All Councillors, relevant Council Officers and other interested parties and residents are formally invited to attend a Budget Council meeting of the City of York Council at The Citadel, Gillygate, York, YO31 7EA to consider the business contained in this agenda on the following date and time

Thursday, 22 February 2018 at 6.30 pm
A G E N D A

1. **Declarations of Interest**
   At this point, Members are asked to declare:
   - any personal interests not included on the Register of Interests
   - any prejudicial interests or
   - any disclosable pecuniary interests
   which they may have in respect of business on this agenda and which have not already been notified to Democratic Services or the Monitoring Officer.

2. **Civic Announcements**
   To consider any announcements made by the Lord Mayor in respect of Civic business.

3. **Public Participation**
   At this point in the meeting, any member of the public who has registered to address the Council, or to ask a Member of the Council a question, on a matter directly relevant to the setting of the Council’s budget for the coming financial year may do so. The deadline for registering is **5:00pm on Wednesday 21 February 2018**. To register to speak please contact the Democracy Officers for the meeting, on the details at the foot of the agenda.

**WEBCASTING NOTICE**

Please note: this meeting may be filmed for live or subsequent broadcast via the internet - at the start of the meeting the Lord Mayor will confirm if all or part of the meeting is being filmed.

You should be aware that the Council is a Data Controller under the Data Protection Act. Data collected during this webcast will be retained in accordance with the Council’s published policy.

Public seating areas will not be filmed by the Council.

*The Council’s protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all*

4. **Appointment of Council Leader**
   To consider nominations for and the appointment of a new Council Leader.

5. **Recommendations of Executive in respect of City Transport Access Measures and the Capital Programme 2017-18 Monitor 3 (Pages 1 - 2)**
   To consider the recommendations made by Executive, at their meeting on 8 February 2018, regarding a capital allocation for City Transport Access Measures and the third monitor report on the Capital Programme. These are set out in the attached Part B minutes and will be moved by the Executive Leader.

   To consider the recommendations made by Executive, at their meeting held on 8 February 2018, in relation to:

   (a) the Financial Strategy 2018/19 to 2022/23 (including the Council’s revenue budget proposals for 2018/19)

   (b) the Capital Strategy 2018/19 to 2022/23

   (b) the Treasury Management Strategy Statement and Prudential Indicators 2018/19 to 2022/23.

   These recommendations are set out in the attached report and will be moved by the Council Leader.

   **Note:**
   The original budget reports to Executive, on which their recommendations are based, were circulated to all Members and can be found on the Council’s website, here: http://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=10196&Ver=4
7. **List of Council Amendments for consideration at the Meeting (to follow)**

8. **Council Tax Resolution 2018-19** (Pages 15 - 26)
   To consider the Council Tax Resolution for 2018/19, as set out in the attached report.

9. **Urgent Business**
   Any other business which the Chair considers urgent under the Local Government Act 1972.

**Democracy Officers for this meeting:**

Name: Catherine Clarke and Louise Cook (job share)
Contact details:
- Telephone – (01904) 551031/(01904) 551088
- E-mail – catherine.clarke@york.gov.uk and louise.cook@york.gov.uk

For more information about any of the following please contact the Democratic Services Officers responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.
This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku.

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (پنجابی) میں مhtar کی علاقوں میں دی جاتی ہیں۔ (Urdu)

☎️ (01904) 551550
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PART B - MATTERS REFERRED TO COUNCIL

128. City Transport Access Measures

[See also under Part A Minutes]

The Assistant Director of Transport, Highways and Environment, presented a report which set out an approach to developing proposals to ensure safety in York, through a review of transport access into the city centre and areas adjacent to the Minster and York Racecourse.

Keeping residents and visitors safe was a key role and priority for the council, and crucial to protecting the city’s economy. Against the background of the national CONTEST strategy aimed at reducing the risk of terrorism, the police had advised a review of Traffic Regulation Orders, and of physical measures in place, to prevent vehicles from accessing areas of significant footfall. The council would engage with key partners to identify areas requiring more detailed work and to mitigate any adverse effects.

The aim was to develop the proposals in a sensitive way, respecting the historic value of York’s built environment, and mitigating the impact of the changes on disabled access and traders in particular. Delegated authority was sought to move the proposals forward, in view of the need for speedy delivery of this work. It was proposed that funding be from the Built Environment Fund, supported by partner and other council funds as required.

Members broadly welcomed the proposals, highlighting the need to keep all affected groups informed as the work moved forward.
Recommended: That the Built Environment Fund allocation (£1.187m) set aside in the Capital Programme to develop a business case for Public Realm improvements be used to fund the delivery of initial proposed access restrictions.

Reason: To provide the necessary financial resource to enable the scheme to be progressed.

129. Capital Programme - Monitor 3 2017/18

[See also under Part A Minutes]

The Deputy Chief Executive / Director of Customer & Corporate Services presented a report which set out the projected out-turn of the council’s 2017/18 capital programme, including any under / overspends and adjustments, and asked Executive to recommend the adjustments to Full Council.

A decrease of £19.324m was reported on the approved capital budget of £111.638m, resulting in a revised programme of £88.586m. Variances in each portfolio area were summarised in Table 1 at paragraph 6 of the report, and detailed in paragraphs 8 to 53. The effect of the revisions was shown in Table 2, paragraph 54.

The changes included the re-profiling of £1.337m from the Built Environment Fund into 2018/19 to fund the review of city centre access points, as detailed in Agenda Item 6 (Minutes 122 and 128 refer).

Recommended: That Council approve the adjustments to the programme detailed in the report and contained in Annex A, resulting in a decrease of £19.324m in the 2017/18 budget.

Reason: To enable the effective management and monitoring of the council’s capital programme.

Cllr D Carr, Chair
[The meeting started at 5.30 pm and finished at 6.52 pm].
Budget Council  
22 February 2018

Report of the Deputy Chief Executive/Corporate Director of Customer and Corporate Services

(Portfolio of the Leader and Deputy Leader of the Council)


Summary and Background

1. This report presents to Council the recommendations of Executive for approval in respect of the Capital Strategy for the period 2018/19 to 2022/23, the revenue budget proposals for 2018/19 and the Treasury Management Strategy for the period 2018/19 to 2022/23. This report should be read in conjunction with the reports presented to Executive on 8 February.

