

ASSESSING MINIMUM WORKING BALANCE IN THE GENERAL FUND REVENUE ACCOUNT

The Deputy to the Chief Executive and Director of Finance (s151 Officer) as the Chief Financial Officer has a statutory responsibility to ensure that the Council holds an adequate level of balances, and that there are “clear protocols for their establishment and use”. Guidance notes, published by the Chartered Institute of Public Finance and Accountancy (CIPFA), list a number of factors which should be considered in determining a minimum working balance. The table below lists these factors and officers’ response.

Factor	Response
Budget assumptions.	
The treatment of inflation and interest rates	Included in the report.
Estimates of the level and timing of capital receipts.	<p>This is also covered in the reports on Non Housing Capital Programme and Treasury Management.</p> <p>Major risk includes the revenue implications arising from adverse cash flow management and is referred to in the risk section below.</p> <p>The Non-Housing Capital Programme (NHCP) has been developed to ensure that its revenue costs are affordable within the wider context of the General Fund budget whilst maintaining the overall condition of its operational asset portfolio.</p> <p>The NHCP programme will continue to be monitored regularly by Senior Management Board and Cabinet. Wherever possible expenditure will be incurred only when there is sufficient funding in place. The MTFS includes Minimum Revenue Provision allowance to support the likely borrowing requirements for the NHCP in 2022/23.</p>
The treatment of demand-led pressures.	In-year unplanned budget pressures will be dealt with through the budget monitoring process and reported to Cabinet if necessary. The Council has an excellent track record of effectively managing within its overall approved budget and has

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	<p>anticipated future years' savings proposals within the in-year budget monitoring process wherever possible.</p> <p>An ongoing area of specific concern remains in relation to the changes introduced by the Government from April 2018 in relation to Homelessness responsibilities. There is a growing national and local trend relating to residents presenting as homeless and whilst the General Fund and HRA have estimated the financial impact of these changes it is likely that ongoing pressures will continue to be a factor during 2022/23 and future years.</p>
<p>The treatment of planned efficiency savings / productivity gains.</p>	<p>Service savings of £275,000 are factored into the 2022/23 budget.</p> <p>The Council will utilise appropriate earmarked reserves to help support any opportunity associated with delivering efficiency savings which may require an initial investment.</p> <p>The Council continues to explore all avenues to ensure efficiencies are maximised and delivered.</p>
<p>The financial risks inherent in any significant new funding partnerships, major outsourcing arrangements or major capital developments.</p>	<p>The Council's biggest/ major contracts or partnerships are in respect of its wholly owned subsidiary HTS and with Veolia.</p> <p>Whilst HTS Group is projected to generate financial returns to the Council as sole shareholder these have been factored in to the MTFS and General Fund budget in such a way as to exercise caution.</p> <p>The Council has a contractual arrangement with a private sector operator of the Parndon Wood Cemetery and Crematorium. The contract operates on a profit share basis.</p> <p>Other than the items referred to in the Housing and Non Housing Capital Programme, there are currently no other major capital developments funded by</p>

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	<p data-bbox="735 237 1023 271">Council's resources.</p> <p data-bbox="735 309 1342 819">The Council, alongside the HCA, entered into Loan agreements in respect of the Enterprise Zone to enable significant private sector funding to be levered into the project. The first loan advance of £1million was advanced in March 2016 with the second advance of £1.5 million made in March 2017. Both advances were made only when it was demonstrated that there was sufficient capital value in the assets against which the Council will hold a property charge to secure the debt and these loans were seen as low risk at the time of their approval.</p> <p data-bbox="735 857 1342 1043">Cabinet approval has already been agreed for the council lead developments on is EZ land holdings and the financing of these will be met from agreed funding made available through SELEP.</p>
<p data-bbox="236 1077 703 1263">The availability of reserves, government grants and other major funds to deal with major contingencies and the adequacy of provisions.</p>	<p data-bbox="735 1077 1342 1554">The Council's MTFs continues to stress the importance of using general reserves only for one-off items of expenditure, i.e. not to support on-going expenditure. In view of the changing funding arrangements and welfare benefits reforms by the Government, the MTFs assumes an on-going minimum General Reserve balance of £2.5million and recommends that the Council operates at a level above this to allow flexibility. The General Reserve is projected to be at a level of £4.1m at 1 April 2022.</p> <p data-bbox="735 1592 1342 1890">The General Reserve was utilised in 2020/21 to facilitate the advance payments of the Council's required pension's deficit to the Essex Pensions fund. The reserve will be replenished in over the MTFs period with the advance payment having generated a saving to the Council of £600k over the three years.</p> <p data-bbox="735 1921 1342 2024">The Council also holds a Severance reserve to help to meet any severance costs that may arise as a result of service</p>

