



ADUR DISTRICT COUNCIL

Adur Cabinet
2nd February 2023

Key Decision [Yes/No]

Ward(s) Affected: All

Budget Estimates 2023/24 and setting of the 2023/24 Council Tax

Report by the Director for Digital, Sustainability & Resources

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Executive Summary

1. Purpose

1.1 This report is the final budget report of the year, the culmination of the annual budgeting exercise, and asks members to consider:

- The final revenue estimates for 2023/24 including any adjustments arising from settlement;
- An updated outline 5-year forecast; and
- The provisional level of Council Tax for 2023/24, prior to its submission to the Council for approval on the 23rd February 2023. This will be subject to any proposals to change the draft revenue budget following the consideration of the budget by the Cabinet.

1.2 The report outlines the medium term financial challenge through to 2027/28, discusses the impact of the current high inflation is having on the budget over the next year, and sets out performance in the key strategic areas of commercialisation, digital transformation and strategic asset investment. This has been updated to include the latest information regarding the impact of the inflation on the Council's financial position. The current budget strategy is having a significant effect on how the Council will be funded in the future with increasing income generated from commercial income and rents. Following the

delay to the fairer funding review, the challenge still remains significant for 2023/24, however the delivery of the budget strategy will ensure that this is met.

1.3 These budgets reflect the Council's ambitions set out in the JSC Sub-Committee report 'Priorities for Adur District Council' supported by '*Our plan*', and agreed savings proposals contributing to the financial sustainability of the Councils.

1.4 The major points raised within the report include:

- A full update on the impact of settlement. The Council should prepare itself for a continuation of the reduction in Government resources for 2023/24 and beyond (see section 4);
- Highlights the proposed funding for initiatives to support the Councils' ambitions set out in *Our Plan*;
- Details the proposals to invest in services outlined in Appendix 2;
- The Cabinet will need to consider whether to increase Council Tax by 2.00% or by a different amount (section 5.10).

1.5 The budget is analysed by Cabinet Member portfolio. In addition, the draft estimates for 2023/24 have been prepared, as always, in accordance with the requirements of the Service Reporting Code of Practice for Local Authorities (except in relation to pension costs adjustments that do not impact either on the Budget Requirement or the Council Tax Requirement).

1.6 The Police and Crime Commissioner (PCC) has been informed that the referendum criteria for this year is an increase of £15.00 per Band D property which would be equivalent to an increase of 6.67% and a further £10.00 in 2024/25. The proposed 2023/24 budget is due to be considered by the Sussex Police and Crime Panel (PCP) on 27th January 2023. If the proposals are vetoed by the PCP, revised proposals will be considered by the Panel on the 20th February 2023 at which point the Commissioner will be in a position to confirm the Council Tax for 2023/34 in time for Council on the 23rd February 2023.

- 1.7 The draft Local Government Settlement allows Councils to increase core Council Tax by up to 2.99%. Those Councils with responsibility for Adult Social Care can increase Council Tax by up to a further 2%. Therefore a Council Tax increase of 4.99% for Councils with social care responsibilities is allowed for 2023/24.
- 1.8 The precept for West Sussex County Council has not yet been finalised and will not be confirmed until 17th February 2023. The formal detailed resolution setting the overall Council Tax for next year will be presented directly to the Council Meeting on 23rd February 2023.
- 1.9 The following appendices have been attached to this report:
- (i) **Appendix 1** 5 year forecast for Adur District Council
 - (ii) **Appendix 2** Proposals for investment in services
 - (iii) **Appendix 3** Estimated Reserves
 - (iv) **Appendix 4** Council Tax base for 2023/24
 - (v) **Appendix 5** Outcome of consultation exercise
 - (vi) **Appendix 6** Summary of Cabinet Member Portfolio budgets for 2023/24

2. Recommendations

2.1 The Cabinet is recommended to:

- (a) Consider and approve, if agreed, the proposals to invest in services outlined in Appendix 2;
- (b) Agree to recommend to Council the draft budgets for 2023/24 at Appendix 6 as submitted in Cabinet Member Portfolio order, and the transfer to Reserves leading to a net budget requirement of £10,611,720 which includes provision for the

proposals in Appendix 2, subject to any amendments agreed above; and

- (c) Consider which Band D Council Tax to recommend to Council for Adur District Council's requirements in 2023/24 as set out in section 5.10
- (d) Recommend to Council that special expenses of £26.28 per Band D equivalent to be charged in all areas of the District except Lancing.
- (e) Approve the Council Tax base of 21,937.30 for 2023/24 as set out in paragraph 12.3.

3. INTRODUCTION

3.1 The Joint Strategic Committee considered the outline 5-year forecast for 2023/24 to 2027/28 and the Budget Strategy on 5th July 2022, which was subsequently adopted by each full Council. At this stage in the budget cycle, the report identified the following cumulative shortfalls in funding for the General Fund:

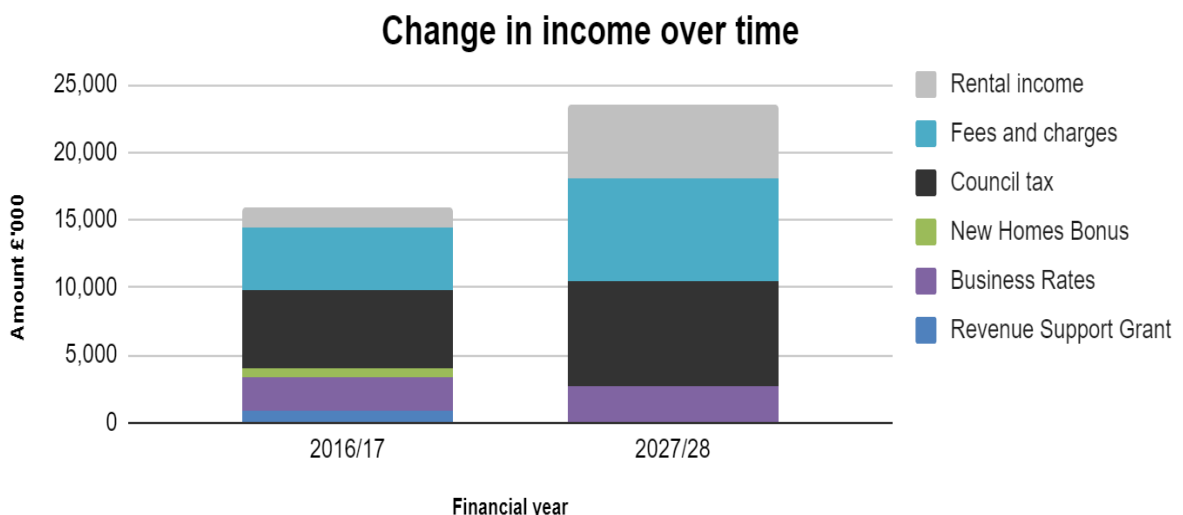
	2023/24	2024/25	2025/26	2026/27	2027/28
	£'000	£'000	£'000	£'000	£'000
Budget shortfall	1,001	1,958	2,338	2,692	2,943

3.2 The Councils had already set-up several strategic programmes which are responsible for taking forward key initiatives aimed at delivering savings for the future. These are now in the process of being reviewed in the context of Our Plan and new political priorities but the overarching structure is sound and we continue to organise our work in these programmes:

1. The Major Projects programme leads on delivering regeneration projects to increase employment space and additional housing;
2. The Strategic Asset Management programme will lead on delivering the income growth associated with the Strategic Property Fund and any proposed new developments;

3. The Commercial programme is developing initiatives for income growth from commercial services and seeks to improve the customer experience;
4. The Affordable Homes Working Group leads on initiatives to improve the supply of affordable homes and to reduce the cost of temporary and emergency accommodation;
5. The Corporate Landlord programme which seeks to rationalise accommodation use and generate capital receipts from the sale of surplus assets and thereby reducing the costs associated with funding priority projects identified in the Council strategic plans; and
6. The Service and Digital Redesign Programme which continues to deliver new digital services and improvements to existing systems.

3.3 The successful delivery of our strategy has fundamentally changed how the Council is funded while pursuing transformational approaches to how we deliver services and work with our partners. The Council has moved increasingly away from government funding towards funding from the local community via Council Tax, and will become increasingly reliant on income from commercial activities over time. Between 2016/17 and 2027/28 income from locally controlled sources (including Council Tax) is expected to increase from £11.8m to £20.9m, whilst at the same time income controlled by central government (including a share of business rates) will reduce from £4.1m to £2.6m.



3.4 The subsequent report to the Adur Joint Strategic Sub-Committee, on 6th December 2022 updated Members as to the latest budgetary information and the forecast shortfall was revised as follows:

	2023/24	2024/25	2025/26	2026/27	2027/28
	£'000	£'000	£'000	£'000	£'000
Overall shortfall – December forecast	1,104	2,121	2,404	2,671	2,866
Savings identified in December 2022	-1,333	-1,693	-2,093	-2,423	-2,753
Revised budget shortfall/ Surplus(-) as at December 2022	-229	428	311	248	113

3.5 The 2023/24 savings proposals identified within the report amounted to £1.3m.

3.6 Since the meeting in December, the Adur District Council budget has been finalised and the last adjustments have been included subject to the final considerations about the level of Council Tax and any proposals to reinvest back into services. Overall, therefore, the current financial position of the Council for 2023/24 can be summarised as:

	£'000
Original 2023/24 budget deficit	1,001
<i>Changes to income from grants and taxation:</i>	
(a) Changes to the income from Council Tax	-44
(b) Impact of current forecast Council Tax Collection Fund deficit	-135
<i>Other changes:</i>	
(c) Review of inflationary provisions including energy costs	21
(d) Impact of interest rates:	
Increased investment income	-129
Increase in costs associated with the capital investment programme	146
(e) Impact of triennial review of the pension fund	-122
(f) Impact of removal of 1.25% National Insurance payments	-74
(g) Changed assessment of impact of the Environment Act	-54
(h) Final impact of 2022/23 pay award and the settlement of the dispute	147
(i) Net committed growth items identified by Service Heads approved in December	417
(j) Removal of contingency budget for committed growth	-70

Revised budget deficit as at 5th December 2022	1,104
<i>Impact of Settlement</i>	
Final change to business rate income and expenditure following confirmation of the new rateable values, the tariff and new multiplier and review of current income levels	-180
One off funding:	
New Homes Bonus	-79
Changes to existing grant streams	7
Funding guarantee grant	-227
Budget Surplus following settlement	625
<i>Adjustment for final items identified</i>	
Impact of increased demand for homelessness	300
Review of interest rates and profiling of the capital programme	24
Review of inflation on energy costs	128
Creation of contingency budget for cost of living pressures and one-off projects	123
Removal of contingency for new service investment proposals.	-70
Revised Budget shortfall	1,130
Less: Net savings agreed in December	-1,333
Budget surplus based on a 2.00% Council Tax increase available to fund new initiatives (before any further action is agreed)	-203

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4.0 2023/24 LOCAL GOVERNMENT FINANCE SETTLEMENT

4.1 The government published the provisional local government finance settlement for 2023/24 on 19th December 2022 via a written statement. Consultation on the provisional settlement closed on the 16th January 2023. This is a one-year settlement but contains some details for 2024/25.