2. On 8 February the Executive met to consider the revenue and capital budgets and the Treasury Management Strategy. The following reports, copies of which Members have previously received, were considered;

   i) Financial Strategy 2018/19 to 2022/23
   ii) Capital Strategy 2018/19 to 2022/23
   iii) Treasury Management Strategy Statement and Prudential Indicators 2018/19 to 2022/23.

Consultation

3. The council’s budget has been widely consulted upon. Please refer to the relevant section of the Financial Strategy report for further details.
Options

4. Options open to the Council are to approve Executive’s recommendations or to approve any amendments that may be moved by other Members of Council.

Specialist Implications

5. Implications in respect of setting the budget are contained in the Executive reports. Member’s attention is drawn in particular to the legal advice and the statutory advice of the Section 151 officer as set out in the Financial Strategy report and repeated in the following sections.

Legal

6. The council is required to set a council tax for 2018/19 before 11 March 2018. It may not be set before all major precepts (i.e. precepts from the Police and Fire Authorities) have been issued or before 1st March 2018, whichever is the earlier. The decision to set the level of council tax is reserved to Council and cannot be taken by Executive or delegated to officers, although Executive has to recommend a budget to Council. These comments are intended to apply to both the Executive meeting and the subsequent Council meeting.

7. Before determining the level of the tax, the Council must estimate its proposed revenue expenditure, taking into account amounts required by way of contingency, any need to raise reserves and any other amounts which the Council is legally required to transfer between funds. It must also estimate its anticipated income, any relevant transfer between funds and any proposed use of reserves. It must then calculate the difference between the two which is the council tax requirement.

8. The Council’s Chief Financial Officer (under s151 Local Government Act 1972) is required to report to the Council on the robustness of the estimates made for the purposes of the calculations, and the adequacy of the proposed financial reserves. The Council must have regard to the report when making decisions about the calculations in connection with which it is made. The Chief Financial Officer has a statutory duty under section 114 of the Local Government Finance Act 1988 to issue a written report if he considers that a decision taken by the Council would be unlawful and likely to cause a financial deficiency.

9. In reaching decisions on these matters, Members are bound by the general principles of administrative law. Lawful discretions must not be
abused or fettered and all relevant considerations must be taken into account. No irrelevant considerations may be taken into account, and any decision made must be one which only a reasonable authority, properly directing itself, could have reached. Members must also balance the interests of service users against those who contribute to the Council's finances. The resources available to the Council must be deployed to their best advantage. Members must also act prudently. Members must also bear in mind their other statutory duties to have regard to certain matters when making decisions. In particular the “equalities duty” to have 'due regard' to the need to eliminate discrimination and to promote equality when making decisions and the need to consider any crime and disorder implications of the decision. A failure to follow these principles could open the Council to judicial review.

10.Members have a fiduciary duty to the council tax payers and others in the local authority's area. This means that Members must behave responsibly in agreeing the budget. Members have no authority to make anything other than a balanced budget.

11. Among the relevant considerations which Members must take into account in reaching their decisions are the views of business ratepayers and the advice of officers. The duty to consult representatives of non-domestic ratepayers on the Council's expenditure plans is contained in Section 65 of the Local Government Finance Act 1992.

12. In considering the advice of officers, and the weight to be attached to that advice, Members should have regard to the personal duties placed upon the Deputy Chief Executive/Corporate Director of Customer and Corporate Services as Chief Financial Officer. Members are obliged under the Code of Conduct to have regard to the advice of the Chief Finance Officer and Monitoring Officer. The Council may take decisions which are at variance with his advice, providing there are reasonable grounds to do so. However, Members may expose themselves to risk if they disregard clearly expressed advice, for example as to the level of provision required for contingencies, bad debts and future liabilities. In addition, if Members wish to re-instate savings recommended by the Deputy Chief Executive/Corporate Director of Customer and Corporate Services in order to balance the budget, they must find equivalent savings elsewhere.

13. The Deputy Chief Executive/Corporate Director of Customer and Corporate Services is required by Section 151 of the Local Government Act 1972 and by the Accounts and Audit (England) Regulations 2011 (as
amended) to ensure that the council’s budgeting, financial management, and accounting practices meet relevant statutory and professional requirements. He is in addition subject to the requirements set out above.

14. Members must also have regard to, and be aware of, the wider duties placed upon the council by various statutes governing the conduct of its financial affairs. These include the distinction between revenue and capital expenditure and the requirement to set prudential indicators in line with capital investment plans that are prudent, affordable and sustainable.

15. Section 106 of the Local Government Finance Act 1992 makes it a criminal offence for any Member with arrears of council tax which have been outstanding for two months or more to attend any meeting at which a decision affecting the budget is to be made, unless the Member concerned declares at the outset of the meeting that he or she is in arrears and will not be voting on the decision for that reason. The Member concerned must not vote but may speak. The application of Section 106 of the 1992 Act is very wide and Members should be aware that the responsibility for ensuring that they act within the law at all times rests solely with the individual Member concerned.

16. If a referendum is held after the beginning of the relevant financial year, the higher rate of council tax will be payable unless and until it is overturned by a ‘no’ vote in the referendum. It must also provide “substitute calculations” which need to be presented to Council setting out what the alternative budget would be. This means that if a party proposes a council tax above the referendum limit they must also produce “substitute calculations” within the referendum limit, to be used in the event that the referendum would reject the increase. In the event that a referendum rejects the increase, the billing authority would be able to issue new bills, offer refunds at the end of the year or allow credits against liability the following year, although individual council taxpayers would be entitled to a refund on demand.

Statutory Advice from the Deputy Chief Executive/Corporate Director of Customer and Corporate Services

17. The Local Government Act 2003 places responsibilities upon the council's Chief Finance Officer to advise the council on the adequacy of its reserves and the robustness of the budget proposals including the estimates contained in this document. This section also addresses the
**key risks** facing the council in relation to current and future budget provision. The following paragraphs give my views on the budget (both 2018/19 and beyond), reserves and general robustness of the process.

