



#plymcabinet



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Published 15 February 2016

## **CABINET – SUPPLEMENT PACK**

Tuesday 16 February 2016  
2pm  
Council House, Plymouth

**Members:**

Councillor Evans, Chair

Councillor Smith, Vice Chair

Councillors Coker, Philippa Davey, Lowry, McDonald, Penberthy, Jon Taylor, Tuffin and Vincent.

Please find attached supplementary information in relation to item 7 on your agenda 'Draft Revenue and Capital Budget 2016/17'

**Please note:** This item has been sent 'to follow' as officers were awaiting final budget settlement figures from Government.

**Tracey Lee**

Chief Executive

# **CABINET**

## **AGENDA**

### **PART I (PUBLIC MEETING)**

#### **7. DRAFT REVENUE AND CAPITAL BUDGET 2016/17 (Pages 1 - 26)**

Andrew Hardingham (Assistant Director for Finance) will submit a report on the Draft Revenue and Capital Budget 2016/17.

**PLYMOUTH CITY COUNCIL**

**Subject:** Revenue and Capital Budget 2016/17

**Committee:** Cabinet

**Date:** 16 February 2016

**Cabinet Member:** Councillor Lowry

**CMT Member:** Lesa Annear (Strategic Director for Transformation and Change)

**Author:** Andrew Hardingham, Assistant Director for Finance  
David Northey, Head of Corporate Strategy

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**Ref:**

**Key Decision:** No

**Part:** I

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**Purpose of the report:**

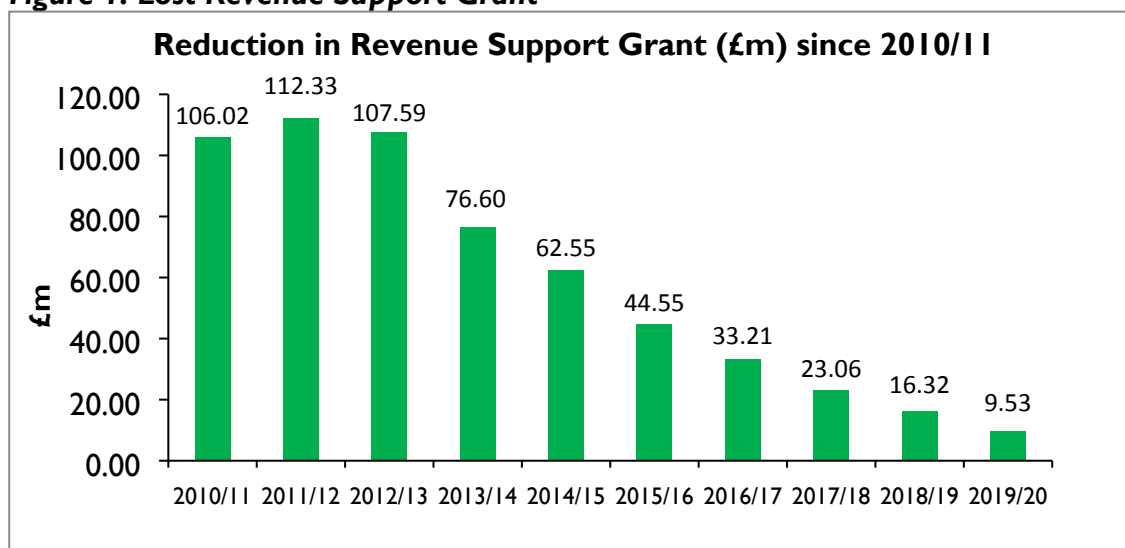
This report builds on the “Indicative 2016/17 Revenue Budget plus 2 Year Indicative Financial Forecast and 2016/17 to 2019/20 Capital Programme” which was approved by Cabinet on 8 December 2015.

There is a legal requirement for Full Council to approve a balanced and robust budget for 2016/17 and to set the Council Tax for the period April 2016 to March 2017 before the end of March 2016. At this stage we have a remaining budget gap of £1.575m which can be closed by either a draw down from our reserves or an increase to our Council Tax charge, or a combination of both.

As stated in our December report, the Government is imposing the biggest cuts to funding for local services in Plymouth in a generation, with public spending being cut to its lowest level since the 1970s. The continuing severity of cuts to Plymouth City Council’s core funding does nothing to ease concern about the impact on our ability to provide essential front line services.

These reductions represent money which has not been available to us to spend in our city and has had a huge impact on the local economy. These missing millions are before we factor in rising costs and the transfer of additional responsibilities from central government departments.

Figure 1 sets out the reduction in revenue support grant since 2010/11.

**Figure 1: Lost Revenue Support Grant**

In line with all other Local Authorities, we continue to face diminishing resources and increasing demand and costs. In the period April 2011 to March 2015 we reduced net revenue expenditure by just over £43m; for the next four years to March 2020 we are facing further indicative funding cuts to our core Revenue Support Grant (RSG) of £35m from the current £44.5m to just £9.5m. This is a reduction of 79% and a cumulative loss of income over the four years of £96m. This continuing reduction in our core funding has forced us to fundamentally transform the way in which we undertake our business and how we set a sustainable budget.

The whole landscape of funding for Local Authorities is under review. We are aware of new initiatives to move from the current retention of 49% of our local Business Rates to 100% by the end of the life of the current Government but these plans are currently out for consultation and the financial implications will be modelled in future Medium Term Financial Strategies.

The Government has defined our “Core Spending Power” as our Revenue Support Grant, retained business rates, income from the New Homes Bonus, and the local government element of the Improved Better Care Fund, as well as income from Council Tax.

It is inherent in the Chancellor’s Core Spending Power assumptions that our Council Tax income will grow in 2016/17 and over the life of this parliament. As part of the December 2015 Settlement, the Chancellor withdrew the compensatory Council Tax Freeze Grant from 2016/17 and made the assumption in his spending calculation that we will raise our Council Tax both by inflation and also by two per cent to support our social care responsibilities. The Government is assuming an RPI increase of 1.75% for 2016/17 and is therefore expecting us to increase our local charge by a total of at least 3.75% for next year.

In Table 1 below we set out our resource assumptions to 2019/20, although this paper focuses on 2016/17. The impact of our reducing resources for the following three years to 2019/20 is set out in the Medium Term Financial Strategy 2016-2020, which will be included as a background paper to the final budget report for Full Council.

For these resources we have assumed no increase in the Council Tax for 2016/17 with the increase from £90.410m to £92.237m reflecting the growth in our Council Tax Base as a result of our growth programme.

The RSG figures are those included in our Local Settlement published December 2015.

The Council Tax level for 2016/17 assumes no change to the current charge; at this stage this is still indicative only as this will be finalised at Full Council in February 2016.

