Subject: Housing Revenue Account Budget setting 2017/18.

Report to: H&N Committee 19/01/17

Full Council 21/02/17

Report by: Housing Business & Finance Manager

Director of Housing & Neighborhoods

SUBJECT MATTER

This report sets out the Housing Revenue Account (HRA) budget 2017/18 – 2021/22, HRA Capital Programme 2017/18 – 2021/22, HRA Rent and Service Charge proposal 2017-18 and the revised HRA revenue and capital forecasts for 2016-17.

RECOMMENDATIONS

- To note the reduction in rents of 1%, as set out in the Welfare Reform and Work Act 2016.
- Review and recommend revenue and capital budget estimates 2017-18 to 2021-2022.
- Recommend the proposed Fees and Charges for 2017-18.
- Review the revised forecast for 2016-17
- Review government proposals as set by the Welfare reform and work act 2015 & Housing planning act 2016 impacting on the HRA in the future.

1. Introduction

1.1 The Housing Revenue Account (HRA) is the ring-fenced rent account that funds the Council's activity as a landlord. The HRA records all the income and expenditure associated with the provision and management of Council owned homes in the borough. This account funds a significant range of services to approx. 5900 homes for Great Yarmouth Borough tenants and their families and to 347 homes for leaseholders. This includes housing management, repairs and improvements, welfare advice, supported housing

services and capital investment on housing.

- 1.2 The Council is required by law to avoid budgeting for a deficit on the HRA (Local Government & Housing Act 1989, section 76). This means that the budget must not be based on total HRA revenue reserves falling below zero. In practice the Council is expected to maintain a reasonable balance of reserves and this provides a contingency against unforeseen events and known risks. Great Yarmouth Borough Council maintains a minimum balance of £2m with the HRA reserves.
- 1.3 In December 2010 the Government published the Localism Bill which included plans to abolish the then current subsidy system supporting the HRA and move to a model known as "self-financing". Under Government guidelines, the objectives of the change are to give local authorities the incentives and flexibility to manage stock more efficiently over a longer term, as well as seeking to provide greater transparency for tenants in the relationship between the rent a landlord collects and the services it provides.
- 1.4 This self-financing model is now in place and has moved the arrangements for managing debt for the current housing stock from being held nationally and charged on a nominal basis to the local HRA managed by the Council. This is based on a calculation of the level of debt that the landlord/Council can support based on a valuation of the current housing stock, along with assumptions regarding total rental income to be generated and expenditure required to support this housing stock.
- 1.5 A key feature of the self-financing model is that landlords can borrow against the value of the housing stock in order to invest in improvements to that stock. This borrowing must be financed from HRA income and so introduces risks and opportunities for managing resources in this area. As local authority borrowing is included in the national Public Sector Borrowing Requirement, it must be affordable both nationally and locally. A total borrowing limit has therefore been set for each landlord, which for Great Yarmouth Borough Council is £89m.
- 1.6 The self-financing arrangements have led to the development of a 30-year business plan supporting the delivery of the HRA under the new arrangements. This makes assumptions regarding the level of income available based on the expected levels of rent and the key risks facing

housing service delivery within this timeframe. The main areas of this are the management and timing of debt use, affordability and the impact of changes as Government policies are enacted. The council's updated HRA 30 year business plan summary graph can be seen in Appendix D.

1.7 The HRA capital and revenue 2017-18 estimates and Great Yarmouth Borough Council 30 year Business Plan, have been prepared using the self-financing arrangements for the HRA. The national self-financing regime for the Housing Revenue Account (HRA) was introduced in April 2012. The budgets in this report have been prepared using these arrangements, which include a requirement to prepare and publish a rolling 30 year HRA Business Plan covering both capital and revenue expenditure projections.

2. Rent setting policy changes – 1% reduction over 4 years

- 2.1 Each year local housing landlords must set rents and budgets for the forthcoming financial year and provide each individual tenant with statutory notice of any proposed rent change. This report sets out proposals regarding the budget, rents, service charges and other charges to tenants for the 2017-18 rental year.
- 2.2 The self-financing HRA remains governed by guidelines on rent setting for tenants. The council no longer has flexibility on the approach to rent setting due to the policy announced as part of the Welfare Reform and Work Act 2016. Rents will reduce annually by 1% over the four year period 2016/17 2019/20. This means that the average rent for 2017/18 will be £75.44 per week (50 wk).
- 2.3 The impact of the rent decrease is to further reduce the amount of money available to manage, maintain and improve the housing stock. The modelled reduction in resources amounts to a further reduction of approx. £9.6m over four years and approx. £142m over the course of the 30-year business plan.
- 2.4 The rent setting for 2017/18 will therefore be 1% reduction to all social housing rents within the HRA. Supported housing rents were exempted from his requirement in 2016; however the government has not extended this exception for the 2017/18 rent setting process.