4.2 Settlement confirmed the referendum principles set out above. The Council will be able to increase Council Tax by up to 3% or £5.00 whichever is the lower.

4.3 Local Government as a whole was a major beneficiary of the Autumn Statement 2022, with larger increases in funding than any other part of the public sector. Whilst a significant proportion of the increase was directed towards social care, even authorities without social care responsibilities have received an increase in funding. However, whilst the year's settlement was better in cash terms than any for over a decade; in real terms, the settlement will still leave many local authorities with a significant financial gap to close as it was less than the inflationary pressures currently being experienced across the sector.

4.4 The impact of settlement can be summarised as follows:

- ***Revenue support grant***

The Council will receive some Revenue Support Grant in 2023/24 (£74,160), this is due to the inclusion of Council Tax Support Administration Grant as part of Revenue Support Grant for the first time. Since 2016/17 the Council has seen Revenue Support Grant fall by £0.9m and had received no grant since 2018/19 until 2023/24.

- ***Business grant income and baseline funding***

The business rate system has been reset this year following the national revaluation which resulted in an overall increase nationally in rateable values.

The government's decision to freeze the business rates multiplier will be fully funded, and, from 2023-24 onwards, compensation to authorities for under-indexation would be paid based on Consumer Price Index (CPI) (10.1%).

Compensation to authorities will be part-paid via an uplift to Baseline Funding Level (BFL) (3.74%), with the remainder paid via section 31 grant. Baseline funding for 2023/24 will be £1,833,280.

Overall, councils will be compensated for the impact of freezing of business rates via grants and the net overall impact of all of these

changes is an increase of £191,000 in income from the business rate system.

- ***Funding Guarantee grant (£111m nationally)***

A new grant has been created to ensure every authority has an increase in Core Spending Power (the total funding received from Council Tax, Business Rates, and Government Grant) of at least 3% in 2023/24. This new guarantee will be funded from the previous Lower Tier Services Grant (LTSG) and the reduced cost of New Homes Bonus (NHB).

The cost of the 3% Funding Guarantee will be £136m in 2023-24. Adur District Council will receive £226,630. It is expected that this funding will remain in place in 2024/25.

- ***Services Grant (£464m nationally)***

The Services Grant was created in 2022/23 to fund core services which was distributed using the 2013/14 Settlement Funding Assessment methodology. This has been subsequently reduced to reflect the estimated benefit from the changes to National Insurance. Adur District Council will receive £68,650.

This funding will be excluded from any proposed baseline for transitional support as a result of any proposed system changes.

- ***New Homes Bonus***

New Homes Bonus (NHB) will continue for another year but the government very clearly intends to phase out the current scheme although the timing of this is unclear. For 2023/24, there is no change in the operation of the scheme: the scheme works in the same way and applies the same threshold (0.4%). The threshold means that NHB payments will only be made on an increase in the council tax base that exceeds 0.4%.

NHB allocations of £290m will be made nationally. This is a one off allocation in 2023/24 and the Council will receive an additional grant of £78,980.

4.5 Changes to local government funding in 2024/25 and beyond:

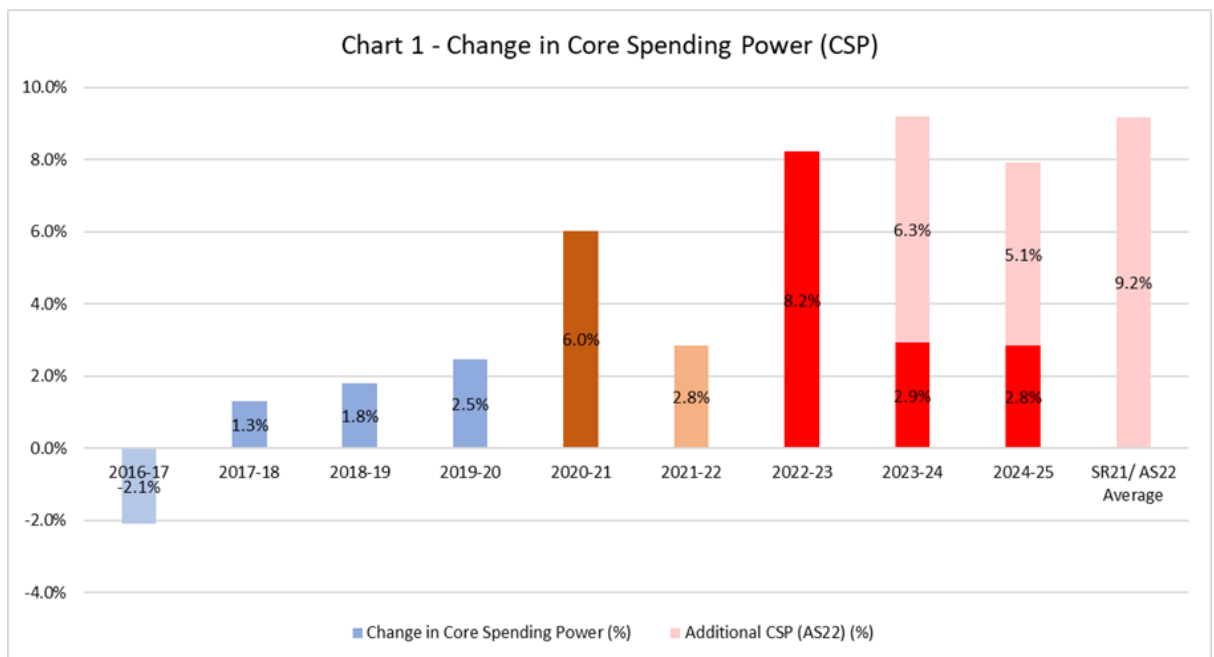
This is not a fixed two-year settlement and so there is uncertainty around 2024/25. We do not yet know the future of NHB. However, the policy statement made earlier in December, was clear that “the core settlement

will continue in a similar manner for 2024-25. The major grants will continue as set out for 2023-24.”

The Funding Review and the changes to the Business Rate Retention Scheme have now been delayed until 2025/26 at the earliest, effectively delayed until after the next election.

4.6 Summary of 2024/25 Local Government Settlement

4.6.1 In overall terms, the settlement announced for 2023-24 and 2024-25 represent the largest increases in Core Spending Power (CSP) that local government has received for more than a decade. Assuming authorities increase their Band D by the maximum allowed, CSP will increase by 9.2% in 2023-24 and 7.9% in 2024-25. These increases follow a pattern of strong increases in CSP since 2020-21.



* Source - Pixel Financial Management

2022/23 to 2024/25: Red = change in core spending power (CSP) from the Spending Review 2021 and Pink = additional CSP from the Autumn Statement 2022.

4.6.2 However, for District Councils the increases are much lower at around 3% which is well below actual inflationary pressures. District Councils have the lowest amount of flexibility for Council Tax increase when compared to other types of authority; the £5 rather than the 3% uplift on Council Tax will only benefit a handful of authorities and even then only minimally.

Consequently, whilst the settlement is to be welcomed, it does not address the pressures that District Councils are experiencing.

4.6.3 Members should be aware that the settlement figures quoted above are provisional only. The consultation period ended on 16th January 2023 with final settlement expected in February.

4.6.3 There were few significant changes at this late stage in previous years. If there are any significant changes arising from the final information members will be briefed before Council.

4.7 Update on current Business Rate Retention Scheme

4.7.1 The business rate retention scheme has now been in place for several years. There are two key features which members are reminded of:

- 1) There is a 'safety net' in place for any Council whose actual business rates income falls short of the target income for business rates. The safety net arrangements will be 7.5% of Baseline Funding which is equivalent to a maximum fall in income below the baseline funding level of £137,490.
- 2) A 'levy' is in place for any Council whose business rates exceed the target set. The levy will mean that the Council can keep 50p of every additional £1 generated over its share of the business rate target.

For each additional £100,000 raised the Council will keep the following amounts:

	Share of additional income	Additional Levy paid to treasury	Kept locally
	£'000	£'000	£'000
HM Treasury	50		
County Council	10	5	5
Borough Council	40	20	20
	100	25	25

4.7.2 The forecast for 2023/24 is currently being finalised. The 2023/24 NNDR return which underpins this forecast is due to be submitted by the 31st

January 2023 and any substantial changes resulting from the final assessment of the business rate income will be managed through the business rate smoothing reserve which has been set up for this purpose. This is a particularly complex year for forecasting business rates due to the national revaluation.

4.7.3 The Collection Fund will have another deficit at the end of the current year, largely due to the additional reliefs (£1.7m) granted in the year; together with a share of the losses incurred in 2020/21 which are now being recovered over a three year period.

