertainty with regards future funding, although the four year settlement, once agreed, may limit this risk subject to the revised funding arrangements based upon a new system of retained business rates. The impact of this reform cannot be assessed at this time. The use of the financial risk reserve in respect of business rates risks forms part of the mitigation strategy. The risks identified strengthen the importance of maintaining a robust MTRS within which to plan council business and sustain delivery of essential frontline services.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

28. The report asks council assembly to agree the amended recommendations of the 9 February 2016 cabinet for a general fund budget requirement (after use of reserves) for 2016/17 of £271.4m including the impact of a 2% ASC precept/council tax increase for 2016/17. In accordance with Part 3A of the constitution, council assembly are required to agree the budget.

Legislative Framework

29. Section 31A of the Local Government and Finance Act 1992 (the Act) provides that the council has an obligation to calculate and agree an annual budget

Restrictions on Voting Under Section 106 of the Local Government Finance Act 1992

30. Section 106 of the Local Government Finance Act applies at any time to a member of an authority, if at that time the member is due to pay council tax payments which have remained unpaid for at least two months.

31. The payments to which the section applies are any type of either sole or joint and several liability for council tax, and any failure to pay any agreed sum of council tax. Therefore members are advised that this section is likely to apply to them if they are currently two months in arrears of any amounts of council tax, even if they have made any special contractual arrangement with the council to pay off the arrears.
32. If this section applies to any member, he/she at the relevant meeting and as soon as practicable after its commencement, must disclose the fact that the section applies and not vote on any question with respect to this matter.
33. The relevant meetings are those at which any of the following are the subject of consideration, namely:

- (a) "Any calculation required by chapter 111, 1V, V of part 1 of the 1992 Act".

The only calculations likely to be made by this authority are those under chapter 111 of part 1 of the act, (chapter 1V relates to precepting and chapter V limitations on council tax (i.e. capping). The chapter 111 calculations include the calculation of the budget requirement, basic amount of tax, the additional requirements because of the special trust funds, the calculation of the tax for the different valuation bands and the basic amount of council tax to be set under Section 30.

- (b) "Any recommendation, resolution or other decision which might affect the making of any such calculation"

This is an extremely wide wording and would extend well beyond merely setting the budget. It applies to virtually any matter where the financial implications directly or indirectly might affect the calculations concerning the council tax. It would therefore apply to decisions concerning the level or extent of services as well as the expenditure, receipt or forgoing of any money.

- (c) "The exercise of any function under Schedules 2-4 of the 1988 and 1992 Act"

The functions under either the 1988 or 1992 Acts concern the administration and the enforcement of community charge and council tax respectively.

34. Section 106 of the Local Government Finance Act 1992 makes it a criminal offence for a member to vote when prohibited from doing so or to fail to make the necessary disclosure. There is a statutory defence, with the onus of proof on the member, to prove that he did not know that the section applied to him or her at the time of the meeting or that the matter in question was the subject of consideration at the meeting. Prosecutions shall not be instituted except by or on behalf of the Director of Public Prosecutions.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Policy and Resources 2016/17 to 2018/19 : Cabinet 15/09/15 (Item 14)	160 Tooley Street PO Box 64529 London SE1P 5LX	Jennifer Seeley 020 7525 0695
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5139&Ver=4		
Policy and Resources 2016/17 to 2018/19 : cabinet 08/12/15 (Item 18)	160 Tooley Street PO Box 64529 London SE1P 5LX	Jennifer Seeley 020 7525 0695
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5142&Ver=4		
Policy and Resources 2016/17 to 2018/19 : cabinet 27/01/16 (Item 9)	160 Tooley Street PO Box 64529 London SE1P 5LX	Jennifer Seeley 020 7525 0695
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5143&Ver=4		
Spending review and Autumn Statement 2015 Briefing – LGA	LGA website	Local Government Association
Link: Spending Review and Autumn Statement LGA		
Provisional 2016/17 LG settlement briefing – LGA	LGA website	Local Government Association
Link: Provisional 2016/17 LG Settlement Briefing LGA		
Equality analysis	160 Tooley Street PO Box 64529 London SE1P 5LX	Stephen Douglass 0207 525 0886
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5144&Ver=4		

APPENDICES

No.	Title
Appendix 1	Cabinet Report 9 February 2016 Policy and Resources 2016/17 – 2018/19 – Revenue Budget with appendices (including updated Appendix D, as agreed by cabinet)

AUDIT TRAIL

Lead Officer	Duncan Whitfield, Strategic Director of Finance and Governance	
Report Author	Jennifer Seeley, Director of Finance	
Version	Final	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	11 February 2016	

Item No. 8.	Classification: Open	Date: 9 February 2016	Meeting Name: Cabinet
Report title:		Policy and Resources Strategy - 2016/17 to 2018/19: Revenue Budget	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Fiona Colley, Finance, Modernisation and Performance	

FOREWORD - COUNCILLOR FIONA COLLEY, CABINET MEMBER FOR FINANCE, MODERNISATION AND PERFORMANCE

Since 2010 Southwark Council has had to make £156m of budget savings, equivalent to a third of our budget. Despite being one of the most deprived areas of the country we have faced some of the largest reductions in government funding for local authorities. The indicative funding figures from government for the coming years tell us that yet more savings are required, particularly in 2016/17.

On 27 January, cabinet received a report containing budget proposals that would enable the Council to broadly balance the budget for the next three years. The report was based on a number of assumptions, not least those based upon the contents of the government's provisional settlement which indicated a further £47m reduction in our core government funding over the next four years

It is unfortunate that at the time of writing this report, details of the final settlement are still not available. Cabinet will therefore receive the report and are asked to agree the next steps necessary to balance the budget for 2016/17 for recommendation to council assembly on 24 February. It is hoped that the final settlement announcement will be made in advance of the cabinet meeting and if so I will ask the strategic director of finance and governance to provide an update on the funding position.

Since January Cabinet, consultation has continued. Cabinet members have met with the overview and scrutiny committee (OSC) and received their recommendations. At the moment, a small gap of £400k is reported for next year with larger gaps in the next two indicative years. In the light of the recommendations from OSC, I hope that Cabinet will be able to make decisions that will at least enable the budget for next year to be balanced, although given the size of the task and uncertainty regarding the final settlement, it may be more difficult to balance for 2017/18 and 2018/19.

RECOMMENDATIONS

That cabinet:

1. Note that the provisional settlement was announced by the Secretary of State on 17 December 2015 and that the final settlement is expected to be confirmed on 8 February, after completion of this report.
2. Note that this report continues to be based on the provisional settlement announcement which is for four years with the final three years being indicative

and that this settlement is subject to the council's making a commitment to efficiency.

3. Note the key issues for Southwark arising from the provisional settlement reported to cabinet on 26 January 2016 (appendix H)
4. Note the recommendations of the meeting of the overview and scrutiny committee held on 2 February 2016.
5. Note the feedback to date from the continuing public budget consultation exercise.
6. Note that the budget proposal contained within this report for 2016/17 will need to be balanced in advance of Council Tax setting at Council Assembly on 24 February 2016.
7. Note that subject to the final settlement announcement, the budget gap for 2016/17 is £400k.
8. Note the indicative budget proposals for 2017/18 and 2018/19 and the remaining gaps of £1.2m and £5.3m respectively, subject to the final settlement announcement and future uncertain pressures.
9. Note that it is assumed that balances will continue to be released as planned and contingency maintained over the next three years in order to mitigate the risks of the reduction in government funding, the consequent savings programme and other uncertain pressures.
10. Note the intention to freeze council tax for a further year in 2016/17, subject to review in later years.
11. Note the intention to accept the government's offer to raise a 2% adult social care precept in 2016/17 and beyond.
12. Note the continuing progress on the completion of equalities analysis for each budget proposal, provided as a background paper to this report, and notes that equality analysis will continue through the cycle of planning and implementation of these budget proposals.
13. Agree the next steps to prepare a balanced budget based on a nil council tax increase for 2016/17 for recommendation to Council Assembly on 24 February 2016. The budget schedules are set out in Appendices A to G.

BACKGROUND AND PURPOSE

14. This report follows the cabinet meeting of 27 January 2016. This report now includes notes of the recommendations from overview and scrutiny committee on 2 February 2016, and an updated business rated growth estimate following the submission of the NNDR1 return to the Department for Communities and Local Government (DCLG).
15. This report makes proposals for a balanced budget in 2017/17 and indicative budgets for 2017/18 and 2018/19.

KEY ISSUES FOR CONSIDERATION

Provisional 2016/17 to 2019/20 Local Government Finance Settlement

16. The provisional 2016/17 to 2019/20 local finance settlement for Southwark was presented to cabinet on 27 January 2016, these are included as Appendix H to this report.

Final 2016/17 to 2019/20 Local Government Finance Settlement

17. The final 2017/17 to 2018/19 local government finance settlement is due to be debated on 10 February 2016, the final settlement must be published before that. If final figures are received in time to be presented to this cabinet, either a written or verbal addendum will be provided at the meeting.

Budget Assumptions for Southwark

Council Tax and Council Tax Collection Fund

18. The base estimate for 2015/16 allowed for an assumed level of council tax collection of £80m net of reliefs (such as single occupancy discount and council tax support). For 2016/17, it has been assumed in the council tax base report that cash collection for the year will increase to £83.2m on the basis of a target collection rate of 97%. The increase reflects not only a higher target for collection but also an increase in the council tax base reflecting the impact of the building of homes in Southwark.
19. Looking ahead, the three year estimates include provision for a further increase in council tax cash collection as new homes continue to be brought into the valuation list and as reliefs continue to be reviewed and as collection rates are proved to be rising.
20. In 2016/17, on the basis of information already known with regard to collection in the current year (including arrears) and costs of collection, a surplus is anticipated of £2.4m, which represents the council's share. This will be available as a one-off resource for the new budget year. Beyond 2016/17, a small surplus is being estimated as the target cash collection increases as set out above.
21. Current assumptions are that council tax will be frozen for 2016/17 at 2015/16 levels and no assumption is being made for any increase beyond then. It is recognised that the council's commitment is to retain council tax within the rate of inflation.

Council Tax Freeze Grant

22. The provisional grant settlement has indicated that the council tax freeze grant will no longer be paid from 2016/17 onwards and therefore there is no assumption made for this grant within the indicative budgets. The impact of this loss amounts to approximately £900k.

Retained Business Rates

23. In addition to the retained business rate assumptions given by the government, authorities are able to generate additional resources through growth in the rateable value of business premises, above the government baseline.
24. Development in Southwark continues to progress. Following the completion and submission of the NNDR1 to DCLG a growth figure of £4.6m over and above the £60.7m baseline for 2016/17 has been identified. This is a £0.6m increase over the £4.0m estimated included in the 26 January report to cabinet. This is included in the 2016/17 to be recommended council assembly. SFA is being included within the budget proposals set out separately in this report.
25. The increase of £0.6m, nevertheless still reflects a reduction on the 2015/16 target of £5.0m of some £0.4m. This is a result of three key reasons :
 1. Experience of collection in 2015/16 which is under pressure due to a significant increase in the number and value of appeals (currently estimated at approximately £30m) leading to an increase in annual provisions needing to be made.
 2. Changes in Valuation Office ratings of certain business premises (e.g. doctors' surgeries).
 3. Market factors arising from delays in building completion, occupation and valuation.
26. Beyond 2016/17, projections are showing an improved position as historic liabilities arising especially from the backlog of appeals are reconciled. More importantly, a number of significant business properties within Southwark will become fully occupied and NNDR billed and collected. At this time retained business rates in 2017/18 and 2018/19 are estimated to increase to £6.5m.
27. The position will continue to be monitored closely and estimates refreshed as necessary. In particular, reference will need to be made to the revaluation in April 2017 of business properties; early indications of this impact are expected as soon as the autumn of this year.
28. No further information is available at this time regarding the proposed 100% retention of business rates by local authorities scheduled to be introduced by 2020.

Adult social care precept

29. As part of his autumn statement the Chancellor of the Exchequer announced that local authorities responsible for social care would be given the powers to raise a social care precept of up to 2% above the council's existing level of council tax.
30. Southwark are minded to implement the Government proposed 2% precept for Adult Social Care. This would raise in the region of £1.7m per annum. The budget for Adult Social Care is £80m.
31. Government funding to Local Authorities for Adult Social Care has been significantly reduced year on year since 2010. The c.£1.7m per annum that this precept will raise is of course welcome but very modest when compared to the cuts that Local Authorities have experienced and are facing from Government. The Government's decision to postpone the implementation of part 2 of the Care

Act [Funding Reform] leaves people using Adult Social Care services, their families, providers and people working in the sector in a further prolonged period of uncertainty and that is causing some instability in parts of the sector, such as care homes. So the focus in Southwark for this additional and ring-fenced funding would be quality of services for older people and adults with disabilities living at home, in extra care housing, in care homes and in nursing care homes. Building on the Southwark Ethical Care Charter which is already making a significant difference to residents with care and support needs, our focus for investment is quality of care – treating our residents with dignity and respect and treating care staff fairly. We will continue to lobby Government to take a coordinated approach, in support of integration of health and social care and to fairly funding our public care system.

32. It has been assumed in these budget proposals that the adult social care precept will be increased by 2% per annum over the period of this budget, subject to annual review by cabinet.
33. The government required Section 151 officers to state whether their authority was minded to take up this offer by 15 January 2016, this has been done. The letter stated that taking up of the offer was subject to final details of the scheme being confirmed by DCLG and formal approval by Southwark's locally elected members as part of the budget and council tax setting process. This final decision will be made at the council assembly meeting on 24 February 2016.
34. The letter also responded to the government's question regarding how this scheme should be operated. Southwark's stated view is that while recognising that the precept will be used exclusively for adult service care, it must remain a matter for local discretion as to where these resources are allocated. In addition, there should be no further administrative burden or reporting requirement applied other than the reference to be made on the council tax bill as already set out previously by DCLG. Given that this is in addition to a continuing decline in grant funding over the coming years, additional bureaucracy for local authorities and for DCLG should be avoided at all cost.

Better Care Fund

35. As part of the provisional settlement, government announced the introduction of a new better care fund for local authorities. Total funding of £1.5bn has been set aside, partly funded by a saving in new homes bonus provision. Precise allocations to local authorities are not known at this time, although indications are that the funding will be backloaded over the settlement period.

New Homes Bonus

36. The New Homes Bonus (NHB) commenced in 2010/11. It is calculated on the amount of extra council tax revenue raised from new-build homes and long-term empty homes brought back into use. There is also payment for providing affordable homes. This was intended to release resources for local authorities to pay for the increased services resulting from the growth in dwellings. Under the original grant scheme NHB would be paid for six years - e.g. 2011/12 would be paid annually until 2016/17, 2012/13 NHB until 2017/18 and so on.
37. In his autumn statement the Chancellor of the Exchequer announced that the government will consult on reforms including sharpening the incentive to reward

communities for additional homes including a reduction in the length of payments from six years to four years.

38. The consultation will include the government's preferred option for savings of at least £800 million, which will be reallocated to the new better care fund.
39. Details of both reforms will be set out as part of the local government finance settlement consultation, which will include consideration of proposals to introduce a floor to ensure that no authority loses out disproportionately. At this time it is assumed that New Homes Bonus will be lost as a consequence of the sharpened incentives by £3.5m each year beyond 2017/18.
40. Provisional figures announced in the settlement show that the general fund element of NHB for Southwark in 2016/17 will be £16.3m, an increase of £3.2m over the £13.1m funding level from 2015/16.
41. The government announced further on 18 January 2016 that the 2015/16 topslice of NHB to the London LEP through the Greater London Authority will not continue into 2016/17. This means that for 2016/17 the full amount of NHB generated through the increase in taxbase (£15.1m) can be used to support the revenue budget.

Autumn Statement Measures Grant

42. There has been no announcement to date with regard to 2016/17 allocations of the autumn statement measures grant.
43. Current budget estimates assume that this grant will be paid at least at 2015/16 levels.
44. When this grant is announced, grant funding in addition to the levels utilised in the 2016/17 budget process will be taken into reserves and used to support the budgeted use of reserves for 2016/17 following loss of unspent 2015/16 contingency, see paragraph 85.

Housing Benefit Administration Grant, Localised Council Tax Support Grant and Council Tax Support

45. The 2016/17 allocation for the housing benefit administration grant has been announced. This shows a reduction of £0.5m (17.7%) over 2015/16 grant levels.
46. There is yet to be a notification with regard to the local council tax support grant. If grant reductions reflect the housing benefit administration subsidy grant reduction, a further £0.1m could be lost. Uncertainty with regard to the continuation of the Council tax support new burdens funding grant puts a further £0.1m at risk.
47. Current budget estimates include £700k for the potential total loss in grant funding.

Education Services Grant (ESG)

48. It was announced in the spending review that the general funding rate would be subject to an efficiency saving, reducing from £87 per pupil to £77 per pupil. This formed part of a wider proposal to phase out ESG over a period of time as more

schools convert to academies and on the assumption that local authority responsibilities are reduced.

49. Provisional grant allocations have been received from the government, indicating that Southwark's ESG will reduce by £266k (approximately 9%) in 2016/17. Currently there is no provision set aside to replace this grant loss with council funding.

Public Health Grant and Commissioning of 0-5 children's public health services

50. In April 2013 public health responsibilities were transferred from the NHS to local authorities. To enable local authorities to discharge their new responsibilities, a specific and ringfenced public health grant was created. Southwark's allocation of public health grant in 2013/14 was £21.8m; this increased to £22.9m in 2014/15, and was frozen at that level for 2015/16.
51. On 1 October 2015 the commissioning of 0-5 year old children's public health services was transferred from NHS England to local authorities, Southwark's allocation was £3.5m, giving a total public health grant for 2015/16 of £26.4m.
52. On 4 June 2015 the government announced a package of in-year cuts to the grant funding of £4.5bn; included in this package was a cut in Department of Health non NHS budgets of £200m. This meant a cut to the public health grant of £200m (6.2%) nationally. Southwark's share of the reduction was some £1.6m, resulting in an amended 2015/16 grant of £24.8m.
53. Southwark's baseline for 2016/17 public health grant will be £28.3m (£24.8m plus £3.5m full year effect of 0-5 commissioning grant).
54. The autumn statement announced an average of 3.9% real terms cuts per annum for the public health grant until 2020/21. A letter from Duncan Selbie, Chief Executive of Public Health England (PHE), on 27 November 2015 gave more information. The government's real terms cuts translate to a 9.6% cash reduction; for Southwark this would equate to £2.7m by 2020/21.
55. At this time, there has been no confirmation of the reduction in funding. In anticipation of an early announcement by government, the indicative budgets within this report include an estimated annual grant reduction of £0.6m.

Inflation and Pay Costs

56. Due to pressure on budgets, no allowance for the impact of general inflation has been provided in the budget since 2010/11. As a consequence, all non contractual price increases have been absorbed at existing cost assumptions. Where costs have varied, these have had to be absorbed within existing budgets. The impact of this has been that any cost pressures have been balanced against demand, service levels and efficiency.
57. Employee costs have been modelled to show a 1% increase for 2016/17 at £1.7m growth based on the latest employers offer of 1% for 2016/17 and 2017/18.
58. The council calculates "alternative inflation" for long term contracts tied to industry specific rates of inflation. This does not have a single rate, and the current budget

is based on contractual inflation modelling at an increase of £1.5m. From 2016/17 this will include the additional contractual cost of the London Living Wage (LLW) insofar as it sits within existing pay inflation rates. Additional commitments have been made to allow for increases above inflation, not least given changes necessary as welfare benefit changes are implemented.

59. On 19 January 2016, ONS announced the inflation statistics for December 2015. The reported indicators show CPI at 0.2% (up by 0.1% from 0.1% in November 2015) and RPI 1.2% (up by 0.1% from 1.1% in November 2015).
60. Over the course of the year inflation rates remained reasonably stable and at low levels, with both indices following broadly the same path.

Commitments

61. In September 2015's cabinet report, a number of assumptions were made for unavoidable council commitments for additional expenditure. Since then these commitments have been continually reviewed as better information is gathered. Current assumptions for 2016/17 include commitments that in total exceed £11m.
62. For some part, these commitments include unavoidable service related costs including IT and facilities management that enable improved and basic management of the council estate allowing for modernisation and service improvement. Other pressures relate to larger underlying influences and these are set out below.

Temporary Accommodation

63. Temporary accommodation continues to present a significant budget risk. The council simultaneously faces the challenge of increasing homeless demand and restrictions on the supply-side, necessitating the use of more expensive bed and breakfast accommodation. Whilst action is being taken to manage demand, it remains a constant and enduring pressure over which the council has limited control within the constraints of current legislation and council policy; £2.4m has been included in current budget estimates for 2016/17.

No Recourse to Public Funds

64. No recourse to public funds (NRPF), like temporary accommodation, is demand driven and has in recent years become a significant continuous pressure on council resources. The rate of increase has been mitigated by the management action implemented, with more rigorous checks undertaken of new cases and existing ones being reassessed by officers including internal audit. However, a significant budget pressure remains, and £2.0m has been included in current budget estimates for 2016/17.
65. It is expected that future actions to manage demand will enable savings to be made in 2017/18 and 2018/19 and return budgets to current levels.

Reapportionment of costs to HRA

66. The housing revenue account bears a significant amount of charges from support services through support cost recharges (SCRs).

67. As savings are made on these services, charges to the HRA and general fund departments reduce. Savings on general fund services can be matched to reduced charges and corresponding reductions in SCR income as all budgets are held within the general fund; income received from the HRA budget is essentially cash to the general fund, and reduced charges do not automatically lead to a reduced budget, so that over the last few years budgets have become imbalanced.
68. To enable HRA SCR income budget to match actual charges a budget adjustment is required in 2016/17, both to redress the balance in previous years and to cover 2016/17 savings. Further budget adjustments will be required in future years as 2017/18 and 2018/19 savings are made.

Concessionary Fares

69. Concessionary fares is the name given to the scheme for the London Freedom Pass which is issued to all older and disabled Londoners to give free travel on almost all public transport in London. The Freedom Pass scheme is administered by the organisation London Councils and costs are recharged to individual London Boroughs on the basis of journeys travelled.
70. On 10 December 2015 London Councils Transport and Environment Committee set the Freedom Pass allocations for 2016/17. London Councils have negotiated a good deal with the transport providers for 2016/17, (see table below for total cost of freedom passes). Costs will increase by less than 0.8% and an additional £100k for concessionary fares is included for 2016/17.