2.5 The government has said that 1% reduction will 'reset the levels of rents in the social housing sector, which over the recent years have become out of kilter with private rents'.

2.6 Estimated rent charges for 2017/18 on average:

| Property Type | Average Rent £ (50 wk.) |
|----------------------------|-------------------------|
| Bedsit | 59.49 |
| 1 Bedroom | 68.43 |
| 2 Bedroom | 75.69 |
| 3 Bedroom | 81.91 |
| 4 Bedroom | 90.63 |
| 5 Bedroom | 98.67 |
| | |
| Average for all properties | 75.44 |

3. Proposed Service and agreement charges 2017/18

3.1 Our proposals in relation to service and agreement charges are set out in Appendix A. The increases proposed are summarised in the table below and follow the corporate formula adopted by the Council of being set at least at RPI + 2%, to close the gap in terms of recovery of costs:

| HRA Service Charge | Proposal 2017/18 |
|--------------------------|--------------------------|
| | |
| Garden Maintenance | RPI + 2% |
| Garages | RPI + 2% |
| Caretaking Services | RPI + 2% |
| Communal Heating | Frozen at 2016/17 charge |
| Communal Water | RPI + 2% |
| Digital TV Aerials | RPI + 2% |
| Sewerage Charges | RPI + 2% |
| Alarm Charge | RPI + 2% |
| Supporting People Charge | RPI + 2% |

4. Housing Revenue Account Budget 2017/18 – 2021/22 and

Revised Forecast 2016/17

- 4.1 The approach to HRA budget setting focuses on three separate areas for 2017/18:
 - expected income and proposals on rent and service charge levels;
 - expenditure plans that reflect local priorities and the impact of the selffinancing business model on service delivery; and,
 - The reserves and provisions needed to ensure that the HRA is delivering strong financial performance over a longer period of time.
- 4.2 The HRA receives income from tenant rents and service charges levied on tenants and leaseholders. The self-financing HRA remains governed by guidelines on rent setting for tenants. Income from rents is a key driver of the total income available to the HRA, making up approximately 90% of the total income. The approach and policy for rent therefore affects the resources available to re-invest in expenditure plans across the HRA to deliver the outcomes outlined in the HRA business plan for all tenants.
- 4.3 Expectations for income, and therefore the rent budget, are driven by three key elements:
 - Expected stock levels for 2017/18;
 - The 1% reduction on the 2016/17 actual rents charged; and,
 - The resourcing needs outlined in the HRA Business Plan.
- 4.4 For 2017/18, the average stock level across Great Yarmouth Borough Council is expected to be 5874 properties. This is based on known changes to the current stock profile of 5903 (as at 1 April 2016) including adjustments for projected Right to buy sales, disposals and acquisitions.
- 4.5 The reduction in rents will mean that, on an ongoing basis, the HRA would be reliant on reserves to balance the budget, which is not sustainable. Further action is therefore required to reduce expenditure by identifying efficiencies within existing budgets and where possible, minimizing the impact on services delivered to tenants and leaseholders.
- 4.6 HRA business planning has always been based on building up reserves to a level that will support the delivery of the repairs & maintenance programme and the ongoing investment in the stock beyond that, as well as protecting

tenants from unexpected changes of circumstances in the future.

- 4.7 The repairs & maintenance budget funds the work of the joint venture company, GYN, who undertake repairs and maintenance to council properties, planned cyclical maintenance, upkeep to the specific areas of lighting, lifts, smoke alarms, car parks, garden maintenance, minor neighborhood planned works and the refurbishment of empty properties. GYN also manage all other r&m and cyclical contracts including the gas servicing maintenance contract as well as the HRA capital programme. The r&m budget also fund all minor disabled adaptations work for tenants.
- 4.8 Tenant service charges are not affected by the rent setting policy. There is now an expectation that service charges to tenants will reflect costs incurred. In 2016/17, it was agreed that a corporate increase of RPI plus 2% will be added to service charges across the council where income recovery is below costs. A summary of changes to service charges is shown in Appendix A.
- 4.9 Leasehold service charges are required to be transparent and reflect the actual cost of the services incurred. It is recommended to set leaseholder service charges in line with actual expenditure plans as per the approach in previous years. This means that service charges will be based on 2016/17 expenditure levels and final charges for 2016/17 being confirmed by approx. September 2017.
- 4.10 It is not proposed to do any significant budget modelling from the original 2017/18 budget agreed at the 2016/17 budget setting round, until we have the completion of the Stock condition Survey in early 2017. An in-depth review of the Housing Investment capital programme will be undertaken from the results of the stock condition survey, with the intention of remodeling the investment side of the 30 year business plan to best deliver its outcomes within the reduced financial envelope in the medium to long term.
- 4.11 The HRA currently holds a larger reserve balance than would normally be expected £9.3m. This is partly due to adjustments in the scheduling of planned r&m and capital programmes, including putting some programmes on hold. We have deliberately increased reserves to ensure that we are able to manage the financial impact of new government policies set out elsewhere in this report and in anticipation of the revision to business planning required by the new stock