**Table 1: Revenue resource assumptions**

	2015/16	2016/17	2017/18	2018/19	2019/20
	Actual	Settlement			
	£m	£m	£m	£m	£m
Revenue Support Grant (RSG)	44.550	33.211	23.058	16.323	9.533
Council Tax	90.410	92.237	96.889	101.751	106.847
Business Rates	58.049	59.409	60.771	62.572	64.410
<b>Sub Total Revenue (prior to ASC Precept):</b>	<b>193.009</b>	<b>184.857</b>	<b>180.718</b>	<b>180.646</b>	<b>180.790</b>
Increase / (decrease) over previous year		<b>(8.152)</b>	<b>(4.139)</b>	<b>(0.072)</b>	<b>0.144</b>
Adult Social Care Council Tax Precept 2%	n/a	1.845	1.938	2.035	2.137
<b>Total Revenue (including ASC Precept):</b>	<b>193.009</b>	<b>186.702</b>	<b>182.656</b>	<b>182.681</b>	<b>182.927</b>

Note: Council Tax level for 2016/17 will be finalised at Full Council in February 2016.

The reduction in Revenue Support Grant of £11.339m from £44.550m to £33.211m from 2015/16 to 2016/17 represents a 25.45% reduction in one year.

**Table 2: Revenue Support Grant reductions**

	2015/16	2016/17	2017/18	2018/19	2019/20
	Actual	Settlement Forecast			
	£m	£m	£m	£m	£m
Revenue Support Grant (RSG)	44.550	33.211	23.058	16.323	9.533
Reduction £m		(11.339)	(10.153)	(6.735)	(6.790)
Reduction %		(25.45)	(30.57)	(29.20)	(41.60)

The Settlement resulted in reductions to specific grant funding we receive, in particular our Education Services Grant (ESG) reduced from £2.476m to £2.258m, a reduction of £0.218m; Housing benefit Administration Grant reduced from £1.756m to £1.255m, a reduction of £0.501m. The Chancellor also withdrew the Council Tax Freeze Grant, offered in previous years, which meant a further loss of £0.911m for 2016/17.

Despite the fall in funding, we remain committed to protecting and investing in essential front line services across the city. We will be investing in early intervention, tackling the city's health inequalities and integrating social care with health with a clear focus on preventative and enabling services wrapped around the combined needs of the client.

In the Spending Review November 2015 the Chancellor announced that for the rest of the current Parliament Local Authorities with responsibility for Adult Social Care (ASC) will be given an additional 2% flexibility on the current Council Tax referendum threshold to be used entirely for ASC. We are proposing applying this precept and using the additional £1.845m income to support our ASC provision.

In addition to the scale of the funding cuts, we also have to contend with the **additional costs** facing the Council in the coming years. On top of the already increasing demand for areas such as social care, due to demographic changes and price inflation, we also have additional costs as a direct result of Government policy changes.

The Government has:

- Announced changes to the rate of national insurance on both employees and their employers for those eligible to a defined benefit pension. Plymouth City Council runs such a scheme and will therefore incur this additional cost burden, calculated to increase our annual salary costs by £1.5m per year starting April 2016.
- Introduced a National Living Wage for all working people aged 25 and above.
- In the 2015 Budget, it was announced that the new compulsory National Living Wage of £7.20 per hour will be introduced in April 2016; we have calculated the impact on Plymouth City Council’s commissioning contracts to be £2.217m in 2016/17 rising by the same amount in the following two years, representing additional costs of £6.651m in 2018/19.

Additional costs accepted within the budget are exceptional in nature with the inherent assumption that spending departments will absorb the increased cost of service demand and inflation through proactive management action and efficiencies through business as usual operations. However, the following essential costs totalling £16.845m have been incorporated within our budget plan.

**Table 3: Cost allocations built into 2016/17 budget (from 2015/16 base budget)**

Item	2016/17
	£m
Salary & Pension / Inflation	0.900
ASC,CSC and People Directorate	3.562
Major Investments	0.850
National Insurance changes April 2016	1.500
Transport links / Income	0.528
National Living Wage	2.217
Delt	1.400
2015/16 savings met from one-offs	5.888
<b>Total Additional Cost Allocations</b>	<b>16.845</b>

**Salary & Pension / Inflation:** Pay awards have been significantly reduced over recent years, including a prolonged period of staff ‘pay freeze’. An increase of 1% in our payroll roughly equates to £0.9m added revenue spend within our base budget. With the move towards alternative service delivery vehicles such as DELT ([www.deltservices.co.uk](http://www.deltservices.co.uk)) and CaterEd

([www.plymouth.gov.uk/catered](http://www.plymouth.gov.uk/catered)), future 'one off' costs will need to be quantified in terms of ensuring that there is no pension deficit at the point of transfer.

**Adult Social Care (ASC), Children's Social Care (CSC) and People Directorate:** For the 2016/17 budget, building on our 2015/16 budget setting process, we have again allocated additional revenue funding to match core spending requirements with the largest single amounts within the People Directorate relating to Children, Young People & Families and Adult Social Care. Between them, these two services account for circa £100m of expenditure (in gross terms).

**Major Investments:** We are creating the South Yard Marine Industries Production Campus site. This is a long term investment project which will create employment opportunities and generate commercial income in future years. The budget assumes an allocation of resources in 2016/17 to cover start-up and running costs. These running costs will not be required long term as the overall investment generates more income than the running costs.

Plymouth City Council is working towards the 400<sup>th</sup> celebration of the sailing of the Mayflower from Plymouth and has set out ambitious plans to ensure the occasion is marked nationally as well as locally. We have made an allocation to cover the revenue associated costs of planning and hosting events up to and including 2020.

**National Insurance changes April 2016:** This will increase Plymouth City Council's annual salary costs by £1.5m from April 2016.

**Transport links / income:** As well as funding for supporting studies into improving our high speed rail link to London, this also includes covering the car park income lost as a result of the closure of some of the city's current strategic sites. These sites when developed will increase future revenue streams in terms of business rates and council tax.

**National Living Wage:** The Government has introduced a National Living Wage for all working people aged 25 and above. In the Budget it was announced that the new compulsory National Living Wage of £7.20 per hour will be introduced in April 2016; we have calculated the impact on Plymouth City Council's commissioning contracts to be £2.217m in 2016/17.

**Delt:** The Council and NEW Devon CCG jointly owned company, Delt, set up in October 2014, currently provides a vast range of IT services to Plymouth City Council (PCC) and NHS as its founding partners. Delt Shared Services Ltd. is continuing to grow and develop the services it provides to its partners and customers. The company was formed to provide a shared IT service currently providing IT Service Management; IT Professional Services; IT Infrastructure Solutions and Business Applications. As the company is still in its infancy, we are undertaking a full review of all of the running costs and are providing £1.4m from 2016/17 to enable the company to be correctly funded going forward.