Operator	2015/16 £m	2016/17 £m	Change £m	Change %
Transport for London (TfL)	327.9	333.9	6.0	1.8
Association of Train Operating Companies (ATOC)	21.3	18.5	(2.8)	(13.1)
Other bus operators	2.2	1.7	(0.5)	(22.7)
Reissue costs	1.5	1.5	0.0	0.0
Total	352.9	355.6	2.7	0.8

71. It cannot be assumed however that low increases will continue to be the norm. Inflation is currently low and potential future transfers of services from train operation companies to TfL will add a degree of volatility to the settlement. Prudent estimates have been included for 2017/18 and 2018/19.

Employers NI

72. Government reforms to the state pension scheme in 2016 will have an impact on employers' contributions to staff in the local government pension scheme. Employers currently receive a 3.4% national insurance rebate for staff in the pension scheme, but when the reforms begin in April 2016 this rebate will not be paid, £500k has been included in the current budget estimates for 2016/17.

Actions to meet the challenge of the 2016/17 Budget

73. Reports were submitted to cabinet through the course of 2015/16, updating them on the situation, especially in the context of emerging information and the autumn statement. In September 2015 a funding gap was reported to cabinet of some

£96m over the period 2016/17 to 2018/19. A further report was presented to cabinet in December 2015, identifying some £67m of savings.

74. Throughout the year, all strategic directors and their teams have been taking a number of measures to help meet the challenge of delivering a balanced budget in 2016/17 and indicative budgets for 2017/18 and 2018/19. These considerations have taken place alongside a detailed programme of consultation with the public and other key stakeholders. The results of this consultation are reflected within this report and the detailed proposals for each department are set out in the appendices.
75. Arising from the proposals, there will be a number of staffing impacts as services are reviewed and rationalised and where they are fundamentally transformed. Detailed resource planning will be needed across these services to give certainty as to the precise numbers affected. At this time, it is estimated that as many as 200 posts may be lost, although some will be currently vacant or filled by agency placements or interims. There will also be some natural turnover. At all times, compulsory redundancies will be kept to a minimum, although it is almost certain that there will be some job losses. In all cases, these changes will be subject to consultation with individuals, staff groups and the trades unions.
76. The table below outlines the balanced budget proposal for 2016/17 in line with funding and resource considerations outlined above and budget proposals for each council service as detailed in the appendices to this report.

2016/17 to 2018/19 Budget

	2015/16 £m	2016/17 £m	2017/18 £m	2018/19 £m
Resources				
Retained business rates (DCLG)	(60.2)	(60.7)	(61.9)	(63.7)
Business rates top-up (DCLG)	(45.0)	(45.3)	(46.2)	(47.6)
Revenue support grant and other grants (inc Public Health and other specific grants)	(118.9)	(106.6)	(90.1)	(78.6)
Total funding (inc Public Health and other specific grants)	(224.1)	(212.6)	(198.2)	(189.9)
Council tax and Retained Business Rates				
Council tax baseline	(80.0)	(83.2)	(84.5)	(85.6)
ASC Precept		(1.7)	(3.4)	(5.2)
Estimated business rates retained	(5.0)	(4.6)	(6.5)	(6.5)
Collection fund surplus	(2.9)	(2.4)	(0.5)	(0.5)
Total revenue from council tax and business rates	(87.9)	(91.9)	(94.9)	-97.8)
Total funding	(312.0)	(304.5)	(293.1)	(287.7)
2015/16 budget starting point (includes Public Health expenditure)	334.6	318.2	311.1	299.3
Employees (1.2%, 1.0%, 1.0%, 1.0%)	2.1	2.2	1.7	1.7

	2015/16 £m	2016/17 £m	2017/18 £m	2018/19 £m
Contractual inflation	2.3	2.8	1.5	1.5
Commitments	4.7	13.3	7.8	6.2
Grants				
Changes to New Homes Bonus	1.4	(6.3)	3.5	3.5
Changes in grant related expenditure	3.6	5.4	0.0	0.0
HB admin subsidy and council tax support	0.4	0.7	0.6	0.6
Net change in council tax freeze grant	(0.9)	0.9	0.0	0.0
Net budget before proposals	348.2	337.2	326.2	312.8
Proposals				
Efficiencies and improved use of resources	(26.1)	(13.6)	(18.9)	(9.2)
Income generation	(2.9)	(10.0)	(6.0)	(5.0)
Savings impacting on service delivery	(1.0)	(2.5)	(2.0)	(1.6)
Total Budget	318.2	311.1	299.3	297.0
Planned contribution from balances	(6.2)	(6.2)	(5.0)	(4.0)
Net budget after contribution from balances	312.0	304.9	294.3	293.0
Funding shortfall / (surplus)	0.0	0.4	1.2	5.3

77. This budget includes some £69m of savings, a summary is included in appendix A.
78. Details of these savings are included in appendices B to F, supported by commentary from each strategic director relevant to their department as reported to 8 December 2015 cabinet. These commentaries will continue to be developed during the period before the budget received council assembly approval on 24 February 2016.
79. Details of commitments included in this budget are included as appendix G.
80. The budget proposals include the prudent use of reserves, The Strategic Director of Finance and Governance and S151 officer recognises that it is necessary to make some prudent use of balances through the period of introduction of new funding arrangements for local government and the general cutbacks in public expenditure. He recognises also that this expedient can only be short term and that year on year the council target must be to remove any dependency on reserves and balances in order to reconcile resources with spending needs.
81. The 2016/17 budget proposals include a further £6.2m use of reserves. This contribution is consistent with both 2013/14 and 2014/15. In the past, it has been noted that this contribution has been possible given a stable level of reserves and the availability of corporate contingency unused from previous years.
82. 2014/15 saw a reduction in the council's reserves and balance for the first time in a number of years. Revenue monitoring for 2015/16 to be reported to cabinet in February will show that the contingency for the year has been fully expended on

controlling increased costs for temporary accommodation and no recourse to public funds.

83. Therefore, while balances continue to be earmarked to support revenue expenditure in 2016/17 and beyond, this will need review early in 2016/17 to ensure that this funding option remains viable.

Corporate Contingency

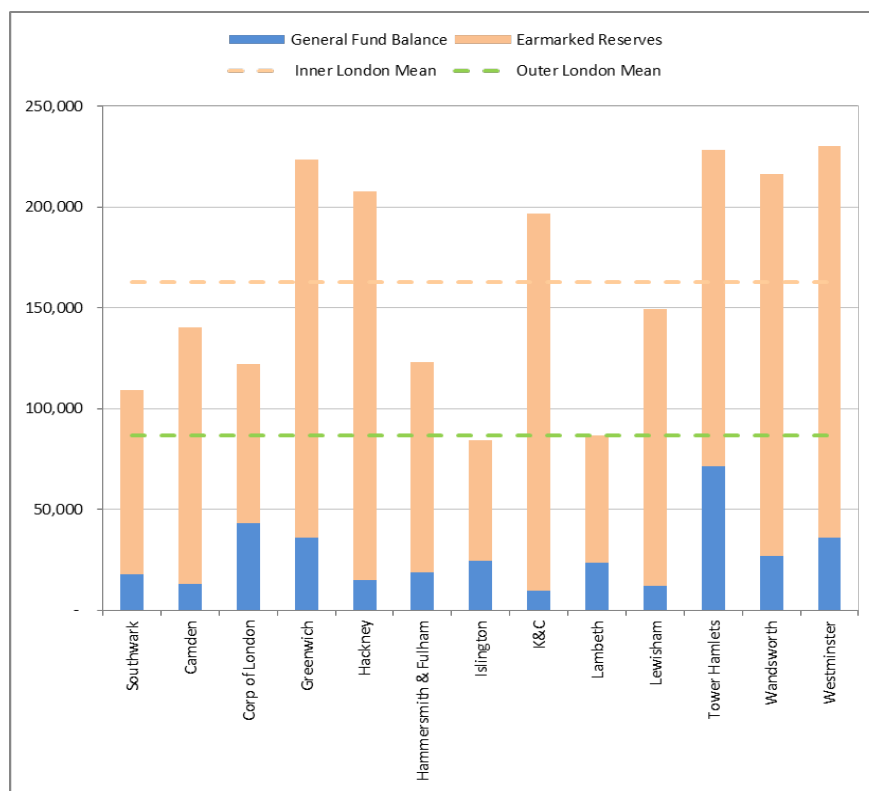
84. The 2015/16 budget included £4m for contingency, held to meet unforeseen costs and service pressures that cannot be contained. For 2015/16, at quarter 3 it has been reported to cabinet, in a separate item on this agenda that there remain significant pressures on the temporary accommodation budget as experienced through 2014/15 and also on the no recourse to public funds budget. Corporate contingency will be required to offset these pressures and current forecasts show an adverse variation for both areas of £4.6m.
85. Commitments totalling £4.690m have been included in these budget proposals for these service areas in 2016/17 and beyond. However, favourable variations against the 2015/16 contingency will no longer be available to support the 2016/17 budget and other sources of funding will need to be sought. This will be through either windfall savings in 2015/16 not currently anticipated, alternative use of earmarked reserves with the consequential impacts or through a reduction in the unearmarked general reserve. The S151 officer cannot recommend the final option given the level of balances currently held by the council. The use of other earmarked reserves or windfall savings will be a matter for cabinet decision.

Reserves and Balances

86. Balances and reserves are held by the council in order to fund a range of future commitments, to provide for future investments and to mitigate financial risks. These are reported in detail in the annual statement of accounts and are subject to external audit.
87. In recent years, the council has set aside approximately £6m of unallocated earmarked reserves in order to balance the annual general fund budget and relieve pressure on services. Since 2013/14 a total of £23m has been allocated from reserves and balances for these purposes. This would not be considered normal practice but has been deemed reasonable by the council's S151 officer in the context of unprecedented reductions in government funding.
88. A further contribution of £6m has been assumed in 2016/17 budget calculations: this practice is likely to continue for the period of austerity as long as resources remain available.
89. This annual contribution from balances has been made possible in no small part through the maintenance of contingency provision in the base budget each year. Where calls on this contingency have not been necessary as savings targets have been achieved and in some instances surpassed through early delivery of the outcomes, the annual contingency has become available to return to balances to enable the contribution to be made in future years.
90. As at 31 March 2015, balances and reserves were reported at £109.5m, represented by:

General Fund Balance	£18.1m
Earmarked Reserves	
Corporate Projects and Priorities	£16.9m
Service Reviews and Improvements (exc. DSG Reserve)	£14.5m
Capital Programme and other Capital Investment	£30.4m
Strategic Financing, Technical Liabilities & Future Financial Risk	£29.6m

91. The general fund balance of £18.125m represents the balance of last resort in the event of any major and unforeseen 'event' that compromises the delivery of the council's budget. At current levels, this balance represents around 4% of the council's annual revenue and capital turnover (excluding business rate income of around £200m) and is considered by the Section 151 officer to be appropriate for the organisation in the context of the risk profile. The main risks include the extent of the council's capital programme (fourth largest in London in 2014/15) and ongoing regeneration activities.
92. Earmarked reserves are held for specific projects ranging from university scholarships (£465k) to the Southwark Emergency Support Scheme (£3.1m to 2018/19), modernisation (£5.1m) and regeneration and development projects (£9.2m including contribution to Aylesbury developments). Without the presence and future use of these reserves, the future of projects and important cost saving and invest to save initiatives would be compromised, delayed and even halted.
93. Earmarked reserves also contain funds to finance future technical accounting liabilities such as the Waste PFI (£3.8m), contributions to the 2015/16 general fund budget (£6.2m), the council's insurance fund to cover any uninsured loss (£6.4m) and a number of financial risk elements including cover for any loss on debt interest (4m) and social care demand pressure (£1.8m). Details on all of the various balance and reserve items are contained in the audited annual statement of accounts.
94. By comparison, while Southwark remains one of the councils with the largest turnover in London, it is ranked 19th out of 33 London Boroughs by value of reserves. While on the one hand this demonstrates sound financial management, it also indicates that there remains relative risk to other authorities when compared to others who clearly take more prudent views.
95. It should be noted that the use of reserves and balances in forming any part of the annual revenue budget must be considered with great caution, especially in periods where balances are falling overall and significant risks exist within the base budget not least the pressure imposed by savings targets associated with grant loss. While general fund balances were unchanged in 2014/15 from 2013/14, earmarked reserves decreased by approximately £4m. The position will remain under close review and the S151 officer will continue to make recommendations as appropriate within the policy and resources strategy.
96. The graph below shows the level of balances and reserves in Southwark and the other inner London Boroughs.



Budget Consultation – Engaging with the Community

97. On 27 January cabinet noted the feed back from the public budget consultation exercise, this is included as Appendix I to this report. Over the last three years over 1,000 responses have been received to the budget consultation.
98. In total 303 people responded to the 2016/2017 budget consultation. A summary of the results is as follows:
- An overwhelming majority (94%) of those that responded agreed or strongly agreed that the council should continue to focus on being more efficient, protecting frontline services and directing resources to those most in need. This is consistent with the budget consultation exercises over the last few years and is also consistent with what is seen in budget consultation exercises across the country.
 - People who responded are more likely to agree or strongly agree (84%) that the council should empower residents and communities to do more for themselves where they are able to do so.
 - A significant majority (87%) agree or strongly agree that it is right that the council should focus on its priorities of growing the local economy, building new homes and creating more jobs through this period of cutbacks.
 - A majority (74%) agree that we should encourage residents and businesses to deal with us online leaving more costly phone and face to face services for the most vulnerable. While in the face to face consultations people were more likely to be undecided than in the online responses this is to be expected and the majority still agreed that this was the right approach.

- A significant majority agree or strongly agree (89%) that we should invest in modernising services now including through use of modern technology to save money later to use in support of frontline services.
 - A substantial majority of those who responded agreed we should look at ways of increasing income, for example through continuing to be tough on collecting money we are owed (89%), charging for some services (77%) and delivering services for others where we are able to do so (75%). With regards to charges for those living outside the borough a smaller majority agreed we should charge more (55%) with 23% of respondents being undecided on this issue.
 - With regards to continuing to freeze the council tax the results are less conclusive 39% of respondents agreed or strongly agreed that council tax should continue to be frozen, 13% were undecided and 48% disagreed or strongly disagreed.
99. As noted in the 8 December cabinet report the VCS have also been involved and informed and this consultation is ongoing as the budget process progresses and implementation takes place following agreement of the budget.
100. The ongoing consultation process also includes the following:
- Consultation with groups impacted by the proposals, for example groups representing young people which is taking place in advance of agreement of the budget and will continue as proposals are implemented.
 - Staff consultation in line with the council's policies on reorganisation, redeployment and redundancy as reorganisation proposals are brought forward.
 - Deputations to Cabinet in December and January 2015. These are set out in the minutes of the cabinet meetings held on 8 December 2015 and 27 January 2016 and were received from:
 - i. Friends of Damilola Taylor Centre
 - ii. Southwark Youth Council
 - iii. Rotherhithe and Bermondsey Youth Community Council Members/Odessa Youth Club Members
 - iv. SGTO Youth Forum
 - v. Southwark Trades Union Council
 - vi. Mint Street Adventure Playground
 - vii. Service Users with Learning Disabilities
 - viii. Southwark Day Centre for Asylum Seekers.
 - Consultation with the Southwark Forum on 27 January 2016 which represents voluntary sector organisations across the borough. At the Forum the cabinet member for finance, modernisation and performance met with and heard from representatives of about 30 Southwark VCS organisations.

- Overview & Scrutiny Committee scrutinising the proposals on 2 February 2016 the recommendations of which are set out below.

Overview and scrutiny committee recommendations

101. On 2 February 2016 the overview and scrutiny committee (OSC) met to discuss the budget options reported to cabinet in January with cabinet members and chief officers. The following paragraphs contain the recommendations from OSC are that:

1. Cabinet considers reopening the enhanced voluntary redundancy scheme to all staff, reserving the right to refuse applications where the council needs to retain staff to protect service quality and continuity.
2. Cabinet looks again at efficiency savings in 'modernisation', IT, and facilities management to see if any of the proposed savings could be delivered faster than currently planned.
3. Cabinet asks officers to look at what further proactive work could be done by the council to mitigate costs arising from support for those with no recourse to public funds, for example, support in resolving their immigration status.
4. Cabinet investigates the possibility of securing further savings by considering merging the functions of the Civic Office with the Events Team.
5. Cabinet request a joint commissioning housing strategy for families and single adults in temporary accommodation.
6. Cabinet provides a clear report setting out a longer term view of the council finances.
7. The plan for future year's budget consultation is shared with OSC members.

102. It should be noted that the cabinet member for children and schools was not able to attend OSC. A separate meeting will be arranged so that any recommendations on this portfolio can be ready for budget setting.

NEXT STEPS

103. This report will be submitted to council assembly for the annual budget and council tax setting meeting on 24 February 2016.

Community impact statement

104. Transparency and fairness form part of the seven budget principles and are an underlying principle in the Council Plan. As with the budget for 2015/16 and for previous years, each department has undertaken equality analysis/screening on its budget proposals ahead of the final decisions being taken. Where screenings have identified potential impacts more detailed analysis is being carried out

105. Undertaking equality analysis helps the council to understand the potential effects that the budget proposals may have on different groups. The analysis also considers if there may be any unintended consequences and how any of these issues can be mitigated. Analysis is also being undertaken to consider any cross-cutting and organisation-wide impacts. At this stage no cumulative impacts have

been identified through the cross-council analysis and the outcome has been shared with cabinet members.

106. For many services the budget proposals include efficiencies which have staffing implications. As specific proposals are brought forward, and at each stage of implementation thereafter, the different impacts on different categories of staff will be assessed in accordance with the council's reorganisation, redeployment and redundancy procedures.
107. The development of equality analysis informs each stage of the budget process and work continues to update the analysis as further information becomes available throughout the cycle of planning and implementation.
108. Initial equalities analysis/screening has been undertaken for all budget options, the outcome is included as a background document.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

109. The constitution determines that cabinet consider decisions regarding the strategic aspects of the regulation and control of the council's finances. The council has a legal obligation to set a balanced budget on an annual basis as prescribed in the Local Government and Finance Act 1992 and associated Regulations. The issues contained in this report will assist in the future discharge of that obligation.
110. The council is required under section 149 of the Equality Act 2010 to have due regard to the need to:
 - Eliminate unlawful discrimination harassment and victimisation
 - Advance equality of opportunity between people who share protected characteristics and those who do not
 - Foster good relations between people who share protected characteristics and those who do not.
111. Decision makers must understand the effect of policies practices and decisions on people with protected characteristics.
112. Equality analysis is the mechanism by which the council considers these effects. The report sets out how it is proposed equality analysis will be undertaken in relation to the budget proposals.
113. It is essential that cabinet give due regard to the council's duty under the Equality Act 2010 and the implications for protected groups in the context of that duty in relation to this decision and future decisions on the budget proposals.

REASONS FOR URGENCY

114. The council is committed to publishing budget proposals at the earliest possible opportunity to ensure they are available to the public for comments and questions.
115. Under the council's constitution there is a requirement for the OSC to review challenge budget proposals. This took place on 2 February 2016, and recommendations arising from this meeting are included in paragraphs 101 to 102 of this report.

REASONS FOR LATENESS

116. To enable the recommendations from OSC, and final settlement figures to be incorporated into the report.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Policy and Resources 2016/17 to 2018/19 : Cabinet 15/09/15 (Item 14)	160 Tooley Street PO Box 64529 London SE1P 5LX	Jennifer Seeley 020 7525 0695
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5139&Ver=4		
Policy and Resources 2016/17 to 2018/19 : cabinet 08/12/15 (Item 18)	160 Tooley Street PO Box 64529 London SE1P 5LX	Jennifer Seeley 020 7525 0695
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5142&Ver=4		
Policy and Resources 2016/17 to 2018/19 : cabinet 27/01/16 (Item 9)	160 Tooley Street PO Box 64529 London SE1P 5LX	Jennifer Seeley 020 7525 0695
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5143&Ver=4		
Spending review and Autumn Statement 2015 Briefing – LGA	LGA website	Local Government Association
Link: Spending Review and Autumn Statement LGA		
Provisional 2016/17 LG settlement briefing – LGA	LGA website	Local Government Association
Link: Provisional 2016/17 LG Settlement Briefing LGA		
Equality analysis	160 Tooley Street PO Box 64529 London SE1P 5LX	Stephen Douglass 0207 525 0886
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5144&Ver=4		

APPENDICES

No:	Title
Appendix A	Summary savings totals
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Appendix C	Environment and Leisure – Budget narrative and savings proposals.
Appendix D	Housing and Modernisation – Budget narrative and savings proposals.
Appendix E	Chief Executive - Budget narrative and savings proposals.
Appendix F	Finance and Governance (inc Corporate) – Budget narrative and savings proposals.
Appendix G	Commitments
Appendix H	Technical information on the provisional local government finance settlement information
Appendix I	Budget consultation – Engaging with the community

AUDIT TRAIL

Cabinet member	Councillor Fiona Colley, Finance, Modernisation and Performance	
Lead officer	Duncan Whitfield, Strategic Director of Finance and Governance	
Report author	Jennifer Seeley, Director of Finance	
Version	Final	
Dated	8 February 2016	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member		Yes
Date final report sent to constitutional team		8 February 2016

SUMMARY EFFICIENCIES, INCOME AND SAVINGS IMPACTING ON SERVICE DELIVERY TOTALS

	Controllable Budget *	Efficiencies and Improved use of resources £'000	Income Generation £'000	Savings impacting on service delivery £'000	Total £'000	Total %
Children's and Adults' Services	164,873	(21,100)	(17,055)	(3,260)	(41,415)	(25.1)
Environment and Leisure	44,293	(3,757)	(2,735)	(621)	(7,113)	(16.1)
Housing and Modernisation	35,588	(5,987)	0	(2,401)	(8,388)	(23.6)
Chief Executive	6,131	(1,247)	(805)	0	(2,052)	(33.5)
Finance and Governance, and corporate budgets	16,991	(4,994)	(425)	0	(5,419)	(31.9)
Total Departmental Savings	267,876	(37,085)	(21,020)	(6,282)	(64,387)	(24.0)
Corporate adjustments					(4,612)	
Total budget reductions					(68,999)	

* Note budget excludes depreciation and support cost recharges, and other non controllable departmental costs including concessionary fares.

SUPPORTING NARRATIVE FOR BUDGET PROPOSALS**CHILDREN'S AND ADULTS' SERVICES****Overview**

Children's and Adults' Services deliver the core '*people*' aspects of the council's services to our 293,530 residents – Education, Children's Social Care and Adult Social Care. The department focuses on protecting our children and vulnerable residents, addressing inequalities and by working across the council and partnerships, ensuring that the many opportunities being created in Southwark are inclusive and accessible to the whole community. Our approach seeks to maximise good outcomes for residents by providing preventative and helpful universal services.