condition survey, currently close to completion.

- 4.12 The HRA 30 year business plan shows that reserves are reduced and managed over the next 5 years by additional contributions being required to the Housing Capital works programme. This management of reserves will include a planned increase in the capital investment programme in 2021/22 with just over £2m being committed from reserves. This is due in part to a new cyclical programme of replacement boilers as well as increase in the volume of bathroom renewals. Investment plans will be reviewed however following completion of the 16/17 Stock condition survey, which may result in some programmes being brought forward. Appendix D shows the managed reduction in reserves over a thirty year period.
- 4.13 The HRA will continue to borrow specifically for new affordable housing programme, so the HRA reserves balances can be used on investment to our current stock. We have current headroom availability of £12m, allowing us to contribute 70% of costs to invest and develop new housing opportunities within the council alongside 30% retained receipts contributions from Right to buy sales.
- 4.14 The Right to buy discount has increased since the introduction of Self Financing, the maximum discount increases each year based on the consumer price index (CPI). The business model has been amended to incorporate this change.
- 4.15 The Housing Revenue Account (HRA) is still part of a retention agreement, where the HRA can retain receipts, to support up to 30% of the cost of replacement homes if incurred in a 3 year period. If retained receipts are not used, the Council is liable to repayment of the receipt plus interest, so it is important to monitor and project RTB sales and RTB receipts in order to plan for their appropriate use.
- 4.16 The HRA has plans for new affordable housing which covers the spending of the RTB retained receipts. This includes looking at options for new build sites, including 6 properties on the Beacon Park development and an in-fill site in Gorleston.
- 4.17 By the end of Quarter 3, the Council was on track to spend the relevant

amount required in this period. However, circumstances changed at the last hurdle on a house purchase in December and we are now liable to pay back to the government a small portion of receipts – approx. £30k, or less than 5% the funding available for 2016/17.

- 4.18 The HRA proposes to increase the availability of affordable housing with a combination of direct new build, grant contributions to Housing Association developments; purchasing appropriate empty homes on the open market; and purchasing of a limited number of suitable properties on the open market to ensure all receipts are spent in the future.
- 4.19 Right to buy estimations for 2016-17 have exceeded our original budgeted suggestion of 20 sales, we currently have sold 30 properties to date at the end of quarter 3. This has increased the availability of RTB receipts to use to finance the Capital programme in 2016/17 and RTB retained receipts (30% of the receipts only) to finance new affordable homes programme in the future.
- 4.20 For 2017/18 we have estimated 35 sales in the year, in line with revised 2016/17 predictions as we believe there is still a high interest in tenants wanting to purchase their own homes.

4.21 Revised 2016-17 position

- 4.22 Quarter 2 monitoring reported a requirement to increase the HRA budget deficit by £369k to £1,515m. Quarter 3 monitoring, has found that this needs to be revised, resulting in a decrease to the original 2016/17 deficit by £207k, to predict a £0.939m deficit at year end.
- 4.23 Details of the changes are summarised below:

| Budget Quarter 3 | Revised budget 2016-17 | Variance | Reason | Financed from |
|---------------------|------------------------------|----------|---|---------------|
| Rental Income | (23,777) | 93 | Reduced HRA rental income based on reduced stock data. | n/a |

| Capital Expenditure financed from revenue | 4,509 | 1,977 | Capital programme has increased in year (detailed further in the report) | Revenue Income |
|---|-------|---------|--|-------------------|
| Depreciation | 3,304 | 265 | Due to an increase in the value of HRA dwelling stock, depreciation is higher. | Revenue Income |
| Interest payable | 2,659 | (241) | Overestimated budgets for interest payable in year. | n/a |
| Rents & Rates, other charges | 321 | 23 | Revised estimates to some Insurance budgets | Revenue Income |
| Repairs & Maintenance | 9,105 | (2,330) | Revenue budgets moved to Capital programme in year | n/a |
| General Management | 4,818 | 6 | Payroll, consultancy savings and pension contributions revised. | Revenue income |
| Total | 939 | (207) | | |