**2015/16 savings met from one-offs:** During the setting of the 2015/16 budget, each directorate and transformation programme identified savings (cumulative value of £21m) to be delivered within year and embedded into budgets going forward. Although in the majority of cases these savings plans are still on course to deliver the full savings, in some cases the launch and therefore the delivery of the savings was delayed during 2015/16. These shortfalls have been made good by one-off in-year savings equating to £5.9m. Each Director has been tasked to ensure these savings are delivered in full and sustainable during 2016/17 and form part of the savings target.

In these very difficult financial circumstances we continue to retain and improve our core services.

The Local Government funding environment remains highly volatile. As such, updates to Medium Term Financial Forecasts will be incorporated within quarterly monitoring throughout 2016/17 in order to factor in changes to estimates.

Within our revenue budget, despite identifying £19.799m savings for 2016/17 at the time of publication of the December Indicative Budget, there remained a revenue funding gap of £3.442m for 2016/17.

This update report details:

- the impact of the December 2015 settlement for Plymouth compared with our resource assumptions;
  - options to close the £3.442m revenue gap for 2016/17;
  - a Budget Robustness Statement from the Assistant Director for Finance (S151 Officer)
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### **The Brilliant Co-operative Council Corporate Plan 2013/14 – 2016/17:**

Setting a robust, reliable four year balanced budget is crucial for the council to deliver against its co-operative vision. With falling resources and increasing demand and costs on our services, it is imperative that a more strategic, and prioritised, approach is taken to medium term budget setting.

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### **Implications for Medium Term Financial Plan and Resource Implications:**

#### **Local Government Finance Settlement**

The Government announced the provisional settlement for 2016/17 on 17 December 2015, along with indicative figures for the following three years. This was our first sight of our 2016/17 funding.

Key points to note are:

- This is a multi-year settlement offer with indicative funding allocations for 2016/17 to 2019/20.
- The Chancellor is assuming we raise our Council Tax charge in line with RPI each year for the next four years.
- The Chancellor is assuming we raise our Council Tax charge by 2% each year to support our ASC budgets.
- 2016/17 cut in our RSG of £11.339m represents a 24.5% reduction in one year, compared to the SIGOMA (Special Interest Group of Municipal Authorities) average cut of 24.2%
- 2016/17 Council Tax referendum cap set at 4%, being the existing 2% plus a further 2% to reflect our responsibility for Adult Social Care.
- No new Council Tax freeze grant for 2016/17.
- Extension of Small Business Rate Relief for 2016/17 and compensatory grant but other one-off business rate reliefs cease.
- Our Public Health grant allocation for 2016/17 is not yet known.
- Consultation issued on reducing New Homes Bonus from the current six years to a proposed four years; the NHB remains unchanged for 2016/17.
- New rules around the use of capital receipts to support revenue transformation costs.



Due to timing, the indicative budget report presented at the December 2015 Cabinet was unable to fully reflect the Local Settlement 2016/17 for Plymouth. We were not able to reflect the new ASC precept as the implications were not available at the publication date. The resources were based on our assumptions around our three key resource streams: Revenue Support Grant; Business Rates and Council Tax.

This report updates these resources to reflect the revised funding figures. However, these figures are still subject to change as the Council Tax level for 2016/17 will not be finalised until the Full Council in February 2016.

The current resources and comparison to our December indicative resources, currently modelling a Council Tax freeze for 2016/17 are set out below, and detailed in **Appendix D**.

**Table 4: Revenue resource 2016/17**

	<b>Indicative Forecast</b>	<b>Settlement Forecast</b>	<b>Movement</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Revenue Support Grant (RSG)	33.285	33.211	(0.074)
Council Tax	91.765	92.237	0.472
Business Rates	59.702	59.409	(0.293)
Adult Social Care Council Tax Precept 2%	0.000	1.845	1.845
<b>Total Revenue</b>	<b>184.752</b>	<b>186.702</b>	<b>1.950</b>

The individual movements are explained below.

**Revenue Support Grant (RSG)**

	<b>Indicative Forecast</b>	<b>Settlement Forecast</b>	<b>Movement</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Revenue Support Grant (RSG)	33.285	33.211	(0.074)

For the first time, the 2015/16 Settlement figures did not include any indication of the funding for the following year 2016/17. The indicative forecast of £33.285 was therefore calculated in collaboration with our independent advisors LG Futures and intelligence received from the Local Government Association (LGA) and working with SIGOMA and other Unitary Authorities.

Although the settlement is only £0.074m different from our forecast this still represents a further cut to our core funding.

**Council Tax**

	<b>Indicative Forecast</b>	<b>Settlement Forecast</b>	<b>Movement</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Council Tax	91.765	92.237	0.472

Our indicative forecast for our Council Tax income was based on a freeze in the charge for 2016/17. The revised forecast is also currently based on no increase. This could change as a result of debate at the Full Council meeting 29 February 2016.

Our Council Tax income forecast of £91.765m represented our assumed “Growth Dividend” from our 2015/16 base income. Following the publication of our December budget report, we have completed the formal return to DCLG with further growth in our tax base providing an extra income of £0.472m.

The Council Tax Base report approved by Cabinet in January 2016 detailing the income calculation is available as a background paper.

The forecast of £92.237m reflects total growth of £1.827m from our 2015/16 base of £90.410m. This is a clear indication of the success of our strategy of growing the city’s housing stock to generate additional income.

### Business Rates

	Indicative Forecast	Settlement Forecast	Movement
	£m	£m	£m
Business Rates	59.702	59.409	(0.293)

Our Business Rates or Non Domestic Rates (NDR) is made up of our rates income plus several smaller items as shown below. The overall outcome of the settlement is a reduction of £0.293m as detailed in Table 5.

**Table 5: Business Rates 2016/17**

	Indicative Forecast	Settlement Forecast	Movement
	£m	£m	£m
Business Rates Income	46.216	46.083	(0.133)
Plus Top up / (Tariff)	9.353	9.240	(0.113)
Plus Forecast Actual S31 Payments	1.763	2.122	0.359
Cost of Collection	0.312	0.315	0.003
Plus Pooling Gains / Losses	0.750	1.000	0.250
Plus Renewable Energy income	1.308	0.649	(0.659)
<b>NNDR</b>	<b>59.702</b>	<b>59.409</b>	<b>(0.293)</b>

**Business Rates Income** is our retained share, currently 49%, of our rates billing to local businesses.

Although the income £46.083m is less than our forecast, it still represents an overall growth of £2.035m from our 2015/16 income of £44.058m.