4.7.8 Overall a deficit of £3.1m will need to be recouped in 2023/24 which can be broken down as follows:

	2022/23 £'000	Share of 2020/21 loss £'000	Total to be recovered in 2023/24 £'000
Adur District Council	1,109.5	130.6	1,240.6
West Sussex County Council	277.4	32.6	310.0
Government (HMT)	1,386.9	163.2	1,550.1
Total recovered	2,773.8	326.4	3,100.2

The Council will receive compensation in 2022/23 for the additional reliefs granted. The losses are supported by the business rate smoothing reserve in 2023/24 which has been set up to address timing differences in the business rate system.

4.7.4 Looking further ahead, the generation of additional business rates is one of the solutions to the Council's ongoing financial pressures. Members will be aware that there are several schemes progressing which will create employment space. Examples include: Adur Civic Centre site phase 2

4.7.5 Finally, it should be appreciated that there are still a number of risks associated with the business rate forecast:

- It is difficult to establish the number of appeals which are likely to come forward. There is no time limit on when an appeal might be lodged. However to date far fewer appeals have been received

following the 2017 revaluation following the introduction of the new 'Check, Challenge, and Appeal' process by the VOA.

- Major redevelopments will temporarily reduce business rate income whilst the site is being redeveloped.
- Conversion of office blocks and retail space into accommodation will result in a permanent loss of income however, this will be mitigated to some extent by the additional Council Tax generated once the conversion is completed.

4.7.6 Consequently there could be significant swings in the amount of business rate income in any one year. However, any shortfall in income will be recovered in the following financial year. The Council will provide for any known backdated business rates appeals at the 2022/23 year end. To help mitigate these risks the Council has created a Business Rate smoothing reserve.

4.7.7 Finally, as in previous years, Adur District Council will participate in the County Business Rate Pool which was suspended last year due to the uncertainty surrounding the impact of the pandemic on the business rate income. This has no direct impact on the budget itself as the Council is guaranteed under the terms of the pool to be no worse off by pooling, but it enables the County area to retain around £5.9m additional business rates to invest in local economic regeneration initiatives, income which would have been paid to the Treasury. The pool is administered by the County Council and funding is distributed by a collective meeting of all of the Leaders of the West Sussex Councils.

4.8 **Long term implications of current government policy**

4.8.1 The financing of local government has continued to change. We are moving from a grant based on need (Revenue Support Grant) to funding based on the delivery of homes (Council Tax) and the creation of employment space (Business Rate Retention Scheme).

The income from Council Tax forms an increasingly significant proportion of the Council's overall taxation income over the next 5 years and so the decision regarding the annual increase has a greater strategic importance for both the current year and future years as well.

Breakdown of taxation income to the Council:

	2022/23	2023/24	2024/25	2025/26	2026/27	2027/26
	£'000	£'000	£'000	£'000	£'000	£'000
Council Tax *	6,793	7,204	7,266	7,428	7,594	7,763
Business Rates **	2,533	2,899	2,977	2,470	2,518	2,570
New Homes Bonus	157	79	0	0	0	0
Government grants	259	429	301	74	74	74
Total funding from taxation	9,742	10,611	10,544	9,972	10,186	10,407

* Includes any surplus or deficit on the collection fund

** Includes the surplus or deficit on the collection fund and any levy account payment

	2022/23	2023/24	2024/25	2025/26	2026/27	2027/26
Council Tax	69.73%	67.89%	68.91%	74.49%	74.55%	74.59%
Business Rates	26.00%	27.32%	28.23%	24.77%	24.72%	24.70%
Government grants (incl New Homes Bonus)	4.27%	4.79%	2.86%	0.74%	0.73%	0.71%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

5.0 DRAFT REVENUE ESTIMATES 2023/24

5.1 Detailed budgetary work is now complete and the estimate of the budget requirement (net of any proposed transfers to reserves) is £10,611,720. This includes the savings and committed growth proposals agreed in December.

5.2 *Impact of the current high inflation on the Council's budgets:*

5.2.1 As part of settlement the Council received a number of additional grants. These include:

	£'000
Services Grant	105
Funding Guarantee	69
New Homes Bonus	79
Total allocated to support the budget	253

5.2.2 The current challenges due to inflation will continue to impact on the Councils finances throughout 2023/24. Where these impacts have been able to be quantified, provision has been included in the draft budget. Nevertheless, the rate at which income recovers is difficult to quantify with any certainty. Risk areas relating to the economic climate include:

- Fees and charges income.
- Impact on homelessness caseload. There remains a risk that demand and associated costs may increase further over the coming year.
- Additional staffing costs. Currently there are a number of areas where it is proving difficult to recruit new staff, consequently there is increasing pressure on staffing budgets.

5.3 ***Delivering the Council's priorities:***

5.3.1 The budget is fundamental to realising the Council's ambitions set out in the Council strategic priorities and 'Our Plan'. The budget enables the Council's role to lead and work with partners to develop our communities and our economies. Attached at Appendix 2 are some proposals for investment back into services to deliver the outcomes committed to for member consideration.

5.3.2 The budget includes specific funding for the commitments outlined in 'Our Plan'. Examples include:

5.3.3 **Thriving Economy**

The Council recognises the importance of ongoing investment in our places to ensure that they remain vibrant locations for social, economic and culture hubs for our communities.

There is also investment through the capital programme, investing in facilities to improve the local economy.

5.3.4 **Thriving People**

The Council has continued to support those on the lowest income during the cost of living crisis protecting the current level of Council Tax Support.

The Council continues to see an increase in demand for our Housing Service, in particular from those who are experiencing homelessness. The Council has increased its investment in this service as part of the 2023/24 budget. The Council has also made funding available for new investments to acquire Council-owned temporary and emergency accommodation to improve the accommodation offered to clients and reduce the costs for the Council.

5.3.5 **Thriving Places**

The Councils are also aware of the importance of our communities to have active lives and enjoy our parks and open spaces. Funding is proposed to improve parks and play areas throughout the area to promote health and wellbeing of our communities through the capital programme.

5.3.6 **Thriving Environment**

In July 2019 the Councils declared a climate emergency and have developed a comprehensive Carbon Reduction Plan, outlining a set of ambitious and detailed actions designed to make the Councils carbon neutral by 2030.

Alongside the organisational work, the Councils have developed an area wide framework called SustainableAW which was published in December 2019. This was followed by a major community-led conference Zero2030 and a Climate Assembly process which provided a representative forum for residents over six one day sessions to engage with the climate and ecology challenge, creating ideas for action.

5.3.4 **Good Foundations**

Much of the Medium-Term Financial Strategy is underpinned by new approaches to how we design and deliver our services, and develop our commercial activities and investment portfolios. These approaches are not only designed to improve the financial sustainability of the Councils, but also the services that our communities, clients and customers experience. We will continue to invest in service improvement, using research and design methods to understand what needs to change in our services, working with

staff to drive a customer first ethos and using our digital platforms to deliver simple, efficient digital service channels.

- 5.4 The final budget will be dependent on Members' consideration of the non-committed growth proposals, and the Council Tax increase that Members are prepared to support.
- 5.5 The key question of how the net budget requirement translates into the Council Tax charge can now be determined as the proposed details of the Local Government Finance Settlement have been received. Any final changes arising from settlement will be dealt with through the reserves. However, if there is a significant reduction in government resources, in-year action will be needed to reduce the final impact on the reserves.
- 5.6 Details of all of the main changes in the base budget from 2022/23 to 2023/24 are at Appendix 1. A breakdown of each Cabinet Member's summary budget is attached in Appendix 5. The changes can be summarised briefly as follows:

	£'000	£'000
2022/23 Original Estimate		9,742
Add: General Pay and Price Increases		1,286
Add: Committed and Unavoidable Growth:		
Impact of high inflation on demand for services	300	
Impact of delivering Council's priorities	46	
Other committed growth	787	
Increased Expenditure as per 5 year forecast (net of any proposed use of reserves)	1,133	
Reduced income	27	
Impact of Capital Investment Programme	332	1,492
Less: Compensatory savings and additional Income:		
Compensatory savings	(456)	
Additional income	(323)	(779)
2023/24 budget prior to agreed savings		11,741

	£'000	£'000

2023/24 budget prior to agreed savings		11,741
Less: Savings agreed by members		
Approved in December	-1,333	-1,333
Cabinet Member requirements		10,408
Potential contribution to reserves / amount available to invest in services (see Appendix 2)*		203
Potential budget requirement before external support		10,611
Collection fund surplus		-97
2023/24 BUDGET REQUIREMENT		10,514
* The planned contributions to and from the reserves are analysed in Appendix 3. The final amount will depend on the decisions made about the proposals to invest in services at Appendix 2 and the Council Tax increase.		

- 5.7 The estimates reflect the Council's share of the Joint Strategic Committee budget. The allocation of the costs of joint services under the remit of the JSC has been the subject of an annual review this year for any significant changes.

Further details can be provided by request from Emma Thomas (Chief Accountant) or Sarah Gobey (Chief Financial Officer).

- 5.8 The projected surplus on the Council Tax element of the Collection Fund is estimated to be £672,870, of which £96,960 is the Borough Council share. Deficit relating to 2020/21 which is being recouped over the three years 2021/22 - 2023/24 in line with the Covid regulations and this offsets the in-year surplus of £922,710. Consequently, current surplus will be shared as follows:

	Deficit re 2020/21	In year Surplus	Total
	£	£	£
Split of deficit (-)			
Adur District Council	-36,000	132,960	96,960
West Sussex County Council	-186,830	690,000	503,170
Sussex Police and Crime Commissioner	-27,010	99,750	72,740
Total deficit	<u>-249,840</u>	<u>922,710</u>	<u>672,870</u>

- 5.9 Members are now faced with two questions:

- What level of Council Tax to set?
- Whether to accept the growth items detailed in Appendix 2?

The decisions made today will be reflected in the budget papers presented to Council.