4.24 Proposed growth/savings in HRA Revenue 2017-18 budget

(Compared to original 2017/18 budget)

| Income/ Expenditure | 2017/18 Revised Budgets | 2017/18 Growth (Saving) | Details | Financed from |
|------------------------|-------------------------------|-------------------------------|--|------------------|
| | £000 | £000 | | |
| Rents income | (21,827) | 177 | Revised rental income estimates have fallen due to increase in anticipated RTB sales in 2016/17 & 2017/18. | n/a |

| Non Dwelling income | (1,630) | 47 | Increase in service charge income, however a decrease in grant income for outreach services has reduced this budget. | n/a |
|---|---------|---------|--|--|
| Revenue contrib. to capital | 4,088 | 2,490 | The revised HRA capital programme has increased by £2.9m from the original 2017-18 budget set in 2016-17. As a result of this capital expenditure funded by revenue has increased by £2.5m | Revenue Income & HRA reserves |
| Depreciation | 3,337 | 213 | In 2015/16 Housing stock valuations increased by 8.5%, therefore depreciation of the housing stock and non-dwelling stock has been reviewed and budgets have been increased by £213k. | Revenue Income |
| Interest | 2,667 | (355) | Original budget estimates too high, savings in budget on interest payments. | n/a |
| Repairs & Maintenance | 9,435 | (2,246) | Neighborhood plans budget £1.75m, £100k Adaptations budget, £471k Asbestos budget moved to Capital programme. £90k has been added for electrical remedial works to council HRA buildings and other inflationary increases have been applied on continued maintenance contracts. | n/a |
| Supervision, Management , internal recharges & Pensions | 4,856 | 300 | £252k growth in payroll, pensions & Internal recharges. £10k growth in legal & decant costs. £78k increase in IT software & TV Licenses for supported housing services plus £40k consultancy savings cost. | Revenue income |
| Rents, rates & Other Charges | 312 | 7 | Inflationary increases applied. | Revenue Income |
| Total | 1,238 | 633 | | |

4.25 The next table summarises the revised forecast for 2016/17 and the draft 2017/18 budget for the Housing Revenue Account. (Appendix B).

| | 2016-17 Original Budget | 2016-17 Revised Budget | Variance | 2017-18 Draft Budget (Rent -1%) |
|---------------------------------------|-------------------------------|------------------------------|----------|--|
| In a constant | £000 | £000 | £000 | £000 |
| Income: | | | | |
| Dwellings Rents | (22,228) | (22,090) | 138 | (21,827) |
| Other Income | (1,643) | (1,687) | (45) | (1,630) |
| Total Income | (23,871) | (23,777) | 93 | (23,457) |
| | | | | |
| Expenditure | | | | |
| Repairs & Maintenance | 11,435 | 9,105 | (2,330) | 9,435 |
| General Management | 4,812 | 4,818 | 6 | 4,856 |
| Interest & Repayment of borrowing | 2,901 | 2,660 | (241) | 2,667 |
| Revenue contribution to Capital | 2,532 | 4,509 | 1,977 | 4,087 |
| Depreciation | 3,039 | 3,304 | 265 | 3,337 |
| Other expenditure | 298 | 321 | 23 | 312 |
| Total Expenditure | 25,017 | 24,717 | (300) | 24,695 |
| Not (overlapp)/Doficit | | | | |
| Net (surplus)/Deficit for the year | 1,146 | 939 | (207) | 1,238 |
| HRA Reserves Balance B/Fwd. | 9,337 | 9,337 | | 8,398 |

| Deficit/(Surplus) in year | 1,146 | 939 | 1,238 |
|---------------------------|-------|-------|-------|
| HRA Reserves Balance cfwd | 8,191 | 8,398 | 7,160 |

5. Housing Major works Capital programme (HMWCP) 2017/18 – 2021/22

- 5.1 This report sets out the new Housing capital investment requests for the 5 year period covering 2017/18 to 2021/22.
- 5.2 Local authorities' housing capital expenditure programme cover both Housing Revenue Account (HRA) related expenditure (which is largely stock related) and non HRA (support for private sector housing) expenditure. The focus is mainly in relation to the authority's own stock but the programme should reflect the specific needs and priorities of the area as set out in the housing strategy.
- 5.3 The size of an authority's housing capital expenditure programme is a matter for it to determine in the light of its assessment of the resources available to finance capital expenditure for the authority as a whole and the proportion of that which is to be spent on housing.
- 5.4 The local government capital finance system, introduced in Part 1 of the Local Government Act 2003 together with the various regulations made under that Part, applies to all local authority capital expenditure with no specific reference to housing. There is no ring fence arrangement applicable to capital but the GYCH capital programme as it relates to the HRA is separately monitored.
- 5.5 The HMWCP is subject to ongoing review and continues to be refined to take into account the priorities and objectives which have been derived from our understanding or the stock; the needs of current and future tenants; the opportunities presented by funding streams and; options for procurement and delivery of our investment plans.
- 5.6 There are two key strands to our investment plans:
 - Maintaining and improving our housing stock;