The shortfall of £0.133m against our forecast has two elements, inflation (RPI) and our local growth forecast which is itself impacted by appeals:

- RPI £(0.534)m

Modelling for business rates income for 2016/17 had assumed a higher level of RPI uplift 2.1% to the business rates multiplier; the actual multiplier used by government when announcing the settlement was 0.8%.

- Growth £0.401m

The growth in gross rates payable between 2015/16 and 2016/17 is additional income of £1.4m (PCC share), however this growth is counteracted by the increase in mandatory reliefs, empty property reliefs and appeal provisions (total £1m) which have to be deducted from the overall gross rates payable.

**Top-up / (Tariff) £0.113m** The level of top-up is determined by the Local Government Settlement and is effectively uplifted by the RPI level of 0.8%. The £113k variance is received back by the council as a Section 31 Grant and still represents an increase of £0.078m on last year's tariff.

**S31 payments £0.359m** is a mechanism used by government to offset their 100% rates relief to small businesses which reduces our business rates income.

**Cost of Collection** is an allowance to subsidise the cost of collecting business rates.

**Pooling Gains / Losses** is our forecast based on current information from the Devon Pool members which models a pooling gain of £1m in 2016/17 for Plymouth City Council. We had previously modelled a gain of £0.750m.

**Renewable Energy Income** is our additional business rates attributable to the Energy from Waste plant which became active in late 2015; our original estimates assumed that 100% of the site would be attributable to the production of renewable energy (for which we would be able to retain 100% of the business rates). However, the valuation certification attributes a smaller area of the site to renewable energy production, reducing the amount of business rates we can retain from the site.

### Specific Grants

This budget report sets out the impact of the December settlement on our net revenue budget for 2016/17. However, there have been significant changes to our assumed income assumptions from specific grants which have had to be factored into our revised budget.

**Table 6: Specific Grants 2016/17**

	Indicative Forecast	Settlement Forecast	Movement
	£m	£m	£m
Council Tax Freeze Grant 2016/17	0.911	0.000	(0.911)
Education Services Grant ESG	2.476	2.258	(0.218)
Housing Benefit Administration Grant	1.756	1.255	(0.501)

**Council Tax Freeze Grant 2016/17:** Our Indicative Budget assumed compensation from government of a Council Tax freeze grant equivalent to 1% of our council tax income, in

recognition of freezing our charge for 2016/17. The December settlement withdrew this grant with effect from 2016/17.

**Education Services Grant ESG:** The Education Services Grant (ESG) was introduced in 2013 to cover the cost of the services that local authorities provide centrally to maintained schools. This is a specific grant to local authorities to fund the provision of statutory functions. This has been reduced by 8% for Plymouth. Government is trying to reflect the increasing number of schools transferring to academy status and therefore requiring less support from local authorities. However, we have already factored these reduced resource requirements into our budget assumptions and therefore have to fund this reduction.

**Housing Benefit Administration Grant:** This is a specific grant to cover the cost of administering housing benefits. This has been cut by 28%. Government is trying to reflect the increasing number of claimants transferring to Universal Credit and the Department for Works and Pension (DWP) with the assumption of claimants requiring less support from local authorities. However, we have already factored these reduced resource requirements into our budget assumptions and therefore have to fund this reduction even though our modelling suggests that the Council's case load is unlikely to fall by the amount the grant reduction would suggest.

### **Other Costs and Savings identified**

In the Cabinet report December 2015, we set out that the publicly owned private sector company Delt Shared Services Ltd (Delt) was set up in October 2014 and currently provides a vast range of IT services to Plymouth City Council (PCC) and NHS as its founding partners. Delt is continuing to grow and develop the services it provides to its partners and customers. Delt was formed to provide a shared IT service currently providing IT Service Management; IT Professional Services; IT Infrastructure Solutions and Business Applications.

We also set out in the Cabinet report our planned savings for 2016/17 of £0.704m with the caveat that any savings were currently under review. As co-owners of the company we remain committed to its future growth and will continue to be driven to maximize efficiencies and deliver savings. However, recognizing that Delt is still in its infancy, and having undertaken a full review of all of the lead in time to achieve savings opportunities, it is too soon to expect savings to be delivered in 2016/17. We have therefore amended our overall savings target of £19.799m down by £0.704m.

We have also adjusted our savings target attributable to commercialisation and income reviews, reducing it by £0.100m to reflect our revised modelling.

### **Change of Policy – Minimum Revenue Provision (MRP)**

During 2015/16 the Council has undertaken a review of its MRP calculation method and accounting assumptions. The Council therefore engaged its TM advisors, Arlingclose to review and advise best practice. The review concluded that the way we were calculating our annual MRP charge has resulted in an over-provision for many years. The resulting change from the over provision of MRP in prior years will be to reduce the MRP charge in 2016/17 by £3.651m.

### **Balancing the 2016/17 Revenue Budget**

The December 2015 draft budget report detailed an unfunded revenue gap of £3.442m for 2016/17. At that stage, we had identified a one-off draw down from our Working Balance of £0.950m as set out later in this report.

A general contingency of £1m was included in the base budget for 2015/16. We will need to retain this contingency of £1m for 2016/17 to again address any unforeseen budget issues throughout the year alongside a challenging agenda of delivering circa £23m of revenue savings, as set out in **Appendix B**.

With the proposed adjustments detailed in this report, we are now presenting a budget for financial year 2016/17 with a remaining gap of £1.575m, as set out below:

	£m
<b>December Indicative Budget Gap:</b>	<b>3.442</b>
Add funding and savings reductions:	
• decrease in RSG	0.074
• decrease in Business Rates	0.293
• Council Tax Freeze Grant	0.911
• Education Services Grant	0.218
• Housing Benefit Admin Grant	0.501
• Adjustment to income targets	0.100
• Delt savings adjustment	0.704
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Revised gap	6.243
Less additional funding and savings:	
• Treasury Management (MRP)	2.351
• Increase in Council Tax base	0.472
• ASC 2% Council Tax Precept	1.845
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<b>Revised Budget Gap:</b>	<b>1.575</b>

To be funded from a drawdown from reserves and/or Council Tax increase.

The 2016/17 revenue resources, as stated in the published budget papers, were £184.752m. Some of the adjustments detailed above results in the following changes to resources:

- £0.074m decrease in RSG;
- £0.293m decrease in Business Rates;
- £0.472m increase in Council Tax Base:
- £1.845m Adult Social Care Council Tax Precept 2%:

Therefore, the final target revenue budget for 2016/17 is £186.702m with the allocation of expenditure shown in **Appendix A** which is split down by directorate. This budget requires a council tax freeze plus the addition of a two percent (2%) ASC Precept in 2016/17 to be agreed by Full Council in February. A link to the December Indicative Budget is included in this report.