5.10 The Council Tax increase:

5.10.1 The decision over the level of increase to the Council Tax influences not only the current budget but future budgets as well. Over the past 10 years, the Council Tax has been increased by 15.6%, an average of 1.56% per year (in 2012/13 the average Band D tax was £274.72, in 2022/23 it was £317.61). Over the equivalent period, inflation (CPI) has been 25.0%.

5.10.2 The budget forecast currently assumes that Council Tax will increase by 2.0% in 2023/24. The most recent inflation index was 10.7% (CPI in November 2022) and so the forecast rate is significantly below current inflation rates.

5.10.3 A 2% uplift would only be a modest increase in the Council share of the bill for 2023/24. The table below details how the Council Tax will change as a result of a 1%, 1.5%, 2.0% and 2.99% increase.

	2022/23	Annual increase for 2023/24			
		1%	1.5%	1.75%	2.00%
	£	£	£	£	£
Council Tax Band D	317.61	320.79	322.37	323.17	324.00
Annual increase		3.18	4.76	5.56	6.39
Weekly increase		0.06	0.09	0.11	0.12
Council Tax Band C	282.32	285.15	286.55	287.26	288.00
Average annual increase		2.83	4.23	4.94	5.68
Average weekly increase		0.05	0.08	0.10	0.11
Total additional Council Tax raised compare to 2022/23		69,760	104,420	121,970	140,180
Additional Council Tax raised over a 1% increase			34,660	52,210	70,420

5.10.4 Members should also be aware that the Police and Crime Commissioner has the flexibility to increase the Band D tax by £15.00 (6.67%) for their share of the overall bill. Whilst the level of increase to be set by the County Council is unknown at this stage, given the financial pressures that the County is under, there are indications that the increase will be close to the maximum permitted (4.99%). Consequently, the total overall increase in the Council Tax bill for a Band D property based on the Council opting to set the tax at 4.72%:

	2022/23	2023/24 (Indicative only)	%
	£	£	
Adur District Council - average	317.61	324.00	2.00%
West Sussex County Council	1,555.74	1,633.32	4.99%
Sussex Police and Crime Commissioner	224.91	239.91	6.67%
	2,098.26	2,197.23	4.72%

If Adur increased its share of the Council tax by the maximum allowable (2.99%), then the overall increase to the annual charge would be 4.86%.

5.10.5 The decision to raise Council Tax influences not just the 2023/24 budget but future years and should be considered alongside the projected budget shortfalls for the next 5 years, as there are long term consequences to setting a Council Tax increase lower than the maximum permitted. This is particularly significant at the moment given the scale of the financial challenge faced by the Council. Potentially the next few years are financially challenging with significant savings required in each financial year of:

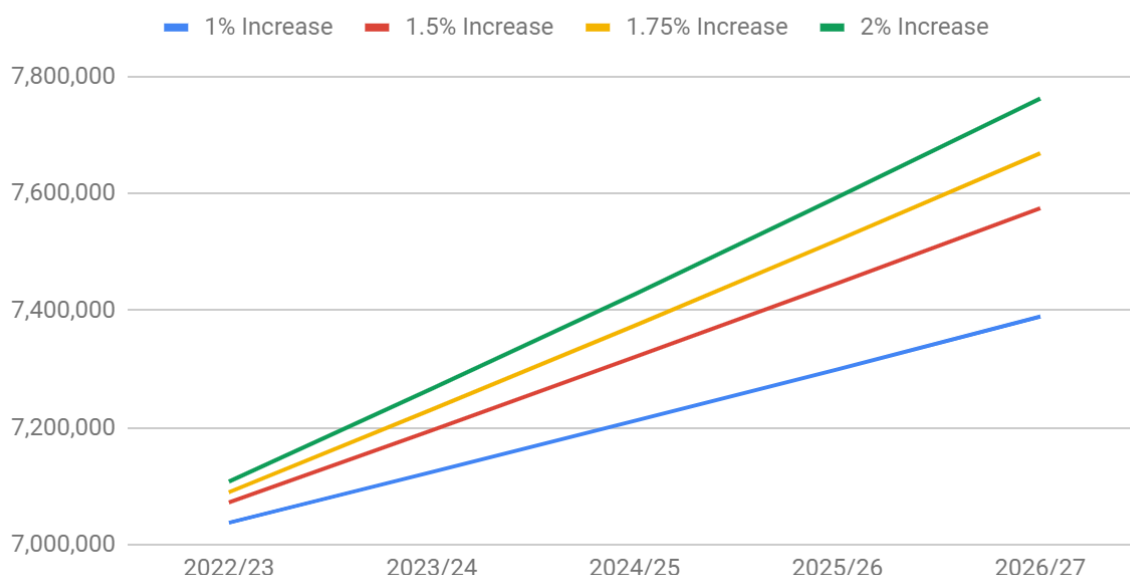
Estimated budget shortfall	2024/25 £'000	2025/26 £'000	2026/27 £'000	2027/28 £'000
Annual saving	135	1,231	287	182
Cumulative Savings	135	1,366	1,653	1,835

5.10.6 The impact of changing the Council Tax by 1%, 1.5%, 1.75% and 2.00% annually would be as follows:

Total income	2023/24	2024/25	2025/26	2026/27	2027/28
	£	£	£	£	£
1% annual increase	7,037,270	7,123,890	7,211,490	7,299,410	7,389,650
1.5% annual increase	7,071,930	7,195,120	7,320,570	7,446,510	7,574,940
1.75% annual increase	7,089,480	7,230,740	7,374,120	7,520,060	7,668,580
2% annual increase	7,107,690	7,266,360	7,427,670	7,593,610	7,762,220

Over the longer term, a higher increase will give the Council significant additional income:

Adur District Council - Long term impact of Council Tax increases



5.10.6 Members are asked to consider which level of Council Tax increase that they support. An increase of 2.00% would enable the Council to set a balanced budget and fund all of the proposals for investment in services recommended for approval in Appendix 2. However, if a lower rate is set, then additional savings will have to be identified to fund the financial consequences as it would be inappropriate to use the reserves to balance the budget.

5.10.7 At this late stage in the budget process, it would be difficult to make any decisions that result in service reductions as these should be the subject of consultation, however the option remains to defer projects or the proposed investments into services to generate an in-year saving and fund the desired level of Council Tax increase.

5.11 Summary of budget position

Depending on the choices made regarding the Council Tax increase and the new growth items; the overall budget position will be (based on a 2.00% increase):

Net budget requirement	£'000	£'000
		10,408
Less:		
Baseline Funding	1,833	
Share of additional Business Rate income	1,066	
Council Tax (2.00% increase)	7,107	
Other grants	508	
Collection Fund Surplus	97	
		-10,611
Budget surplus based on 2.00% Council Tax increase		-203
Maximum impact of accepting the growth items (Appendix 2)		203
Budget balanced at a 2.00% Council Tax increase		-

6.0 IMPACT ON FUTURE YEARS

6.1 The impact of the proposed changes on the overall revenue budget for the next 5 years is shown in Appendix 1 (which includes an assumed 2.00% tax increase for 2023/24 which is to be considered as part of this report). The settlement, together with the other agreed changes to the budget means that the Council is likely to face a minimum shortfall of:

	Expected shortfall (Cumulative)				
	2023/24	2024/25	2025/26	2026/27	2027/28
	£'000	£'000	£'000	£'000	£'000
Budget shortfall prior to approving growth	1,130	1,265	2,496	2,783	2,965
Impact of accepting the growth items at appendix 2	203	203	203	203	203
Cumulative budget shortfall as per appendix 1	1,333	1,468	2,699	2,986	3,168
Less:					
Net savings identified in 2023/24 budget round	-1,333	-1,333	-1,333	-1,333	-1,333
Adjusted cumulative budget shortfall	-	135	1,366	1,653	1,835
Savings required each year	-	135	1,231	287	182

6.2 The continuation of the withdrawal of government funding has significant consequences for the Council . Looking ahead, the stimulation of the local economy and provision of additional housing will be two of the measures which will help protect the Council's services. There are potentially three benefits which flow from an improving economy and which will directly improve the council's financial position:

- Increased income from business rates which is discussed fully in section 4 above;
- Reduced cost of Council Tax benefits from any new jobs created;
- Additional Council Tax income from each new home;

6.3 However, these measures are unlikely to be enough. The Council has previously approved a budget strategy to:

- Generate £100k more commercial income per year;
- Rationalise the use of assets to reduce running costs and generate opportunities for disposal;
- Invest in new assets where these provide the opportunity to improve the local economy, the supply of housing or to reduce our carbon footprint;
- Promote efficiency whether this is through the digital strategy or by improving customer service; and
- Reducing the cost of temporary and emergency accommodation.

Overall, if the Council delivers upon the current budget strategy then the level of new initiatives required each year to balance the budget will reduce as follows:

	Expected shortfall per year			
	2024/25	2025/26	2026/27	2027/28
	£'000	£'000	£'000	£'000
Annual budget shortfall	135	1,231	287	182
Future savings from budget strategy:				
Annual increase to set-aside into commercial property reserve	100	100	100	100
Commercial activities	-150	-150	-150	-150
Service and digital redesign	-80	-80	-80	-80
Asset rationalisation and disposal programme	-30	-70	0	0
Excess savings (-) / new savings initiatives to be identified	-25	1,031	157	52

6.4 With the delay to the fairer funding review, the challenge has now moved onto 2025/26 which becomes a more challenging year. It is intended to do a full refresh of the strategy to ensure the Council meets the challenges of the next few years and continues to set a budget without reliance on reserves.

7.0 RESERVES

7.1 Sections 26 and 27 of The Local Government Act 2003 require the Council's Chief Financial Officer to comment on the adequacy of the Council's reserves. The reserves have therefore been reviewed in accordance with best practice.