With more than two thirds of the council's budget, the department has a critical role to play in ensuring value for money. The reach of the department is extensive, effectively engaging with every family, and we work very closely with our partners including schools, the police, the NHS, the voluntary sector and employers. We are very fortunate to have a workforce of highly motivated, professional and resilient people who are deeply committed to Southwark and we are proud of the progress we have made on our journey thus far. By listening to the voice of children, young people, parents and our elders, we continually reflect on our approach and evolve our services to meet the changing needs of our community.

Education

The council is investing in children's centres to help parents balance work and family life. Working with local early years providers who share our values and commitment to giving our children the best start in life, the council is investing in a significant increase in affordable childcare and community nurseries.

With a large population of young people, Southwark has 5 nursery schools, 72 primary schools, 9 special education schools and 17 secondary schools. Performance in our schools is excellent, with our results exceeding London and National performance. We are delivering more and better schools, to meet growing demand for school places and driving up standards across all our schools so that local schools can be schools of choice. Major investment by the council in our schools and a highly effective school improvement service support our young people to achieve their best potential and to benefit from the high quality education on offer in Southwark.

The Southwark Schools Forum recognises that the emotional wellbeing of our children and young people has a direct impact on educational experience and achievement. Our schools appreciate the support available from our Early Help service, which includes child and adolescent mental health services. The council delivers this service directly into schools and the service will benefit from additional investment by schools and the NHS from 2016/17.

Our post-16 offer includes a guarantee of education, employment or training for every Southwark school leaver, with 2,000 new apprenticeships and training places. Southwark also directly addresses affordability of higher education by providing scholarships to young people who would otherwise be unable to access this opportunity.

Changes are proposed to Youth and Play services which seek to increase access to community facilities (including capital investment) and to improve the offer to young people and families across the borough. This will be supported by a continuing universal Youth and Play offer which will work with the strong Leisure offer already available across Southwark. The

Youth Grants scheme supports some targeted work and the higher needs are met by our Youth Offending Service. Working with local community organisations such as sports groups, music groups, arts groups and scouts/guides we will be looking to support these groups with access to good community facilities so that they can increase the number of young people they reach and spend their funds on direct provision.

Since the December 2015 cabinet report, officers have received feedback on provisional proposals, and are continuing to develop implementation plans for the transition of the service that continues to make best use of resources available from voluntary sector partners.

Southwark Council spends in excess of £24m on community and voluntary sector provision and going forward we will develop a strategy which aligns our community needs with the local offer of community and voluntary groups to ensure that residents benefit well from this investment.

Children's Social Care

Southwark has traditionally had a high number of *children in care* and *children looked after*. Recently established programmes such as *Families Matter* and a practice model of intensive support for social workers are delivering good outcomes and Southwark is seeing a reduction in the number of children in care and a reduction in repeat referrals. This is very encouraging and has a direct impact on the life chances of our children, young people and parents. By synchronising support to families, including parental mental health, we are strengthening families and mitigating risk. The challenges are still significant but it is clear that the approach and range of services available across the borough are having a positive affect.

The council is working very closely with the police and other partners to protect our children and young people from harm, including child sexual exploitation and gangs. This work is very challenging and demanding of our social workers and with the average career span of a children's social worker in the UK now being just 7 years, retention of experienced social workers and recruitment of highly skilled and resilient social workers is critical. Southwark co-hosts London's social work teaching partnership and our social work academy will invest significantly in our workforce to support them to undertake this most challenging of work on behalf of all of us.

The council is investing in adoption and fostering to increase the opportunities for children and young people to be supported by loving and caring families. There is also a commitment to care leavers through options such as 'staying put' which enables young people to stay on with foster parents and to be supported with accommodation, education and support into employment.

In recognition of the importance of this work and very encouraged by the impact the service is having on Southwark children, young people and families, it is proposed that the budget for Children's Social Care be protected for the next three years. This will give stability to the service, allow for medium-term planning with our partners so that we can synchronise our support, and enable us to shift resources towards early help, prevention and *edge of care* services that we know have better outcomes for children and young people and are more cost effective.

Adult Social Care

Southwark has 24,000 residents aged 65 and over. Our projections indicate a significant increase in our older population going forward, not just because we are living longer thanks to advances in medicine and positive lifestyle choices but because increasingly older people are choosing to remain in borough, in their communities, rather than escaping to the country.

Southwark is committed to becoming an Age Friendly Borough, supporting our elders and family carers well so that later life is enjoyable and that Southwark benefits from their contribution to community life. Increasingly older people are choosing to be supported at home or in extra care housing rather than care homes. Accessing personal budgets rather than traditional care services enables older people, and carers, to enjoy activities of their choosing and at times that work well for them.

Southwark Council is investing in the local social care workforce through the Southwark Ethical Care Charter which is ensuring that home care workers are paid the London Living Wage, paid for travel time between calls and offered guaranteed hours contracts rather than zero hours contracts.

Our services to people with learning disabilities and mental health needs are in need of transformation and need to deliver better value for money. Non-care elements of support packages (e.g. accommodation and overheads) will be reviewed by commissioners. The care elements of support packages will be reviewed by social workers and we will ensure that there is a better outcomes focus to the support we commission. Even after proposed changes, Southwark will still be a council that funds these services very well, in the top quartile of our comparator group.

Working closely with the NHS, we will establish integrated community care services in the form of Local Care Networks and we will integrate our commissioning of care services with Southwark NHS Clinical Commissioning Group (CCG) to ensure joined up services that make sense to people using the services and people working in them.

Southwark NHS CCG is supporting Adult Social Care through the Better Care Fund which delivers system-wide benefits and through the fair application of Continuing Health Care. This is of direct benefit to local residents.

Equalities Assessment Summary

Equalities analysis has been undertaken for each proposal. Consultations are underway for proposals relating to service changes, where appropriate. Impact is mitigated by alternative offers of services, support or personal budgets as per service user choice. Some of the services provided by Children's and Adults' Services are provided under legal duties on the council and are provided on the basis of eligibility – this is set down in national legislation and Government guidance. Other services are discretionary and universal.

In line with our Public Sector Equality Duty, any changes to services arising from these proposals will be implemented in such a way so as to not impact disproportionately on any specific section or group in our community. The equality analyses have been collated across the department to look for any cumulative impacts and none have been identified. In line with the process across the council, information on equality analysis will be shared with decision-makers for consideration before any decisions are taken.

Southwark Council's Fairer Future Promises are reflected in the proposals set forth as is a shift upstream to prevention and early help, recognising the evidence base and the outcomes that can be achieved by offering our residents good universal services.

SCHEDULES OF EFFICIENCIES, INCOME AND SAVINGS PROPOSALS FOR CHILDREN'S AND ADULTS' SERVICES

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Efficiencies and improved use of resources							
Adult Social Care	1	Stephanie Cryan (SC)	Restructuring necessary to support updated commissioning and IT strategies	(1,500)	(500)		(2,000)
Adult Social Care	2	SC	Review of existing and planned contracts to achieve best value and to ensure best practice.	(1,500)	(2,300)	(1,200)	(5,000)
Adult Social Care	3	SC	Reorganisation of Adult Social Care to support modernisation of the service	(500)	(500)		(1,000)
Adult Social Care	4	SC	Review of non direct care cost for people with learning disabilities to ensure that support is appropriate, in line with policy, best practice and value for money. After completion of the review Southwark will remain a top quartile authority for expenditure.	(1,500)	(3,000)	(3,000)	(7,500)
Adult Social Care	5	SC	Reconfiguration and reorganisation of Mental Health teams to support modernisation of the service.	0	(1,000)	(1,000)	(2,000)
Adult Social Care	6	SC	Rationalisation of in house provider units	(250)	(250)		(500)
Education	17	Victoria Mills (VM)	Efficiency and improved value for money arising from reconfiguration of Youth and Play services in advance of transfer to Environment and Leisure Department (See also savings impacting on service delivery)	(750)	(500)		(1,250)
Education	7	VM	Review of Pupil Access, Transport Admissions and Parent Partnership	(95)			(95)
Education	8	VM	Review of support to School Improvement Team	(50)			(50)
Adult Social Care	9	VM	Reconfiguration of Early Help functions.	(1,500)			(1,500)
	10	Michael Situ (MS)	Review of Community Safety Partnership service organisation structure	(55)	(150)		(205)
Total efficiencies and improved use of resources				(7,700)	(8,200)	(5,200)	(21,100)

Income generation							
Adult Social Care	11	SC	New Contributions Policy in line with Care Act, introduced October 2015.	(2,500)	(500)	0	(3,000)
Adult Social Care	12	Sc	NHS funding for health service aspects of care.	(2,000)	(2,000)	(2,000)	(6,000)
Adult Social Care	13	SC	Better care Fund - Integration of Health and Social Care.	(2,000)	(2,000)	(2,000)	(6,000)
Education	14	VM	Dedicated Schools Grant (DSG) funding for Home to School Transport.	(800)	0	0	(800)
Education	15	VM	Increased DSG contribution for the Special Educational Needs	(211)	0	0	(211)

			service.				
Education	16	VM	DSG and NHS funding for Early Help Service.	(1,044)	0	0	(1,044)
Total income generation				(8,555)	(4,500)	(4,000)	(17,055)

Savings impacting on service delivery							
Education	17	VM	Reconfiguration of Youth and Play services in advance of transfer to Environment and Leisure Department including revised operating hours and review of site availability (See also efficiencies and improved use of resources)	(400)	(350)	0	(750)
	17	VM	End of Voluntary Sector grants, subject to a new operating model for youth and play and a wider review of voluntary sector provision.	0	(500)	0	(500)
Public Health		Barrie Hargrove (BH)	Reduction in expenditure in line with reduction in grant funding	(620)	(690)	(700)	(2,010)
Total savings impacting on service delivery				(1,020)	(1,540)	(700)	(3,260)

Total Children's and Adult Services				(17,275)	(14,240)	(9,900)	(41,415)
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SUPPORTING NARRATIVE FOR BUDGET PROPOSALS

ENVIRONMENT AND LEISURE

Overview

The Environment & Leisure department delivers services that make a real difference to the everyday lives of all residents and visitors. The majority of our operations are frontline services: they physically improve the environment, they provide opportunities for health and enjoyment or they help improve safety and confidence. The department comprises two directorates, Environment and Leisure. The directorates are supported by a service development team which provides essential support services, specialist advice, research and project assistance.

Environment Directorate:

- **Waste and Cleansing:** This service discharges the council's duties as a Waste Collection Authority (WCA) under Section 45 of the Environmental Protection Act 1990 and as a Principal Litter Authority under Section 89. It has responsibility for the collection of waste for recycling, recovery and disposal from over 131,000 properties, cleaning of the borough's roads, housing estates and open spaces and the controlled disposal of approximately 122,000 tonnes of municipal waste each year. The business unit also manages the council's fleet vehicles.
- **Traded Services:** This service brings together services which are traded other than waste and cleansing services, which have the potential to generate income and share facilities and support services. Services include Street Lighting and Signs, Southwark Building Services and Pest Control.
- **Highways:** This service covers the management of the physical state of the highways including the councils flood and winter service provision and all capital projects on the highways. It also manages the council's cleaner greener safer projects.
- **Regulatory Services:** This service brings together the council's regulatory and enforcement services incorporating Parking services, Network Management and Licensing, Markets and Street trading, Noise and Nuisance team, Housing enforcement team, Trading Standards, Food Safety and Health and Safety team, Licensing and Environmental Protection.

Leisure Directorate

This directorate brings together all services dealing with the delivery of universal services which support people's physical and mental well-being.

- **Parks and Leisure:**
The parks and open spaces division focuses on providing and maintaining vibrant, safe and high quality parks and public spaces. It is responsible for the management and maintenance of the borough's green and open spaces. The division manages the council's cemeteries and crematoria service and the South Dock Marina.

- **Culture:**

This service brings together the council's libraries, arts and heritage service and the events and film service.

Service Development

The team's functions include management of the strategic director's office, health and safety compliance, performance management and the delivery of the department's corporate functions and initiatives.

It also assists all the divisions within the directorates with business plans to effectively deliver their services, research and the development of policy and strategy and with new initiatives.

A more efficient Environment & Leisure department

The department aims to make Southwark's neighbourhoods great places to live, that are clean, safe and vibrant and where activities and opportunities are accessible to all. The department's approach to achieving savings follows the budget principles by focusing on core provision of quality services, efficiency savings, smarter procurement and robust contract management. The department is also seeking to increase income by raising demand for services.

All of the department's activities contribute towards all the council's Fairer Future Promises and the objectives set out in the Council Plan, whether it be by delivering Free Swim and Gym, delivering A Greener Borough, making the borough a safer place, creating Quality Affordable Homes, contributing to health improvements or improving the environment for everyone in Southwark.

The budget for environment and leisure services in 2015/16 is £69m (£44.3m is controllable). The department has over the last 5 years had to engage in a very rigorous and thorough analysis of its resources, competences and service delivery requirements in its bid to maintain high standards amidst the significant constraints posed by funding reductions.

The department has strived to plan and structure the work of its teams in a manner that allows them to achieve their objectives constantly and ensure that service delivery exceeds expectations.

The department has already achieved savings of £22.4m since 2011/12. It has identified a number of savings options of £7.1m over the next three years made up as follows:

- £3.75m from efficiencies and improved use of resources
- £2.74m from income generation
- £621k from savings impacting on service delivery

Efficiencies & improved use of resources

The strategic director has made a number of internal senior management changes designed to make the structure simpler, leaner and more effective for the future. The changes include a move to a model based on two divisions as against four resulting in a simpler organisation requiring fewer managers. This is estimated to result in savings of £400k over the next three years.

The Environment directorate has put forward options to achieve efficiency savings of £782k.

This has arisen mainly from the Regulatory services business unit which has undertaken a fundamental review of its functions and is proposing to adopt a multi-disciplinary approach (move from single functional silos to functionally flexible and adaptive teams) which maximises the skills and professionalisms of its staff in its service delivery. The amalgamation of business/functional units will improve the transfer of knowledge and skills among teams and potentially lead to improved response speed, simplified planning, improved adaptability resulting in efficiency savings of £612k.

Other efficiency savings include new TfL contract arrangements resulting in reduced charges to the council (£20k) and low energy costs arising from reduced energy prices/increased efficiency of infrastructure (£100k) and a review of Waste and Cleansing management / staffing structure (£50k).

It is proposed to make efficiency savings of £2.57m within the Leisure directorate. These have been made possible through more economic and efficient specifications in a number of service contracts (£800k), improved use of capital resources (£640k), a review of the events, libraries and heritage management/staffing structures (£867k), a move towards a self-financing model of service provision for the Events service (£224k) and a £44k reduction in rent for Grove Vale Library.

Income Generation

The department can identify with the financial challenges and issues raised by reductions in funding and consequently, the need to adopt strategies and a positive approach to rise up and tackle them. There are plans to generate additional income of £2.74m over the next three years.

The department will recover the reasonable costs of provision of a number of services resulting in savings of £250k., introduce two approved CPZ's (Canada Water and North Dulwich and Denmark Hill (£200k) and amend parking permit charges to encourage the use of less polluting vehicles (£350k).

The department will also seek to expand its income streams by proactively marketing its services such as the collection and disposal of commercial waste, redevelop and potentially expand marina facilities in Greenland Dock, implement additional licensing scheme for houses in multiple occupation and selective licensing scheme for private rented properties, highway licensing and management fees arising from major regeneration projects and income from solar panel installations on viable sites. These are expected to generate additional income of approximately £1.77m.

Marina fees will be increased to a level, at a minimum, that is equal to the most appropriate London average in line with the Medium Term Resources Strategy 2015/16 – 2017/18. The rates will be consistent with similar facilities in inner London. This will generate an additional £170k.

Savings impacting on Service delivery

The Waste and Cleansing unit has identified a number of options to achieve savings of £471k. These include a review of the current cleansing arrangements and a reduction in the opening hours of the household waste recycling centre.

Other proposals (£150k) include reduced tree inspection frequency and intervention levels and reduced hours of late litter collection in parks related to campaign to encourage responsible behaviour.

In delivering these savings and income proposals, the department has sought to minimise any detrimental impact on service delivery. The budget proposals have been developed in line with the cabinet's budget principles, and they will deliver the best value for money possible whilst maximising the use of existing assets. The department's proposals are based on service need and demand with the aim of protecting front-line services and supporting the needs of our residents.

Environment and Leisure – Equalities Assessment Summary

The Environment and Leisure department offers and delivers a diverse range of services that shape the everyday experience of residents in the borough. Any savings proposals that may have a negative impact on the wider community or reduce the level of services offered have to be closely examined both in terms of community impact and the general duties of the Equality Act.

We have sought to do all we can to protect and offer continuity for front line operational services, especially where they have an impact on vulnerable residents. However, the majority of our services are front line and changes and reductions to service delivery are inevitable in order to meet the scale of savings required. The proposals set out here seek to make savings and efficiencies through increased income generation, back office reductions, improved processes, leaner staffing structures and negotiating better value for money from our contractors.

An equality screening process has been completed on all the proposals to ensure that we have properly considered any impact there may be on specific groups and those with protected characteristics. Each of the proposals has been risk assessed and none has been assessed as high risk in terms of equalities impact.

The proposal to review and amend parking permit charges to encourage the use of less polluting vehicles has been assessed as low risk and it is recommended a further equalities analysis should be carried out once further details of the scheme are developed.

SCHEDULES OF EFFICIENCIES, INCOME AND SAVINGS PROPOSALS FOR ENVIRONMENT AND LEISURE

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Efficiencies and improved use of resources							
Culture	18	Ian Wingfield (IW)	Review events management with a view to increasing commissioning and associated restructure of the events team	(105)	0	0	(105)
Culture	19	IW	Refocus Heritage team in preparation for the development of new facilities	(75)	0	0	(75)
Culture	20	IW	Review library management and staffing structures	(166)	0	(96)	(262)
Culture	21	IW	Review the arts grants and management structure	0	(155)	0	(155)
Culture	22	IW	Introduce a self financing events service	0	(224)	0	(224)
Culture	23	IW	Review use and management of Kingswood House with continued library service	0	(75)	0	(75)
Culture	24	IW	Working in partnership with developer of Grove Vale Library to deliver a new library with lower running costs	0	(44)	0	(44)
Regulatory Services	25	Michael Situ (MS)	Reconfiguration of division into functionally flexible and adaptive teams with a multi disciplinary approach in responding to council priorities	(547)	(65)	0	(612)
Waste and Cleansing	26	DM	Review of Environment division management / staffing structure	(50)	0	0	(50)
Energy and Sustainability	27	DM	Reduced energy prices and increased efficiency of infrastructure	(25)	(75)	0	(100)
Highways	28	DM	New TfL contract arrangements resulting in reduced charge to the council	(20)	0	0	(20)
Strategic Director	29	DM	Savings arising from Senior Management Restructure of Environment and Leisure Department	(400)	0	0	(400)
Parks and Leisure	30	Barrie Hargrove (BH)	Capitalisation of costs of major equipment previously charged to revenue	(100)	(200)	0	(300)
Parks and Leisure	31	BH	Refocus Area repairs and maintenance priorities to optimise opportunities within the existing capital programme	0	(60)	0	(60)
Parks and Leisure	32	BH	Review use of existing capital budget contribution in line with new contractual arrangements for leisure facilities maintenance	0	(140)	(140)	(280)
Parks and Leisure	33	BH	Review Leisure Management Structure (completed in 2015/16)	(45)	0	0	(45)
Parks and Leisure	34	BH	Anticipated savings from the new Leisure Management Agreement	0	(350)	(350)	(700)
Parks and Leisure	35	BH	Efficiencies arising from the specification of the new Grounds Maintenance contract	(50)	(50)	0	(100)
Parks and Leisure	36	BH	Review of the new parks and leisure management structure	0	(150)	0	(150)
Total efficiencies and improved use of resources				(1,583)	(1,588)	(586)	(3,757)

Division	Ref		Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Income generation							
Waste and Cleansing	37	DM	Introduce charging for collection of additional garden waste bags; regular brown bin garden waste collection will continue to be free of charge	(20)	0	0	(20)
Waste and Cleansing	38	DM	Recover the cost of recycling collections undertaken from non-domestic properties	(40)	0	0	(40)
Waste and Cleansing	39	DM	Increase income from expansion of commercial waste service in response to demand	(50)	(40)	(60)	(150)
Energy and Sustainability	40	DM	Recover costs from schools and HRA for contract management and procurement of utility contracts	(190)	0	0	(190)
Energy and Sustainability	41	DM	Income from additional solar panel installations on sites to be identified	(25)	(10)	(10)	(45)
Regulatory Services	42	DM	Additional income from highway licensing and management fees arising from major regeneration projects	(100)	(150)	(50)	(300)
Parks and Leisure	43	DM	All marina fees reviewed and increased in line with MTRS and to ensure movement towards rates that are consistent with similar facilities in inner London over time	(50)	(60)	(60)	(170)
Parks and Leisure	44	DM	Redevelopment and potential expansion of marina facilities in Greenland Dock	0	(420)	(450)	(870)
Regulatory Services	45	DM	Introduction of two approved CPZ's (Canada Water and North Dulwich and Denmark Hill)	(200)	0	0	(200)
Regulatory Services	46	DM	Amend parking permit charges to encourage the use of less polluting vehicles		(175)	(175)	(350)
Regulatory Services	47	DM	Implementation of additional licensing scheme for houses in multiple occupation and of the selective licensing scheme for private rented properties	(200)	(200)	0	(400)
Total income generation				(875)	(1,055)	(805)	(2,735)

Savings impacting on service delivery							
Waste and Cleansing	48	DM	Cease the use of mechanical sweeping overnight and measure the impact on street cleanliness	(26)	0	0	(26)
Waste and Cleansing	49	DM	Review cleaning service management arrangements	(80)	0	0	(80)
Waste and Cleansing	50	DM	Review frequency of litter picking and sweeping of some residential roads	(152)	0	0	(152)
Waste and Cleansing	51	DM	End overnight fly tip clearance provision and move to stricter enforcement regime	(134)	0	0	(134)
Waste and Cleansing	52	DM	Reduce waste service communications programme	0	(50)	0	(50)
Waste and Cleansing	53	DM	Reduce opening hours of the household waste recycling centre	(29)	0	0	(29)
Parks and Leisure	55	DM	Reduce tree inspection frequency and intervention levels	(50)	(50)	0	(100)
Parks and Leisure	56	BH	Reduced hours of late litter collection in parks related to campaign to encourage responsible behaviour	(50)	0	0	(50)
Total Savings impacting on service delivery				(521)	(100)	0	(621)
Total Environment and Leisure				(2,979)	(2,743)	(1,391)	(7,113)

SUPPORTING NARRATIVE FOR BUDGET PROPOSALS

HOUSING AND MODERNISATION

Overview

As part of the council's recent reorganisation, the Housing & Community Services Department (H&CS) became the Housing & Modernisation Department (H&M) comprising: Asset Management, Communities, Resident Services, Customer Experience and Modernisation. Services, such as income collection (rents, service charges and garage rents, etc.), and Southwark Building Services, which were formally within H&CS, have transferred to Finance & Governance and Environment & Leisure respectively as part of the new strategic management arrangements from autumn 2015.