**Overall Assessment**

18. The proposals in this budget give a balanced budget for 2018/19 and an overview of future years. The council has well established effective financial management, effective monitoring, and has received very favourable external audit reports in respect of its financial management. The council has managed expenditure within its overall budget in recent years, and the overall financial planning process remains sound.

19. Full scrutiny of the budget proposals for 2018/19 has taken place, in terms of their deliverability, and a proper risk assessment of a range of issues has been conducted.

20. There are significant savings contained within the budget proposals, reflecting the scale of the challenge facing the council. There should be no understatement of the scale of this challenge, both in terms of next year and beyond.

21. A key risk facing the Council relates to the large number of major complex capital schemes it is currently undertaking, and which are at the early stages of development. Should schemes not progress to full completion there remains a risk that costs currently assumed to be capable of being capitalised must be written off to revenue.

22. Another significant risk is the financial position of the Health system within York, which brings with it a number of significant challenges for adult care services in particular. This risk has increased recently, with massive financial challenges facing CCG’s in particular and the position regarding the Better Care Fund both now and in the future represents a major risk. Members should consider carefully whether to allocate additional funds for Social Care in the light of these challenges, and the related implications for Council Tax.

23. There are also changes in New Homes Bonus Funding as described in the report, which will reduce the amount of NHB the Council receives in future years. Previous budget decisions have funded ongoing expenditure of £2.6m from New Homes Bonus, and moving forward the Council will need to plan for funding this expenditure from its council tax/retained business rates. This will require budget growth from 2018/19
for a period of around 5 years, at a level of approximately £400k to £500k each year.

24. Clearly, there are risks in the achievement of some of the proposed savings and, in assessing the risk of the savings proposed, I cannot guarantee that every single proposal will be achieved. I do however consider the overall package to be prudent, and I am assured of the robustness of the projected savings, and the extent of rigour in their calculation. They do however represent a major challenge to deliver, one that will only be achieved through full commitment across the organisation. Very careful monitoring of the progress of the savings programme will be essential. A risk assessment related to the individual savings proposals has been conducted, and discussed with senior management. Where savings are not delivered, services are fully aware of the need to find compensating savings.

25. I consider that the overall estimates in the budget are sound and that the proposals to achieve a balanced budget are achievable, albeit demanding. The council has made provision for a number of corporate financial pressures. In addition provision is still included for a contingency sum of £500k, and I consider this an important factor in the overall budget assessment. In this budget it is recommended that the contingency is increased by a further £800k to fund adult social care. The Council also has strong financial health in terms of its overall level of unallocated reserves, anticipated additional one off business rates income for 2018/19, and unallocated Venture Fund provision. These sums, combined with a track record of delivery to budget, provide assurance on the robustness of the Council’s overall financial position. This overall package is a realistic approach in dealing with the financial pressures facing the council next year. There is provision made for the estimated 2.0% pay award.

Looking Ahead

26. Looking ahead there remains a range of very significant pressures for the future. It is almost certain that there will be further reductions in government funding, and the major challenge facing the council in coming years will be to secure further savings and for cost pressures to be managed effectively. In doing so, the council will also need to provide capacity for additional investment in unavoidable costs and priorities.

27. The proposals in this report set out details for 2018/19, but also set out the strategic direction, and key issues facing services for the following year. There has been significant consideration of the medium term
planning issues, and I am entirely satisfied with the extent to which the Council is aware of the challenges it faces, and the actions it will need to consider over coming years.

**Reserves**

28. In terms of reserves, the proposals seek to keep reserves to an amount of £1,042k above their minimum levels. This recognises that in difficult financial times, and alongside general uncertainty regarding the economy, it is advisable to ensure sufficient reserves are in place.

29. I believe that the council will outturn within budget for 2017/18 and this is reflected in the budget monitoring report presented to Executive at this same Executive meeting.

30. The recommended minimum reserves for 2018/19 are £6.4m. This is considered within the report. I have identified in earlier paragraphs the risks facing the Council. Last year I indicated a need to increase reserves and this was done as part of the 2016/17 year end position. During the last 12 months some risks have been reduced, for example in relation to the Community Stadium. I do not consider that reserves require any increase, but I would caution any reduction at this stage, as there remain risks within the Capital Programme and within Social Care in particular.

31. Whilst there is a degree of mitigation in that the Venture Fund has a significant balance (covered in the financial strategy report), and some other earmarked reserves could be permanently/temporarily used should there be any significant costs to be charged to revenue funds, it is essential the Council makes proper prudent provision for the risks it faces and has adequate provision in its stated “Unallocated” reserves.

32. The decision on the adequacy of the level of reserves is also linked to the general robustness of the budget process and the council's systems of budgetary control and risk management. These need to ensure that the Council will not be exposed to any unforeseen major financial problem requiring the use of reserves to resolve. In considering the overall budget position, I have taken assurance over the recent track record of the Council to manage expenditure within budget, and the fact that in very recent times financial pressures have been identified early in the financial year and through concerted action across the council the position has been brought in line with budget.
Other Issues

33. The council tax referendum limit has increased from 2% to 3% and local authorities with responsibilities for adult social care will be given an additional 3% flexibility on the current council tax referendum threshold to be used entirely for adult social care.

34. It is for Members to determine the level of council tax increase, and to decide whether to set a council tax increase up to the 3% referendum limit or to take advantage of the government offer to set a tax at a higher level to be used for adult social care. Members naturally need to consider the implications of the different options very carefully. In particular they need to note the implications of any proposal to set a council tax above the referendum limit, which is covered within this report.

35. I also would highlight the separate capital strategy report, and the issues that are set out within that. I would stress however that the overall balance in terms of capital investment, levels of borrowing, and revenue implications (and the impact on revenue expenditure) is something that is for Members to determine.

36. There is the potential for significant changes to the system of local government finance in coming years. Changes have occurred to New Homes Bonus and in the future will occur to Business Rates. The operational details of the devolution of the business rates system still need to be determined by government, and there remain a number of areas that will need to be addressed before the full implications will be known.

