# SERVICE COMMITTEE REVIEW OF DRAFT REVENUE BUSINESS PLANNING PROPOSALS FOR 2018-19 TO 2022-23

To: Commercial and Investment Committee

Meeting Date: 20th October 2017

From: Chris Malyon: Chief Finance Officer

Electoral division(s): All

Forward Plan ref: Not applicable Key decision: No

Purpose: This report provides the Committee with an overview of the

draft Business Plan Revenue Proposals that are within the

remit of the Commercial and Investment Committee.

Recommendation: a) It is requested that the Committee note the overview and

context provided for the 2018-19 to 2022-23 Business

Plan revenue proposals for the Committee.

b) It is requested that the Committee comment on the draft

revenue proposals that are within the remit of the Commercial and Investment Committee for 2018-19 to

2022-23.

	Officer contact:	Chairm	an contact:
Name:	Chris Malyon	Name:	Councillor Josh Schumann
Post:	Chief Finance Officer	Post:	Committee Chairman
Email:	Chris.malyon@cambridgeshire.gov.uk	Email:	joshua.schumann@hotmail.co.uk
Tel:	01223 699241		

#### 1. OVERVIEW

1.1 The Council's Business Plan sets out how we will spend the resources we have at our disposal to achieve our vision and priorities for Cambridgeshire, and the outcomes we want for people.



- 1.2 To ensure we deliver this agenda, our focus is always on getting the maximum possible value for residents from every pound of public money we spend and doing things differently to respond to changing needs and new opportunities. The Business Plan therefore sets out how we aim to provide better public services and achieve better results for communities whilst responding to the challenge of reducing resources.
- 1.3 Like all Councils across the country, we are facing a major challenge. Demand is increasing and funding is reducing at a time when the cost of providing services continues to rise significantly due to inflationary and demographic pressures. Through our FairDeal4Cambs campaign we are currently linking with the 39 Shire County areas who make up membership of the County Council's Network and who are raising the issue of historic underfunding of Shire Counties with our MPs and through them with Government. As the fastest growing County in the country this financial challenge is greater in Cambridgeshire than elsewhere. We have already delivered £186m of savings over the last 5 years and have a strong track record of value for money improvements which protect front line services to the greatest possible extent. However we know that there will be diminishing returns from existing improvement schemes and that the substantial pressure on public finances remains. It is therefore clear that we need to work more closely with local communities to help them help themselves as well as going further and faster in redesigning the way we commission and deliver services.
- 1.4 As such our Business Plan recognises the scale of change needed and proposes a significant programme of change across our services, with our partners and, crucially, with our communities. To support this we have a dedicated transformation fund, providing the resource needed in the short term to drive the change we need for the future.

- 1.5 As the scope for traditional efficiencies diminishes our plan is increasingly focused on a range of more fundamental changes to the way we work. Some of the key themes driving our thinking are;
  - Income and Commercialisation identifying opportunities to bring in new sources of income which can fund crucial public services without raising taxes significantly and to take a more business-like approach to the way we do things in the council. (it might be too late to change this as other reports have gone but would have preferred the focus on commercialism being to mitigate the implications of the financial pressures facing the Council rather than reference to avoiding the need to raise taxes partly because we are and partly because I want them to raise them more!
  - <u>Strategic Partnerships</u> acting as 'one public service' with our partner organisations in the public sector and forming new and deeper partnerships with communities, the voluntary sector and businesses. The aim being to cut out duplication and make sure every contact with people in Cambridgeshire delivers what they need now and might need in the future.
  - <u>Demand Management</u> working with people to help them help themselves or the person they care for e.g. access to advice and information about local support and access to assistive technology. Where public services are needed ensuring support is made available early so that people's needs don't escalate to the point where they need to rely heavily on public sector support in the long term– this is about supporting people to remain as healthy and independent as possible for as long as possible.
  - <u>Commissioning</u> ensuring all services that are commissioned to deliver the outcomes people want at the best possible price – getting value for money in every instance.
  - Modernisation ensuring the organisation is as efficient as possible and as much of the Council's budget as possible is spent on front line services and not back office functions taking advantage of the latest technologies and most creative and dynamic ways of working to deliver the most value for the least cost.
- 1.6 The Council continues to undertake financial planning of its revenue budget over a five year period which creates links with its longer term financial modelling and planning for growth. This paper presents an overview of the proposals being put forward as part of the Council's draft revenue budget, with a focus on those which are relevant to this Committee. Increasingly the emerging proposals reflect joint proposals between different directorate areas and more creative joined up thinking that recognise children live in families and families live in communities, so many proposals will go before multiple Committees to ensure appropriate oversight from all perspectives.
- 1.7 Funding projections have been updated based on the latest available information to provide a current picture of the total resource available to the Council. At this stage in the year, however, projections remain fluid and will be reviewed as more accurate data becomes available.