The most significant change is in relation to the creation of the Modernisation division, which incorporates Information & Data Services division (IDSD), Human Resources (HR), Organisational Learning and Development (OD), Corporate Facilities Management (CFM) and Modernise. Whilst located in H&M, it is a corporate function which serves to improve council-wide service delivery through a wide-reaching programme of service reviews. The focus will be on meeting the challenges of the council's digital strategy, streamlining processes and delivering services online and by self-service when they can. It will seek to eliminate duplication and bring together service delivery where there are synergies and obvious overlaps. When appropriate, it will seek to develop partnerships with the private and third sectors that result in an improved customer experience. It also aims to review IT systems, rationalise the number of applications and make better use of those that remain, together with upgrading the IT infrastructure.

In order to deliver quality services it is necessary to have the right workforce with the right skills. Our workforce planning will aim to ensure that we look ahead, invest in our staff and ensure that we have the personnel we need to deliver the services our residents demand. By modernising the council's services and service delivery methods, we will realise significant and ongoing savings.

In delivering the council's vision, as outlined in the Fairer Future Promises, the department aims to maximise investment in the housing stock, build new council homes at council rents and improve performance in all core service areas. We aspire to work closely with residents to deliver consistently high quality services, achieve better value for money and continue to support the most vulnerable residents, particularly those in temporary housing need. Activities are primarily focused on:

- Ensuring council housing is warm, dry and safe including a kitchen and bathroom renewal programme
- Delivering an improved and customer orientated housing repairs service, including an enhanced voids letting standard
- Delivering an enhanced homeowner service and ensuring that charges are accurate and fair
- Tackling fraud and ensuring that homes are allocated to those in genuine housing need
- Increasing housing supply and reducing the use of temporary accommodation
- Improving the customer experience and increasing digital service delivery

- Delivering efficiency savings and improving value for money.
- Involving customers in the improvement and local management of services.
- Developing the department's equalities framework.

The department delivers a diverse range of services funded from both the council's General Fund, and the ring-fenced Housing Revenue Account (HRA) for landlord services. The total General Fund budget for the department on which savings are predicated is £35.588m against which savings of £8.388m are proposed over the next three years. These address a number of budget themes, such as digital by default, reduce and integrate and managing demand.

Budget savings are set out by division below.

Asset Management

The division is predominantly responsible for services funded from the HRA, such as major works and new homes delivery, voids management, repairs and maintenance, compliance including engineering and fire risk assessments (FRA) and other technical contracts. General Fund services relate to aids and adaptations, handypersons, and improvements to private sector housing including renewal, empty homes and adaptations for people with disabilities. Reconfiguration and management rationalisation of the aids and adaptations and handypersons' services and movement of stair-lift maintenance to the HRA (in recognition that provision is now entirely council-based) will deliver savings of £98k.

Communities

The division is responsible for consultation and community engagement with council tenants, homeowners and residents, local tenant management organisations, the Mayor's office, work with and funding for the voluntary and community sector (VCS) and support for people with No Recourse to Public Funds (NRPF). Support for clients with NRPF is demand-driven and has become a significant pressure on council resources in recent years. New strategic management arrangements are now in place designed to control/manage demand and reduce the budget pressure going forward. The division is now also responsible for Prevent (the central government initiative to tackle violent extremism) and community awareness of Child Sexual Exploitation.

Despite the significant level of cuts in council funding over the medium-term, the voluntary sector has been largely protected, but the severity of the cuts makes this position difficult to sustain going forward and presents a challenge. Where possible, residents and the VCS have been involved in developing budget proposals that protect services in a climate of reducing resources and identify where investment in preventative services can reduce demand on more costly crisis services further down the line.

The approach taken has been to implement reductions in year one with the intention of achieving stable levels of support in the following years. Work is also underway to bring commissioning together across the council and potentially with the Clinical Commissioning Group (CCG), which will provide further opportunities to streamline service provision and ensure consistency across the council. The proposed budget savings comprise a reduction in management support for community councils, community participation and civic office (£193k); a reduction in VCS grant and contract funding comprising both contract efficiencies and service reductions, with associated rationalisation of client-side support (£829k) and a review and restructuring of support

arrangements for the Neighbourhoods service and wider divisional running cost savings (£87k).

Resident Services

The division is responsible for a range of services that predominantly fall within the HRA, including all housing management services to residents, tenants and homeowners, special investigations, HRA business planning and housing strategy and policy. General Fund services comprise travellers sites, private sector housing functions (including licensing for private sector landlords), and sheltered, resettlement and supported housing services which have shared funding arrangements. Procurement efficiencies on equipment purchases and some limited restructuring in supported housing will deliver savings of £122k.

Modernisation

CFM and IDSD consume much of the modernise budget and a key element for both is the delivery of infrastructure services through third party providers which means that savings options predominately focus on reducing contract spend where feasible, without adversely impacting on the council's service delivery and efficiency.

In CFM, rationalising the number of providers that the council currently contracts with from 30+ down to just two will deliver direct contract savings and allow for rationalisation of the client-side. This will be achieved through the development of the corporate accommodation strategy, rationalisation of the operational estate and maximising the utilisation of buildings in conjunction with targeted capital investment to reduce future running costs and maximise the asset value of the estate, delivering savings of £1.956m over the period.

The proposed IDSD savings of £1.625m will be achieved through a combination of contract renegotiation and managing down demand on volume-based contract costs. Conversely, in delivering a new IT platform there are a number of unavoidable maintenance/development costs requiring growth over the same period.

Reconfiguration and rationalisation of HR services and consolidation of the Organisational Development and transformation agendas will deliver service improvements at reduced cost over the medium term (£684k).

Customer Experience

The division is responsible for a diverse range of functions including the customer service centre (CSC) and maintaining and developing the council's website, along with the provision of face to face services for residents through My Southwark Service Points (MSSP). It is also responsible for customer resolution, concessionary travel, registrars and citizenship, coroners and mortuary services and housing solutions/temporary accommodation. In total, savings totalling £2.772m over the three year budget horizon are proposed.

The customer access programme aims to achieve improved customer service whilst delivering efficiencies through on-line access, self service and smart telephony. The majority of council services are now accessible on-line, 24-hours a day at the customer's convenience. Service reconfiguration in the contact centre has already delivered c.£3.9m savings since it was brought in-house in 2013, with a further £1.854m proposed over the next three years by moving to on-line service provision only with consequent reductions in client-side support (£1.138m), improved contract

procurement associated with systems and project development (£200k) and service rationalisation within My Southwark Service Points (£339k) and customer resolution (£177k).

The amalgamation of Housing Solutions and Temporary Accommodation will provide a new integrated 'end to end' service approach with a view to deliver savings of £918k over the medium-term. However, temporary accommodation continues to present a financial risk for the council, by virtue of increasing homeless demand and supply-side volatility. More financially neutral forms of accommodation such as estate voids and hostels are used where possible, but demand still necessitates the use of more expensive bed and breakfast accommodation. Measures to manage demand, up-scale supply and discharge our statutory responsibilities through the private sector and registered providers are already in train and are critical to managing and controlling costs. Given the volatility, corporate reserves have been earmarked as contingency against this pressure.

Central Functions

The department contains areas that support the delivery of landlord functions without being directly related to a particular aspect of service delivery. Within the General Fund, these are predominantly corporate support costs recharged to departments and are uncontrollable at a local level (with savings being predicated corporately). The controllable budget is £157k of which savings of £22k are proposed through a reduction in the legal budget (£13k) and the movement of the mortgage portfolio administration to the HRA (in recognition that provision is now entirely council-based), saving (£9k).

Housing and Modernisation – Equalities Assessment Summary

In developing budget proposals, the department remains committed to delivering efficiency savings that as far as possible protect frontline service provision. The drive towards greater operational efficiencies through service rationalisation and integration and moving towards more cost effective customer transaction routes continues apace and is integral to the achievement of savings.

The recent corporate restructuring has provided further opportunity to realise even greater efficiencies over the medium term (2016/17 – 2018/19). A further £5.987m has been identified through revised and more efficient working within the housing service, working more collaboratively across the council via streamlining back-office processes and structures, partnership working and investment in alternative service delivery models. However, given the scale of reductions in central government funding, it is not possible to achieve the required level of savings without some detriment to service provision within the Communities and Customer Experience divisions totalling £2.401m.

In line with the Public Sector Equality Duty, any changes to services arising from these proposals will be implemented in such a way as to not impact disproportionately on any specific section of the community. Where necessary, consultation will be undertaken before implementing the changes and actions taken to mitigate the impact.

All proposals or groups of proposals have been subject to equality screenings to identify any disproportionate impacts on any of the protected characteristics in the Equalities Act. Where any potential impacts have been identified full equality analysis has been undertaken including looking at any mitigating actions that are necessary. The equality analyses have been collated across the department to look for any

cumulative impacts and to date none have been identified. In line with the process across the council, information on the equality analysis will be shared with the relevant cabinet members so it can be considered when decisions are taken.

Any potential impacts on staff will also have equality analysis undertaken at each stage of implementation to assess their potential impact on different categories of staff in accordance with the council's policies on reorganisation.

SCHEDULES OF EFFICIENCIES, INCOME AND SAVINGS PROPOSALS FOR HOUSING & MODERNISATION

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Efficiencies and improved use of resources							
Resident Services	57	Richard Livingstone (RL)	Procurement efficiencies – Sheltered Wardens, Resettlement and Supported Accommodation	(53)	0	0	(53)
Resident Services	58	RL	Service reconfiguration/rationalisation – Supported Accommodation	(69)	0	0	(69)
Asset Management	59	RL	Stair lift Maintenance – council landlord provision, necessitates redirection to HRA	(76)	0	0	(76)
Asset Management	60	RL	Service reconfiguration/rationalisation – Handypersons and Aids and Adaptations	(22)	0	0	(22)
Communities	61	Michael Situ (MS)	Service reconfiguration/rationalisation – Neighbourhoods Team and reduced divisional running costs	(87)	00	0	(87)
Communities	62	MS	Contract efficiencies – VCS Commissioning	(92)	0	0	(92)
Customer Experience	63	RL	Service reconfiguration/rationalisation and procurement efficiencies – merged Housing Solutions/Temporary Accommodation	(489)	(271)	(158)	(918)
Customer Experience	64	RL	Service reconfiguration/rationalisation – Customer Services	(58)	0	0	(58)
Customer Experience	65	RL	IT contract efficiencies – Customer Services	(155)	0	0	(155)
Customer Experience	66	RL	Service reconfiguration/rationalisation – My Southwark Service Points	(170)	0	0	(170)
Modernisation	67	Fiona Colley (FC)	Service reconfiguration/rationalisation - HR and Organisational Development/Transformation	(410)	(137)	(137)	(684)
Central Functions	68	RL	Mortgage portfolio – council landlord provision, necessitates redirection to HRA	(9)	0	0	(9)
Central Functions	69	RL	Staged reduction in legal contingency budget	(13)	0	0	(13)
Modernisation (IDSD)	70	FC	Service reconfiguration/rationalisation	(300)	(60)	0	(360)
Modernisation (IDSD)	71	FC	IT user volume reduction/control	(55)	(55)	(55)	(165)
Modernisation (IDSD)	72	FC	Contract renegotiation/cost reduction - systems support	(130)	0	0	(130)
Modernisation (IDSD)	73	FC	MFD and telephone call volume reduction/control	(190)	(40)	(40)	(270)
Modernisation (IDSD)	74	FC	Contract renegotiation/cost reduction - voice/data, hosted services and secure login system	(100)	(200)	0	(300)
Modernisation (IDSD)	75	FC	Contract renegotiation/cost reduction - software licences	(100)	(300)	0	(400)

Modernisation (CFM)	76	FC	Operational estate rationalisation programme	(80)	(110)	(250)	(440)
Modernisation (CFM)	77	FC	FM services re-procurement	(150)	(72)	(114)	(336)
Modernisation (CFM)	78	FC	Service reconfiguration/rationalisation - postal services	(100)	(60)	(30)	(190)
Modernisation (CFM)	79	FC	Reconfigure staff catering arrangements	(90)	(125)	0	(215)
Modernisation (CFM)	80	FC	Stationery/consumables volume reduction/control	(65)	(30)	(10)	(105)
Modernisation (CFM)	81	FC	Review of operational opening times and workspace charges for 160 Tooley Street	0	(70)	0	(70)
Modernisation (CFM)	82	FC	Review of cleaning and security service levels across operational estate	(80)	(30)	(20)	(130)
Modernisation (CFM)	83	FC	Review of removals and storage arrangements	0	(40)	(30)	(70)
Modernisation (CFM)	84	FC	Delivery of FM capital planned preventive maintenance programme across operational estate	0	0	(400)	(400)
Total efficiencies and improved use of resources				(3,143)	(1,600)	(1,244)	(5,987)

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Savings impacting on service delivery							
Communities	85	MS	Contract rationalisation/reduction – VCS Commissioning	(253)	(74)	(410)	(737)
Communities	86	MS	Reduced staffing – Community Participation and Civic Offic.	(43)	(100)	(50)	(193)
Customer Experience	87	FC	Move to online only provision for some appropriate non emergency services – Customer Services	(264)	(229)	(449)	(942)
Customer Experience	88	FC	Reduced staffing – Customer Services	(138)	0	0	(138)
Customer Experience	89	FC	Reduced project capacity – Customer Services	(45)	0	0	(45)
Customer Experience	90	FC	Replacement of My Southwark Service Point at Market Place with My Southwark Homeowners Service	(169)	0	0	(169)
Customer Experience	91	FC	Reduced staffing – Customer Resolution	(177)	0	0	(177)
Total Savings impacting on service delivery				(1,089)	(403)	(909)	(2,401)

Total Housing and Modernisation				(4,232)	(2,003)	(2,153)	(8,388)
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SUPPORTING NARRATIVE FOR BUDGET PROPOSALS

CHIEF EXECUTIVE

Overview

The Chief Executive's department comprises the Regeneration and Planning divisions along with the Chief Executive's Office.

The department leads on the council's delivery of regeneration and building a strong local economy, which is bringing about thousands of new homes, jobs and opportunities across the borough, making our neighbourhoods places in which people are proud to live and work.

The total general fund revenue budget for the department is £6.156m. Savings are proposed of £2.052m. This equates to 33% of the department's budget. These will be achieved through more efficient and smarter ways of working including staff reorganisation, management reconfiguration, better use of resources and proposals to raise income.

Regeneration

Regeneration has identified total savings of £0.630m over three years.

Of this, savings of £300k arise from a re-alignment of the staffing budget with the current approved structure, taking account of future departmental staffing/structure plans.

The division will be seeking to maximise its income, generating additional income of £225k from a review of rents charged for commercial properties.

Further income of £105k will be generated from charging for services provided through partnerships associated with major regeneration projects across the borough.

Planning

Planning, which has a net budget of £2.107m, has identified total savings and additional income of £0.595m.

Of this, the largest majority of savings of £105k will arise from a review of the organisational staffing structure. £15k will arise from implementing a pilot scheme on planning notification methods.

Additional income of £475k will be generated from a number of sources. These include additional Community Infrastructure Levy (CIL) administration fee income, a review of planning fees to bring Southwark more in line with other central London boroughs as per the MTRS, and provision of additional in-house planning consultancy services.

Chief Executive's Office

The Chief Executive's Office is made up of Strategy and Partnerships, the Cabinet Office and Communications. The office was formed following the deletion of the Corporate

Strategy division on 31 May 2015 and the subsequent reconfiguration of functions that provide central support to the leadership of the council alongside specific delivery of priority programmes around building a strong local economy.

The Chief Executive's Office, which has a net budget of £3.308m, is proposing total savings of £0.827m, 25.0% of the budget.

Savings will be applied through review of functions that take proper account of future expectations for the office and delivery of Council Plan targets.

Chief Executive's Department Equalities Assessment Summary

The services relating to general fund expenditure across Chief Executive's are largely staff based. The role of Chief Executive's Department is to ensure that robust performance measures are in place to support the council's compliance with the public sector equality duty in its role as employer and service provider.

In terms of direct customer contact, Southwark's regeneration and planning services provide a platform for addressing strategic equality priorities with regards to community development, improvements in the built environment and in maximising economic growth opportunities.

Residents across all housing tenures, visitors and businesses in the borough are all potential beneficiaries of regeneration schemes. However, in planning and delivering for future regeneration, the council needs to be mindful of the potential impact on some of the most disadvantaged and vulnerable groups and ensure mitigating actions are identified and in place. For example where external funding from government has been reduced, the mitigating action is to retarget available resources to schemes that support people with higher levels of need as far as is possible.

The majority of savings proposed for 2016/17 to 2018/19 will be achieved through more efficient and smarter ways of working achieved through service and management reconfiguration. The impacts of such savings would primarily fall on staff rather than service users in the first instance. As specific proposals are implemented the different impacts on different categories of staff will be assessed.

SCHEDULES OF EFFICIENCIES, INCOME AND SAVINGS PROPOSALS FOR CHIEF EXECUTIVE

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Efficiencies and improved use of resources							
Planning	92	Mark Williams (MW)	Continued rationalisation of the planning organisation structure in line with natural turnover of staff and changing demands for the service	(30)	(75)	0	(105)
Planning	93	MW	Pilot scheme on planning notification methods with specific concentration on the most effective means of consultation. The most appropriate way of running the pilot will be established through 2016/17.	0	(15)	0	(15)
Regeneration	94	MW	Realignment of staffing resources to support major programmes of work and reorganisation of property services	(100)	(100)	(100)	(300)
Strategy and Partnerships (including local economy, scrutiny & member services)	95	Ian Winfield (IW)	Deletion of post of Director of Corporate Strategy	(120)	0	0	(120)
Strategy and Partnerships (including local economy, scrutiny & member services)	96	IW	Rationalisation and review of activity and maximisation of external funding sources (e.g. section 106) to fund local economy activities	0	0	(325)	(325)
Communications	97	Peter John (PJ)	Review of function and activity	0	(230)	0	(230)
Cabinet Office	98	PJ	Review of function and activity	0	(152)	0	(152)
Total efficiencies and improved use of resources				(250)	(572)	(425)	(1,247)

Income Generation							
Planning	99	MW	Additional CIL service charge income arising from continuing stream of developments	(125)	(50)	0	(175)
Planning	100	MW	Additional planning fee income in line with continued increase in demand and increase in fees (set nationally)	(25)	(25)	0	(50)
Planning	101	MW	Review of fees for pre planning advice	(75)	(25)	(50)	(150)
Planning	102	MW	Provision of additional in house planning consultancy for council projects	(50)	(50)	0	(100)
Regeneration	103	MW	Ongoing of commercial rents to renew and replace leases and to reduce running costs	(25)	(100)	(100)	(225)
Regeneration	104	MW	Charging for services provided through partnerships associated with major regeneration projects boroughwide	(20)	(35)	(50)	(105)
Total income generation				(320)	(285)	(200)	(805)

Total Chief Executive's Department	(570)	(857)	(625)	(2,052)
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SUPPORTING NARRATIVE FOR BUDGET PROPOSALS

FINANCE & GOVERNANCE AND CORPORATE BUDGETS

Overview

The Finance and Governance Department (F&G) includes Professional Finance Services (incorporating Procurement Advice and Audit teams); Finance and Information Governance; Exchequer Services (including Revenues and Benefits, Housing Rents and Leasehold Service Charges); and Law and Democracy (including Legal Services provided by the Monitoring Officer).

In supporting the Fairer Future promises of the council, the department's vision is to "make a positive difference everywhere we engage" and to be "efficient and effective in all that we do". Specifically, Finance and Governance endeavours to help the council to "manage every penny as carefully as local families look after their own household budgets".

The total budget for the department is £17.38m. The savings proposed for the department over the next three years of £5.42m (31.2%) are made up of proposals that address a number of budget themes:

£0.523m Digital by Default;

£3.976m Reduce and Integrate;

£0.918m Managing Demand.

Over the past five years, budget consultation with the public has repeatedly recognised the need for savings to be concentrated as a priority on the back office services in order to maximise the protection of services on the front line. This guidance from the public is again reflected by these proposals.

Professional Finance Services and Financial and Information Governance

Professional Finance Services has identified options for total savings of £2.447m (36.0%). Given that the budget is made up mainly of staffing costs, there are limited opportunities to make savings from other sources. The options proposed therefore concentrate on a fundamental review of the organisational structure. This follows a number of other organisational savings over previous years and reflects the need now for the team to function differently in the context of a smaller council arising from recent and future funding reductions.

Financial and Information Governance has identified options for total savings of £0.209m, (25.0%). The savings will arise from reviews of the structure of this small team, the services provided and the potential to integrate these functions with other teams over the next three financial years.

Law and Democracy

Law and Democracy has identified options for total savings of £0.640m (28.9%).

£390k of the savings options relate to staffing, most of which arise from a review of the structure including the Constitutional team which has recently transferred to Law and Democracy from the Chief Executive's department. Other staffing-related savings will follow a review of support services and training provision within the division

Consultation with other services will take place on which areas of Legal Services' work they will require, which will generate a further saving of £100k.

Additional income of £150k is planned to be generated by reviewing fees charged to other departments with a view to making the rates more commercial and helping to manage demand for legal services downwards.

Exchequer Services

Exchequer Services have recently expanded to take on new services. Potential savings in these areas will be reviewed in the coming months, including any economies of scale that could be generated through the integrated income collection function and will need especially to be conscious of the balance between costs chargeable to the general fund and to the HRA. To date, the existing Revenues and Benefits team has identified options for total savings of £2.121m, 28.1% of the budget.

Of these options, savings of £673k arise from a transformation of the organisational structure of Revenues and Benefits, including Finance Transactional Shared Services (FTSS), with the accompanying review of processes and modernisation of operational ways of working.

Further staffing-related savings of £673k can be realised from organisational reviews following future changes in service including the implementation of Universal Credit and a reduction in activities from local support services. Reviewing postage volumes and also using an alternative contractor will generate savings of £50k.

In addition, there are opportunities to raise further income of £725k. These opportunities include a change in regulations allowing councils to retain initial fees for enforcement agents; an increase in activity on recovery of housing benefit overpayments; and initial efficiencies following the realignment of services with housing.

F&G Equalities Assessment Summary

The department is committed to achieving the required level of savings to meet the budget challenges and to reflect closely on the findings of public consultation. At the same time, the department remains mindful of its legal responsibilities of both the S151 officer and the Monitoring Officer. There is a statutory requirement to sustain many services at a minimum level to safeguard the council.