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	<p>changes or transformation.</p> <p>In light of the Covid Crisis the MTFS report and appendices makes a recommendations for £1million of the Severance reserve along with the 2021/22 planned government Covid grant to be used to establish a new Budget Resilience Fund. This proposal is made in recognition of the possible medium to long term impacts that may arise from the national crisis and to help to manage any budget shocks that may result. The is forecast to hold an estimated balance of £1.1million by the end of 2021/22.</p>
Financial standing and management	
<p>The overall financial standing of the authority (level of borrowing, debt outstanding, Council Tax collection rates, etc).</p>	<p>The Council's level of general reserves is forecast to be above the revised minimum recommended level of £2.5m for 2022/23.</p>
<p>The authority's track record in budget and financial management including the robustness of the medium term plans.</p>	<p>The Council uses a three-year MTFS as a tool for prudent financial planning and management. The 2022/23 -2024/25 MTFS reported to Cabinet shows that the financial plans being proposed result in a sustainable three-year budget proposal.</p> <p>It is vital to recognise that fiscal challenges resulting from the UK's need to fund the economy during the Covid crisis, residual issues in the economy resulting from the exit from the EU do and will continue to pose a serious threat to future local authority funding levels.</p> <p>Meanwhile, the overall assessment of the Council's financial management processes as reviewed by the External Auditors and reported by BDO LLP is that the Council has put in place proper arrangements to secure value for money in its use of resources.</p>
<p>The authority's capacity to manage in-year budget pressures.</p>	<p>The Council's budget monitoring processes are effective and involve monthly monitoring by the Senior Management Board.</p>

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	<p>The monthly monitoring also focuses on key risk areas such as income targets.</p> <p>The latest 2021/22 quarterly General Fund revenue budget monitoring report, presented to Cabinet on 3 December forecast potential overspend of £252,000 representing a 0.4% variation against the overall gross expenditure. The corresponding figure for preceding years were:</p> <p>2020/21 was +0.6% 2019/20 was -0.14%, 2018/19 was -0.78% 2017/18 was -2.12% and 2016/17 was -0.95%.</p> <p>Such figures demonstrate an excellent track record of managing in-year budgets, especially in light of the unprecedented government austerity, the uncertain economic environment and funding reductions.</p>
<p>The strength of the financial information and reporting arrangements.</p>	<p>In addition to the budget monitoring process referred to above, the financial information and reporting processes are also underpinned by Budget Monitoring Guidelines, Financial Regulations and Contract Standing Orders.</p> <p>The Council's annual accounts for 2018/19 are expected to be unqualified by the Council's auditors and presented for approval early in 2022. The 2019/20 audit is due to be completed in Q4 2021/22.</p> <p>The external assessment of the Councils delivery under the Value for Money assessment was unqualified.</p>
<p>The authority's virement and end-of-year procedures in relation to budget under/overspends at authority and departmental level.</p>	<p>The latest monthly budget monitoring reports forecast that the Council will adhere to the budgets it has set.</p>
<p>The adequacy of the authority's insurance arrangements to cover unforeseen risks.</p>	<p>In order to reduce insurance costs in future years, a strategy is being developed to target inspections and a programme of</p>

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	works to reduce the Council's exposure to risk. The Councils budget includes on-going provision for this work to continue. A review of the Insurance fund by an independent actuary has indicated that the contributions and balance provide a good level of cover against potential claims exposure. As a result of the good work being undertaken to reduce the Council's exposure to risk in recent years the Councils insurance costs have seen significant reductions which is against the market trend.