- 1.8 Equally as our proposals become more ambitious and innovative, in many instances they become less certain. Some proposals will deliver more or less than anticipated, equally some may encounter issues and delays and others might be accelerated if early results are promising. To manage this we need to incorporate some changes to our business planning approach, specifically;
  - We want to develop proposals which exceed the total savings/income requirement – so that where some schemes fall short they can be mitigated by others and we can manage the whole programme against a bottom-line position
  - We aim to establish a continual flow of new proposals into the change programme – moving away from a fixed cycle to a more dynamic view of new thinking coming in and existing schemes and estimates being refined
  - A managed approach to risk with clarity for members about which proposals have high confidence and certainty and which represent a more uncertain impact
- 1.9 The Committee is asked to comment on these initial proposals for consideration as part of the Council's development of the Business Plan for the next five years. Draft proposals across all Committees will continue to be developed over the next few months to ensure a robust plan and to allow as much mitigation as possible against the impact of these savings. Therefore these proposals may change as they are developed or alternatives found.
- 1.10 Committees will receive an update to the revenue business planning proposals in December at which point they will be asked to endorse the proposals to GPC as part of the consideration for the Council's overall Business Plan.

# 2. BUILDING THE REVENUE BUDGET

- 2.1 Changes to the previous year's budget are put forward as individual proposals for consideration by committees, General Purposes Committee and ultimately Full Council. Proposals are classified according to their type, as outlined in the attached Table 3, accounting for the forecasts of inflation, demand pressures and service pressures, such as new legislative requirements that have resource implications, as well as savings.
- 2.2 The process of building the budget begins by identifying the cost of providing a similar level of service to the previous year. The previous year's budget is adjusted for the Council's best forecasts of the cost of inflation, the cost of changes in the number and level of need of service users (demand) and proposed investments. Should services have pressures, these are expected to be managed within that service where possible, if necessary being met through the achievement of additional savings or income. If it is not possible, particularly if the pressure is caused by legislative change, pressures are considered corporately. It should be noted, however, that there are no additional resources and therefore this results in an increase in the level of savings that are required to be found across all Council Services. The total expenditure level is compared to the available funding and, where this is insufficient to cover expenditure, the difference is the savings/income

requirement to be met through transformational change, and or, savings projects in order to achieve a set of balanced proposals.

2.3 The budget proposals being put forward include revised forecasts of the expected cost of inflation following a detailed review of inflation across all services at an individual budget line level. Inflation indices have been updated using the latest available forecasts and applied to the appropriate budget lines. Inflation can be broadly split into pay, which accounts for inflationary costs applied to employee salary budgets, and non-pay, which covers a range of budgets, such as energy, waste, etc. as well as a standard level of inflation based on government Consumer Price Index (CPI) forecasts. All inflationary uplifts require robust justification and as such general inflation was assumed to be 0%. Key inflation indices applied to budgets are outlined in the following table:

Inflation Range	2018-19	2019-20	2020-21	2021-22	2022-23
Standard non-pay inflation (CPI)	2.2%	2.0%	2.0%	2.0%	2.0%
Other non-pay inflation (average of multiple rates)	3.5%	2.3%	1.7%	1.7%	1.7%
Pay (admin band)	1.0%	1.0%	1.0%	1.0%	1.0%
Pay (management band)	1.0%	1.0%	1.0%	1.0%	1.0%
Employer pension contribution (average of admin and management band)	-1.3%	-0.2%	0.8%	0.8%	0.8%