37. I am aware that as with all budgets there is the potential for amendments to be proposed/agreed which could change the overall package of proposals. In that respect, I would highlight that I would amend/add to my statement if a decision was proposed that lead to the council’s reserves falling below the minimum level (assuming the current budget comes in line with budget). In addition, any other amendments I would consider against the scale of the overall budget and depending upon the extent of the amendment I may revise my statement.

Recommendations

Capital Strategy

38. Executive recommends that Council:
i. Agree to the revised capital programme of £314.611m that reflects a net overall increase of £54.767m (as set out in paragraph 81 table 10 and in Annex B). Key elements of this include:

a) Extension of prudential borrowing funded Rolling Programme schemes totalling £8.270m as set out in table 3 and summarised in table 10;

b) New schemes totalling £8.506m including an increase in prudential borrowing of £2.356m as set out in table 4 and summarised in table 10;

c) Extension of externally funded Rolling Programme schemes totalling £5.380m as set out in table 5 and summarised in table 10;

d) An increase in HRA funded schemes totalling £32.611m funded from a combination HRA balances/Right to Buy receipts as set out in table 6 and summarised in table 10

ii. Approve the full restated programme as summarised in Annex A totalling £314.611m covering financial years 2018/19 to 2022/23 as set out in table 11 and Annex A

Reason: To set a balanced capital programme as required by the Local Government Act 2003.

Revenue Budget

39. Executive recommends;

i. That the £46k cut to the OAP Garden Scheme (HRA4) in the Housing Revenue Account (HRA) savings proposals at Annex 6 to the report be deleted, to be replaced by a balancing increase to the Housing Repairs savings (HRA1) through improved IT systems to avoid wasted appointments.

ii. That subject to the amendment above, Council approve the budget proposals outlined in the Financial Strategy report and in particular;

a. The net revenue expenditure requirement of £121.877m
b. A council tax requirement of £85.898m

c. The revenue growth proposals as outlined in the body of the report

d. The 2018/19 revenue savings proposals as outlined in annex 2

e. The fees and charges proposals as outlined in annex 4

f. The Housing Revenue Account (HRA) budget set out in annex 5 and the HRA savings proposals set out in annex 6

g. The dedicated schools grant proposals outlined from paragraph 162

h. The use of £373k New Homes Bonus funding to fund one off investment, as outlined in paragraph 54

i. An £800k increase in the contingency budget to fund adult social care, in particular winter pressures and delayed transfers of care, subject to a further report to Executive

j. The receipt of an additional £457k adult social care grant announced in the final settlement on 6 February, to be considered alongside i) above and subject to a further report to Executive

k. The release of one off funding in the transport reserve of £450k to fund ongoing expenditure

l. The use of £38k from the £156k funding from the Leeds City Region Business Rates Pool (budget report February 17) to support the city’s cultural sector by progressing the development and promotion of a clearly defined Cultural Strategy with the Cultural Leaders Group, as set out in a recent Scrutiny report to Executive.

iii. That Council note that the effect of approving the income and expenditure proposals included in the recommendations would result in a 3.49% increase in the City of York Council element of the council tax, 1.5% of which would relate to the social care precept.
Reason: To ensure a legally balanced budget is set.

**Treasury Management Strategy Statement and Prudential Indicators**

40. Executive recommends that Council approve;

i. The proposed Treasury Management Strategy for 2018/19 including the annual investment strategy and the minimum revenue provision policy statement;

ii. The prudential indicators for 2018/19 to 2022/23 in the main body of the report;

iii. The specified and non-specified investments schedule (annex B)

iv. The scheme of delegation and the role of the section 151 officer (annex D)

Reason: To enable the continued effective operation of the treasury management function and ensure that all Council borrowing is prudent, affordable and sustainable.

**Contact Details**

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**Chief Officer Responsible for the report:**

Ian Floyd  
Deputy Chief Executive/Corporate Director of Customer and Corporate Services

**Report Approved** √ **Date** 14.02.18

**Wards Affected:** List wards or tick box to indicate all  

All √

For further information please contact the authors of the report
Background Papers:
Reports to Executive meeting held on 8 February 2018

- Financial Strategy 2018/19 to 2022/23
- Capital Strategy 2018/19 to 2022/23
- Treasury Management Strategy Statement and Prudential Indicators for 2018/19 to 2022/23

Annexes: None

Abbreviations:
CCGs – Clinical Commissioning Groups
HRA – Housing Revenue Account
NHB – New Homes Bonus
List of Amendments to be Proposed

A- Labour Group Amendment to the Revenue Budget proposals

To be moved by Cllr Looker as follows:

Capital Strategy

38. Executive recommends that Council:

i. Agree to the revised capital programme of £314.611m that reflects a net overall increase of £54.767m (as set out in paragraph 81 table 10 and in Annex B). Key elements of this include:

   a) Extension of prudential borrowing funded Rolling Programme schemes totalling £8.270m as set out in table 3 and summarised in table 10;

   b) New schemes totalling £8.506m including an increase in prudential borrowing of £2.356m as set out in table 4 and summarised in table 10;

   c) Extension of externally funded Rolling Programme schemes totalling £5.380m as set out in table 5 and summarised in table 10;

   d) An increase in HRA funded schemes totalling £32.611m funded from a combination HRA balances/Right to Buy receipts as set out in table 6 and summarised in table 10.

ii. Approve the full restated programme as summarised in Annex A totalling £314.611m covering financial years 2018/19 to 2022/23 as set out in table 11 and Annex A.