Key Financial Risks

In preparing the budget prudent assumptions have been made in respect of investment returns and likely income. However, there are a number of key financial risks which have not been eliminated and these are summarised below:-

- a) The unprecedented circumstances experienced as a result of the national Covid Crisis and the impacts on budgets are difficult to predict. As a result services to the public have been protected and as set out within the report a specific fund was established to help manage any immediate and ongoing budget implications during 2021/22 and in to 2022/23. This will enable work to be undertaken to better understand and assess the medium to long term impacts both on the Council, the town and residents before any budget changes recommended.
- b) The costs associated with any required future workforce reductions will be met from the Council's own resources. In light of the uncertainties surrounding the Governments proposals to radically change the funding arrangements for local authorities the redundancy provisions contained within Earmarked reserves will be kept under review to ensure any future costs can be managed whilst minimising risk to the General Reserve.
- c) The Council's income budgets are especially difficult to predict as a result of the Covid crisis and are subject to fluctuations linked to the performance of the wider economy. Whilst prudent assumptions have been made about income utilising current information and performance, the budgets will continue to be subject to on-going review throughout 2022/23 as part of normal budget monitoring processes. This work will ensure that income budgets are aligned to expected achievable income and will identify any underlying risks of non-achievement of the in-year and future budget plans.

- d) The change for the delivery of Housing/non-housing repairs and Environmental works to HTS (P&E) Ltd in February 2017 incurred planned start-up costs which were transferred to the company in the form of a loan during 2017, as agreed by Cabinet. Loan repayments are being maintained on a monthly basis and do not currently present a risk to the Council.
- e) The major change in relation to Housing Self-Financing brings with it risk for the Council. The HRA became self-reliant from April 2012 and any significant variations to the Business Plan will have to be managed locally by the Council. To mitigate risk, including the costs of the major debt settlement undertaken in March 2012, the HRA minimum working balance was increased to £2.5 million to enable any volatility to be better managed in the future. Recommendations remain in place to maintain the working balance at £4.6 million to reflect the sector norm of holding at least £500 per managed property. The balance is also expected to help accommodate any possible initial requirements that may be placed on the Council in its landlord function as a result of final outcomes of the Grenfell Enquiry. Provision of resources to undertake the identification and development of plans for new house-building have also been factored into the HRA Business Plan.
- f) The HRA has been impacted directly in a very similar way as the General Fund in so much as income streams have been further impacted during 2021/22. This is largely due to lower recharges to service users, lower rent income due to economic conditions and higher void levels than planned during the crisis. These issues are under constant review and will be managed in the same way as underlying budgetary issues in the general fund budget. However there is the risk that the working balance may reduce as a result in the short term.
- g) The budget assumes that the general level of reserves at 31 March 2021 will be nearly £4.3 million before any impact of budget carry-forward request from 2021/22 which will be reported in the normal way as part of the year-end reporting to Cabinet.
- h) Subject to future Government funding announcements the Council's medium-term General Fund Revenue Budget forecast shows that there is currently a balanced budget proposal for 2022/23.

Conclusion: Although the Council has taken steps through the 2022/23 budget-setting process to reduce its exposure to a number of significant risks, it still faces risks that could potentially adversely affect its financial position. Many of these risks may be manageable on their own. Indeed some of the 'risk' factors above could have a positive effect on the Council, e.g. if locally generated income exceeds the amount budgeted. The Council has also improved its internal arrangements, e.g. in respect of responding to money market reforms by further tightening of investment security within its Treasury

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Management arrangements. It also has a very good track record of managing its annual budgets.

Against this assessment of risk it is recommended that the minimum working balance for the General Reserve during 2022/23 should remain at £2,500,000 and that the Council should seek to operate above this level to provide flexibility during a period of financial uncertainty and pressure specifically in relation to future Government funding changes. This will ensure that the Council has adequate provision to meet unexpected events and financial demands should they arise.