2.4 Forecast inflation, based on the above indices, is as follows:

Service Block	2018-19	2019-20	2020-21	2021-22	2022-23
People and Communities (P&C)	2,197	2,659	2,673	2,673	2,673
Economy, Transport and Environment (ETE)	1,086	1,267	849	874	853
ETE (Waste Private Finance Initiative)	856	918	971	953	945
Public Health	16	19	24	24	24
Corporate and Managed Services	279	128	138	138	138
LGSS Operational	72	88	114	114	114
Total	4,506	5,079	4,769	4,776	4,747

2.5 A review of demand pressures facing the Council has been undertaken. The term demand is used to describe all anticipated demand changes arising from increased numbers (e.g. as a result of an ageing population, or due to increased road kilometres) and increased complexity (e.g. more intensive packages of care as clients age). The demand pressures calculated are:

Service Block	2018-19 £'000	2019-20 £'000	2020-21 £'000	2021-22 £'000	2022-23 £'000
People and Communities (P&C)	6,693	7,115	7,583	7,626	8,415
Economy, Transport and Environment (ETE)	269	265	267	265	271
Total	6,962	7,380	7,850	7,891	8,686

2.6 The Council is facing some cost pressures that cannot be absorbed within the base funding of services. Some of the pressures relate to costs that are associated with the introduction of new legislation and others as a direct result of contractual commitments. These costs are included within the revenue tables considered by service committees alongside other savings proposals and priorities:

Service Block / Description	2018-19 £'000	2019-20 £'000	2020-21 £'000	2021-22 £'000	2022-23 £'000
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P&C: Children's Change Programme	886	0	0	0	0
P&C: Legal	400	0	0	0	0
P&C: Adoption	367	0	0	0	0
P&C: DSG Contribution to Combined Budgets	3,612	0	0	0	0
ETE: Cambridgeshire and Peterborough Minerals and Waste Local Plan	108	0	-54	-54	0
ETE: Waste PFI	1,175	0	0	0	0
ETE: Removal of P&R charges	1,200	0	0	0	0
ETE: Ely Archives Centre	0	78	0	0	0
ETE: Norwich Tech Partnership Contribution	25	0	0	0	0
ETE: Guided Busway Defects	1,100	200	-1,300	0	0
ETE: Coroner Service	95	0	0	0	0
CS: Commercial approach to contract management	340	0	0	0	0
	Existing	Pressures Broug	ht Forward		
P&C: Fair Cost of Care and Placement Costs	0	1,500	2,500	1,000	0
P&C: Impact of National Living Wage on Contracts	3,770	3,761	3,277	0	0
P&C: Local Housing	0	412	595	199	0

		I			
Allowance					
limits - impact					
on supported					
accommodation					
P&C: Children					
Innovation and	50	0	0	0	0
Development	00	0	· ·	· ·	o
Service					
P&C: Multi					
Systemic	63		0	0	0
Therapy (MST)					
ETE: Libraries					
to serve new	0	0	49	0	0
developments					
CS: Contract	0	2,000	0	0	0
mitigation	0	2,000	0	0	0
A&I:					
Renewable	4	5	4	5	0
energy -	7	3	_	3	o
Soham					
Professional					
and					
Management	84	0	0	0	0
Pay Structure -					
combined					
Impact of					
National Living					
Wage on CCC	18	74	174	174	174
employee costs					
(combined)					
Total	-	-	-	-	-

#### 3. SUMMARY OF THE DRAFT REVENUE BUDGET

3.1 In order to balance the budget in light of the cost increases set out in the previous section and reduced Government funding, savings or additional income of £37.2m are required for 2018-19, and a total of £85m across the full five years of the Business Plan. The following table shows the total level of savings necessary for each of the next five years, the amount of savings attributed from identified savings and the residual gap for which saving or income has still to be found:

Service Block	2018-19 £'000	2019-20 £'000	2020-21 £'000	2021-22 £'000	2022-23 £'000
Total Saving Requirement	37,169	23,614	14,221	3,862	5,951
Identified Savings	-25,433	-3,961	-2,304	-581	-278
Identified additional Income Generation	-6,196	-1,712	542	-201	-13
Residual Savings to be identified	5,540	17,941	12,459	3,080	5,660

3.2 As the table above shows there is still a significant level of savings or income to be found in order to produce a balanced budget for 2018-19. While actions are being taken to close the funding gap, as detailed below, it must be acknowledged that the proposals already identified are those with the lower risk and impact profiles and the further options being considered are those considered less certain, or with greater impact.