7.2 To enable a view to be taken on the adequacy of reserves, Members need to be aware that, broadly speaking, there are two categories of revenue reserves relevant to the Council. The General Fund Working Balance which primarily is available to cushion the impact of uncertain cash flows and act as a contingency to meet unforeseen costs arising during a budget year (e.g. unexpected increases in the demand for services or losses in income); and Earmarked Reserves which are sums held for specific defined purposes and to meet known or predicted liabilities. Both categories of reserves can be used on a planned prudent basis to underpin the annual budget.

7.3 The Council has successfully protected and built the reserves over a number of years. In the past five years the reserves have generally increased as follows:

History of reserves	Year ended 31st March				
	2018	2019	2020	2021	2022
	£'000	£'000	£'000	£'000	£'000
General Earmarked Reserves (a)	760	646	658	1,219	1,360
Tax Smoothing Reserves	0	402	31	4,035	1,884
Grants and Contributions	553	563	623	1,343	1,203
Total earmarked reserves	1,313	1,611	1,312	6,597	4,447
General Fund Working Balance (b)	518	519	952	951	1,051
Total reserves	1,831	2,130	2,264	7,548	5,498
Available reserves for general purposes (a+b)	1,278	1,165	1,610	2,170	2,411

However the past three years have been very difficult, firstly due to the impact of the pandemic on the Council's finances and more recently the significant impact that the current historically high level of inflation is having on the Council's financial position.

- 7.4 The Council's established policy is to maintain the General Fund Working Balance at between 6 – 10% of net revenue expenditure. The current balance as at 31st March 2022 is £1,051,500. The working balance was increased in 2019/20 to mitigate the additional risks that the Council is carrying in the light of the pandemic. The balance is 9.9% of net 2022/23 revenue expenditure and is in the upper part of the range of 6% -10% set by the Council. There are no plans to draw down from the working balance other than to fund any potential overspend from 2021/22 and if needed this reserve will be boosted over the next few years from any in-year underspend to ensure that it remains sufficient to manage risks.

The year-end level on the General Fund Working Balance for the foreseeable future, therefore, is estimated as follows:

		£'000	%
31.03.2022	Balance carried forward – per Final Accounts	1,051	9.8
31.03.2023	Use of reserves expected to part fund the potential 2022/23 overspends.	681	6.4
31.03.2024	No planned drawdown or contribution expected	751	7.1
31.03.2025	No planned drawdown or contribution expected	821	8.2
31.03.2026	No planned drawdown or contribution expected	891	8.7

- 7.5 On the basis of the year-end figures above, and taking into account past performance and the acknowledged track record of sound financial management in this Council, I believe the working balance is adequate for its purpose. In forming this view I have considered the following factors:

1. The Government has provided additional funding for 2023/24 which has been placed into a contingency budget to enable the Council to manage financial risks next year.

2. The Council has created specific budgets to manage any void losses related to commercial property and where there are likely to be ongoing losses these have been built into the revenue budget.
3. A pay award of 1% more than currently allowed for within the budget would cost the General Fund approximately £.
4. Any use of the working balance would be difficult to recoup in the short term. Consequently, the reserve needs to be sufficient enough to cope with at least two years of adverse impacts.

Against this background, and especially given the current economic climate and the impact of the pandemic, it is important that the Council maintains its reserves at the planned amount for the foreseeable future.

7.6 However, with the planned expansion of commercial activity, especially the investment in commercial property, the council has taken two other measures to further manage risk and bolster the reserves:

- i) As part of the initiative to invest in commercial property, an element of the additional rent raised every year is being set aside into a specific reserve to manage void periods on these properties and to set aside resources to fund future investment needs. The annual provision will be £750,000 in 2023/24. This provision will be gradually built up over the next 5 years to a level of £1,250,000 per year by 2027/28.
- ii) Following the LGA peer review, there was a change in approach to the management of general inflation (excluding inflation on items such as salaries, rates, utilities, and contractual commitments). This is no longer allocated out this year but held centrally in the Corporate Management budget. This budget will be allocated out where the inflationary pressure can be demonstrated. Any unutilised budget at the year end will be transferred to the reserves and the budget offered up as a budget saving for the forthcoming year. This also provides a contingency budget for in-year pressures.

7.7 In the medium term, once the challenges of the next couple of years have been addressed, the council should review the position and take proactive steps to further bolster the overall reserves.

7.8 The estimated balance of general fund earmarked reserves as at 31st March, 2023 is £751,000, excluding the Business Rates Smoothing Reserve, any

Section 106 sums held for future environmental improvements, grants, and any specific capital resources. Overall, the level of reserves held by the Councils is expected to improve over the forthcoming years as follows:

	Balance as at 31st March				
	2022	2023	2024	2025	2026
	Actual	Est.	Est.	Est.	Est.
	£'000	£'000	£'000	£'000	£'000
General Earmarked Reserves	464	756	1,606	2,556	464
Tax Smoothing Reserves	1,876	636	505	505	1,876
Grants and Contributions	1,203	1,203	1,203	1,203	1,203
Total earmarked reserves	3,543	2,595	3,314	4,264	3,543
General Fund Working Balance	681	752	822	892	681
Total reserves	5,498	4,224	3,747	4,536	5,556

A detailed schedule of the earmarked reserves is attached at Appendix 3. The significant risks to the overall budget and the Council's reserves are detailed below.

- 7.9 Given the relatively low level of reserves, it is now critical that these reserves be used only as a funding resource of last resort until such time as the reserve level has recovered to some extent. The Council has over the past year minimised new calls on such resources, utilising the ability to use capital receipts to fund initiatives to generate budget savings where possible.
- 7.10 In all probability, the Council will continue to have occasional opportunities to put money into earmarked reserves rather than solely to drawdown on a planned basis. Even without this, I believe the earmarked revenue reserves are adequate for their particular purposes provided that they are used sparingly.
- 7.11 However the size and nature of the risks to the overall budget leaves the Council with little room for using these reserves for new on-going spending initiatives. The Council should maintain its current policy of spending its scarce earmarked reserves on:
- supporting one-off rather than recurring revenue expenditure;
 - dealing with short-term pressures in the revenue budget; and
 - managing risk to the Council's budget.

SIGNIFICANT RISKS

- (i) **Inflation** - A provision for 4.5% inflation has been built into pay budgets; with significantly higher amounts built in for energy costs and business rates; general non-pay budgets have been increased by 2%. Whilst the Bank of England inflation forecasts expect that inflation will begin to fall in 2023 and return to 2% in two years time, there is a risk that inflation will run at a higher rate than allowed for within the budget. Each 1% increase in inflation is equivalent to the following amount:

	1% increase
	£'000
Pay	112
Non-pay	29

- (ii) **Withdrawal of funding by partners**

All budgets within the public sector are under scrutiny which may lead to partners reassessing priorities and withdrawing funding for partnership schemes. Consequently, the council may lose funding for key priorities and be left with unfunded expenditure together with the dilemma about whether to replace the funding from internal resources.

- (iii) **Income** - The Council receives income from a number of services which will be affected by demand particularly at the moment due to the continuing impact of the pandemic and the cost of living crisis. These include land charges, trade and green waste services, development control and now business rates. Whilst known further reductions in income have been built into the proposed budgets for 2023/24: the pace of recovery may be slower than anticipated; income may fall further than expected; or new targets for commercial income may not be met.

The Council is investing in new commercial property, as leases expire there is an increased risk of loss of income from voids. To mitigate this risk the Council has introduced an annual provision for void rents which will be £750,000 in 2023/24. This will be increased annually in line with the level of investment in the property portfolio and the associated risk.

(iv) **Demand for housing services -**

Demand has been increasing for housing services at a significantly higher rate than in previous years. Whilst this may be a temporary pressure, the Council has increased investment in this service to manage these costs. There remains a risk that demand for the service will continue to escalate.

9.0 CONSULTATION

9.1 The Council has undertaken a public consultation exercise this year. The council received 1,239 responses. The outcome of the consultation is included at Appendix 5.

9.2 Officers and members have been consulted on the development of the budget.

10.0 UPDATE TO PRUDENTIAL INDICATORS

10.1 The Council's budget fully reflects the cost of financing the capital programme. Members have previously approved sufficient growth to accommodate the proposed capital programme. The Council has a fully funded capital programme and the associated revenue costs are built into the budget for 2023/24 and future years.

10.2 Under the Prudential Code of Practice and the capital finance system introduced in April 2004, the capital programme is based on the Council's assessment of affordability. This includes any new borrowing which the Council wishes to undertake.

10.3 The Code of Practice has been revised with a new code due to be introduced for 2023/24. The freedom for local authorities to set the scope and size of their capital plans remains unrestricted, but the prudential system processes have been strengthened to set out greater consideration of prudence, with sustainability and risk reporting improved through the governance procedures. There is also stronger guidance on commerciality which effectively prohibits solely commercial investment and requires the Council to regularly review current commercial investments. However this change was pressaged by the new rules surrounding borrowing from the PWLB and the Council has long since adapted it's property investment criteria.

10.4 The Prudential Code of Practice requires the Council to set a series of indicators to show that the capital programme has due regard to affordability, sustainability and prudence. These are included with the annual Treasury Management Strategy Statement which is due to be considered by JSC on the 7th February 2023 and which will be included in the Council budget pack for approval.

11.0 COMMENTS BY THE CHIEF FINANCIAL OFFICER

11.1 Section 25 of the Local Government Act 2003 requires an authority's Chief Financial Officer to make a report to the authority when it is considering its budget and Council Tax. The report must deal with the robustness of the estimates and the adequacy of the reserves allowed for in the budget proposals, so Members will have authoritative advice available to them when they make their decisions. The Section requires Members to have regard to the report in making their decisions.