Reason: To set a balanced capital programme as required by the Local Government Act 2003.
Revenue Budget

In relation to the Executive’s recommendations on the revenue budget (paragraph 39 of page 11 of Council papers refers):

In (ii), after ‘amendment above’, insert the words ‘and the further amendments outlined below’

In (ii) sub paragraph (a) delete ‘£121.877m’ and replace with ‘£122.707m’

In sub paragraph (b) delete ‘£85.898m’ and replace with ‘£86.728m’

In sub paragraph (c) add at the end of the sentence ‘subject to the following amendments;

- An additional £100k investment in the Falls Service aspect of Adult Social Care
- An additional £50k investment in improving dementia diagnosis and working towards York being a dementia friendly city
- An additional £100k investment to tackle the Attainment Gap in education
- An additional £178k investment in young person-centred emotional health and wellbeing support, including greater mental health support in schools
- An additional £30k investment in Citizens Advice York Service to support Financial Inclusion objectives and offer an expanded service
- An additional £200k investment in an Inclusive Growth Fund to support York’s local economy and build community wealth
- An additional £50k investment in Youth Provision’.

In sub paragraph (d) add at the end of the sentence ‘subject to the following amendments;

- 50% Reversal of CEC6: Home to School Transport £103k
• New saving: Savings on Member Allowances, through efficiencies in the number of Scrutiny Committees, and reduced budget for Executive Member allowances through a streamlined Executive £40k’.

In sub paragraph (e) add at the end of the sentence ‘subject to the following amendments;

• Halving the rate for bulky waste collection from £44 to £22.

In order to decrease fees and charges by £59k’.

At the end of paragraph 39 (ii), add an additional sub paragraph;

m. The use of £100k from the Venture Fund to fund a feasibility study for an energy provision company

In paragraph 39 (iii) third line, delete ‘3.49%’ and replace with ‘4.49%’.

For information, the effect on the original motion of this amendment would be as follows:

Revenue Budget

39. Executive recommends;

i. That the £46k cut to the OAP Garden Scheme (HRA4) in the Housing Revenue Account (HRA) savings proposals at Annex 6 to the report be deleted, to be replaced by a balancing increase to the Housing Repairs savings (HRA1) through improved IT systems to avoid wasted appointments.

ii. That subject to the amendment above and the further amendments outlined below, Council approve the budget proposals outlined in the Financial Strategy report and in particular;

   a. A revised net revenue expenditure requirement of £122.707m

   b. A revised council tax requirement of £86.728m

   c. The revenue growth proposals as outlined in the body of the report, subject to the following amendments;
An additional £100k investment in the Falls Service aspect of Adult Social Care

An additional £50k investment in improving dementia diagnosis and working towards York being a dementia friendly city

An additional £100k investment to tackle the Attainment Gap in education

An additional £178k investment in young person-centred emotional health and wellbeing support, including greater mental health support in schools

An additional £30k investment in Citizens Advice York Service to support Financial Inclusion objectives and offer an expanded service

An additional £200k investment in an Inclusive Growth Fund to support York’s local economy and build community wealth

An additional £50k investment in Youth Provision

d. The 2018/19 revenue savings proposals as outlined in annex 2, subject to the following amendments;

- 50% Reversal of CEC6: Home to School Transport £103k

- New saving: Savings on Member Allowances, through efficiencies in the number of Scrutiny Committees, and reduced budget for Executive Member allowances through a streamlined Executive £40k

e. The fees and charges proposals as outlined in annex 4, subject to the following amendments;

- Halving the rate for bulky waste collection from £44 to £22

In order to decrease fees and charges by £59k
f. The Housing Revenue Account (HRA) budget set out in annex 5 and the HRA savings proposals set out in annex 6

g. The dedicated schools grant proposals outlined from paragraph 162

h. The use of £373k New Homes Bonus funding to fund one off investment, as outlined in paragraph 54

i. An £800k increase in the contingency budget to fund adult social care, in particular winter pressures and delayed transfers of care, subject to a further report to Executive

j. The receipt of an additional £457k adult social care grant announced in the final settlement on 6 February, to be considered alongside i) above and subject to a further report to Executive

k. The release of one off funding in the transport reserve of £450k to fund ongoing expenditure

l. The use of £38k from the £156k funding from the Leeds City Region Business Rates Pool (budget report February 17) to support the city’s cultural sector by progressing the development and promotion of a clearly defined Cultural Strategy with the Cultural Leaders Group, as set out in a recent Scrutiny report to Executive.

m. The use of £100k from the Venture Fund to fund a feasibility study for an energy provision company

iii. That Council note that the effect of approving the income and expenditure proposals included in the recommendations would result in a 4.49% increase in the City of York Council element of the council tax, 1.5% of which would relate to the social care precept.

Reason: To ensure a legally balanced budget is set.
Treasury Management Strategy Statement and Prudential Indicators

40. Executive recommends that Council approve;

i. The proposed Treasury Management Strategy for 2018/19 including the annual investment strategy and the minimum revenue provision policy statement;

ii. The prudential indicators for 2018/19 to 2022/23 in the main body of the report;

iii. The specified and non-specified investments schedule (annex B);

iv. The scheme of delegation and the role of the section 151 officer (annex D)

Reason: To enable the continued effective operation of the treasury management function and ensure that all Council borrowing is prudent, affordable and sustainable.
B - Green Group Amendments to the Capital Strategy and Revenue Budget proposals

To be moved by Cllr D’Agorne as follows:

Capital Strategy

In relation to the recommendations on the Capital Strategy (paragraph 38 of page 10 of Council papers refers):

In paragraph 38 (i), first line delete ‘£314.611m’ and replace with ‘£316.611m’

In paragraph 38 (i), second line delete ‘£54.767m’ and replace with ‘£56.767m’

Under paragraph 38 (i), insert new sub paragraph:

(e) Include a new scheme to invest £2m for CPO of long term void premises to bring them back into use, funded by prudential borrowing.