## Human Resources and Workforce

**Table 7: Full Time Equivalent posts (excluding Schools) as at 31 March**

2012	2013	2014	2015	Oct 2015	2016	2017
ACTUAL					FORECAST	
FTE					FTE	
3,249	3,110	2,904	2,423	2,306	2,232	2,120

The Council directly employs approximately 2,781 staff (2,306 FTE) and approximately 2,000 FTE staff within maintained schools. The impacts of the Council's budget proposals affect only those employed directly as schools have delegated budgets for staffing.

Our workforce has reduced significantly in the last 3 years; a reduction of 29% (Full Time Equivalent) since April 2012. In overview terms, as of October 2015, we have reduced our FTE posts by 943 since March 2012 with further posts being considered through alternative service delivery mechanisms (e.g. shared services, social enterprises) as a direct result of the actions and solutions that will be delivered within the 2016/17 budget.

**Table 8: FTE Year on Year comparison**

	Mar 12	Mar 13	Mar 14	Mar 15	Oct 15	Net Movement Mar 12 - Oct 15
	<b>FTE</b>					
Executive Office	38	34	31	68	67	29
Transformation & Change	856	802	798	685	622	(234)
People	1,493	1,482	1,329	949	928	(565)
Place	862	792	746	626	595	(267)
Public Health	-	-	-	95	94	94
<b>Total</b>	<b>3,249</b>	<b>3,110</b>	<b>2,904</b>	<b>2,423</b>	<b>2,306</b>	<b>(943)</b>

*Numbers in () indicate a reduction*

2016/17 will see further FTE reductions. For example, as part of the Transformation Programme, the Transformation and Change Directorate (Corporate Support Services) are implementing service reviews in 2015/16 to fix, prepare and transform the way that the corporate centre supports the Council and our external customers.

In HR&OD and Finance, this will include the introduction of an Ulrich Business Partner model that will improve and modernise the way that staff and managers access these services and transform the way that corporate services support their customers. A positive gear change from transactional to strategic support will require ICT investment to enable efficient and effective self-service and contact centre capability and functionality. An internal 'AGILE HR' and 'Finance Fit' staff development programme is being developed to improve our in-house skills and capability in business partnering, specialist and transactional shared business services.

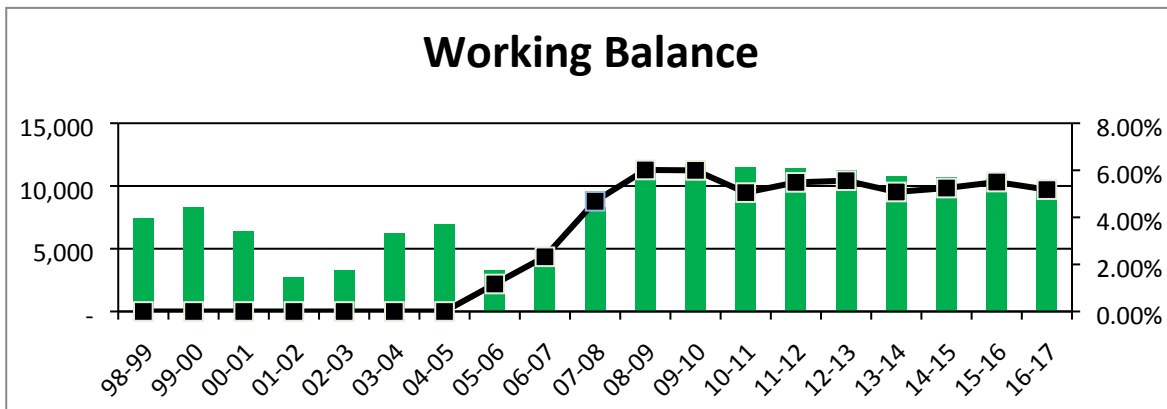
Our success in attracting and building our base of apprenticeships across the council has been impressive. We currently host 81 apprentice learners. Such placements help Plymouth City Council to invigorate the workforce, attracting new ideas and harvesting a healthy culture of nurturing and developing local talent.

In monetary terms, the overall salary bill continues to be a significant cost to the Council, costing circa £80m including on-costs. Local Collective Agreements in 2000, 2004 and 2011 have reduced pay and terms and conditions considerably in recent years and a new ‘Productivity Deal for Staff’ using a Total Reward approach will be developed to increase productivity, improve employee engagement and reduce cost. Agency worker costs and management costs will be reviewed to ensure optimal organisational structures are in place, along with an aligned workforce development strategy to ensure we are growing our own talent and developing our staff and our volunteers to flourish within an agile whole system public services workforce.

**Working Balance**

The Council’s ‘Working Balance’ is the revenue reserve that is put aside to cover any significant business risks that might arise outside of the set budget. This reserve has been steadily built up over the years and stands at £10.620 million as at March 2015. This equates to approximately 5.5% of the Council’s net revenue budget which is about the average for unitary councils. In order to balance the budget for 2016/17 we have used £0.950m of this reserve, reducing the balance to a level closer to the 5% value of the Council’s net revenue budget. We continue with our policy of maintaining adequate reserves giving consideration to the significant constraints that will be placed on public sector spending for the foreseeable future.

**Figure 2: Working Balance**



**Medium Term Financial Strategy**

It is our statutory duty to set a balanced budget for the financial year 2016/17 before the commencement of the period. However, a one year financial plan does not suffice to ensure we have financial plans in place to support the longer term decision making required to support the delivery of our transformation programme and long term ambitions for the City.

The 2016/17 budget report is therefore supported by our Medium Term Financial Strategy (MTFS) which covers the financial years 2016/17 to 2019/20. The MTFS models the forecasted resources for the three years following the budget year and compares with the forecasted costs of providing the frontline services and associated support costs. The report sets out the sources of income (our resources) from the central government Revenue Support Grant (RSG), business rates (non-

domestic rates NDR) and the Council Tax. The allocation of these resources includes all known and forecast changes to costs and income, plus savings from our transformation programme and other management initiatives required to align resources and costs. Our MTFS will be available as a background paper to the final budget report for Full Council on 29 February 2016.

### **Capital Programme to 2020**

Over recent years the Council has reviewed its management of the capital programme. This entailed moving from a departmental build programme linked to specific funding streams, to produce a more strategic capital budget. This capital budget now represents an overall “affordability envelope” within which a capital programme of projects for delivery sits.

The level of capital resource available has also been diminishing and will continue to do so for some time. Less is now available through direct capital allocation with increased need to bid for specific pots of funding linked to specific outcomes, for example, major road infrastructure projects and large cultural projects such as the History Centre etc. The Council’s ability to maximise investment into the city through vehicles such as the Growth Fund and the Heart of the South West Local Enterprise Partnership has become an increasing priority.