The impact of implementing these proposals will fall largely on staff as the majority of the departmental budget is staffing related. The management team is committed to assessing the impact on staff to ensure fairness and equality and council consultation and other processes will continue to be followed for changes being made within each division.

While most of the department's services are back office, Exchequer Services and Financial and Information Governance provide a number of front line functions serving the public and

businesses directly. Any changes to services to the public introduced as a result of savings will be implemented in such a way as to not impact disproportionately on any specific section of the community. Where necessary, public consultation will be completed before implementing the changes.

SCHEDULES OF EFFICIENCIES, INCOME AND SAVINGS PROPOSALS FINANCE AND GOVERNANCE AND CORPORATE

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Efficiencies and improved use of resources							
Professional Finance Services and Financial and Information Governance	105	Fiona Colley (FC)	Reduction in staffing structure within Professional Financial Services Division	(1,200)	(400)	(847)	(2,447)
Professional Finance Services and Financial and Information Governance	106	FC	Fundamental review of service including potential integration within professional finance and legal teams and realignment of CIPFA trainee functions following restructuring of Professional Financial Services.	(40)	0	(169)	(209)
Exchequer Services	107	FC	Reduction in Revenues and Benefits (R&B) (workforce vision). Ongoing transformation of R&B organisational structure, in support of digital by default initiative/future Universal Credit rollout. Accompanied by staff development & modernisation of operational ways of working.	(50)	(125)	(125)	(300)
Exchequer Services	108	FC	Use alternative to Royal Mail for postage, this relates to statutory (essential) correspondence including bulk mailings & promotion of digital by default processes (e-billing)	(50)	0	0	(50)
Exchequer Services	109	FC	Restructure FTSS- review and rationalise FTSS structure in the context of an increase in electronic transactions. Review of key processes, supporting IT and productivity levels within the area.	(300)	(75)	0	(375)
Exchequer Services	110	FC	Housing Benefits Processing- implementation of Universal Credit reduced the volume of staff required for processing HB	0	(200)	(200)	(400)
Exchequer Services	111	FC	Local support services- reduction in support activities and integration of new income collection functions to provide economies of scale in the rightfully yours and similar teams	0	(50)	(148)	(198)
Exchequer Services	112	FC	Debt reduction/income collection efficiencies- following realignment of services with housing functions	0	(200)	(100)	(300)
Exchequer Services	113	FC	Move towards towards becoming a cashless council by 2017/18 including review of bullion office services	0	(70)	0	(70)
Exchequer Services	114	FC	End paper payslip production for all staff using employee self serve (ESS) and provide alternative payslip provision for	(5)	0	0	(5)

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
			those without access to ESS				
Law and Democracy	115	FC	Realignment of staffing budgets in prior year and review of staffing structure to provide a more efficient use of resources	0	(270)	0	(270)
Law and Democracy	116	FC	Cease or reduce undertaking work upon which service departments place a low priority, or if services could be obtained more cheaply externally	0	(100)	0	(100)
Law and Democracy	117	FC	Review of support services following restructure of division	0	(60)	0	(60)
Law and Democracy	118	FC	Review fees through revised service agreements with client departments	0	(75)	(75)	(150)
Law and Democracy	119	FC	Review provision of training to take advantage of lower cost and free provision provided via contracts.	0	(20)	0	(20)
Law and Democracy	120	FC	Review of the function and structure of the Constitutional Team to provide services to members more efficiently	0	(40)	0	(40)
Total efficiencies and improved use of resources				(1,645)	(1,685)	(1,664)	(4,994)

Income generation							
Exchequer Services	121	FC	Create internal enforcement agents for debt recovery following change in regulations that give councils opportunity to retain the initial fee following default of £75. Maintaining control over this process will help reduce complaints and work towards developing a corporate approach to debt collection	(175)	(100)	0	(275)
Exchequer Services	122	FC	HB Overpayment Recovery- increased income on debt recovery (subject to future government welfare benefit changes including universal credit)	(75)	(75)	0	(150)
Total income generation				(250)	(175)	0	(425)

Total Finance and Governance and Corporate				(1,895)	(1,860)	(1,664)	(5,419)
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Corporate budget adjustments

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Corporate budgets			Reversal of 2015/16 only - Phased reduction in insurance fund provision to reflect improved risk management and claims performance	300			300
Corporate budgets			Reversal of 2015/16 only -Additional funding for Neighbourhood Fund funded from reserves, now part of base budget.	88			88
Corporate budgets	123		Review of existing debt structure for 160 Tooley Street for 2017/18 onwards including further reduction in General Fund debt liabilities, subject to agreement with external auditors	0	(2,000)	0	(2,000)
Corporate budgets	124		Review of Council's minimum revenue position in order to reduce revenue costs for 2017/18 onwards by extending repayment periods of depreciation subject to agreement with external auditors	0	(3,000)	0	(3,000)
Total Corporate adjustments				388	(5,000)	0	(4,612)

SUMMARY COMMITMENTS

	2016/17 £m	2017/18 £m	2018/19 £m	Total £m
Children's and Adults' Services	1,979	1,700	1,700	5,379
Environment and Leisure	80	0	0	80
Finance and Governance	0	50	50	100
Housing and Modernisation	7,096	2,130	0	9,226
Total Departmental Commitments	9,155	3,880	1,750	14,785
Corporate commitments	4,100	3,900	4,400	12,400
Total Commitments	13,255	7,780	6,150	27,185

SCHEDULE OF COMMITMENTS PROPOSALS FOR CHILDREN'S AND ADULTS' SERVICES

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Children's and Adults' Services							
Education	1	Victoria Mills	Increase in costs for free health school meals and fruit and vegetables due to increasing school rolls.	279	0	0	279
Adult Social Care	2	Stephanie Cryan	Service costs covered by ASC council tax precept	1,700	1,700	1,700	5,100
Total Children's and Adults' Services commitments				1,979	1,700	1,700	5,279
Environment and Leisure							
Culture	3	Ian Wingfield	Newington Library storage, including Cumin collection	80	0	0	80
Total Environment and Leisure commitments				80	0	0	80
Finance and Governance							
	4	Fiona Colley	Removal of audit and fraud recovery of proceeds of crime income budget as southwark are no longer responsible for housing benefit fraud	0	50	50	100
Total Finance and Governance commitments				0	50	50	100

Division	Ref	Cabinet Member	Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Housing and Modernisation							
Customer Experience (Registrars)	5	Richard Livingstone (RL)	Reduced income from marriage registrations due to a clamp down on sham marriages	55			55
Customer Experience (Citizenship)	6	RL	Reduced income from Citizenship applications due to issues within the Home Office	90			90
Customer Experience (Temporary Accommodation)	8	RL	Temporary accommodation is needed to house homeless clients. Demand is a serious pressure on general fund resources. Statutory need expected to continue to rise throughout financial year 2016-17. Emergency placement budgets are insufficient and homelessness is increasing. There are presently no signs of this slowing down. Housing availability continues to be scarce across the borough, so hotel costs increase. The housing problem has recently been temporarily alleviated by the intervention of London councils and the sub-region working together to keep the cost of hotels stable. This has helped and with the availability of estate voids properties planned for next year from the Aylesbury phasing programme means assistance of further accommodation is also available. However, this is insufficient to cover the cost.	2,400			2,400
Communities	7	Michael Situ (MS)	Adjustment to take account of sustained pressures on No Recourse to Public Funds Budget. Savings hoped to be achieved are no longer considered achievable in light of the continued demand for services and one off use of reserves will no longer be appropriate given this demand	2,290			2,290
Modernisation (IDSD)	9	Fiona Colley (FC)	A range of updates, upgrades and enhanced server and system licences to support the enhanced IT infrastructure, including; CITRIX (£160k / £100k), VMWare (£100k), Symantec licencing (£50k), Netbackup (£160k), signify (£120k / £30k), AppSense (£40k), Nomad (£15k) and WebSense (£70k)	715	130		845
Modernisation (CFM)	10	FC	Shortfall in Tooley Street income due to reduced occupation by Southwark CCG	800			800
Modernisation (CFM)	11	FC	Rent due on Queens Road 1 building following end of rent free period	396			396
Modernisation (CFM)	12	FC	Full year running costs of Queens Road 2 Building now quantified	140			140
Modernisation (CFM)	13	FC	Adoption of a standardised planned maintenance approach across operational estate.	210			210
Modernisation (CFM)	14	FC	Estimated cost of NNDR revaluation on Council administrative and operational buildings (subject to appeal)		2,000		2,000
Total Housing and Modernisation commitments				7,096	2,130	0	9,226

Division	Ref		Description	2016/17 £'000	2017/18 £'000	2018/19 £'000	2016/17 to 2018/19 £'000
Corporate Budgets							
Pensions	15	FC	Increase in employers contributions arising from triennial review	0	1,000	1,500	2,500
Corporate Facilities Management	16	FC	Net additional costs for facilities management of Camberwell New Library	500	0	0	500
Concessionary fares	17	FC	To cover increases through inflation and change in usage patterns	100	300	300	700
Corporate	18	FC	Review of recharges for central services with regard to savings achieved and targeted with equivalent benefit to the HRA.	2,000	1,000	1,000	4,000
Corporate	19	FC	Contribution to Modernisation reserves for major Council projects	500	500	500	1,500
Corporate	20	FC	Contribution to Regeneration and Development reserves for major Council projects	500	500	500	1,500
Corporate	21	FC	Increase in 2015 London Living Wage rate of 2.7%, from £9.15 to £9.40 per hour.	500	100	100	700
Pensions	22	FC	Apprentice levy on large employers is being introduced in April 2017, this is to fund three million new apprentices by 2020	0	500	500	1,000
Total Corporate commitments				4,100	3,900	4,400	12,400

APPENDIX H

Provisional 2016/17 to 2019/20 Local Government Finance Settlement

1. On 17 December 2015, the Secretary of State for Communities and Local Government announced the provisional grant settlement for 2016/17 and indicative funding settlement figures for 2017/18 to 2019/20.
2. Since the announcement, details have gradually emerged regarding both funding levels for individual local authorities and other changes in funding structures. The format of the information has been revised from previous years, especially with regard to the underlying assumptions for the government's calculation of core spending power. For example, this now assumes that local authorities will apply year on year council tax increases over and above the ASC Precept.

Fixed Funding offer

3. The government has set out an offer to local authorities to accept a four year funding settlement to 2019/20. It is understood that this is an offer to individual local authorities, although the conditions to be imposed by the government for accepting the offer, the sanctions if conditions are not met, and implications for not accepting the offer are not known at this time. However, it is understood that government will expect local authorities to make a commitment towards making efficiencies during the period of the settlement, although the details of this commitment are not known.

Specific Grants

4. Further information is still awaited on specific grants including better care fund, public health grant, other new burdens grants, etc.

Changes in Settlement Funding Assessment (SFA)

5. The table below compares the assumed settlement funding assessment contained in the budget assumptions included in the 8 December 2015 cabinet report and the provisional settlement figures.

	2015/16 £m	Adjusted 2015/16 £m	2016/17 £m	2017/18 £m	2018/19 £m	Reduction 2015/16 to 2018/19 £m	2019/20 £m	Total Reduction
December cabinet estimates	195.2	195.2	187.6	149.9	119.1	(76.1)	112.2	(83.0)
Provisional settlement	195.2	197.7	179.5	165.9	158.3	(39.4)	150.7	(47.0)
Change in funding from summer budget based estimates	0.0	2.5	(8.1)	16.0	39.2		38.5	
Annual reduction in funding			(18.2)	(13.6)	(7.6)		(7.6)	

6. Over the period of the settlement to 2019/20, Southwark loses £47m in settlement funding (23.8%). This equates to £39.4m (18.9%) over the three year period to 2018/19. This compares to £6,536.6m (30.8%) nationally and £1,082.5m (28.2%) in London.

7. While the funding reduction indicated by the provisional settlement of £39.4m is less than that which had previously been assumed using London Councils assumptions following the July budget statement, it remains highly significant. This is not least in the context of savings that have been necessary since 2011/12 in order to balance the council's budget.
8. The reduced loss to the council has been a function of two main reasons. Firstly, there were improvements to the Office of Budgetary Responsibility (OBR) general financial forecasts since the summer; these forecasts will need to be monitored carefully over the period of the settlement as any overestimates of growth may compromise funding available for all public services. Secondly, analysis indicates a shift in the distribution of grant to local authorities, especially in favour of those authorities more highly geared towards government funding. Similarly, it indicates a redistribution of funds towards those local authorities more likely to have greater local needs.
9. The table below shows the effect of the provisional local government settlement at national and London levels and specifically compares these with Southwark. It shows that contrary to recent years, outer London boroughs are subject to a proportionately greater share of the funding reductions than inner London boroughs.

		2016/17 £m	2017/18 £m	2018/19 £m	2019/20 £m	Total £m
Southwark	Grant Loss	(18.2)	(13.6)	(7.6)	(7.6)	(47.0)
	% Grant Loss	(9.2)	(7.6)	(4.6)	(4.8)	(23.8)
England	£m Grant Loss	(2,648.5)	(1,970.1)	(1,047.9)	(870.1)	(6,536.6)
	% Grant Loss	(12.5)	(10.6)	(6.3)	(5.6)	(30.8)
London	£m Grant Loss	(435.0)	(316.7)	(171.2)	(159.5)	(1,082.5)
	% Grant Loss	(11.3)	(9.3)	(5.6)	(5.5)	(28.2)
Inner London	£m Grant Loss	(180.1)	(133.2)	(74.4)	(74.3)	(462.1)
	% Grant Loss	(9.6)	(7.9)	(4.8)	(5.0)	(24.7)
Outer London	£m Grant Loss	(254.9)	(183.5)	(96.8)	(85.3)	(620.5)
	% Grant Loss	(13.0)	(10.8)	(6.4)	(6.0)	(31.7)

10. The SFA reduction of £18.2m for Southwark Council in 2016/17 comprises a loss in revenue support grant of £19.0m less the projected increase in retained business rates and top up of £0.8m. Overall this is a greater loss in SFA of £8.2m since the report to cabinet in December 2015. In summary, this is due to more of the required cuts being front loaded into 2016/17.

	Adjusted 2015/16 £m	Indicative 2016/17 (Summer Budget) £m	Provisional 2016/17 £m	Change from 2015/16 £m
Retained business rates	60.2	60.9	60.7	0.5
Business rates top-up	45.0	45.5	45.3	0.3
Revenue Support Grant	92.5	81.3	73.5	(19.0)
Total SFA	197.7	187.7	179.5	(18.2)

Changes in Spending Power

11. Revenue spending power (RSP) was introduced by government as an indicator in 2011/12 and has become a measure through which government may assess their view of the impact of changes to grants on council budgets in cash terms. RSP has not

accounted for any changes in the costs of services or the level of demand for them, especially for those which are statutory.

12. For this provisional settlement, government has recognised some of the limitations of previous RSP principles (e.g. resources not managed by local authorities directly, such as the Better Care Fund) and changed the basis of the calculation. The following shows what was included in the 2015/16 spending power calculation.

- Revenue support grant
- Assumed funding from the local share of business rates
- Council tax
- Council tax freeze grant
- Public health grant
- Autumn statement measures grant
- New homes bonus grant
- NHS funding (from 2015/16, better care fund)
- Efficiency support grant (applies to councils with reductions in spending power greater than 6.4%, and therefore not available to Southwark)

13. The 2016/17 spending power calculation only includes the following:

- Settlement funding assessment
- Estimated council tax, including annual increases within the referendum limit of 1.99%
- Additional council tax from social care flexibility (the ASC Precept)
- Potential additional council tax revenue from district councils with lower quartile Band D council tax levels, these can levy maximum of 2% or £5 increase without a referendum (not available to Southwark)
- Proposed improved better care fund (2017/18 onwards)
- New homes bonus
- Rural services delivery grant (not available to Southwark)

14. The impact of spending power following the announcement of the provisional settlement is shown in the table below. As part of the government's calculation of spending power, it has been assumed that authorities tax bases will grow, and that council tax increases will be at maximum allowed

		2016/17	2017/18	2018/19	2019/20	Total
Southwark	£m change	(9.5)	(5.2)	(0.1)	5.3	(9.5)
	% Change	(3.3)	(1.8)	0.0	1.9	(3.2)
England	£m change	(1,246.6)	(564.6)	480.2	1,108.7	(222.5)
	% Change	(2.8)	(1.3)	1.1	2.6	(0.5)
London	£m change	(207.6)	(103.6)	33.3	150.4	(127.5)
	% Change	(3.0)	(1.6)	0.5	2.3	(1.9)
Inner London	£m change	(95.9)	(54.6)	(5.7)	49.1	(107.1)
	% Change	(3.4)	(2.0)	(0.2)	1.8	(3.8)
Outer London	£m change	(111.7)	(49.0)	39.0	101.3	(20.4)
	% Change	(2.8)	(1.3)	1.0	2.6	(0.5)

15. The government has reported an average loss in spending power across all local authorities of 2.8% for 2016/17, and only 0.5% over the period of the spending review.

For London boroughs this represents an average loss of 3.0% in 2016/17 and a total of 1.9% over the four year period.

16. The provisional settlement figures show Southwark's spending power reducing by 3.3% (3.2% overall), £9.5m being the fourth highest cash reduction in spending power in London behind Camden £10m (4.0%), Newham £9.6m (3.6%) and Lewisham £9.6m (3.8%).
17. Using the government's calculation, the average 2016/17 reduction for London authorities is 3.0% (inner London 3.4%, outer London 2.8%). Unlike in previous years when some outer London boroughs saw an increase in spending power, all London boroughs have reduced spending power in 2016/17.
18. Over the period to 2019/20, all London Boroughs have a reduction in spending power, with the exception of Hounslow and Lewisham (0%) and the following which have increases, Barnet and Sutton (0.9%), Haringey (1.6%), Havering (1.8%), Bexley (2.0%) and Waltham Forest (2.3%).

2016/2017 budget consultation

Summary

Budget Consultation Summary

Methodology

1. As noted in the report to cabinet on 8 December the approach that has taken to budget consultation follows the council's agreed Community Engagement framework. It used both face to face and online to attempt to get as representative a sample of views as possible.
2. The budget report also takes on board the results of the previous extensive spending challenge exercises over the last 4 years where residents gave us their views on which services should be protected. These exercises told us that residents wanted us to be more efficient and find more cost effective ways to deliver services. Residents also told us that we should cut back office costs and protect frontline services especially for the vulnerable and those most in need.
3. The focus for the consultation was through Community Councils commencing at Peckham and Nunhead Community Council on 10 November 2015. This consisted of a short presentation by a Cabinet member followed by a series of questions where the public voted on their responses. Residents could also respond through an online survey.
4. In total 303 people responded to the consultation. Together with those who have responded over the last three years this means that over 1,000 responses have been received in this period.

Summary of Results

5. A summary of the results is as follows:

- An overwhelming majority (94%) of those that responded agreed or strongly agreed that the council should continue to focus on being more efficient, protecting frontline services and directing resources to those most in need. This

is consistent with the budget consultation exercises over the last few years and is also consistent with what is seen in budget consultation exercises across the country.

- People who responded are more likely to agree or strongly agree (84%) that the council should empower residents and communities to do more for themselves where they are able to do so.
- A significant majority (87%) agree or strongly agree that it is right that the council should focus on its priorities of growing the local economy, building new homes and creating more jobs through this period of cutbacks.
- A majority (74%) agree that we should encourage residents and businesses to deal with us online leaving more costly phone and face to face services for the most vulnerable. While in the face to face consultations people were more likely to be undecided than in the online responses this is to be expected and the majority still agreed that this was the right approach.
- A significant majority agree or strongly agree (89%) that we should invest in modernising services now including through use of modern technology to save money later to use in support of frontline services.
- A substantial majority of those who responded agreed we should look at ways of increasing income, for example through continuing to be tough on collecting money we are owed (89%), charging for some services (77%) and delivering services for others where we are able to do so (75%). With regards to charges for those living outside the borough a smaller majority agreed we should charge more (55%) with 23% of respondents being undecided on this issue.
- With regards to continuing to freeze the council tax the results are less conclusive 39% of respondents agreed or strongly agreed that council tax should continue to be frozen, 13% were undecided and 48% disagreed or strongly disagreed.

Involvement of the VCS

6. As noted in the 8 December cabinet report the VCS have also been involved and informed and this consultation is ongoing as the budget process progresses and implementation takes place. This has included writing to all funded voluntary sector organisations outlining the council's process for decisions on funding for the current year. This correspondence pointed out that:

- over this period the government cuts have meant unprecedented reductions to the funding that the council receives.
- as in previous years, because of the government timescale for notifying us of our settlement for the coming financial year we as yet have no certainty on what our funding will be for 2016/2017.
- work continues to consider a range of savings options that could equate to 25% or more.
- the large scale of the budget gap that we face for the coming year with likely similar gaps in the following two years
- despite the scale of the reduction to the council's budget in the past the impact overall on voluntary sector programmes to date has been significantly less and that while we will do whatever we can to support the VCS, it clearly becomes harder to sustain the current level of support as further cuts begin to bite.

7. The letters also:

- made a commitment to giving 3 months' notice where there are funding reductions from the date the council sets its budget (or when a commissioning decision is taken if this is later than budget setting) to allow VCS organisations to plan for any impact
- point out that while difficult decisions have had to be taken in recent years the council remains committed to continued working with partners at this time of **unprecedented** budget reductions.