In paragraph 38 (ii), second line delete ‘£314.611m’ and replace with ‘£316.611m’

For information, the effect on the original recommendation of this amendment would be as follows:

Capital Strategy

38. Executive recommends that Council:

i. Agree to a revised capital programme of £316.611m that reflects a net overall increase of £56.767m (as set out in paragraph 81 table 10 and in Annex B, and further amended by paragraph e) below). Key elements of this include;

a) Extension of prudential borrowing funded Rolling Programme schemes totalling £8.270m as set out in table 3 and summarised in table 10;
b) New schemes totalling £8.506m including an increase in prudential borrowing of £2.356m as set out in table 4 and summarised in table 10;

c) Extension of externally funded Rolling Programme schemes totalling £5.380m as set out in table 5 and summarised in table 10;

d) An increase in HRA funded schemes totalling £32.611m funded from a combination HRA balances/Right to Buy receipts as set out in table 6 and summarised in table 10

e) A new scheme to invest £2m for CPO of long term void premises to bring them back into use, funded by prudential borrowing

ii. Approve the full restated programme as summarised in Annex A totalling £316.611m covering financial years 2018/19 to 2022/23 as set out in table 11 and Annex A

Reason: To set a balanced capital programme as required by the Local Government Act 2003.

Revenue Budget

In relation to the Executive’s recommendations on the revenue budget (paragraph 39 of page 11 of Council papers refers):

In (ii), after ‘amendment above’, insert the words ‘and the further amendments outlined below’

In (ii) sub paragraph (a) delete ‘£121.877m’ and replace with ‘£123.952m’

In sub paragraph (b) delete ‘£85.898m’ and replace with ‘£87.973m’

In sub paragraph (c) add at the end of the sentence ‘subject to the following amendments;’
• An additional £120k to support the revenue cost of additional prudential borrowing (£2,000k capital amendment, funded from prudential borrowing)

• An additional £200k investment in the extension of falls-prevention service

• An additional £59k investment in locking and unlocking of all municipal park gates

• An additional £90k investment in 3 x FTE gardener posts based at the parks Rowntree, West Bank, Hull Road, Glen and Clarence Gardens

• An additional £80k investment in 2 x FTE park rangers

• An additional £100k investment in the Financial Assistance Scheme/Council Tax Discretionary Reduction Scheme

• An additional £44k investment in an Outreach Worker to promote the Financial Assistance Fund

• A £3k investment in semi-permanent poster hoardings around defunct fountain on Parliament St.

• An additional £18k investment in Citizens Advice Bureau - Debt advice

• An additional £12k investment to increase drop in sessions from 2 to 4

• An additional £200k investment to reduce the cap on Council Tax Support by 5%

• A £52k investment to continue free access to Yorkshire Museum Trust for York residents on lower incomes

• An additional £44k investment to fund 1 FTE Air Pollution Reduction Officer in the Transport Team

• An additional £44k to fund 1 FTE External Funding Officer

• An additional £44k to fund 1 FTE Energy Poverty and Affordable Warmth Officer in the Housing Team
• An additional £100k to reinvest in subsidised bus services

• An additional £100k investment in surface water drainage maintenance and repairs to reduce flooding

• An additional £25k to undertake a feasibility study on a move to ANPR enforcement and online payments for ResPark permits

• An additional £450k to maintain the quality of adult social care under future pressures.

In sub paragraph (d) add at the end of the sentence ‘subject to the following amendments;

• Reversal of HHASC3: Sexual Health Outreach £22k

• Reversal of HHASC5: Substance mis-use post £16k

• Reversal of HHASC8: Wellness Service £50k

• Reversal of HHASC19: Small Day Services £100k

• Reversal of HHASC25: Sheltered housing with extra care £23k’.

In sub paragraph (e) add at the end of the sentence ‘subject to the following amendments;

• 10p per hour further increase on non-resident city centre parking charges to incentivise the use of park and ride (£40k additional income)

• Reduce standard ResPark fee to £90 per annum (cost £40k)

• Increase second car parking permit to £200pa (£10k additional income)

• Re-instate discount for vehicle emission bands A-C (cost £30k)

• Halving the rate for bulky waste collection from £44 to £22 (cost £59k)

  In order to decrease fees and charges by £79k.’

In paragraph 39 (iii) third line, delete ‘3.49%’ and replace with ‘5.99%’.

In paragraph 39 (iii) fourth line, delete ‘1.5%’ and replace with ‘3%’
For information, the effect on the original motion of this amendment would be as follows:

**Revenue Budget**

39. Executive recommends;

i. That the £46k cut to the OAP Garden Scheme (HRA4) in the Housing Revenue Account (HRA) savings proposals at Annex 6 to the report be deleted, to be replaced by a balancing increase to the Housing Repairs savings (HRA1) through improved IT systems to avoid wasted appointments.

ii. That subject to the amendment above and the further amendments outlined below, Council approve the budget proposals outlined in the Financial Strategy report and in particular;

   a. A revised net revenue expenditure requirement of £123.952m

   b. A revised council tax requirement of £87.973m

   c. The revenue growth proposals as outlined in the body of the report, subject to the following amendments;

      ▪ An additional £120k to support the revenue cost of additional prudential borrowing (£2,000k capital amendment, funded from prudential borrowing)

      ▪ An additional £200k investment in the extension of falls-prevention service

      ▪ An additional £59k investment in locking and unlocking of all municipal park gates

      ▪ An additional £90k investment in 3 x FTE gardener posts based at the parks Rowntree, West Bank, Hull Road, Glen and Clarence Gardens

      ▪ An additional £80k investment in 2 x FTE park rangers
- An additional £100k investment in the Financial Assistance Scheme/Council Tax Discretionary Reduction Scheme
- An additional £44k investment in an Outreach Worker to promote the Financial Assistance Fund
- A £3k investment in semi-permanent poster hoardings around defunct fountain on Parliament St.
- An additional £18k investment in Citizens Advice Bureau - Debt advice
- An additional £12k investment to increase drop in sessions from 2 to 4
- An additional £200k investment to reduce the cap on Council Tax Support by 5%
- A £52k investment to continue free access to Yorkshire Museum Trust for York residents on lower incomes
- An additional £44k investment to fund 1 FTE Air Pollution Reduction Officer in the Transport Team
- An additional £44k to fund 1 FTE External Funding Officer
- An additional £44k to fund 1 FTE Energy Poverty and Affordable Warmth Officer in the Housing Team
- An additional £100k to reinvest in subsidised bus services
- An additional £100k investment in surface water drainage maintenance and repairs to reduce flooding
- An additional £25k to undertake a feasibility study on a move to ANPR enforcement and online payments for ResPark permits
- An additional £450k to maintain the quality of adult social care under future pressures

d. The 2018/19 revenue savings proposals as outlined in annex 2, subject to the following amendments;