We continually challenge and update all capital income streams in order to estimate the total resources at our disposal. Maximising developer contributions, under Section 106 (S106) of the Town and Country Planning Act 1990, and forecasting for the future generation of capital receipts through planned and structured asset disposals, remain vital income streams. There are a number of risks inherent within the calculation of forecast resources, the majority of which are reflected by the use of an appropriate RAG rating.

The Chancellor’s Autumn Statement included a relaxation of the rules governing the use of capital receipts. It was announced that to support local authorities to deliver more efficient and sustainable services, the government will allow local authorities to spend up to 100% of their fixed asset receipts (capital receipts) on the revenue costs of reform projects. We are considering the flexibility and will prepare a strategy once we have fully considered and ask Cabinet to agree that a strategy be considered at a future meeting for agreement by Council.

This budget proposes an increase in our Capital Resources to £419.1m, and our Capital Programme includes:

#### **Investment in Road infrastructure**

- We will continue with our £20m capital investment in our road infrastructure with planned carriageway resurfacing to repair pot holes and improve road junctions and traffic flows.

#### **Plan for Homes**

- £80m investment to escalate much needed house building across the City. Individual draw down against this scheme will be subject to due diligence and outcomes delivered in terms of number and types of dwellings to be built.

#### **Derriford Transport Scheme**

- £12.7m investment will provide new and enhanced transport infrastructure in the form of two major junction upgrades in the Derriford area on the Northern Corridor at Derriford Roundabout and the Tavistock Road / William Prance Road junction.
- The scheme seeks to optimise the existing transport network and provide additional capacity to improve journey times and reliability whilst freeing up capacity in order to allow large scale development to come forward in the Derriford area and along the Northern Corridor. Public transport is at the heart of the proposals in order to encourage more



sustainable journeys to be made and opportunities to improve pedestrian and cycle links and crossings will also be maximised within the scheme.

### **Mayflower Coach Park**

- £4.6m investment to build a modern and welcoming coach station built on the existing site of the City's Mayflower West Car Park. A surface level car park will also be provided.
- The scheme seeks to enhance the existing coach travel network and local connections, in and out of the city. The scheme has been designed against a challenging backdrop of quite significant level differences across the site, primarily north to south. This will also provide commercial development opportunity on the old bus station site.

### **Forder Valley Link Road**

- £31m will be invested to provide a direct link to Derriford and to support future housing developments at Seaton neighbourhood.

### **Asset Investment Fund**

- £25m has been allocated for investment into strategic investments that will help grow the local businesses.

### **Strategic Cycle Network**

- Northern and Eastern Corridors Strategic Cycle Network investment programme and seeks to deliver a network of routes, designed for both experienced and inexperienced cyclists, linking each of the neighbourhoods in Plymouth, allowing cyclists to travel conveniently and more safely across the city. The works on the ground will also seek to make improvements for pedestrians and people with mobility and other impairments.

### **New Central Library**

- £1.5m has been invested into the new central library which will offer a new modern library service. Taylor Maxwell House has been refurbished and links directly into the new bus station.

### **Plymouth History Centre**

- £30m is being invested to transform the current museum to a cutting-edge cultural centre, three times its existing size, providing 86 per cent more exhibition space and 100 per cent more flexible learning space.

### **South Yard Investment**

- £20m is being invested in 32,400 square metres of new and converted workspace.

### **City Market**

- £3.5m is being invested to revitalise this integral part of the West End of the city centre and an important link to the regeneration of this area, linking with the new Mayflower Coach park.

### **Investment in schools**

- We will continue to invest in providing improved schools and additional capacity for the increasing the number of school age children in the City, ensuring there is a school place for every child and education opportunities which will improve their quality of life.

### **Response to the Budget Scrutiny Report on the Indicative 2016/17 Revenue Budget**

One of the recommendations from the public scrutiny of the 2016/17 Indicative Revenue Budget was to quantify, in an appendix to the budget report, the levels of external funding both capital and revenue, currently being utilised by the City Council with an accompanying statement outlining how further resources are being sought.

**Appendix E** sets out a schedule of both revenue and capital external grant funding for 2015/16 and the corresponding amounts, where currently known, for 2016/17.

Plymouth City Council is currently working to improve its ability to identify, bid for, and gain additional external funding

The actions that the Council have adopted to improve the processes around improved external funding are:

- Directorates are nominating officers for the External Funding Working Group to develop the external funding framework and approval processes. The Working Group will also act as subject matter experts and critical friend.
- DMT's will adopt the approval process and usage of external funding framework.
- The Finance Service will ensure key officers have access to, and training on, GRANTfinder to increase utilisation and maximise funding opportunities.
- Finance have set up a grants page on the document library and on a monthly basis publish grant opportunities update and grants register.
- Finance plan to report to DMT's on a monthly basis on the new grants available to their services, the applications in progress and success rates.

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### **Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:**

All actions being taken have been considered for their impact on: council priorities, legal obligations, customers and other services and partners. Each separate action has been risk assessed in terms of potential barriers to implementation with corresponding mitigation put in place.

Due to the nature of financial savings required, it is inevitable that there are some over-arching risks associated with delivering a three year balanced budget.

The Local Government funding environment remains highly volatile. As such, updates to Medium Term Financial Forecasts will be incorporated within quarterly monitoring throughout 2016/17 in order to factor in changes to estimates and spend commitments.

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### **Equality and Diversity**

All actions being taken are covered by Equalities Impact Assessments undertaken as part of the 2015/16 budget setting process, signed off by the relevant Director or Assistant Director. These have been considered at relevant stages of transformation business case development, for example health and social care integration. As such, there are no specific budget setting Equality Impact Assessments (EIA) as these are already inherent within our planned activities.

**Recommendations and Reasons for recommended action:**

It is recommended:

1. That a final version of the Revenue and Capital Budget for 2016/17 is presented for approval to Full Council on 29 February 2016 to allow the setting of the 2016/17 Council Tax charge.

Recommend to Full Council:

2. to approve the proposed Adult Social Care Council Tax Precept at two percent (2%) for 2016/17.
  3. to approve the total capital budget of £419.1m to 2020. Any changes to the overall capital funding available to be sanctioned by the Council’s Section 151 Officer;
  4. to note the external grant funding as set out in Appendix E, as requested by The Co-operative Scrutiny Board.
- 

**Alternative options considered and rejected:**

A one year financial planning horizon will not support the long term decision making required to deliver the objectives of the Corporate Plan. The Council’s financial stability will be put at risk unless a transformative approach is taken to revising its delivery arrangements in the coming years.