- 3.3 The actions currently being undertaken to close the gap are:
  - Reviewing all the existing proposals to identify any which could be pushed further – in particular where additional investment could unlock additional savings
  - Identifying whether any longer-term savings can be brought forward
  - Reviewing the full list of in-year and 2018-19 pressures developing mitigation plans wherever possible to reduce the impact of pressures on the savings requirement
  - Bringing more ideas into the pipeline this work will continue to be led across service areas recognising that it is the responsibility of all areas of the Council to keep generating new proposals which help meet this challenge. This ongoing focus on finding new ways of working includes the new programme of 'outcomes focused reviews' which have been commissioned in priority areas; this means looking in-depth at services where it is considered further savings or opportunities for creating additional income may be possible
- 3.4 There are also a number of risks or assumptions which are not included in the numbers above, or accompanying tables. These will be incorporated (as required) as the Business Plan is developed and the figures can be confirmed:
  - While the Business Plan includes a pressure relating to the increase in the National Living Wage, the phasing of this increase has not been confirmed. Once this is known the pressure will be updated to reflect this.
  - The result of schools funding reforms, in particular the control of the Dedicated Schools Grant shifting further toward individual schools, is still under discussion and the significant current pressure will be updated as the outcome of this discussion becomes clear.
  - Movement in current year pressures Work is ongoing to manage our in-year pressures downwards however any change to the out-turn position of the Council will impact the savings requirement in 2018-19. This is particularly relevant to demand led budgets such as children in care or adult social care provision.
  - Due to the level of reduction in Government grants in later years the Council did not take the multi-year settlement offered as part of the 2015 Spending Review. As such there is some uncertainty around the accuracy of our funding assumptions which will become clearer after the Government's Autumn Budget is announced on November 22<sup>nd</sup> and the Local Government Finance settlement due in mid-December.
- 3.5 In some cases services have planned to increase income to prevent a reduction in service delivery. For the purpose of balancing the budget these two approaches have the same effect and are treated in the same way.

- 3.6 This report forms part of the process set out in the Medium Term Financial Strategy whereby the Council updates, alters and refines its revenue and capital proposals in line with new savings targets. New proposals are developed across Council to meet any additional savings requirement and all existing schemes are reviewed and updated before being presented to service committees for further review during December.
- 3.7 The level of savings required is based on a 2% increase in Council Tax, through levying the Adults Social Care precept in, but a 0% general Council Tax increase. It should be noted that the Government has only confirmed that ASC precept will be available up to and including 2019-20. For each 1% more or less that Council Tax is changed, the level of savings required will change by approximately +/-£2.5m.
- 3.8 There is currently a limit on the increase of Council Tax to 1.99%, above which approval must be sought from residents through a positive vote in a local referendum. It is estimated that the cost of holding such a referendum would be around £100k, rising to as much as £500k should the public reject the proposed tax increase (as new bills would need to be issued).
- 3.9 Following October and December service committees, GPC will review the overall programme in December, before recommending the programme in January as part of the overarching Business Plan for Full Council to consider in February

# 4. OVERVIEW OF DRAFT REVENUE PROGRAMME UNDER THE REMIT OF THE COMMERCIAL AND INVESTMENT COMMITTEE

- 4.1 Through business planning we work to drive maximum value from the Cambridgeshire pound and ensure we can continue to provide good services to communities despite cost and funding pressures. To deliver this we are committed to;
  - investing in our services to transform them, delivering better outcomes and reduced demand
  - Investing in commercial opportunities which bring in a good financial return to the council whilst balancing risk and rewards
  - transforming the way we work making improvements to how we manage our business, our people and our money
  - getting better at managing the contracts we have with suppliers and external providers
  - developing new and deeper partnerships bringing benefits for all
  - only considering reducing services as a last resort
- 4.2 The inclusion of a discrete focus on commercial opportunities is a comparatively recent and emerging element of our strategy. It is something that more and more local authorities are paying close attention to as they respond to their financial challenges, recognising that the scope for further financial efficiency is potentially now reaching the point of diminishing returns. A recent survey undertaken by Localis showed that entrepreneurial activities currently make up 6% of council budgets. However respondents indicated that

by 2020 this figure will rise to 18% - a sum potentially worth upwards of £27bn. It was estimated that this would generate up to £2bn of additional income each year; a sum equivalent to £100 off each 2019/20 council tax bill. The work of the Commercial and Investment Committee has highlighted the scope for further commercial opportunities for the County Council and has expressed the view that we could, and should, push this agenda with greater ambition. So for 2018/19 and beyond we are anticipating that commercial and income generating proposals will form a significant part of our response to the funding gap — with our ability to create a commercial return underpinning our ability to continue to invest in the services which our communities need.