11.2 As Members are aware, local authorities decide every year how much they are going to raise from Council Tax. They base their decision on a budget that sets out estimates of what they plan to spend on each of their services. Because they decide on the Council Tax in advance of the financial year in question, and are unable to increase it during the year, they have to consider risks and uncertainties that might force them to spend more on their services than they planned. Allowance is made for these risks by:

- making prudent allowance in the estimates for each of the services, and in addition;
- ensuring that there are adequate reserves to draw on if the service estimates turn out to be insufficient which has been considered in detail on section 7 of the report.
- Creating contingency budgets to help manage the greater risks associated with the pandemic as set out in paragraph 5.2.2

11.3 Overall view on the robustness of the estimates:

Subject to the important reservations below, a reasonable degree of assurance can be given about the robustness of the estimates and the adequacy of reserves. The exceptions relate to:

- (1) The provision of estimates for items outside of the direct control of the Council:
 - Income from fees and charges in volatile markets particularly at the moment given the pandemic, e.g. car parks and development control fees.
 - External competition and declining markets, particularly during a recession. E.g. Local land charges and building control fees.
 - Changes to business rate income due to revaluations, redevelopments and increases in mandatory rate relief.
- (2) Cost pressures not identified at the time of setting the budget. This would include items such as excess inflation.
- (3) Initiatives and risks not specifically budgeted for.

It will therefore be important for members to maintain a robust budget monitoring regime during 2023/24.

11.4 The Chief Financial Officer's overall view of the robustness of the estimates is, therefore, as follows:

The processes followed are sound and well established and identical to those that produced robust estimates in the past. The Council has also demonstrated that it has a sound system of financial management in place.

12.0 COUNCIL TAX SETTING

12.1 The Council is obliged to raise the balance of its resources, after allowing for any government grant and business rates, to finance the General Fund Revenue Budget from its local Council Taxpayers. The Adur District Council Tax will be added to the Precepts from West Sussex County Council and the Sussex Police and Crime Commissioner to form a combined Council Tax to levy on the taxpayers of Adur. This will be formally approved by Council on the 23rd February 2023 via a report on the Council Tax Determination. The following paragraphs brief members on the overall content of the determination and seeks approval for both the tax base and special expenses.

12.2 Once the Cabinet has reached a decision on the Total Budget Requirement it wishes to recommend to the Council for the 2023/24 Budget, the resulting

Council Tax for the District can be set. This takes into account the Total Aggregate External Finance (Government grants and Business Rates contributions) and any contribution to or from the local Collection Fund.

12.3 Adur District Council:

- (a) The following table shows the net sum to be raised from local Council Taxpayers in 2023/24 prior to the consideration of the budget proposals. This is based on 2.00% Council Tax increase, below the maximum increase permitted without triggering the requirement for a referendum:

	£	£
Net 2023/24 Budget *		10,408,380
Less: Aggregate External Finance		
Baseline Funding	-1,833,280	
Additional Retained Business Rate income	-1,066,360	
Funding Guarantee Grant	-226,630	
New Homes Bonus	-78,980	
Revenue Support Grant	-74,160	
Services Grant	-68,650	
Local Tax Guarantee Scheme - use of set aside grant	-59,010	
Contribution to the Collection Fund deficit (as per paragraph 5.8)	-96,960	
Total Aggregate External Finance		-3,504,030
Minimum amount to be raised from Council Tax		6,904,350
Net additional impact of proposals identified in Appendix 2 if all approved		203,340
Amount to be raised from Council Tax based on 2.00% Council Tax		7,107,690

- * 2022/23 budget requirement after any contribution to or from reserves required to balance the budget or any further increase to Council Tax.

Within section 5 of the report, members are given the options for the Council Tax and approving the service investment proposals.

- (b) Council Tax Base

The Council's Tax base for 2023/24 is 21,937.3 Band D equivalent properties. There is an increase to the current year base of 21,699.7

which is largely due to increasing housing numbers. The full calculation of the tax base is shown in Appendix 4.

	2022/23 Tax Base	2023/24 Tax Base
Lancing	6,415.3	6,511.8
Sompting	2,759.9	2,790.9
Other areas	12,524.5	12,634.6
TOTAL	21,699.7	21,937.3

(c) Special Expenses

At the extraordinary meeting of Council held on 10th January 1995, maintenance of recreation grounds and provision of community buildings were agreed as special expenses not chargeable in the Lancing area under the terms of section 35 of the Local Government Finance Act 1992. In 2023/24 expenditure of £405,170 (£386,140 in 2022/23) falls under the resolution and will need to be financed by a Band D tax of £26.28, to be charged in all areas of the District except Lancing.

(d) Adur District Council Band D Council Tax

In Section 5.10, the options for the Council Tax increase are discussed in detail. An average Council Tax increase of 1.24% will ensure that the Council has a balanced budget, an average increase of 2.00% will lever in sufficient additional resources to fund the service investment proposals recommended for approval at Appendix 2 and deliver a balanced budget.

The actual amount charged in each area will depend on whether Special Expenses is charged and the level of the Basic Council Tax. The final agreed amounts will be incorporated into the Council Tax determination.

Area	2022/23	2023/24 (Average 1% increase)	2023/24 (Average 1.5% increase)	2023/24 (Average 1.75% increase)	2023/24 (Average 2.0% increase)
	£	£	£	£	£
Lancing - Basic Council Tax	299.79	302.31	303.93	304.74	305.55
Percentage increase		0.84%	1.38%	1.65%	1.92%
Annual increase (Band D)		2.52	4.14	4.95	5.76
Weekly increase (Band D)		0.05	0.08	0.10	0.11

Area	2022/23	2023/24 (Average 1% increase)	2023/24 (Average 1.5% increase)	2023/24 (Average 1.75% increase)	2023/24 (Average 1.98% increase)
	£	£	£	£	£
Shoreham, Southwick, Sompting and Coombes					
Basic Council Tax	299.79	302.31	303.93	304.74	305.55
Special Expenses	25.29	26.28	26.28	26.28	26.28
TOTAL in Shoreham, Southwick, Sompting and Coombes	325.08	328.59	330.21	331.02	331.83
Percentage increase		1.08%	1.58%	1.83%	2.08%
Annual increase (Band D)		3.51	5.13	5.94	6.75
Weekly increase (Band D)		0.07	0.1	0.11	0.13

12.4 West Sussex County Council and Sussex Police Authority

- (a) The County Council requirements are expected to be confirmed on 17th February, 2023. The proposed Police and Crime 2023/24 budget is due to be considered by the Sussex Police and Crime Panel (PCP) on 27th January 2023.

	2022/23 £	2023/24 £
West Sussex County Council	1,555.74	t.b.c
Sussex Police Authority	224.91	t.b.c
TOTAL	1,780.65	t.b.c.

12.5 The final figures for all authorities including the parish councils will be incorporated into the formal Council Tax setting resolution to be presented to the Council at its meeting on 23rd February 2023.

13.0 LEGAL IMPLICATIONS

13.1 The Local Government Act 2003 requires that the Council sets a balanced budget. This report demonstrates how Adur District Council will meet this requirement for 2022/23.

14.0 CONCLUSION

14.1 This has been a difficult year in which the Council has had to address a budget shortfall of £1.3m whilst contending with the impact of high inflation and the current economic climate. The Government is providing more support in 2023/24 however much of this support is time limited in nature and there is a lack of clarity about the future of local government funding reform. To meet this challenge the Council has identified significant savings of £1.333m of savings and is now in the position to set a balanced budget.

14.2 With the further delay to the Fair Funding Review, the financial challenge now moves to 2025/26, with 2024/25 set to be a relatively benign year. The strategy of delivering commercial income growth and business efficiencies continues to play a vital role in balancing the budget. Nevertheless, given the scale of the potential challenges ahead, a refreshed budget strategy will be presented in July next year which will bring forward new savings initiatives.

14.3 Provided we continue to deliver on our agreed budget strategy, the Council will become increasingly financially resilient over the next 5-10 years as government funding reduces and we become largely funded by our community through Council Tax, retained Business Rates and income from our commercial services.

14.4 The strategic aims of the Council are critical to our success. Developing the local economy to increase employment space and local jobs together with the provision of new homes is one of the strategic measures that the Council can take to protect its longer term financial interests, however there will inevitably be some difficult days ahead as the Council seeks to address the remaining budget shortfall and rebuild our financial health.

14.6 Finally, in preparing the strategy and forecast for 2023/24 an assessment was carried out of the significant risks and opportunities which may have an impact on the Council's budget. Where quantifiable, the budget has been adjusted accordingly but it is important to acknowledge that there are still some risks to the overall position which may have to be funded from reserves. Members will continue to receive regular budget monitoring reports and updates to the Council's 5-year Medium Term Financial Plan, to ensure that the financial challenges ahead are effectively met.