- Reversal of HHASC3: Sexual Health Outreach £22k
- Reversal of HHASC5; Substance misuse post £16k
- Reversal of HHASC8: Wellness Service £50k
- Reversal of HHASC19: Small Day Services £100k
- Reversal of HHASC25: Sheltered housing with extra care £23k

e. The fees and charges proposals as outlined in annex 4, subject to the following amendments;

- 10p per hour further increase on non-resident city centre parking charges to incentivise the use of park and ride (£40k additional income)
- Reduce standard ResPark fee to £90 per annum (cost £40k)
- Increase second car parking permit to £200pa (£10k additional income)
- Re-instate discount for vehicle emission bands A-C (cost £30k)
- Halving the rate for bulky waste collection from £44 to £22 (cost £59k)

In order to decrease fees and charges by £79k

f. The Housing Revenue Account (HRA) budget set out in annex 5 and the HRA savings proposals set out in annex 6

g. The dedicated schools grant proposals outlined from paragraph 162
h. The use of £373k New Homes Bonus funding to fund one off investment, as outlined in paragraph 54

i. An £800k increase in the contingency budget to fund adult social care, in particular winter pressures and delayed transfers of care, subject to a further report to Executive

j. The receipt of an additional £457k adult social care grant announced in the final settlement on 6 February, to be considered alongside i) above and subject to a further report to Executive

k. The release of one off funding in the transport reserve of £450k to fund ongoing expenditure

l. The use of £38k from the £156k funding from the Leeds City Region Business Rates Pool (budget report February 17) to support the city’s cultural sector by progressing the development and promotion of a clearly defined Cultural Strategy with the Cultural Leaders Group, as set out in a recent Scrutiny report to Executive.

iii. That Council note that the effect of approving the income and expenditure proposals included in the recommendations would result in a 5.99% increase in the City of York Council element of the council tax, 3% of which would relate to the social care precept.

Reason: To ensure a legally balanced budget is set.

**Treasury Management Strategy Statement and Prudential Indicators**

40. Executive recommends that Council approve;

i. The proposed Treasury Management Strategy for 2018/19 including the annual investment strategy and the minimum revenue provision policy statement;

ii. The prudential indicators for 2018/19 to 2022/23 in the main body of the report;

iii. The specified and non-specified investments schedule (annex B)
iv. The scheme of delegation and the role of the section 151 officer (annex D)

Reason: To enable the continued effective operation of the treasury management function and ensure that all Council borrowing is prudent, affordable and sustainable
Budget Council 22 February 2018

Report of the Deputy Chief Executive/Corporate Director of Customer and Corporate Services

(Portfolio of the Leader and Deputy Leader of the Council)

Council Tax Resolution 2018/19

Summary

1 This report asks Members to approve the rate of council tax for 2018/19. Although the legal requirement is that the Council must have set a balanced budget and the council tax charge by 11 March it is important that council tax rates are approved at this meeting to allow sufficient time to produce and post council tax bills and meet all statutory deadlines.

2 This report sets out the resolution based on the assumption that the budget proposals recommended by Executive on 8 February 2018 are approved.

3 Members are reminded that the individual council tax bill is comprised of four elements - the amount levied for City of York Council (CYC), the amount precepted by the North Yorkshire Police and Crime Commissioner, the amount precepted by the North Yorkshire Fire and Rescue Authority and, for properties in a parished area of the city, the amount precepted by the individual Town or Parish Council.

4 The Localism Act 2011 requires the billing authority to calculate a council tax requirement for the year. This is to help the council determine if it has set an excessive council tax increase that would in turn trigger a local referendum. Principles set by the Secretary of State for Housing, Communities and Local Government determines that an increase in a council’s basic rate of council tax of 3% is excessive.

5 In 2018/19 local authorities with responsibilities for adult social care have been given the flexibility to charge a further 3% in addition to the 3% referendum limit. The additional 3% social care precept must be used to fund adult social care.
Background

6 The Council’s net revenue budget and capital programme were recommended by the 8 February 2018 Executive for approval by Council. Details appear earlier on this agenda.

7 The council tax levels to be proposed will include the precepts received from the parish councils, the North Yorkshire Police and Crime Commissioner and the North Yorkshire Fire and Rescue Authority. Members are reminded that the Council must word the resolution in precise language, as directed by legislation.

Parishes

8 The total parish funding has increased by £22,268 (3.0%) to £755,335 from £733,067 in 2017/18. This figure includes grants totalling £29,848 provided by the council to parishes to protect against the effects of the localised council tax support scheme. Therefore, the total amount of council tax to be levied by parishes in 2018/19 is £725,487. This percentage increase masks a variety of changes from 1 reduction of 12%, 15 parishes that have frozen their funding, to an increase of 28% in one case. The individual precepts are only charged to the residents in that parish. The total rise in parish precepts over the last three years has been £102k (16%).

North Yorkshire Police and Crime Commissioner

9 On 6 February 2018, the North Yorkshire Police and Crime Commissioner approved a 5.2% increase in the North Yorkshire Police and Crime Commissioner council tax (at £232.82 for a band D property) for 2018/19.

North Yorkshire Fire and Rescue Authority

10 The Combined Fire Authority will meet on 16 February 2018 to confirm the precept value for the North Yorkshire Fire and Rescue Authority. This meeting will take place after publication of this paper, but before the Council meeting takes place. The proposal is to increase its council tax by 2.99% (to £69.20 for a band D property) for 2018/19.

11 It is assumed that this figure will be approved by the Combined Fire Authority. Any amendments to this figure will be notified to Council before the meeting.
National Non-Domestic Rates (NNDR)

12 In September 2017 the Government announced a decision to proceed with the expansion of the pilot programme for 100% business rates retention for 2018/19. These pilots will run for one year only.

13 These new pilots will run alongside the current 100% pilots which have been in operation since April 2017 and are intended to test more technical aspects of 100% retention, to test authorities’ strategic decision-making over wider geographical areas and also to test the administrative aspects of 100% retention.