4.3 The paragraphs below provide an overview of the emerging proposals for 2018/19 within the remit of the Commercial and Investment Committee. At this stage they represent draft figures and the business cases (attached as an appendix) will be updated further – with revised figures and information due to be presented again to the December meeting of the Committee.

## 4.4 F/R 7.110 COMMERCIAL INVESTMENTS (income target £3000k)

This is the most significant new scheme for 2018/19. The proposal is to develop an appropriately balanced commercial investment portfolio across a range of opportunities. The local authority is currently able to take advantage of attractive borrowing rates allowing it to invest in going concerns, new ventures, property, trading markets and a range of other areas and still deliver a return over and above the borrowing costs incurred. As well as providing finance, the local authority can offer prospective commercial partners access to a range of potential markets, links to existing business networks, the use of our asset base and our skills and capacity. An initial working estimate of £3m net benefit has been identified as the target for 2018/19. To secure this kind of return will entail a significant initial borrowing outlay - in the region of £80m -£100m and the development of a portfolio of investments which includes schemes offering a prompt return. It is recognised that the level of potential return is directly linked to the organisation's appetite for risk. This will be best managed by developing a portfolio with a mix of types and sizes of investment and a range of different levels of risk within the total – however, by its nature, the actual return will be somewhat uncertain. The final target figure will need to be determined once the work has progressed further and we have a set of potential investments to consider. Recognising the uncertainty, it is proposed that the total target value for business planning is set at the more prudent end of the likely range – so as not to create an over-reliance within the total budget on this approach. The current estimate of £3m is judged to be a realistic and achievable target at this point.

We will need to bring in additional commercial investment expertise to deliver on this work and help us identify the appropriate portfolio. We will shortly be going out to the market to seek an investment partner with strong experience in this area and the Committee has established a working group to oversee the identification of the partner and then the work to develop the portfolio of investments. By the time of the December Committee we should be in a position to provide a more detailed assessment of the size of the opportunity through this work, the options available and the associated benefits and risks. We would look to identify a commercial partner who was willing to work to

upskill our current staff cohort – offering us knowledge transfer as part of the process.

# 4.5 <u>A/R 7.107 Optimising Existing Traded Services (income target £500K in 2018/19)</u>

Over the next year, we have committed to reviewing our portfolio of services so that we are clear about the outcomes we are aiming for, clear about every services' contribution to these outcomes and clear that we are delivering these outcomes in the most cost effective and commercially advantageous ways. This will be delivered through a programme of Outcome Focused Reviews. A number of Outcome Focused Reviews have been commissioned for existing traded services to explore their potential for generating additional income and improving their impact on outcomes The reviews cover Cambridgeshire Catering and Cleaning Services (CCS), Outdoor Centres, Professional Service Centres, Education ICT and Cambridgeshire Music. The aim of the reviews is to identify improved benefits including but not limited to:

- · cost recovery
- increased surplus
- · alternative delivery models
- sustainability
- · increasing market share

At this stage the £500k figure is an estimated total from all of the reviews rather than a confirmed business case assessment of the potential opportunity. Our judgement is that there will be strong potential for additional income generation through this work, but the reviews are at an early stage and we do not yet know what the recommended final model and outcome of each review will be. As the reviews progress we will provide further updates to the committee on each individually and in the final business plan these schemes will be reflected separately.