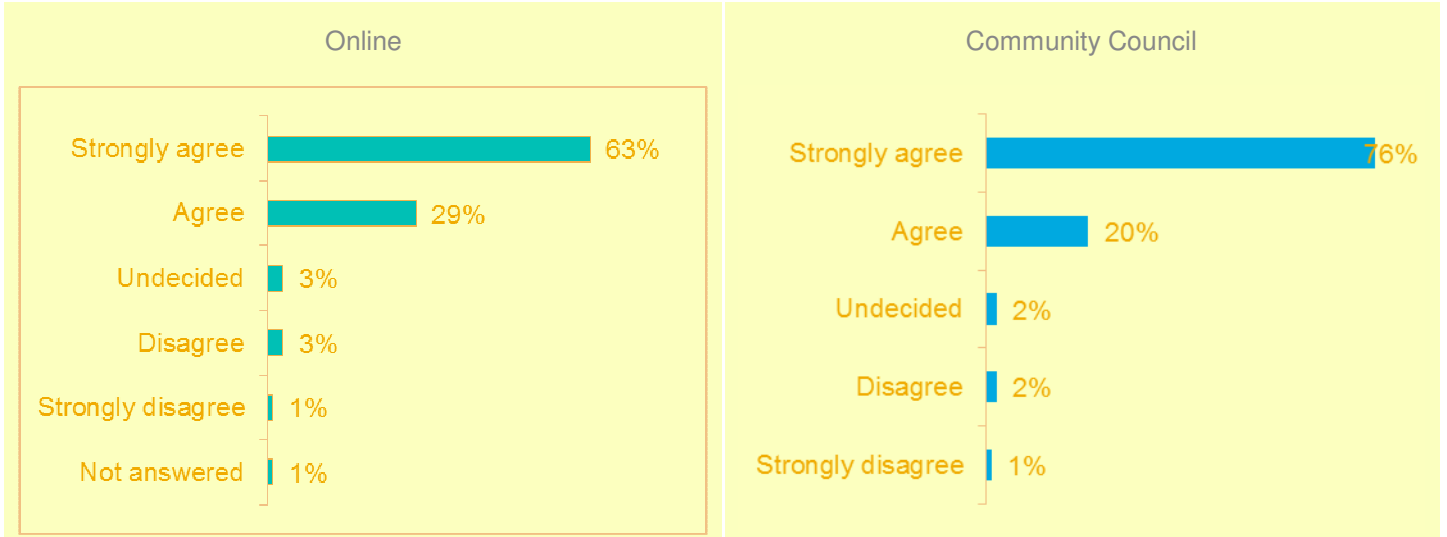
8. As noted above the ongoing consultation process will include:

- Consultation with groups impacted by the proposals, for example groups representing young people.
- Staff consultation in line with the council's policies on reorganisation, redeployment and redundancy.
- Deputations to Cabinet in January 2015.
- Consultation with the Southwark Forum in January 2016 which represents voluntary sector organisations across the borough.
- Overview & Scrutiny Committee scrutinising the proposals on 2 February 2016.

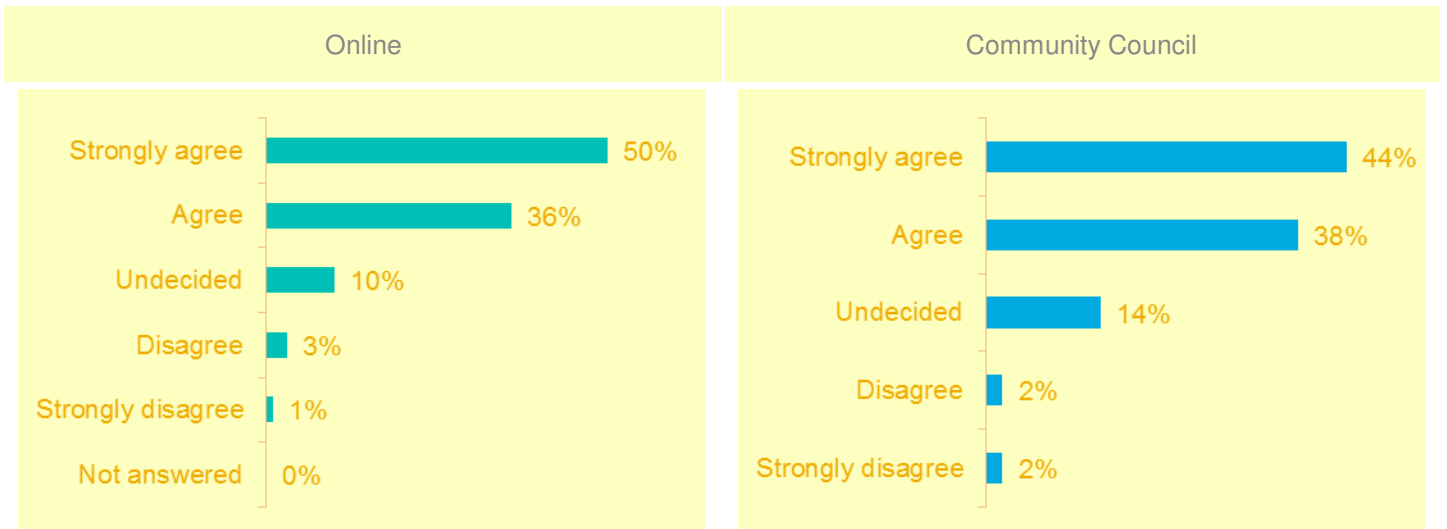
Budget Consultation Summary

Choosing our priorities for this budget

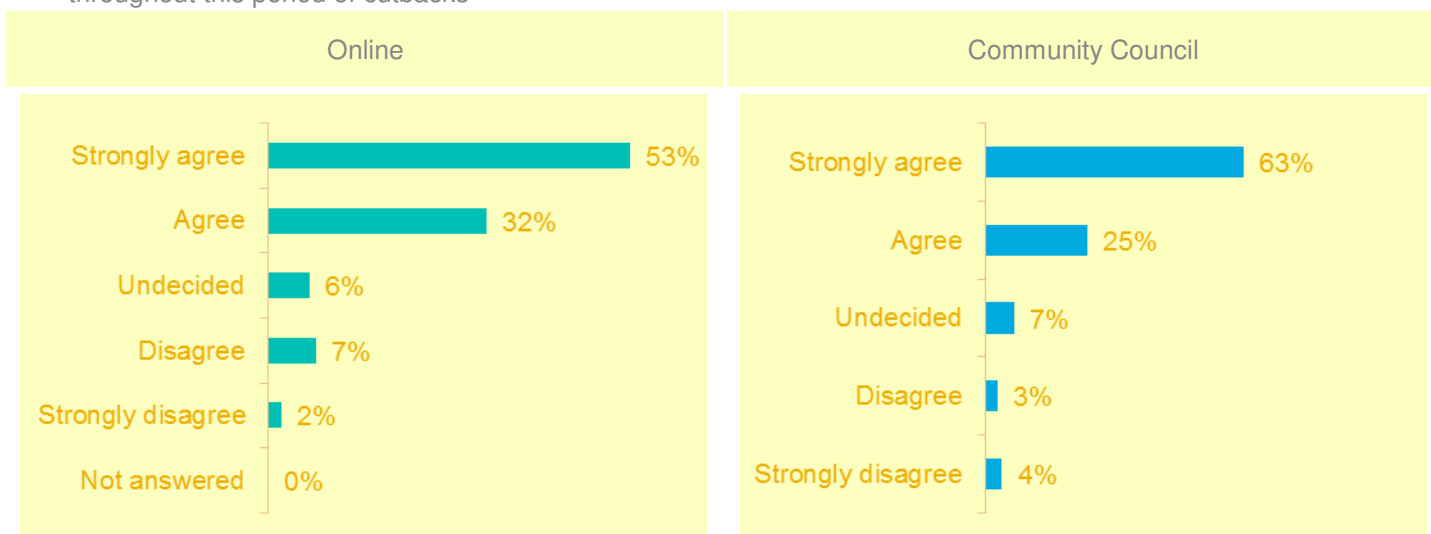
1. Continue to focus on being more efficient, protecting frontline services and directing resources to those most in need



2. Empower residents and communities to do more for themselves – where they are able to do so

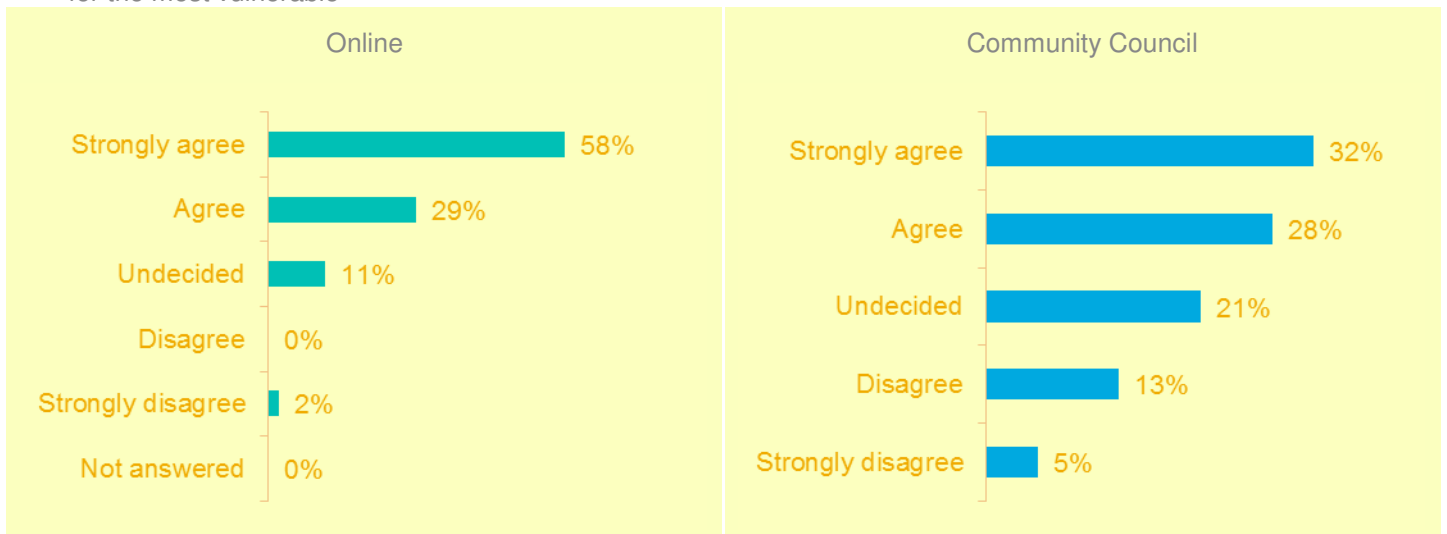


3. Continue to invest in the borough – growing the local economy, building new homes and creating more jobs – throughout this period of cutbacks

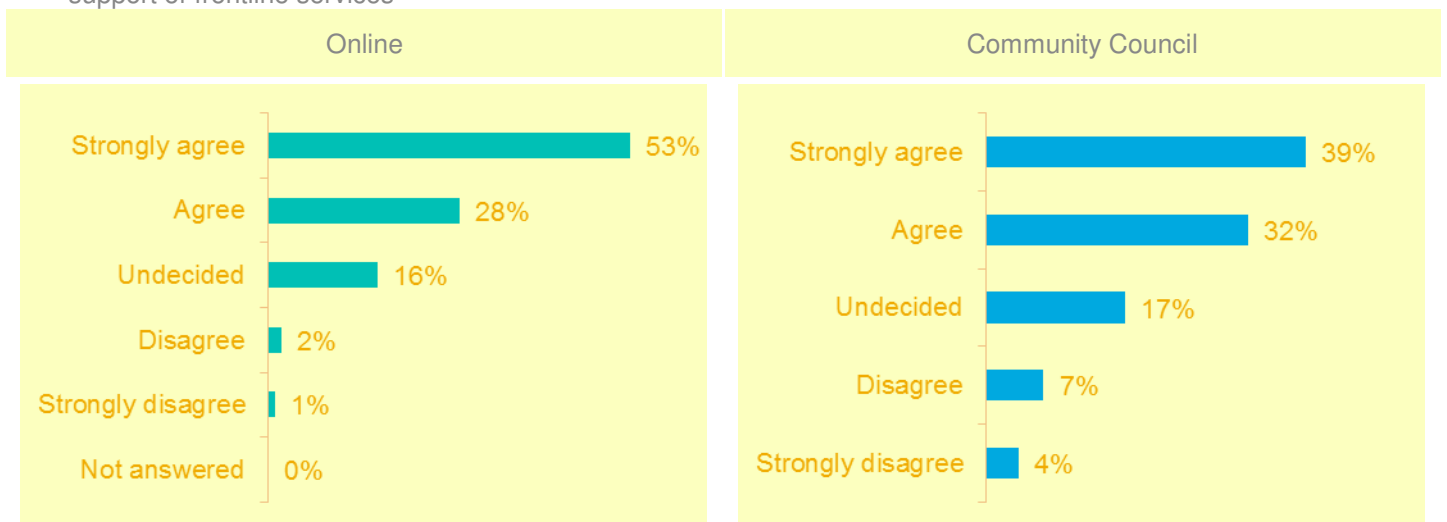


Ways of modernising our services

4. Encourage residents and businesses to deal with us online, leaving more costly phone and face-to-face services for the most vulnerable

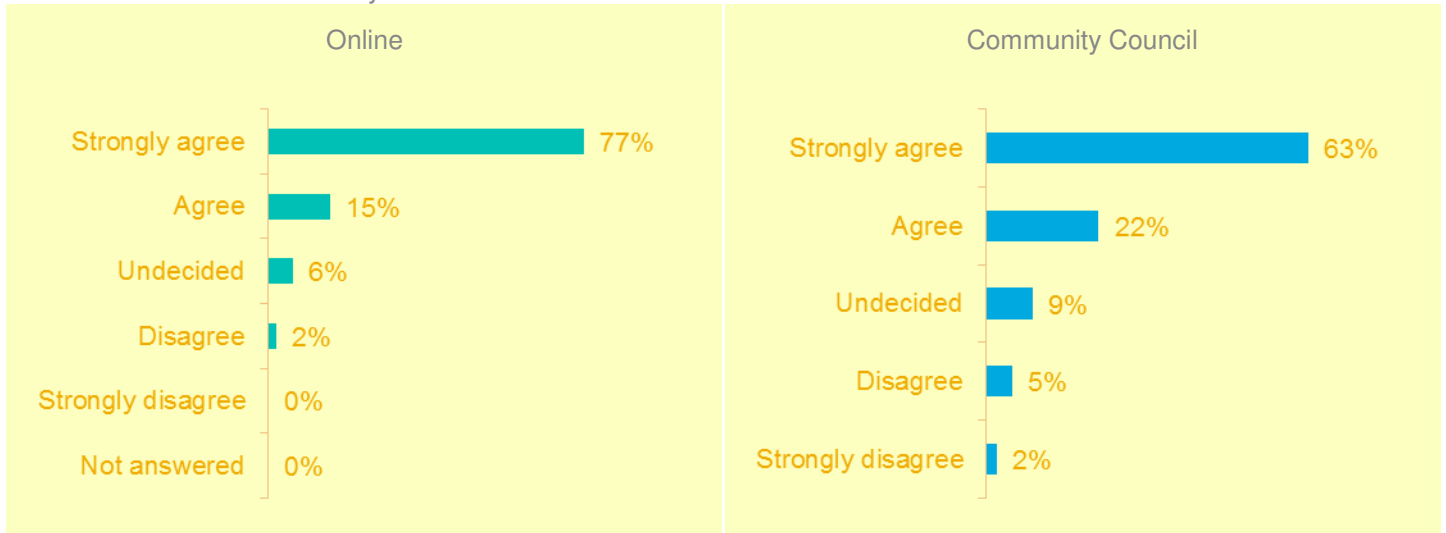


5. Invest in modernising services now (for example better use of new technology) to save money later to use in support of frontline services

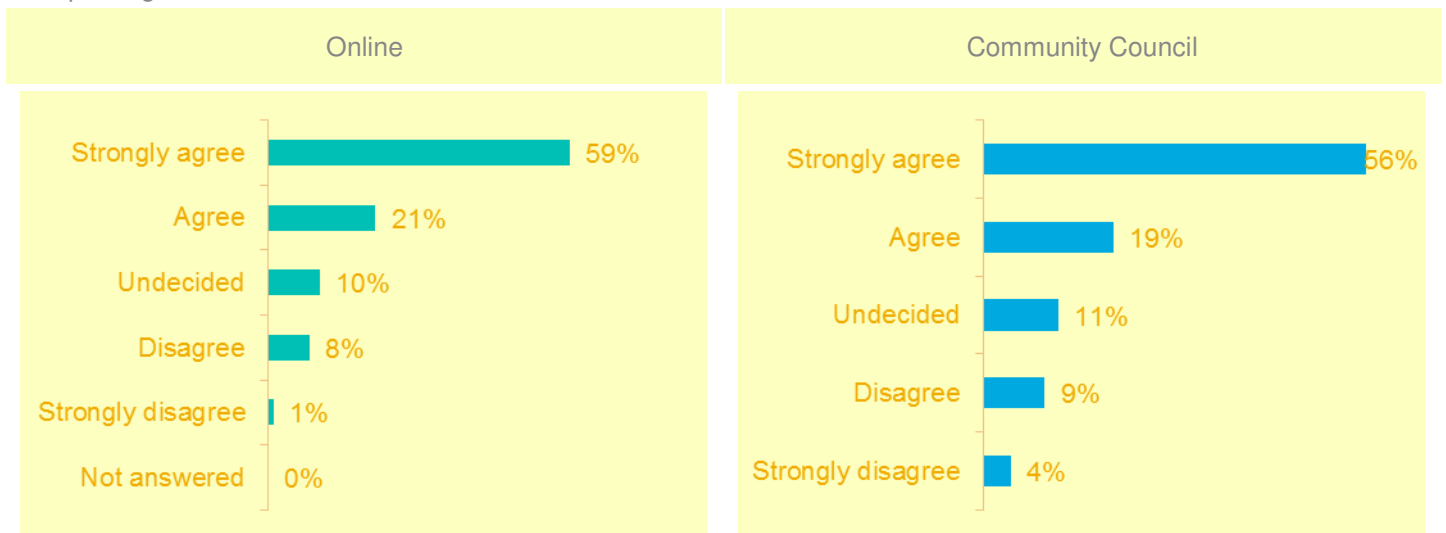


Ways of increasing income

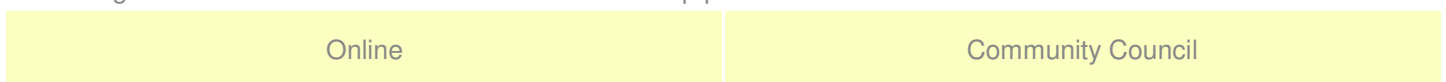
6. Continue to be tough on collecting money we are owed by residents and businesses that haven't paid their fair share for the services they use

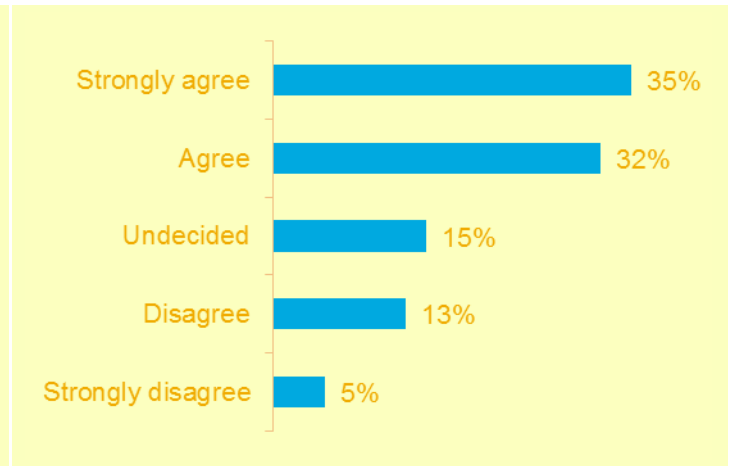
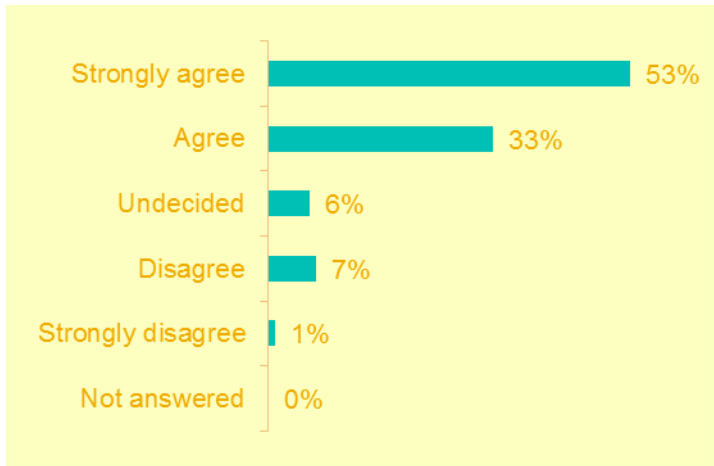


7. Increase fines and charges for those who behave in an anti-social way such as dropping litter, dog fouling or parking violations

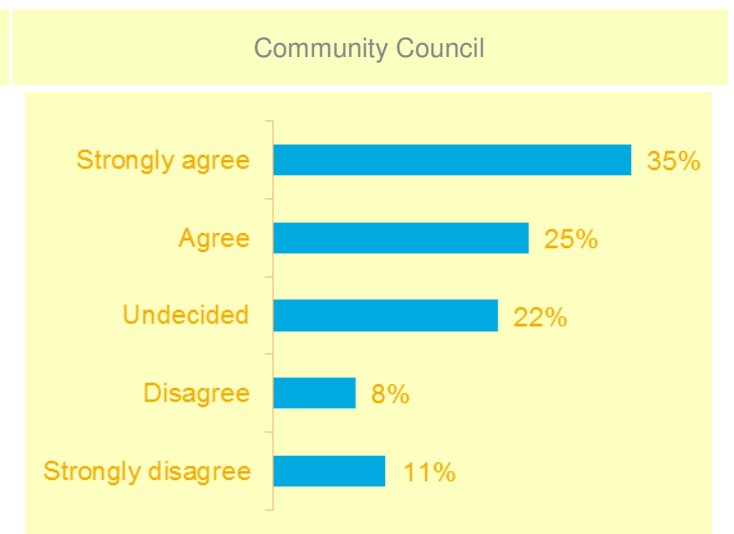
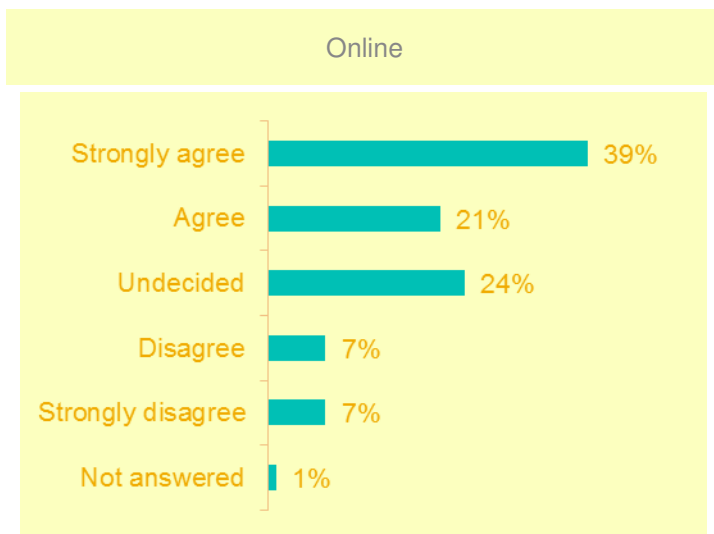


8. Increase charges for some extra, non-statutory services such as preplanning applications and commercial waste to bring them in line with other local authorities and help protect frontline services