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**Published work / information:**

Indicative 2016/17 Revenue Budget plus 2 Year Indicative Financial Forecast and 2016/17 to 2019/20 Capital Programme - December 2015

**Background papers:**

Title	Part I	Part II	Exemption Paragraph Number						
			1	2	3	4	5	6	7

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**Sign off:**

Fin	djn15 16.71	Leg	dvs2 5041	Mon Off	dvs2 5041	HR		Assets		IT		Strat Proc	
Originating SMT Member: Andrew Hardingham													
Have the Cabinet Members agreed the contents of the report? Yes													

## Net Revenue Budgets 2016/17

## Appendix A

Area	Chief Executive	Corp Items	Trans. & Change	People	ODPH Public Health	Place	Total
	£m	£m	£m	£m	£m	£m	£m
2015/16 Base Budget	3.867	7.915	33.291	123.119	1.016	23.801	193.009
Budget movements April – December 2015	(0.218)	2.550	(0.752)	(0.623)	(0.952)	(0.006)	0.000
Cost Allocations per Table 3	0.000	3.714	3.501	8.216	0.000	2.133	17.564
2016/17 Budget Savings Appendix B	(0.050)	(2.489)	(3.797)	(9.215)	(0.200)	(3.344)	(19.095)
Sub Total	3.600	11.690	32.243	121.497	(0.136)	22.584	191.478
Additional Savings Appendix B	0.000	(4.776)	0.000	0.000	0.000	0.000	(4.776)
<b>2016/17 Budget</b>	<b>3.600</b>	<b>6.914</b>	<b>32.243</b>	<b>121.497</b>	<b>(0.136)</b>	<b>22.584</b>	<b>186.702</b>

Major budget movements (virements) from April – December 2015:

Directorate	Movement of Intelligent Client Function	Removal of Grant Carry Forwards in Base	Removal of Transfers to/from Reserves included in Base	CST Project	Reallocation of Savings
	£m	£m	£m	£m	£m
Executive Office	(0.135)	(0.062)			
Corporate Items		1.953	0.546	0.200	(0.178)
Transformation and Change	0.135	(0.267)	(0.546)	(0.200)	0.378
People Directorate		(0.874)			
Public Health		(0.751)			(0.200)
Place					
<b>Total</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>

## BUDGET SAVINGS 2016/17 £m

## APPENDIX B

Area	Project	2016/17
Place	Growth Dividend – New Homes Bonus	1.319
Place	Growth Dividend – Council Tax	Moved to resources £0.680m / £0.730m
Place	Growth Dividend – Business Rates	
Place	Investment Portfolio	0.100
Place	Commercialisation and Income Reviews	0.656
Place	Place Directorate Review	0.503
Place	Place 2015/16 one-off savings b/fwd.	0.335
Place	Reduced Insurance premiums	0.200
Place	Street Service Operations	0.250
Place	City Deal Re-profiling	0.200
Public Health	ODPH Directorate savings	0.200
People	Integrated Delivery	0.830
People	Integrated Commissioning	2.331
People	Children, Young People, Youth and Families	2.400
People	People Directorate Review	1.435
People	Maximising Grants/Income/efficiencies	2.219
Transformation & Change	Customer Service Transformation	1.349
Transformation & Change	Finance Transformation	1.500
Transformation & Change	HR Transformation	0.300
Transformation & Change	Procurement Savings	0.400
Transformation & Change	Corporate Fraud Debt Recovery	0.100
Transformation & Change	Strategic Asset review	0.070
Transformation & Change	Transformation Portfolio Savings	0.500
Transformation & Change	Library review	0.048
Chief Executive's Office	Chief Executive Office	0.050
Corp Items	Treasury Management	1.245
Corp Items	Sale of Annual Leave	0.200
Corp Items	Corp Items Review	0.255
	<b>Initial Savings</b>	<b>18.995</b>
Corp Items	Reduction in Working Balance	0.950
Corp Items	MRP	2.351
Corp Items	Reserves and/or Council Tax increase tbc	1.575
	<b>Additional Savings</b>	<b>4.876</b>
	<b>Total Savings</b>	<b>23.871</b>

### **Assistant Director for Finance (S151 Officer) Budget Robustness Statement**

Section 25 of the Local Government Act 2003 requires the Section 151 Officer (Assistant Director for Finance) to formally report to Council as part of the tax setting report his view on the minimum level of reserves available to the general fund and on the robustness of estimates used on the budget setting process. The Council is required to take these views into account when setting the Council Tax at its meeting on 29 February 2016.

In considering the robustness of any estimates, the following criteria need to be considered:-

- the reasonableness of the underlying budget assumptions such as the:
  - the reasonableness of provisions for inflationary pressures;
  - the extent to which known trends and pressures have been provided for;
  - the achievability of changes built into the budget;
  - the realism of income targets;
  - the alignment of resources with the Council service and organisational priorities.
- a review of the major risks associated with the budget.
- the availability of un-earmarked reserves to meet unforeseen cost pressures.
- the strength of the financial management and reporting arrangements.

In coming to a view as to the robustness of the 2016/17 budget, the Assistant Director for Finance has taken account of the following issues:-

- Estimate preparation has been subject to rigorous review throughout the budget process both in terms of reasonableness and adequacy. This process takes account of previous and current spending patterns in terms of base spending plans and the reasonableness and achievability of additional spending to meet increasing or new service pressures. This is a thorough process involving both financial and non-financial senior managers throughout the Council.
- Significant financial pressures experienced in 2015/16 have, where appropriate, been recognised in preparing the 2016/17 budget, or are subject to further actions to enable them to be delivered.
- Since the Initial Budget Proposals were approved in December 2015, work has been undertaken to reduce some of the risks in the budget and to place less reliance on the use of general reserves. The proposals set out in the paragraph relating to MRP policy will enable the Council to reduce its call on reserves in 2016/17.
- I have taken a risk-based assessment of the areas which could have a major impact on the Council's finances. This approach has taken into account the type of risk, the potential magnitude of the financial risk and a judgement as to how likely the issue is to arise.
- In addition to specific directorate risks, the collection of Council Tax and generation of Business rates yields are two key risks which need to be closely monitored.

The Council's financial controls are set out in the Council's Financial Regulations. These provide a significant degree of assurance as to the strength of financial management and control arrangements throughout the Council. The Council has a well-established framework for financial reporting at directorate, corporate and cabinet levels. Given the scale of the budget challenges

and the number of actions that need to be implemented to ensure the budget is on track, Cabinet will continue to monitor budget performance

In the context of the above, the Assistant Director for Finance considers the proposed budget which has been developed following input and reviews with Directors and other officers and Members, including Cabinet, for 2016/17 as robust and that the level of reserves are adequate given a clear understanding of the following:-

- Both the revenue budget and capital programme have been formulated having regard to a number of factors including funding availability; risks and uncertainties; inflation; priorities; demography and service pressures. The savings plans have been formulated having regard to Council priorities and assessed against an agreed set of impact criteria and equality assessments
- budget monitoring and scrutiny arrangements are in place which include arrangements for the identification of remedial action and reporting.
- the budget contains a number of challenging targets and other actions which will be subject to specific monitoring by the Council's Corporate Leadership Team, and as such, are at this time considered reasonable and achievable.
- monthly budget reporting to Cabinet members will continue.
- there is a clear understanding of the duties of the Council's statutory Financial Officer and that the service implications of them being exercised are fully understood by members and senior management alike.