Local Government Act 1972

Background Papers:

- Developing a revenue budget for 2023/24 against a backdrop of high inflation – Report to Joint Strategic Committee on 5th July 2022
- Report to the Adur Joint Strategic Sub-Committee 6th December 2022 - 2023/24 Budget update
- Local Authority Finance (England) Settlement Revenue Support Grant for 2023/24 and Related Matters: MHCLG Letters and associated papers of 19th December 2022.
- Local Government Act 2003 and Explanatory Note
- 'Guidance Note on Local Authority Reserves and Balances' – LAAP Bulletin No. 77 - CIPFA -published in November 2008
- Statement of Accounts 2021/22
- Report to Adur Joint Strategic Sub-Committee 6th December 2022 – 2nd Revenue Budget Monitoring Report (Q2)

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SUSTAINABILITY AND RISK ASSESSMENT

1. ECONOMIC

Matter considered and no issues identified

2. SOCIAL

2.1 Social Value

Matter considered and no issues identified

2.2 Equality Issues

Matter considered and no issues identified

2.3 Community Safety Issues (Section 17)

Matter considered and no issues identified

2.4 Human Rights Issues

Matter considered and no issues identified

3. ENVIRONMENTAL

Matter considered and no issues identified

4. GOVERNANCE

Matter considered and no issues identified

ADUR DISTRICT COUNCIL						
Revenue Budget Summary Statement 2022/23 - 2027/28						
Net Spending to be Financed from Taxation	2022/23 Base	2023/24	2024/25	2025/26	2026/27	2027/28
	£'000	£'000	£'000	£'000	£'000	£'000
Base budget	9,742	9,742	9,742	9,742	9,742	9,742
(a) Annual Inflation						
Estimated inflation		220	516	810	1,109	1,405
Impact of 2022/23 pay award (Current offer 5.82%, budget contains 2%)		420	429	438	447	456
Reduction in employers national insurance by 1.25%		(74)	(75)	(77)	(79)	(81)
(b) One -off / non-recurring items						
Local Elections (held every other year)		18	-	19	-	20
(c) Impact of Cost of Living crisis						
Additional pay award - Usually budget for 2% assume 4.5%		286	294	303	299	305
Gas and electricity (380% gas, 190% electricity)		293	293	293	293	293
Diesel (50% increase)		67	67	67	67	67
Additional cost of housing service due to increasing demand including prevention work		381	385	385	385	385
Additional grant funding for homelessness prevention		(81)	(85)	(85)	(85)	(85)
Removal of inflation contingency budget		(67)	(67)	(67)	(67)	(67)
Contingency budget for initiatives to manage the impact of the cost of living on the Council's finances		123				
(d) Impact of funding the Council's priorities						
Measures to reduce waste - Impact of the Environment bill		18	18	18	18	18
Bike share scheme (part year cost included in 2022/23)		28	28	28	28	28
Heat Network		-	10	10	10	10
(e) Capital Programme and Treasury Management						
Capital programme financing costs		317	377	533	626	605
Revenue contribution to capital programme to fund proposals outlined in the capital budget		15	-	-	-	-
Investment income		(323)	(337)	(378)	(421)	(465)
(f) Other items						
Impact of waste dispute:						
Impact of negotiation on salaries costs		147	147	147	147	147
Impact of dispute on net income		27	27	27	27	27

ADUR DISTRICT COUNCIL
Revenue Budget Summary Statement 2022/23 - 2027/28

	2022/23 Base	2023/24	2024/25	2025/26	2026/27	2027/28
	£'000	£'000	£'000	£'000	£'000	£'000
(f) Other items (continued):						
Removal of one-off budgets:						
Removal of 2022/23 Covid contingency budget		(175)	(175)	(175)	(175)	(175)
Impact of Triennial review:						
Reduction in pension rates		(27)	(28)	(29)	(30)	(31)
Reduction in back funded contributions		(95)	(190)	(285)	(285)	(285)
Final cost of new leisure contract		(18)	(117)	(117)	(117)	(117)
Delay to Fairer Funding Review - Homeless funding to continue until 2025/26		-	-	263	263	263
Impact of rate revaluation 2022		11	16	24	53	54
Consolidation of Council Tax Support grant into RSG		71	71	71	71	71
Allowance for committed growth items as approved in December 2022		417	437	407	477	547
(g) Approved Growth items						
Proposals for new growth items (see appendix 2)		203	228	298	368	438
Total Cabinet Member Requirements	9,742	11,944	12,011	12,670	13,171	13,575
Income from taxation:						
Baseline funding	1,767	1,833	1,870	1,907	1,945	1,984
Add: Retained additional business rates	766	1,066	1,107	563	573	586
Adjusted Business Rate income	2,533	2,899	2,977	2,470	2,518	2,570
Council Tax						
Council Tax income	6,892	7,107	7,265	7,427	7,593	7,763
Other grants						
New homes bonus (2019/20 - 2022/23)	10	-	-	-	-	-
New homes bonus - One off payments	147	79	-	-	-	-
Total NHB	157	79	-	-	-	-
Lower Tier Services Grant / Revenue Support Grant	79	74	74	74	74	74
Local Tax Guarantee Scheme - Council Tax Services Grant	59	59	-	-	-	-
Funding guarantee	121	69	-	-	-	-
Collection fund surplus/deficit (-)	-	227	227	-	-	-
	(99)	97	-	-	-	-
Total other grants and contributions	317	605	301	74	74	74
Total Income from Grants and Taxation	9,742	10,611	10,543	9,971	10,185	10,407
AMOUNT REQUIRED TO BALANCE BUDGET	-	1,333	1,468	2,699	2,986	3,168

ADUR DISTRICT COUNCIL
Revenue Budget Summary Statement 2022/23 - 2027/28

	2022/23 Base	2023/24	2024/25	2025/26	2026/27	2027/28
	£'000	£'000	£'000	£'000	£'000	£'000
AMOUNT REQUIRED TO BALANCE BUDGET		1,333	1,468	2,699	2,986	3,168
Savings strategy:						
Strategic Property Investment Fund						
Future developments						
Provision for future voids		(100)	(200)	(300)	(400)	(500)
Commercial and Customer Activities		305	455	605	755	905
Efficiency Measures						
Service and Digital redesign - Rapid improvement programme		71	151	231	311	391
Corporate initiatives		244	244	244	244	244
MRP review		350	350	350	350	350
Commercial Landlord Programme		30	60	130	130	130
Departmental proposals		433	433	433	433	433
Total initiatives identified		1,333	1,493	1,693	1,823	1,953
Cumulative savings still to be found/ (surplus)		-	(25)	1,006	1,163	1,215
Annual savings still to be found		-	(25)	1,031	157	52

		<i>Expected cost (cumulative)</i>								
		<i>2023/24</i>			<i>2024/25</i>			<i>2025/26</i>		
		<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>	<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>	<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>
Description	Notes									
Delivery manager	New post to build our programme management capability as outlined in Our Plan and manage our budget challenge programme	55,310	22,120	33,190	60,340	22,120	33,190	60,340	22,120	33,190
ASB Officer	Mainstreaming of one post to reflect that this remains an important service for the Councils despite the fact that external funding has now ceased for this role	41,000	16,400	24,600	41,000	16,400	24,600	41,000	16,400	24,600
Broadcasting of council meetings - Software licencing	Mainstreaming our prototype approach to broadcasting council meetings as this saves considerable staff time and resource compared to the temporary solution developed during the pandemic	4,000	1,600	2,400	4,000	1,600	2,400	4,000	1,600	2,400

		<i>Expected cost (cumulative)</i>								
		<i>2023/24</i>			<i>2024/25</i>			<i>2025/26</i>		
		<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>	<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>	<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>
Description	Notes									
Time to spare platform for participation	Planned expenditure to increase our participation and community engagement infrastructure (NB this will slightly different text in Adur and Worthing	15,000	6,000	9,000	15,000	6,000	9,000	15,000	6,000	9,000
Asana licences	Software which will enable the development of an enhanced programme management capability and reporting	6,170	2,470	3,700	6,170	2,470	3,700	6,170	2,470	3,700
Place based officers to support Adur communities	Place based delivery managers who will support the different locations outlined in the Adur priorities paper		74,750			89,700			89,700	
Investment in sustainability projects	An increase in car parking income is to be set aside for future sustainability and nature based projects		20,000			20,000			20,000	

		<i>Expected cost (cumulative)</i>								
		<i>2023/24</i>			<i>2024/25</i>			<i>2025/26</i>		
		<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>	<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>	<i>Joint (memo only)</i>	<i>Adur</i>	<i>Worthing</i>
Description	Notes									
Western Harbour Arm Development Programme Manager	Programme/Project Manager to oversee implementation of the Western Harbour Arm Review; to liaise with the respective development teams; liaise directly with infrastructure providers; and oversee implementation of the Review's recommendations and ensure that these are communicated clearly and consistently.		60,000							
Total growth identified through financial planning		121,480	203,340	72,890	126,510	158,290	72,890	126,510	158,290	72,890
Removal of growth provision		-100,000	-70,000	-90,000	-100,000	-70,000	-90,000	-100,000	-70,000	-90,000
Net growth identified		21,480	133,340	-17,110	26,510	88,290	-17,110	26,510	88,290	-17,110

SCHEDULE OF EARMARKED RESERVES							
Reserve	Balance as at 01.04.22	Planned Contributions	Planned Withdrawals	Forecast Balance as at 01.04.23	Planned Contributions	Planned Withdrawals	Forecast Balance as at 31.03.24
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
1 CAPACITY ISSUES FUND Purpose: To enable the Council to fund one-off initiatives.	831	-	(525)	306	-	-	306
2 INSURANCE FUND Purpose: To offset the costs of insurance excesses and fund insurance risk management initiatives.	153	31	(60)	123	30	(30)	123
3 PROPERTY INVESTMENT RISK RESERVE Purpose: To offset future void rental periods in investment properties and provide for maintenance.	376	-	-	376	750	-	926
4. BUSINESS RATES SMOOTHING RESERVE Purpose: This reserve is intended to smooth the impact of timing differences in the business rate system largely due to in-year changes to business rate reliefs .	1,766	110	-	1,876	-	(1,240)	636

SCHEDULE OF EARMARKED RESERVES

APPENDIX 3

Reserve	Balance as at 01.04.22	Planned Contributions	Planned Withdrawals	Forecast Balance as at 01.04.23	Planned Contributions	Planned Withdrawals	Forecast Balance as at 31.03.24
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
7. LOCAL TAX INCOME GUARANTEE Purpose: The council received grant funding in 2020/21 towards the impact of council tax and business rates losses from the pandemic. However, due to the regulations governing the Collection Fund, the 2020/21 losses are due to be funded by the general fund over the next three years (2021/22- 2023/24). This reserve will be used to offset losses over that period.	118	-	(59)	60	-	(60)	-
8. GRANTS & CONTRIBUTIONS HELD IN RESERVES * Purpose: The reserve is used to hold grants or contributions which have been recognised as income in the Comprehensive Income and Expenditure Statement, but the expenditure to be financed from that grant or contribution has not been incurred at the Balance Sheet date.	1,203	-	-	1,203	-	-	1,203
9. GENERAL FUND WORKING BALANCE	1,052	-	-	1,052	70	-	1,122
10. PROJECTED OVERSPEND*			(770)	(770)			(770)
TOTAL	5,500	141	-1,414	4,227	850	-1,330	3,747
*Use of reserves to be confirmed at year end							