14 An application together with the current members of the Leeds City Region (LCR) business rates pool was submitted and has been successful. On 7 December 2017 Executive approved the council’s inclusion in the pilot.

15 The inclusion in the 100% business rates pilot in 2018/19 means that the council will forego Revenue Support Grant (RSG) in 2018/19. The council will retain 99% of business rates but the ‘tariff’ and baselines are recalculated so that after taking into account the loss of RSG the effect on each individual authority is cost neutral as a starting point (excluding retained growth).

16 Although the pilot is for one year only in 2018/19, it is possible that this period will be extended if the government continue to roll out the scheme nationally.

17 The benefits of the 100% retention, along with national changes to business rates in future years, will see two main impacts as set out below.

18 Firstly, an increase in the amount of growth in business rates retained by the Council. This is assumed at £800k for 2018/19 and this is anticipated to continue in future years. This £800k has been used to provide an additional contingency sum for 2018/19 for adult social care.

19 Secondly, the council will benefit from one off gains from the pilot in relation to the 100% retention of business rate growth. As the Pilot is only for 1 year, these gains cannot be assumed as ongoing. The value of these gains is anticipated to be in the region of £2m direct to CYC. Total gains from the pilot for the LCR pool (which are to be shared amongst all pool members subject to determination by the Pool Committee) are estimated at £15m.

20 Council is asked to note the following issues and figures related to the business rates retention scheme:
i) The NNDR1 form, approved by the Deputy Chief Executive/Corporate Director of Customer & Corporate Services on 31 January 2018 under delegated powers projected business rates income for 2018/19 for the City of York of £100,402,476 and that of this,

a) £1,004,025 will be paid to North Yorkshire Fire & Rescue Authority as their proportion of the local share.

b) £99,398,451 will be retained by City of York Council as its proportion of the local share. City of York Council will pay a tariff to the government, which is effectively netted off against this income. The council is projecting retained business rates income in 2018/19 of £34,353,032.

21 In 2018/19 the small business non-domestic multiplier will increase from 46.6p to 48.0p (a 3.0% increase, in line with the September 2017 CPI). The provisional non-domestic multiplier will increase from 47.9p to 49.3p (this is the multiplier used to calculate bills for large businesses with Rateable Value greater than £15,000).

**Council is recommended to resolve as follows:**

22 It be noted that on 25 November 2017 the Deputy Chief Executive/Corporate Director of Customer and Corporate Services, under his delegated authority, calculated the council tax base for the year 2018/19:

(a) for the **whole Council area** as 66,671.1 [Item T in the formula in Section 31B of the Local Government Finance Act 1992, as amended (the “Act”)]; and

(b) for those dwellings in those parts of its area to which a **Parish** precept relates as in column 1 in the attached Schedule A.

23 Calculate that the Council Tax requirement for the Council’s own purposes for 2018/19 (excluding Parish precepts) is £85,897,710.

24 That the following amounts be calculated for the year 2018/19 in accordance with Sections 31 to 36 of the Act:

(a) £385,302,821 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(2) of the Act taking into account all precepts issued to it by Parish Councils.
(b) £298,679,624 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(3) of the Act.

(c) £86,623,197 being the amount by which the aggregate at 14(a) above exceeds the aggregate at 14(b) above, calculated by the Council in accordance with Section 31A(4) of the Act as its Council Tax requirement for the year. [Item R in the formula in Section 31B of the Act].

(d) £1,299.26 being the amount at 14(c) above [Item R], all divided by Item T (12(a) above), calculated by the Council, in accordance with Section 31B of the Act, as the basic amount of its Council Tax for the year (including Parish precepts).

(e) £725,487 being the aggregate amount of all special items (Parish precepts) referred to in Section 34(1) of the Act (as per the attached Schedule A).

(f) £1,288.38 being the amount at 14(d) above less the result given by dividing the amount at 14(e) above by Item T (12(a) above), calculated by the Council, in accordance with Section 34(2) of the Act, as the basic amount of its Council Tax for the year for dwellings in those parts of its area to which no Parish precept relates.

25 To note that North Yorkshire Police and Crime Commissioner and the North Yorkshire Fire and Rescue Authority have issued precepts to the Council in accordance with Section 40 of the Act for each category of dwellings in the Council’s area as indicated in the tables below.

26 That the Council, in accordance with sections 30 and 36 of the Act, hereby sets the aggregate amounts shown in the tables below and at Schedule B for Parished areas, as the amounts of council tax for 2018/19 for each part of its area and for each of the categories of dwellings.
City of York Council

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Aggregate of Council Tax Requirements (excluding Parished Areas)

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27 Determine that the Council’s basic amount of council tax for 2018/19 is not excessive in accordance with the principles approved under section 52ZB of the Act. As the billing authority, the Council has not been notified by a major precepting authority that its relevant basic amount of council tax for 2018/19 is excessive and that the billing authority is not required to hold a referendum in accordance with Section 52ZK Local Government Finance Act 1992.
### SCHEDULE A

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All other parts of the council's area

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Note: This schedule shows the basic City of York Council + Parish element of Council Tax for each area.
## SCHEDULE B

### Parts of the Council's Area

<table>
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<th>Valuation Bands</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>F</th>
<th>G</th>
<th>H</th>
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<td>£</td>
<td>£</td>
<td>£</td>
<td>£</td>
<td>£</td>
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<td>£</td>
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<td>1,613.81</td>
<td>1,972.44</td>
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<td>1,966.91</td>
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All other parts of the council's area | 1,060.26 | 1,236.97 | 1,413.68 | 1,590.40 | 1,943.83 | 2,297.25 | 2,650.66 | 3,180.80 |

Note: This schedule shows the total aggregate Council Tax (City of York Council, Police, Fire and Parish) for each area.
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<th>Precept Value</th>
<th>Support Grant</th>
<th>Total Funding Value</th>
<th>Basic Band D</th>
<th>% Increase in Total Funding</th>
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Note: This schedule shows precepting information for each parish area.