## Funding Forecast 2016/17

## APPENDIX D

Core Funding Forecast	2016/17 £m
Council Tax (Including 2% ASC Precept)	94.082
RSG	33.211
NNDR (including Devon Rates Pool)	59.409
<b>Total Resources</b>	<b>186.702</b>
Council Tax	2016/17 Forecast £m
Tax base after estimated local council tax support reductions	70,055
Multiplied by: Council Tax Base Change %	0.00%
Increase in base due to assumed growth	0
Subtotal Council Tax Base	70,055
Multiplied by: Collection Rate	98.5%
Plus: Tax base adjustment (contributions in lieu Ministry of Defence)	842
Equals: Tax base after estimated collection rate adjustment	69,846
Initial Band D Rates - Prior Year Base	1,320.58
Initial Council Tax Yield	92,237,462
Council Tax increase (up to 1.99%) – subject to change	0.00%
Addition Council Tax Yield - due to referendum increase	-
Subtotal Council Tax Base inc Referendum Increase	92,237,462
Council Tax increase (ASC precept 2%)	2.00%
Addition Council Tax Yield - due to ASC precept	1,844,749
Total Council Tax Yield	94,082,211
Indicative Band D Rate £	1,346.99
<b>Council Tax income</b>	<b>94.082</b>

<b>RSG</b>	<b>2016/17 Indicative Settlement</b> £m
Revenue Support Grant	33.211
<b>RSG</b>	<b>33.211</b>

<b>NNDR</b>	<b>NNDR I Forecast</b> £m
Business Rates Income	46.083
Multiplied by: Base growth Change %	0.00%
Increase in base due to assumed growth £	0
Increase in RPI % (OBR Forecasts)	0.00%
Increase in base due to RPI £	0
Subtotal NNDR Base	46.083
Plus Top up / (Tariff)	9.240
Increase in top up due to RPI £	0
Subtotal NNDR Top up	9.240
Plus Forecast Actual S3I Payments (as per NNDR I)	2.122
Cost of Collection	0.315
Plus Pooling Gains / Losses	1.000
Plus Renewable Energy income	0.649
<b>NNDR</b>	<b>59.409</b>

## External Grant Funding

## APPENDIX E

Revenue Grants	Funder	2015/16 £ m	2016/17 Expected £m
Dedicated Schools Grant (including Academy recoupment)	DfE	183.000	183.000
Housing Benefit Subsidy Grant (funding is subject to actual claims in year, 16/17 assumed at same rate)	DWP	101.142	101.142
Revenue Support Grant	DCLG	44.393	33.211
Public Health Grant (incl 0-5yr funding, assumed % cuts as set out by PHE after spending review)	DH	13.932	tbc but indication 13.625
Pupil Premium Grant (16/17 rates maintained, subject to change based on spring 2016 pupil no's)	DfE	13.479	13.479
New Homes Bonus	DCLG	4.197	5.516
Sixth Form Funding from Education Funding Agency (EFA)	DfE	2.484	tbc
Education Services Grant	DfE	2.476	2.258
Housing Benefit Subsidy Admin Grant	DWP	1.756	1.255
Troubled Families Grant	DCLG	0.612	tbc
Homeless Prevention Grant	DCLG	0.545	0.545
Youth Offending Team Grant	YJB	0.416	tbc
Discretionary Housing Payments	DWP	0.409	0.517
Council Tax Support Admin Grant	DCLG	0.351	tbc
Primary Sports Funding	DfE	0.226	tbc
CSC Innovation Programme Grant	DfE	0.226	tbc
NLR & Community Voices Grant	DCLG	0.173	tbc
SEND Implementation Grant	DfE	0.135	0.152
Unaccompanied Asylum Seeking Children	HO	0.130	tbc
Individual Electoral Registration Grant	HO	0.102	tbc
Local Services Support Grant	DCLG	0.041	tbc
		<b>370.225</b>	

Capital Grants	Funder	2015/16 £ m	2016/17 Expected £m
HOSW LEP - Derriford Transport Scheme	DfT	10.160	8.620
Targeted Basic Need Programme 2013-15	DfE	8.991	-
Transport Challenge Funding	DfT	8.385	2.901
Plymouth City Deal - South Yard Development	DCLG	8.000	5.500
Local Transport Settlement	DfT	4.269	4.076
Academies Funding - MAP2 Free School	DfE	4.103	-
Weekly Collection Support Scheme (WCSS)	DCLG	4.000	-
Green Deal Communities Fund - Energy Efficiency	DECC	3.068	-
Local Growth Deal - Northern Corridor Cycle Route	DfT	2.460	-
Local Growth Deal - Plymouth Eastern Corridor Signals	DfT	2.100	1.710
DfE Capital Maintenance Grant (Condition)	DfE	2.006	2.006
Better Care Fund (from 15/16 onwards)	DH	1.860	1.860
HOSW LEP - Derriford Hospital Interchange	DfT	1.400	0.400
Regional Housing Pot Grant 2009	DCLG	1.332	-
2011-15 Traveller Pitch Funding – The Ride	HCA	1.170	-
EA Flood Defence	EA	1.085	-
2011-15 Traveller Pitch Funding – Broadly Park, Roborough	HCA	0.790	0.500
Local Growth Deal - Northern Corridor Junction	DfT	0.700	0.650
Coastal Communities Fund	Big Lottery	0.670	-
Universal infant free school meals capital (UIFSM)	DfE	0.571	-
Clean Vehicle Technology Funding	DfT	0.484	-
Devolved Capital Grant	DfE	0.475	0.475
Higher Level Stewardship Award	Heritage Lottery	0.429	0.182
Flood and Coastal Erosion	EA	0.337	-
Historic England	English Heritage	0.320	-
Football Foundation Facilities grant	Football Foundation	0.249	-
Devon County Council's Cycle Ambition Grant programme	DCCI	0.242	-
Sport England	Sport England	0.229	-
Flood Defence Grant in Aid	EA	0.194	-
Public Sector Estate Charge points	DfT	0.137	-
DfT Flood Damage - Small Ports Recovery Fund	DfT	0.101	-
Coastal Revival Fund	DCLG	0.100	-
English Woodland Grant scheme	Forestry Commission	0.069	-
Protecting Playing fields programme	Sport England	0.050	-
Big Lottery	Big Lottery	0.020	-