PROPERTY ANALYSIS AND CALCULATION OF TAX BASE - Budget year 2023/24										
Properties	Band A -	Band A	Band B	Band C	Band D	Band E	Band F	Band G	Band H	Total
Ratio to Band D	5/9	6/9	7/9	8/9	9/9	11/9	13/9	15/9	18/9	
Number of Dwellings	0.0	2,769.0	5,122.0	11,480.0	6,307.0	2,021.0	762.0	335.0	8.0	28,804.0
Less: Exemptions	0.0	-96.0	-91.0	-149.0	-90.0	-28.0	-8.0	0.0	0.0	-462.0
	0.0	2,673.0	5,031.0	11,331.0	6,217.0	1,993.0	754.0	335.0	8.0	28,342.0
Disabled Relief Adjustment (net)	7.0	6.0	40.0	-7.0	-26.0	-16.0	4.0	-2.0	-6.0	0.0
Chargeable Dwellings	7.0	2,679.0	5,071.0	11,324.0	6,191.0	1,977.0	758.0	333.0	2.0	28,342.0
Broken down as follows:										
Full Charge	5.0	905.0	2,777.0	7,624.0	4,465.0	1,518.0	610.0	277.0	1.0	18,182.0
25% Discount	2.0	1,757.0	2,266.0	3,682.0	1,720.0	456.0	144.0	49.0	0.0	10,076.0
50% Discount	0.0	1.0	3.0	12.0	4.0	2.0	4.0	7.0	0.0	33.0
Empty property premiums	0.0	16.0	25.0	6.0	2.0	1.0	0.0	0.0	1.0	51.0
Total Equivalent Number of Dwellings	6.5	2,239.3	4,503.0	10,397.5	5,759.0	1,862.0	720.0	317.3	2.0	25,806.5
Reduction in taxbase as a result of the Family Annex discount	0.0	-5.3	-0.5	0.0	0.0	0.0	0.0	0.0	0.0	-5.8
Flex empty property adjustment	0	17.1	25.0	7.0	2.0	1.0	0.0	0.0	1.0	53.1
Total Equivalent Number of Dwellings (after family annexe and empty property adjustments)	6.5	2,251.1	4,527.5	10,404.5	5,761.0	1,863.0	720.0	317.3	3.0	25,853.8
Reduction in tax base due to Council Tax Support	-2.2	-658.9	-879.2	-974.8	-239.2	-36.2	-3.8	-1.6	0.0	-2,795.9
Adjusted equivalent total dwellings	4.3	1,592.2	3,648.3	9,429.7	5,521.8	1,826.8	716.2	315.7	3.0	23,057.9

PROPERTY ANALYSIS AND CALCULATION OF TAX BASE - Budget year 2023/24

Properties	Band A -	Band A	Band B	Band C	Band D	Band E	Band F	Band G	Band H	Total
Ratio to Band D	5/9	6/9	7/9	8/9	9/9	11/9	13/9	15/9	18/9	
Adjusted equivalent total dwellings	4.3	1,592.2	3,648.3	9,429.7	5,521.8	1,826.8	716.2	315.7	3.0	23,057.9
Band D Equivalents:										
Band D equivalent dwellings	2.4	1,061.4	2,837.6	8,381.9	5,521.8	2,232.8	1,034.4	526.1	6.0	21,604.4
Add: Forecast new homes	0.0	45.7	92.2	215.6	62.5	14.1	-0.7	0.0	0.0	429.2
Less: Adjustments for Losses on Collection, and Void Properties	0.0	0.0	0.0	0.0	5.0	0.0	0.0	0.0	0.0	5.0
Less: Allowance for further increase in Council Tax Support Claims	0.0	17.6	27.3	34.8	9.6	1.7	0.2	0.1	0.0	91.3
COUNCIL TAX BASE	2.4	1,089.5	2,902.5	8,562.7	5,569.7	2,245.2	1,033.5	526.0	6.0	21,937.3

Adur Budget Consultation Survey 2023

1. Firstly, do you live, work or study in the Adur area? Please tick all that apply (if you have a connection to Worthing by living, working or studying there, you can also complete the Worthing survey).

Answer Choices			Response Percent	Response Total
1	I live in Adur		95.72%	1186
2	I work in Adur		21.07%	261
3	I study in Adur		0.73%	9
			answered	1239
			skipped	0

2. Imagine you are in charge of setting the Council's budget. Consider the following service areas – for each of the ten areas of work below, please tell us whether you would be comfortable or not with a reduction in spending.

Answer Choices	Very comfortable	Partly comfortable	Not comfortable	Don't know/no opinion	Response Total
Parks and open spaces	11.39% 141	40.47% 501	45.96% 569	2.18% 27	1238
Leisure services through our partner South Downs Leisure	20.92% 259	42.65% 528	30.53% 378	5.90% 73	1238
Supporting our high streets	12.61% 156	35.89% 444	48.99% 606	2.51% 31	1237
The Cost of Living emergency and supporting the most vulnerable	9.94% 123	19.97% 247	66.45% 822	3.64% 45	1237
Health and wellbeing services	9.78% 121	19.97% 247	67.74% 838	2.51% 31	1237
Waste and recycling services	8.65% 107	19.00% 235	71.62% 886	0.73% 9	1237
Keeping streets clean	7.03% 87	30.64% 379	61.52% 761	0.81% 10	1237
Housing and homelessness prevention	9.45% 117	24.96% 309	61.39% 760	4.20% 52	1238
Planning	27.32% 338	42.52% 526	23.44% 290	6.71% 83	1237
Supporting business growth in our area	18.11% 224	47.53% 588	28.78% 356	5.58% 69	1237





2. Imagine you are in charge of setting the Council's budget. Consider the following service areas – for each of the ten areas of work below, please tell us whether you would be comfortable or not with a reduction in spending.

answered	1239
skipped	0

3. Reduction in spending is intended to help us balance the books while we are continuing to invest in the areas which are most important to residents. Which of the following areas would you like to see prioritised? (Please note, some of the areas listed below are not our direct responsibility but we will use this information to work more effectively with partners such as West Sussex County Council.)

Answer Choices	Low priority	Medium priority	High priority	Don't know/no opinion	Response Total
Do more to support vulnerable people with our Cost of Living action plan	11.70% 139	40.07% 476	45.71% 543	2.53% 30	1188
Increase our fees and charges in order to fund other services	39.81% 473	40.49% 481	15.07% 179	4.63% 55	1188
Invest more in young people / children. Example: investing in play areas and services for young people	18.43% 219	47.73% 567	32.41% 385	1.43% 17	1188
Invest in more sustainable travel infrastructure. Example: creating more cycling infrastructure	60.27% 716	19.53% 232	19.11% 227	1.09% 13	1188
Do more to protect / develop more green spaces. Example: doing more to increase the biodiversity of our parks and green spaces	30.13% 358	42.59% 506	26.01% 309	1.26% 15	1188
Do more to support our high streets. Example: doing more promotion and marketing of our farmers markets	37.88% 450	42.17% 501	18.77% 223	1.18% 14	1188
Do more to address the cost and availability of housing. Example: working with others to improve the supply of housing	20.03% 238	33.75% 401	44.78% 532	1.43% 17	1188
Do more to invest in facilities in parks such as pavilions or public toilets	24.41% 290	49.75% 591	24.92% 296	0.93% 11	1188
				answered	1188
				skipped	51

4. In February we will need to set our Council Tax. The money that we collect is split between West Sussex County Council (WSSC), the Office of the Sussex Police & Crime Commissioner (OSPCC) and us. Last year, of the total of £1865.12 paid by an Adur Band C household on average, £1382.88 went to WSSC, £199.92 went to the OSPCC and just £282.32 on average went to us to fund all the services we provide. Which of the following options do you think is most appropriate:

Answer Choices			Response Percent	Response Total
1	Freeze Council Tax and reduce spending by the council by £140,000		34.57%	402
2	Increase Council Tax by 1.99% again and protect services		41.10%	478
3	Increase Council Tax to 2.99% in order to increase the Council's ability to invest in services by £70,000		18.57%	216
4	None of the above / don't know / no opinion		5.76%	67
			answered	1163
			skipped	76

ADUR BUDGET 2023/2024

Summary of Executive Member Portfolios



APPENDIX 6

EXECUTIVE PORTFOLIO	ESTIMATE 2022/2023	ESTIMATE 2023/2024
	£	£
Environment	3,075,710	3,344,830
Health and Wellbeing	1,360,290	1,315,900
Customer Services	1,565,670	1,887,080
Leader	771,920	703,030
Regeneration	1,748,630	1,894,200
Resources	163,680	650,620
Support Services Depreciation Not Charged To Services	246,010	268,270
NET SERVICE EXPENDITURE	8,931,910	10,063,930
Credit Back Depreciation / Impairments	(1,534,510)	(1,625,520)
Minimum Revenue Provision	2,344,950	1,969,970
	9,742,350	10,408,380
Transfer to / from Reserves	-	-
Investment in Services to be Approved	-	203,340
Total budget requirement before external support from government	9,742,350	10,611,720
Baseline Funding	(1,767,150)	(1,833,280)
Additional business rate income	(765,580)	(1,066,360)
Lower Tier Services Grant	(79,270)	-
Appropriation from Reserves for Local Tax Guarantee Scheme	(59,000)	(59,010)
Services Grant	(121,820)	(68,650)
Revenue Support Grant	-	(74,160)
Funding Guarantee Grant	-	(226,630)
Other unfenced grants (New homes bonus)	(156,520)	(78,980)
Contribution to/ (from) Collection Fund	99,030	(96,960)
Amount required from Council Tax	6,892,040	7,107,690
Council Tax Base	21,699.7	21,937.3
Average Band D Council Tax - Adur District	317.61	324.00
% increase	1.99%	2.00%