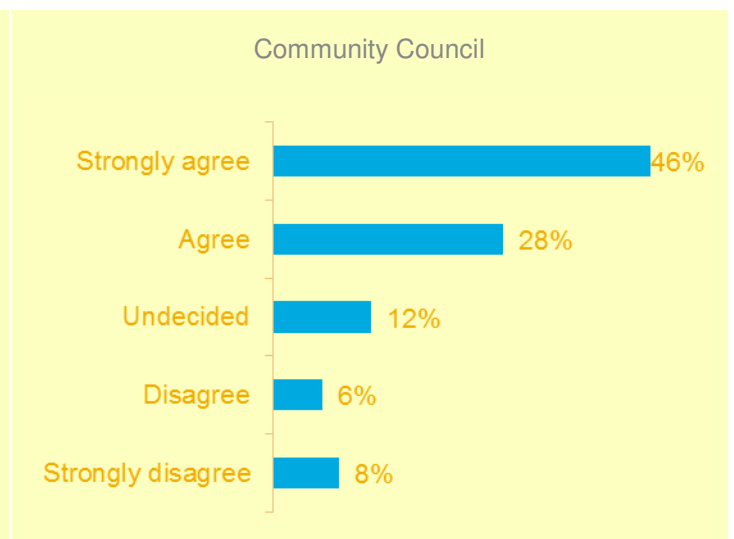
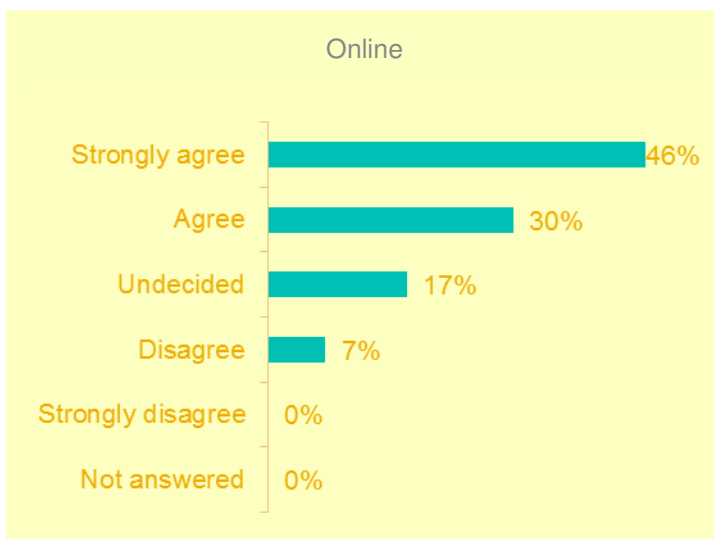




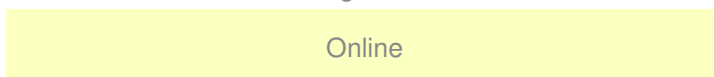
9. Charge people who do not live in the borough more for services than those who do

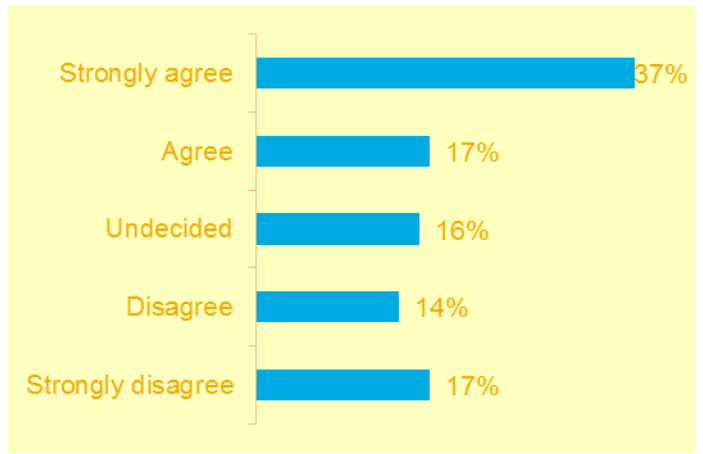
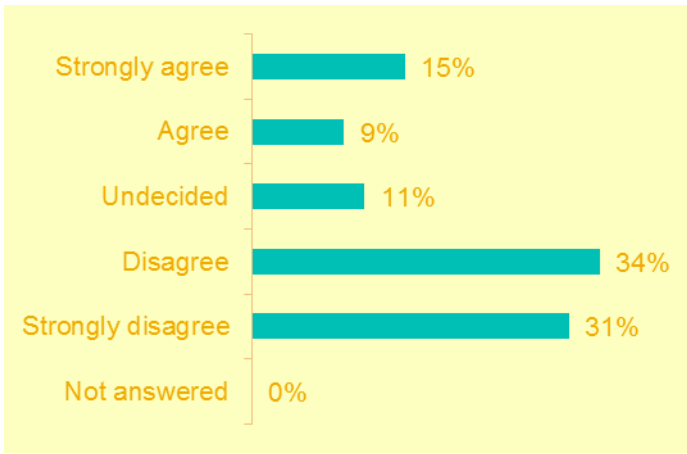


10. Generate income for Southwark by delivering services to other local authorities and organisations



11. The council committed to freezing council tax because it believes this would hit people hard in tough times. Council Tax should be frozen again in 2016/17





Item No: 3.2	Classification: Open	Date: 24 February 2016	Meeting Name: Council Assembly
Report title:		Treasury Management Strategy 2016/17 Including: Annual Investment Strategy, Prudential Indicators, and Minimum Revenue Provision Statement	
Wards or Groups affected:		All	
From:		Strategic Director of Finance and Governance	

RECOMMENDATIONS

That council assembly:

1. Notes the 2016/17 treasury management strategy which is to be managed by the strategic director of finance and governance under financial delegation.
2. Notes the treasury management policy set out in paragraph 9 of this report.
3. Agrees the annual investment strategy 2016/17 referred to in paragraphs 15 to 16 of this report and set out at Appendix A.
4. Agrees the prudential indicators covering capital finance and treasury management for the years 2016/17 to 2018/19 referred to in paragraph 27 of this report and set out at Appendix B.
5. Agrees the updated minimum revenue provision statement, setting aside prudent sums to reduce debt and long term liabilities referred to in paragraphs 28 to 30 of this report and set out at Appendix C.

BACKGROUND INFORMATION

6. Each year the council assembly should agree a treasury management strategy to manage investments and debt. The strategy is supported by a series of prudential indicators and a policy on the minimum revenue provision (MRP) to repay debt arising from capital expenditure. This requirement arises from the Local Government Act 2003, government guidance on investments and MRP, and supporting codes (Prudential Code for Capital Finance in Local Authorities, Treasury Management in the Public Services Code of Practice and Guidance) issued by the Chartered Institute of Public Finance and Accountancy (CIPFA).
7. Under financial delegation, the strategic director of finance and governance is responsible for all executive and operational decisions on treasury management. This treasury management strategy, together with supporting prudential indicators and policies, will ensure that he can carry out his responsibilities effectively.
8. Under the council's constitution and in compliance with the CIPFA codes, three reports are received by council assembly each year: this annual strategy report, a mid-year report and an annual outturn report. Regular

updates are presented to cabinet, and the audit and governance committee reviews and scrutinises treasury policies and strategy annually.

KEY ISSUES FOR CONSIDERATION

Treasury Management Policy

9. The council's treasury management policy, which was adopted by council assembly in 2010, is as follows:

Treasury management is the management of the council's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.

The council regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities shall be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the organisation and recognise that effective treasury management shall provide support towards the achievement of its business and service objectives. It is therefore committed to the principles of achieving value for money in treasury management, and to employing suitable comprehensive performance measurement techniques, within the context of effective risk management.

10. The policy has been prepared in accordance with CIPFA's Treasury Management in the Public Services Code. It remains appropriate and no amendments are required.

Investment Position and Strategy

Investment position

11. As at 31 December 2015, the cash held in investments was £198m and over the year to December 2015 averaged £248m. The cash is invested prudently until it is needed.
12. Investments are managed by an in-house operation and two fund managers (AllianceBernstein and Aberdeen Investment Managers). The in-house operation focuses on meeting day to day cash demands, while the fund managers invest in marketable money market instruments and high rated bonds within a risk controlled framework.
13. In December 2015 the sum managed by the fund managers was reduced by £10m to meet normal cash demands in the final quarter of the financial year. Further cash will be withdrawn if necessary. The investment position at 31 December 2015 is set out in the table below.

INVESTMENT COUNTERPARTY AND RATING AT 31 DECEMBER 2015						
TYPE/ COUNTRY	COUNTERPARTY	RATING	ABERDEEN	ALLIANCE BERNSTEIN	IN-HOUSE	TOTAL £m
GOVERNMENT & SUPRANATIONAL BONDS						
CANADA	EXPORT DEVT CANADA	AAA	-	1.5	-	1.5
NETHERLANDS	BNG-BANK NEDERLAND GEMENT	AA+	-	0.4	-	0.4
	NWB-NEDERLAND WATERBK	AAA	-	1.5	-	1.5
SUPRANATIONAL	EUROPEAN INV BANK	AAA	7.0	3.4	-	10.4
	INT BANK RECONST DEVT	AAA	-	6.8	-	6.8
UK	UK TREASURY	AA+	-	8.8	-	8.8
Subtotal Government & Supranational Bonds			7.0	22.4	-	29.4
BANK COVERED BONDS						
AUSTRALIA	ANZ BANKING CORP	AAA	-	2.3	-	2.3
	COMMONW BANK AUSTRALIA	AAA	-	2.3	-	2.3
	NATIONAL AUSTRALIA	AAA	3.5	1.5	-	5.0
CANADA	BANK OF MONTREAL	AAA	-	1.5	-	1.5
	BANK OF NOVA SCOTIA	AAA	-	2.3	-	2.3
	CANADIAN IMP BK	AAA	-	1.9	-	1.9
	ROYAL BANK CANADA	AAA	3.5	2.3	-	5.8
	TORONTO DOMINION	AAA	-	2.3	-	2.3
DENMARK	DANSKE BANK	AAA	-	1.5	-	1.5
FINLAND	NORDEA EIENDOMSKREDIT	AAA	-	2.3	-	2.3
SWEDEN	SKANDINAVISKA	AAA	-	2.3	-	2.3
	SVENSKA STADSHYPOTEK	AAA	-	2.3	-	2.3
	SWEDBANK	AAA	-	2.3	-	2.3
UK	BARCLAYS BANK	AAA	-	0.8	-	0.8
	LLOYDS BANK	AAA	-	2.3	-	2.3
	NATIONWIDE BSOC	AAA	-	0.8	-	0.8
	SANTANDER UK	AAA	-	2.3	-	2.3
Subtotal Bank Covered Bonds			7.0	33.3	-	40.3
BANK SENIOR MONEY MARKET SECURITIES						
AUSTRALIA	COMMONW BANK AUSTRALIA	AA-	5.0	-	-	5.0
CANADA	CANADIAN IMP BK	AA-	3.5	-	-	3.5
	TORONTO DOMINION	AA-	5.0	-	-	5.0
FINLAND	NORDEA BANK FINLAND	AA-	6.5	-	-	6.5
FRANCE	BANQUE NATIONAL DE PARIS	A+	0.4	3.5	10.0	13.9
	SOCGEN	A	5.0	-	-	5.0
GLOBAL	BLACKROCK MMF	Money Fund	-	-	12.1	12.1
	GOLDMAN SACHS MMF	Money Fund	-	-	12.8	12.8
NETHERLANDS	ABN AMRO BANK	A	5.0	-	-	5.0
	ING BANK	A	-	1.1	-	1.1
	RABOBANK	AA-	1.0	-	-	1.0
SWEDEN	SVENSKA	AA-	3.5	-	-	3.5
SWITZERLAND	CREDIT SUISSE	A	2.7	1.0	-	3.7
UK	HSBC	AA-	-	1.3	-	1.3
	LLOYDS BANK	A+	7.0	-	10.0	17.0
	NATIONWIDE BSOC	A	-	1.5	10.0	11.5
	STANDARD CHARTERED	AA-	6.0	-	-	6.0
US	BNY MELLON	AA	4.6	2.4	-	7.0
	CITIBANK	A+	7.0	-	-	7.0
Subtotal Bank Senior Money Market Securities			62.2	10.8	54.9	127.9
GRAND TOTAL £m			76.20	66.50	54.90	197.60
Fitch long term ratings or equivalent; Money Funds rated AAA short term						

Rating	Definition
AAA	Highest credit quality
AA+/AA/AA-	Very high credit quality
A+/A/A-	High credit quality
F1+/F1	Highest short term credit quality; strongest capacity for timely payment

14. Investment returns remain low, reflecting a prolonged period of very low policy rates (base rates) and ultra-loose monetary policies still in place to support the financial markets and stimulate growth here in the UK and abroad. Base rates in the UK have been at 0.50% since 2009 and no rise is expected until well into 2016. The part year investment return for the nine months to December 2015 was 0.70%.

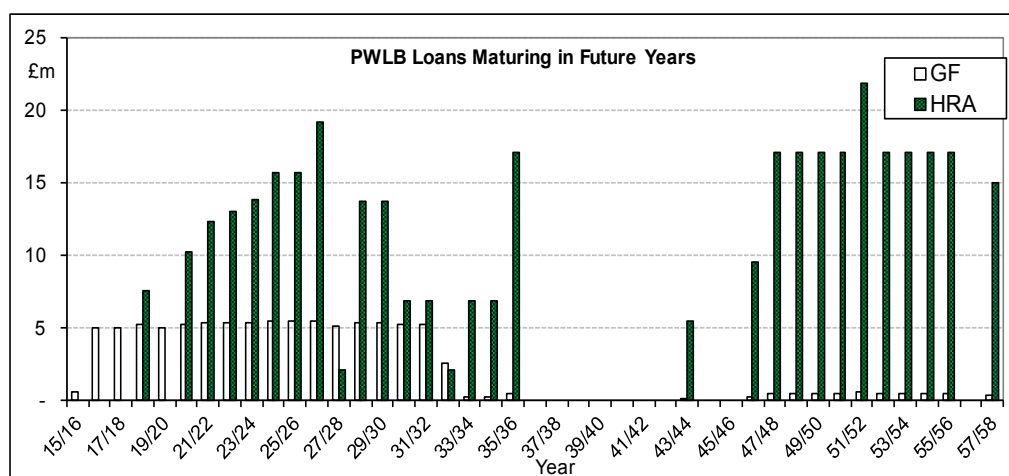
Investment strategy

15. The council's investment objectives are to preserve principal, provide liquidity and secure a reasonable return. This is in line with investment guidance produced by the Department of Communities and Local Government (DCLG), which also requires that the council assembly approve investment strategy annually.
16. The 2016/17 investment strategy requiring approval is attached at Appendix A. The strategy prudently diversifies exposure across major high rated banks, provides access to high rated sovereigns, quasi-sovereigns, covered bonds and contains exposure to market volatility. Updates were added to the 2015/16 strategy in February 2015 following an independent review, which also confirmed that with credit spreads tight and term premium low, the scope for enhancing yield safely is limited. As now, fund managers will help execute the strategy as much as is needed.

Debt Management Position and Strategy

Debt management position

17. The council has loans to pay for capital expenditure in previous years. The loans are from the Public Works Loans Board (PWLB, part of HM Treasury) and the balance in loans at 1 April 2015 was £469m (£371m HRA and £98m general fund). In the year to December 2015, £6m general fund loans matured and were repaid. The years in which the remaining loans fall for repayment is set out in the chart below.



18. All loans are at fixed rates. Many loans were taken on in the 1980's and 1990's when high capital financing requirement coincided with inflation and interest rates much higher than now. The average rate of interest on PWLB loans is currently running at 5.5% (6.0% HRA and 3.5% GF).
19. As well as PWLB loans, the council also has internal borrowing to support previous years' capital expenditure. The sum outstanding in internal

borrowing at 1 April 2015 was £209m (£25m HRA and £184m GF). Internal borrowing is temporary drawing of internal balances pending replacement with loans. Both PWLB loans and internal borrowing are being paid off. The general fund debt is being paid off as it matures by way of the minimum revenue provision (MRP) in accordance with the council's MRP policy as required by government guidance. The MRP policy itself is discussed further below. The HRA is also prudently paying off debt, lowering the interest draw and raising the headroom for new investment.

Debt management strategy

20. The council's capital programme is expanding and this year the HRA capital programme is expecting to draw on debt finance to secure investment in new housing, making existing properties warm dry and safe, and provide quality kitchens and bathrooms. Initially, up to £98m debt finance has been available for the programme. The amount actually required will be determined once the use of HRA reserves, capital receipts and grants and contributions is maximised. However, it would not involve the council taking any new loans, but instead be advanced to the HRA by drawing on existing PWLB debt held by the general fund at an average rate of 3.5%, close to historical lows and well below the 6.0% rate on existing HRA loans. This ensures the council, as a whole, does not suffer a significant financial loss by borrowing money before it is actually needed.
21. The degree to which HRA can rely on debt finance to support its capital programme is constrained by its indebtedness cap. The cap was introduced by the government in 2012 as part of HRA self-financing and for Southwark was fixed at £577m, a level judged serviceable from council rents. The government at the time wanted housing authorities to support its priority of bringing public spending down and contain growth in public borrowing from rent income. Should the HRA draw on the whole £98m debt finance, its indebtedness would rise but still remain well within the £577m indebtedness cap.
22. In 2016/17, £5m general fund debt matures and as in the current year the council is setting aside prudent sums to reduce financing liabilities by way of the minimum revenue provision and would not need to take on new funds to settle the maturing obligation. The council is also continuing to set-aside sums to reduce the HRA's financing liabilities and at the same time raise headroom for further capital investment as it becomes affordable.
23. Internal borrowing remains cheaper than loans from outside bodies (such as the PWLB or capital markets) and improves affordability of capital finance costs. The council expects to continue making use of such borrowing as resources permit but at the same time remains open to taking on loans to replace internal borrowing and manage exposure to interest rate volatility including that which may arise from uncertainty in the run-up to UK's referendum on EU membership promised by the Prime Minister David Cameron by the end of 2017. New loans may also be taken to fund capital expenditure where affordable or to prudently manage re-financing risks.
24. The council's debt is supported by prudential indicators, which include two statutory debt caps: the authorised limit on debt (determined by the council each year) and the limit on HRA indebtedness (determined by the government). These are discussed further at Appendix B.

25. Following the announcement of plans to transfer the lending functions carried out by the PWLB to another agency, the government has introduced provisions in the Infrastructure Act to enable it to abolish the PWLB. However, existing arrangements remain in place and any change would be subject to a consultation document yet to be published. The reform is directed at governance arrangements (i.e. the machinery of government) and no change to policy on lending to local authorities is expected. The PWLB is the dominant source of local authority borrowing and the council is watching developments with interest.
26. The municipal bond agency (Local Capital Finance Company) is an alternative to the PWLB. Some 60 councils have joined the Local Government Association (LGA) as investors in the agency. Southwark's own contribution is £200,000. The agency has been formally assessed by two ratings agencies and is ready to issue its first bond. It aims to lend at a lower rate than the PWLB by requiring borrowers to provide a joint and several guarantee, issuing in marketable size, and sourcing funds at low rates, such as from the European Investment Bank. However the agency also faces competitive pressure from other capital market participants who are interested in lending long term funds to local authorities. The council can consider loans from any source and any it takes will be from the cheapest source, bearing in mind loan covenants and flexibility.

Prudential Indicators

27. Local authority borrowing, investment and capital finance activity is supported by the Prudential Code for Capital Finance and the Treasury Management in the Public Services Code of Practice and Guidance published by the Chartered Institute of Public Finance and Accountancy, backed by the Local Government Act 2003. The codes introduced a series of indicators and limits, which the council assembly should agree annually. The indicators needing approval relate to 2016/17 to 2018/19 and are set out at appendix B. The indicators are of a technical nature and include a self imposed authorised limit on debt which the council assembly must determine each year. Approval will ensure that the council meets its obligations under the 2003 Act and that the strategic director of finance and governance can carry out his financial responsibilities in this area. The indicators do not affect existing budgets and will be updated over the course of 2016/17 to reflect activity.

Minimum Revenue Provision Statement

28. Government guidance on the minimum revenue provision (MRP) requires that the general fund set aside prudent sums to reduce debt and long term liabilities (such as PFI schemes) arising from capital spend and that the council produce a statement on its MRP policy. MRP costs fall on revenue budgets and run for many years into the future, usually over the period over which the expenditure provides benefit or the period over which the revenue grant supporting the expenditure runs for.
29. As government spending cuts continue to bear down on local authority finances and challenge the sector's capacity to meet its MRP obligations, councils are looking at how they may continue to make prudent MRP payments and at the same time improve affordability. A council may not change the total MRP it is liable for but may prudently modify the timing of payments to improve affordability and take account of individual spend and financing characteristics.

30. Southwark too is looking to improve MRP affordability amid funding cuts and updating its minimum revenue provision statement. The updated statement recommended for approval is set out at Appendix C. It replaces the existing MRP statement and will apply from 2015/16 and onwards. The updates improve the council's capacity to continue making prudent MRP provisions in the future as government funding losses become even more acute and demands on revenue and capital finance become more challenging. The council's auditors usually review MRP as part of their annual audit and the strategic director of finance and governance will consider comments they may wish to make.

SUPPLEMENTAL ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

31. The constitution determines that agreeing the treasury management strategy is a function of the council assembly and that review and scrutiny of strategies and policies is the responsibility of the audit and governance committee.
32. Financial standing orders require the strategic director of finance and governance to set out the treasury management strategy for consideration and decision by council assembly, and report on activity on a quarterly basis to cabinet and at mid and year-end to council assembly. Furthermore all executive and operational decisions are delegated to the strategic director of finance and governance.
33. The Local Government Act 2003 and supporting regulations require local authorities to determine annual borrowing limits and have regard to the Prudential Code for Capital Finance, and the Treasury Management in the Public Services Code of Practice and Guidance, published by the Chartered Institute of Public Finance and Accountancy, when considering borrowing and investment strategies, determining or changing borrowing limits or prudential indicators.
34. Section 15(1) of the 2003 Act requires a local authority "to have regard (a) to such guidance as the Secretary of State may issue". This guidance is found in the Department of Communities and Local Government Guidance on Local Authority Investments updated March 2010 and there is statutory guidance on the Minimum Revenue Provision (MRP) produced under amendments made to section 21(1A) of the 2003 Act by section 238(2) of the Local Government and the Public Involvement in Health Act 2007.
35. Members are advised to give approval to the recommendations, ensuring continuing compliance with Government guidance and CIPFA's codes.