### 4.6 C/R 7.101 External Funding (18/19 income target £200K)

There is evidence to suggest that we can achieve more income through a range of approaches which generate additional external funding. This includes advertising, sponsorship, crowdfunding, social finance, private investors and time-banking. A Cambridgeshire lottery could possibly generate significant funding towards local good causes that may offset some of our existing grants to local charities who help us to achieve our strategic outcomes. We also know that our business partners, are keen to invest in Cambridgeshire. The most significant external funding income opportunities for 2018/2019 are likely to be through advertising, sponsorship and private investors at a likely maximum total income of £200k. There are a number of opportunities for both advertising and sponsorship/private investment where the potential income has not yet been fully scoped out, but work is underway to fully realise this. This scheme is being managed as a discrete programme of work across the

organisation – with the £200k being made up of individual smaller amounts form across a range of services.

### 4.7 F/R.7.109 Maximising Returns on the Farms Estate (income target £500K)

We will invest further in our farms estates to achieve additional income from commercial opportunities.

Cambridgeshire County Council has the largest county farms estate in the UK. In the past year we have launched successful schemes such as the Soham solar farm and this proposal considers more income generating schemes along these lines to increase our returns in the coming years. The total benefit may come from a range of approaches including:

- using land assets for renewable energy initiatives (i.e. solar or wind farms)
- providing waste management services
- increasing income from rent by investing in the estate
- selling part of their portfolio to existing tenants so that the funds generated can contribute towards council savings targets

The Commercial Board has agreed to form a dedicated working group to explore this business case further and that we will also use the Outcome Focused Review approach to consider our model. Initial workshops to scope the review will be completed in early October with a proposal going to the Commercial and Investment Committee in early 2018.

# 4.8 <u>G/R 7.002 Housing Schemes – Cambridgeshire Housing and Investment Company (CHIC)</u>

Last year we established the Cambridgeshire Housing and Investment Company as our vehicle to develop sites into commercial housing developments – returning regular capital receipts and an ongoing revenue benefit to the local authority. The net revenue benefit to the local authority for 2018/19 is expected to be £5922k, based on £7.223k of loan repayments from CHIC, against the repayment cost of borrowing from Public Works to the local authority of £1301k. This assumption is built into the base of the budget model (rather than appearing as a new saving/income line in the tables) – but if the programme to develop sites proceeds at greater scale or pace than originally envisaged then there may be an opportunity to improve the total benefit – and so contribute to the Council's funding challenge for 2018/19. Recently initial discussions have begun with CHIC about whether there is the potential to accelerate the development pipeline and so as these discussions progress further updates will be provided to the Committee.

### 5. NEXT STEPS

December	Service Committees will review draft proposals again, for recommendation to General Purposes Committee
December	General Purposes Committee will consider the whole draft Business Plan for the first time

January	General Purposes Committee will review the whole draft Business Plan for recommendation to Full Council
February	Full Council will consider the draft Business Plan

#### 6. ALIGNMENT WITH CORPORATE PRIORITIES

# 6.1 Developing the local economy for the benefit of all

By maximising income through commercial activities, the council will form close relationships with local businesses which sustain local jobs in and around Cambridgeshire.

# 6.2 Helping people live healthy and independent lives

There are no significant implications for this priority

# 6.3 Supporting and protecting vulnerable people

There are no direct implications for vulnerable people, however the strategy to secure additional income mitigates the need for service reductions – which could otherwise have an impact on vulnerable groups.

### 7. SIGNIFICANT IMPLICATIONS

# 7.1 Resource Implications

The proposals set out the response to the financial context described in section 4 and the need to change our service offer and model to maintain a sustainable budget. The full detail of the financial proposals and impact on budget is described in the financial tables of the business plan, attached as an appendix. The proposals seek to ensure that we make the most effective use of available resources and are delivering the best possible services given the reduced funding.

# 7.2 Statutory, Legal and Risk Implications

The implications will be set out fully in the business cases associated with each of the proposals - fuller business cases will be provided to the December Committee meeting. The legal and risk implications of developing a commercial acquisitions strategy are set out within the Strategy which was considered by the Committee at its July meeting 2017

### 7.3 Equality and Diversity Implications

No significant implications

### 7.4 Engagement and Communications Implications

No significant implications

#### 7.5 Localism and Local Member Involvement

No significant implications

### 7.6 Public Health Implications

No significant implications

# **SOURCE DOCUMENTS GUIDANCE**

Source Documents	Location
Strategic Framework	https://cmis.cambridgeshire.gov.u k/ccc_live/Meetings/tabid/70/ctl/Vi ewMeetingPublic/mid/397/Meeting /182/Committee/2/Default.aspx