BACKGROUND DOCUMENTS

Background Papers	Held at	Contact
None		

APPENDICES

No.	Title
Appendix A	Annual Investment Management Strategy 2016/17
Appendix B	Prudential Indicators - Recommended for Approval
Appendix C	Annual Minimum Revenue Provision Statement

AUDIT TRAIL

Lead Officer	Jennifer Seeley, Finance Director	
Report Author	Fay Hammond, Departmental Finance Manager, Corporate and Central Services	
Version	Final	
Version Date	25 January 2016	
Key Decision	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	N/A	N/A
Cabinet Member	Yes	Yes
Final Report Sent to Constitutional Team		11 February 2016

THE ANNUAL INVESTMENT MANAGEMENT STRATEGY 2016/17**BACKGROUND**

1. The guidance on local government investments produced by the Department of Communities and Local Government, updated in March 2010, requires that local authorities produce an annual investment strategy. The guidance promotes prudent management of investments with security and liquidity as priorities, while also considering yield.
2. Investments held as part of the council's pension fund are managed under a separate regulatory framework and are outside the scope of this strategy.
3. The strategy is to be published on the council's website.

INVESTMENT OBJECTIVES

4. The council's investment objectives are to preserve principal, provide liquidity and secure a reasonable return.
5. The council holds cash in the normal course of its business and any cash not immediately used in spend should be invested until needed. Investments should be managed prudently and fall within two categories: specified investments and non-specified investments, as set out in government guidance. Specified investments are investments up to one year, as detailed below, with high liquidity and credit quality. Non-specified investments, as set out below, are investments that exceed one year and so potentially more responsive to liquidity, credit and market factors.
6. Prudent exposure to non-specified investments can help raise the level and sources of investment returns over the long term and should be considered, having regard to prevailing credit and market conditions. Investment exposure shall be diversified and managed with due care and attention.
7. All investments should be denominated in GBP sterling, comply with credit standards and investment limits. Exposure to share capital that is treated as capital expenditure is outside the scope of this strategy.
8. The strategic director of finance and governance is responsible for this strategy and its management. Fund managers may be appointed to assist in advising or executing elements of the strategy. As at December 2015 the council's fund managers are: AllianceBernstein Ltd and Aberdeen Asset Managers Ltd.

SPECIFIED INVESTMENTS

9. Specified investments shall consist of investments with a remaining term of up to one year in the following categories. Actual exposure shall be subject to investment limits, be managed prudently and have regard to prevailing credit and market conditions.

Specified investments - in sterling, meeting credit standards and with remaining life not longer than 1 year	
A	Term deposits, accounts, certificates of deposit, commercial paper, senior unsubordinated notes, collateral backed lending, bills, bonds (including covered bonds) issued or guaranteed by: the UK government, supranational banks, foreign governments, quasi-sovereigns, UK local authorities, banks or UK building societies.
B	Money market funds and short duration low volatility enhanced cash funds rated AAA/Aaa/AAA (Fitch/Moody's/S&P) with stable or variable net asset values.

NON-SPECIFIED INVESTMENTS

10. Non-specified investments shall consist of investments with a remaining term exceeding one year in the following categories of investments. Actual exposure shall be subject to investment limits, be managed prudently and have regard to prevailing credit and market conditions.

Non-specified Investments - in sterling, meeting credit standards and with remaining life longer than 1 year	
A	Term deposits, accounts, certificates of deposit, commercial paper, senior unsubordinated notes, collateral backed lending, bills, bonds (including covered bonds) issued or guaranteed by: the UK government, supranational banks, foreign governments, quasi-sovereigns, UK local authorities, banks or UK building societies.

CREDIT STANDARDS

11. Credit risk, the risk that an entity with whom investments are held fails to meet its obligations to investors, shall be contained and credit ratings consulted.
12. The minimum credit ratings are set out in the tables and paragraphs below. While these ratings indicate a low risk of default and are well above the minimum regarded as investment grade, they may not always keep up with developments in turbulent markets (and do not in any case represent investment recommendations). Therefore, in managing exposure, attention should also be paid to developments in the financial and credit markets. Rating definitions are set out below.

A) Sovereign rating

Minimum long term sovereign rating from one of the three rating agencies		
Fitch Ratings	Moody's Investor Services	Standard & Poor's
AA-	Aa3	AA-

**B) Short and long term rating
- in addition to sovereign rating**

Issuer or issue rating, minimum from one of the three rating agencies		
Rating Agency	Minimum short term rating	Minimum long term rating
Fitch Ratings	F2	A-
Moody's Investor Services	P-2	A3
Standard & Poor's	A-2	A-

**C) Supranational banks, foreign sovereigns, quasi-sovereigns
and covered bonds**

Issuer or issue rating, minimum from one of the three rating agencies	
Rating agency	Minimum long term rating
Fitch Ratings	AA-
Moody's Investor Services	Aa3
Standard & Poor's	AA-

13. Credit requirements shall not apply to investments issued or guaranteed by the UK Government, nationalised entities, UK local authorities, the council's clearing bank (RBS) or the cash manager custodian bank (BNY Mellon). Local authorities are not usually rated, but the Local Government Act 2003 provides sanctions in the event that an authority fails to meet its liabilities to lenders.
14. Ratings shall be reviewed frequently and at least monthly. In the event of significant adverse rating changes, investments may be recalled prior to maturity where it would be prudent to do so.
15. The strategic director of finance and governance shall have discretion to vary minimum rating and limits in response to market developments, cash flow volatility or operational requirements where prudent to protect the council's interests.

INVESTMENT LIMITS

16. Investment exposure shall be subject to the following limits.

Investment limits, subject to overall constraints and minimum ratings		
	Issuer/Institution	Upper limits (percent or amount of council investment portfolio)
A	UK government	100% of all investments up to 1 year; 50% of all investments between 1 and 5.5 years
B	Foreign sovereign and supranational banks, minimum long term rating AAA/Aaa/AAA	Up to 5.5 years; £30m per issuer on portfolios up to £150m and 20% on portfolios above £150m
C	Foreign sovereigns, supranational banks and quasi-sovereigns, minimum long term rating AA-/Aa3/AA-	Up to 5.5 years; £15m per issuer on portfolios up to £150m and 10% on portfolios above £150m

Investment limits, subject to overall constraints and minimum ratings		
	Issuer/Institution	Upper limits (percent or amount of council investment portfolio)
D	Banks: long term rating A-/A3/A- and short term rating F2/P-2/A-2, subject to minimum long term sovereign rating AA-/Aa3/AA-	Total £30m per issuer including: £30m up to 1 year, of which up to £20m may be in covered bonds no longer than 5.5 years
E	UK local authorities	£10m per issuer, up to 1 year.
F	Money market funds above £3,000m in holdings	£50m per fund on portfolios up to £150m and 35% per fund on portfolios above £150m
G	Short duration low volatility enhanced cash funds above £1,000m in holdings	10% per fund
H	Sterling government money market funds above £200m in holdings	10% per fund
I	Royal Bank of Scotland (NatWest) and Bank of New York Mellon (custodian)	£75m per issuer and up to three months
J	Overall portfolio: maximum above 1 year maturity 50% maximum weighted average maturity 2 years (the maturity of floating rate instruments is treated as the next interest re-set date)	

RATING DEFINITIONS

17. Ratings are research based opinions of rating companies (Fitch Ratings, Moody's and Standard & Poor's) on the ability of an entity or security to meet financial commitments such as interest, preferred dividends and repayment of principal in accordance with their terms. Ratings do not constitute recommendations to buy, sell or hold any security, nor do they comment on the adequacy of market price, or the suitability of any security for a particular investor.

18. Fitch Long Term Rating

AAA	Highest credit quality. AAA ratings denote the lowest expectation of default risk. They are assigned only in cases of exceptionally strong capacity for payment of financial commitments. This capacity is highly unlikely to be adversely affected by foreseeable events
AA	Very high credit quality. AA ratings denote expectations of very low default risk. They indicate very strong capacity for payment of financial commitments. This capacity is not significantly vulnerable to foreseeable events.
A	High credit quality. A ratings denote expectations of low default risk. The capacity for payment of financial commitments is considered strong. This capacity may, nevertheless, be more vulnerable to adverse business or economic conditions than is the case for higher ratings.

19. The modifiers "+" or "-" may be appended to a rating to denote relative status within major rating categories.

20. The Fitch Short Term Rating

F1	Highest short-term credit quality. Indicates the strongest intrinsic capacity for timely payment of financial commitments; may have an added "+" to denote any exceptionally strong credit feature.
F2	Good short-term credit quality. Good intrinsic capacity for timely payment of financial commitments
F3	Fair short-term credit quality.

21. Moody's Long Term Rating

Aaa	Obligations rated Aaa are judged to be of the highest quality, with minimal credit risk.
Aa	Obligations rated Aa are judged to be of high quality and are subject to very low credit risk.
A	Obligations rated A are considered upper-medium grade and are subject to low credit risk.

22. Moody's appends numerical modifiers 1, 2, and 3 to each generic rating classification from Aa through Caa.

23. Moody's short-term ratings are opinions of the ability of issuers to honour short-term financial obligations.

P-1	Issuers (or supporting institutions) rated Prime-1 have a superior ability to repay short-term debt obligations.
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P-2	Issuers (or supporting institutions) rated Prime-2 have a strong ability to repay short-term debt obligations.
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24. Standard and Poor's (S&P) Long Term Rating

AAA	An obligation rated AAA has the highest rating assigned by S&P. The obligor's capacity to meet its financial commitment on the obligation is extremely strong.
AA	An obligation rated AA differs from the highest-rated obligations only to a small degree. The obligor's capacity to meet its financial commitment on the obligation is very strong.
A	An obligation rated A is somewhat more susceptible to the adverse effects of changes in circumstances and economic conditions than obligations in higher-rated categories. However, the obligor's capacity to meet its financial commitment on the obligation is still strong.

25. The ratings from AA to CCC may be modified by the addition of a plus (+) or minus (-) sign to show relative standing within the major rating categories.

26. Standard and Poor's (S&P) Short Term Rating

A-1	A short-term obligation rated A-1 is rated in the highest category by S&P. The obligor's capacity to meet its financial commitment on the obligation is strong. Within this category, certain obligations are designated with a plus sign (+). This indicates that the obligor's capacity to meet its financial commitment on these obligations is extremely strong.
A-2	A short-term obligation rated A-2 is somewhat more susceptible to the adverse effects of changes in circumstances and economic conditions than obligations in higher rating categories. However, the obligor's capacity to meet its financial commitment on the obligation is satisfactory.

PRUDENTIAL INDICATORS

BACKGROUND

- Capital finance, borrowing and investment arrangements are supported by a series of prudential indicators, drawn from the Prudential Code on Capital Finance for Local Authorities and the Treasury Management in the Public Services Code of Practice plus Guidance, published by CIPFA and updated in 2011. The Local Government Act 2003 requires that councils have regard to these codes.

PRUDENTIAL INDICATORS

- The prudential indicators are grouped into three broad areas: affordability and prudence, capital finance and treasury management. The 2014/15 indicators are shown as actuals, the latest current year projections are in the 2015/16 column and future estimates or limits are under the 2016/17 to 2018/19 columns. The indicators recommended for approval are the ones for 2016/17 to 2018/19. The indicators are of a technical nature and include a self imposed authorised limit on debt which the council assembly must determine each year. Approval will enable the strategic director of finance and governance to comply with the requirements of the 2003 Act and carry out his financial responsibilities in this area. Existing budgets take account of capital finance and treasury activities and the indicators themselves have no effect on those budgets.

INDICATORS ON AFFORDABILITY AND PRUDENCE

- Indicator one: estimates of the ratio of financing costs to net revenue stream

The financing ratio is a technical measure of the cost of financing capital expenditure (including PFI and leases) net of interest income as a proportion of revenue. Both the HRA and GF ratios include provisions to pare down financing liabilities.

Financing Ratios	2014/15 Actual	2015/16 Projection	2016/17 Estimate	2017/18 Estimate	2018/19 Estimate
HRA	24%	17%	17%	17%	17%
GF	8%	8%	8%	8%	8%

- Indicator two: estimates of the incremental impact of capital investment on the council tax and housing rents

This is a measure of the effect of capital spend proposals on the council tax and HRA rents. No increase in either is sought as a result of the programme and spend is managed within anticipated resources.

Notional Rent or Council Tax Increases	2015/16	2016/17	2017/18	2018/19
Weekly housing rent increase as a result of capital programme	Nil	Nil	Nil	Nil
Council tax band D increase as a result of capital programme	Nil	Nil	Nil	Nil

INDICATORS ON CAPITAL FINANCE

Indicator three: debt and capital financing requirement

6. The CFR is a measure of capital expenditure financed through borrowing and long term liabilities (e.g. PFI). The level of gross debt should normally not exceed the CFR except over a short period.
7. The maximum gross debt over the nine months into 2015/16 was £469m and remained below the £855m CFR on account of cash balances, internal borrowing and PFI transactions.

Indicator four: estimates of capital expenditure

8. The estimated capital expenditure for 2016/17 to 2018/19 drawing on latest monitoring is set out below and will be updated over the course of 2016/17 as timing of spend and financing becomes more certain.

Capital Expenditure	2014/15 Actual £m	2015/16 Projection £m	2016/17 Estimate £m	2017/18 Estimate £m	2018/19 Estimate £m
HRA	169	266	257	163	152
GF	101	94	172	154	30
Total £m	270	360	429	317	182

Indicator five: actual and estimates of capital financing requirements.

9. The capital financing requirement (CFR) reflects balances in borrowing and long term liabilities (e.g. PFI) to fund capital spend.

CFR At year end	2014/15 Actual £m	2015/16 Projection £m	2016/17 Estimate £m	2017/18 Estimate £m	2018/19 Estimate £m
HRA	401	418	551	564	564
General Fund	391	380	365	355	340
Total	792	798	916	919	904

INDICATORS ON TREASURY MANAGEMENT

Indicator six: HRA limit on indebtedness

10. This is a limit on HRA capital financed by debt and long term liabilities determined by the government. The indebtedness limit for 2016/17 is £577m (unchanged since 2012/13). The actual HRA debt and long term liabilities at 1 April 2015 stood at £401m and is expected to close the year at £418m.

Indicator seven: actual debt and the authorised limit and operational boundary

11. These are limits the council determine to accommodate debt, internal borrowing and long term liabilities. The lower limit is the operational boundary and takes account of existing positions, debt repayments, replacement of internal borrowing and re-financing. The higher limit is the authorised limit and enables additional debt to be taken for very short periods in the interest of prudence within a risk controlled framework. The authorised limit from 2016/17 is the total limit on borrowing and long term liabilities that local authorities have to determine under the Local Government Act 2003 and is some 10% above estimated CFR.

Operational Boundary and Authorised Limits for External debt	2014/15 Actual Max	2015/16 Latest Proj Max.	2015/16 Limit £m	2016/17 Limit £m	2017/18 Limit £m	2018/19 Limit £m
Operational Boundary for Debt						
Borrowing	475	469	705	780	765	745
Other long term liabilities	114	109	120	120	115	110
Total Operational (*) £m	589	578	825	900	880	855
Authorised Limit for Debt -						
Borrowing	475	469	740	815	800	780
Other long term liabilities	114	109	125	125	120	115
Total Authorised (*) £m	589	578	865	940	920	895

Note * - As before, the strategic director of finance and governance shall have discretion to allow activity to go outside the operational boundary and vary the mix between long term liabilities and debt should it be prudent. Activity must nevertheless remain within the overall authorised limit.

Indicator eight: gross and net debt

12. This is an indicator of the upper limit on net debt (i.e. gross debt less investments) as a percentage of gross debt. The net debt is currently lower than the gross as revenue balances, provisions and working capital are held in investments. To ensure the funds are available when they are needed, the upper limit on net debt as a percentage of gross debt is 100%.

	2014/15 Max	2015/16 Max to Dec 2015	2015/16 Limit	2016/17 Limit	2017/18 Limit	2018/19 Limit
Upper Limit on Net Debt as a % of Gross Debt	65%	64%	100%	100%	100%	100%

Indicator nine: adoption of the cipfa code of practice on treasury management in the public services

13. This indicator concerns the adoption of the Treasury Management in the Public Services Code of Practice issued by CIPFA. The council adopted the 2009 code at its meeting in February 2010. The 2011 code is an update and basic principles remain unchanged.

Indicators ten to twelve: upper limits on fixed rates, upper limits on variable rates and maturity limits

14. The fixed and variable rate limits draw on the authorised debt limit and the maturity limit accommodates existing debt with flexibility to carry out refinancing, including replacing internal borrowing and maturing debt with external loans, where prudent. The upper maturity limits across maturity bands in 2016/17 are higher than the ones for the current year in view of growth in the capital financing requirement. Actual activity is subject to capital financing requirements and developments in funding markets and is only carried out within a risk controlled framework under existing financial delegation.

LIMITS ON FIXED AND VARIABLE RATES	2014/15 Maximum Actual £m	2015/16 Max to Dec 2015 £m	2015/16 Limit £m	2016/17 Limit £m	2017/18 Limit £m	2018/19 Limit £m
Upper limit for fixed interest rate exposure	475	475	740	815	800	780
Upper limit for variable rate exposure	0	0	185	205	200	195

Maturity structure of fixed rate borrowing at start of year	2015/16 Actual at start of year	2015/16 Lower Limit	2015/16 Upper Limit	2016/17 Lower Limit	2016/17 Upper Limit
Under 12 months	1%	0%	20%	0%	20%
12 months and within 24 months	1%	0%	20%	0%	20%
24 months and within 5 years	5%	0%	30%	0%	40%
5 years and within 10 years	19%	0%	40%	0%	60%
10 years and within 20 years	28%	0%	50%	0%	60%
20 years and within 30 years	6%	0%	50%	0%	60%
30 years and within 40 years	33%	0%	50%	0%	60%
40 years and within 50 years	7%	0%	50%	0%	60%

Indicator thirteen: total principal sums invested for periods longer than one year.

15. This indicator caps maximum exposure to longer investments whilst recognising that such investments can help secure additional yield within a risk controlled framework. From 2015/16 the overall average life of investments is limited to 2 years as referred to in the annual investment strategy and recent exposure has remained cautious in view of market volatility.

Upper limit on investments greater than one year	2014/15 Actual	2015/16 Latest Position	2015/16 Limit	2016/17 Limit
Upper limit / Actual	investments greater than one year under 20%	Investments greater than one year under 20%	Up to 50% of investments greater than one year	Up to 50% of investments greater than one year
	Overall maximum under 1 year	Overall maximum under 1 year	Overall average maturity 2 years	Overall average maturity 2 years

ANNUAL MINIMUM REVENUE PROVISION STATEMENT

BACKGROUND

1. Under the Local Authorities (Capital Finance and Accounting) (England) Regulations 2003, a local authority is required to charge a minimum revenue provision (MRP) annually to its revenue account in respect of capital financing obligations that arise in that year or arose in any prior year. Capital financing obligations represent debt or long term liabilities taken to fund capital expenditure.
2. Amendments to section 21(1(A)) of the Local Government Act 2003 and the statutory guidance on the minimum revenue provision made thereunder, recommend that councils produce a policy on making prudent MRP each year.
3. The MRP policy recommended for approval by council assembly is set out below.

ANNUAL MINIMUM REVENUE PROVISION STATEMENT

4. This statement covers the level of minimum revenue provision (MRP) that the council shall determine prudent to reduce debt and long term liabilities arising from capital expenditure. Additional provision to reduce the balance on capital financing obligations is also set out herein.
5. In calculating the MRP, the council shall consider the guidance on MRP issued by the Secretary of State. This statement is effective from 2015/16, the current year, and onwards, and replaces previous statements for that year. Any change to this statement requires council assembly approval.

General Fund Supported Capital Expenditure or Capital Expenditure incurred before 1 April 2008.

6. In relation to capital expenditure for which support forms part of the calculation of revenue grant by the government or any capital expenditure incurred before 1 April 2008, the MRP shall be calculated in accordance with the Local Authorities (Capital Finance and Accounting) Regulations 2003 as if it had not been revoked. In arriving at that calculation, the capital financing requirement shall be adjusted as described in the guidance.
7. In addition, the calculation method and the rate or the period of amortisation referred to in the guidance may be varied by the strategic director of finance and governance in the interest of affordability.

General Fund Self- Financed Capital Expenditure from 1 April 2008.

8. Where capital expenditure incurred from 1 April 2008 is on an asset financed wholly or partly by self-funded borrowing, the MRP is to be made in instalments over the life of the asset. The calculation method and the rate or the period of amortisation shall be determined by the strategic director of finance and governance.
9. The strategic director of finance and governance shall determine how much and which capital expenditure is funded from borrowing and which from other sources. Where expenditure is only temporarily funded from borrowing in any one financial year and it is intended that its funding be replaced with other

sources by the following year, no MRP shall apply. Nor shall any annual MRP apply where spend is anticipated to be funded from capital receipts or grants due in the future but is in the meantime funded from borrowing, subject to a maximum of three years or the year the receipt or grant is actually received, if sooner.

10. The asset life method shall also be applied to borrowing to meet expenditure from 1 April 2008 which is treated as capital expenditure by virtue of either a direction under section 16(2) of the 2003 Act or regulation 25(1) of the 2003 Regulations. The strategic director of finance and governance shall determine the asset life. When borrowing to construct an asset, the asset life may be treated as commencing in the year the asset first becomes operational and postpone MRP until that year.
11. In the case of finance leases, on balance sheet private finance initiative contracts or other credit arrangements, MRP shall be the sum that writes down the balance sheet liability.
12. Where capital expenditure involves repayable loans or grants to third parties no MRP is required where the loan or grant is repayable.
13. Where capital expenditure involves a variety of different types of works and assets, the period over which the overall expenditure is judged to have benefit over shall be considered as the life for MRP purposes. Expenditure arising from or related or incidental to major elements of a capital project may be treated as having the same asset life for MRP purposes as the major element itself. An estimate of the life of capital expenditure may also be made by reference to a collection or grouping of expenditure type or types.
14. A prudent level of MRP on any significant asset or expenditure may be assessed on its own merits or in relation to its financing characteristics in the interest of affordability or financial flexibility.
15. The strategic director of finance and governance has delegated responsibility for implementing the Annual Minimum Revenue Provision Statement and executive, managerial, operational and financial discretion to determine MRP and any practical interpretation issues.
16. The strategic director of finance and governance may make additional revenue provisions, over and above those set out above, and set aside capital receipts, balances or reserves to discharge financing liabilities for the proper management of the financial affairs of the HRA or the general fund. The strategic director of finance and governance may make a capital provision in place of any revenue MRP provision.

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MUNICIPAL YEAR 2015/16**

NOTE: Original held by Constitutional Team; all amendments/queries to
Lesley John Tel: 020 7525 7228

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