- New Affordable Council housing, including new housing to replace sales under RTB in line with Government guidance.
- 5.7 Our plans are prepared over the medium term and are reviewed and updated annually. Future investment decisions will be based on local decision making and local knowledge of the condition of the stock and the components within the stock.
- 5.8 Drawing upon information derived from past stock condition surveys a programme has been drawn together which addresses known replacement issues of components from the stock condition data.
- 5.9 The programme includes the continuation of the kitchen and bathroom programme, an enhancement to the boiler and heating replacement schemes, investment into empty homes, delivery of external wall insulation, Roofing and insulation works.
- 5.10 These schemes offer both the opportunity to modernise properties, sustain them for the future and increase the thermal comfort of tenants. They also bring about potential savings from future revenue repairs budgets.
- 5.11 The Housing Major Works capital programme is subject to ongoing review following the conclusion of the Stock condition survey currently underway in 2016/17.

5.12 Revised 2016-17 position for HRA Major works Capital Programme.

| Period 9 | Revised Budget | Variance to original budget | Reason | Financed from |
|----------------------|-------------------|--------------------------------------|---|-------------------|
| | £000 | £000 | | |
| Kitchens & Bathrooms | 2,081 | 347 | £347k is needed to accelerate 1617 programme. | Revenue income |
| Windows & Doors | 185 | 0 | n/a | n/a |
| Planned Maint. | 3,393 | 1,850 | £1.75 Neighbourhood plans work & £100k Adaptations budgets moved to Capital | Revenue income |

| Energy & Efficiency | 1,173 | (217) | Heating programmes accelerated by £183k, in total. £400k external wall insulation works cfwd into 17/18 | n/a |
|------------------------------|--------|-------|---|-------------------|
| Specific projects | 739 | 250 | Whole house refurbishment budget increased due to 3 extra properties. £100k Stock condition survey budget bfwd from 1516. | |
| Estate Improveme nts | 455 | (165) | Off street parking reduced to one scheme in year and installation of sewerage schemes delayed until 1718. | n/a |
| Empty Properties | 1,003 | 503 | Asbestos revenue budgets added plus an increase in works to void properties. | Revenue income |
| New Affordable Housing | 2,100 | 0 | n/a | n/a |
| Total | 11,129 | 2,568 | | |

5.13 Proposed growth/savings in HRA Capital programme 2017-18

(compared to original 2017/18 budget)

| | 2017/18 Revised Budgets | 2017/18 Growth/ (Saving) | Details | Financed from |
|---------------|-------------------------------|--------------------------------|----------------------------|---------------|
| | £000 | £000 | | £000 |
| Kitchen & | 1,934 | 200 | Increase in Kitchen voids | Revenue |
| Bathroom | 1,934 | 200 | budget | income |
| Windows & | 225 | 100 | Increase to windows Budget | Revenue |
| Doors | 223 | 100 | increase to windows budget | income |
| Planned | | | £1.75m Neighborhood plans | Revenue |
| Maintenance | 3,270 | 1,850 | & £100k adaptation budgets | income |
| Wallitellance | | | moved from Revenue | |
| Energy & | 1,348 | 33 | Last remaining open flue | Revenue |
| Efficiency | 1,340 | 33 | boilers to be replaced. | income |
| Specific | 465 | 150 | Whole house refurbishment | Revenue |
| Projects | 400 | 150 | budget increased by an | income |

| | | | additional 3 properties. | |
|------------------------------|--------|-------|---|----------------|
| Estate Improvements | 410 | 20 | Sewerage schemes budget cfwd from 1617 & reduction to off St. Car parking prog. | Revenue income |
| Empty properties | 850 | 550 | Increase in major voids & Long term voids works. | Revenue income |
| New Affordable Housing | 2,052 | 0 | n/a | n/a |
| Total Expenditure | 10,554 | 2,903 | | |

5.14 The table below summarises the revised forecast for 2016/17 and the draft 2017/18 Capital programme for the Housing Revenue Account. Further detail is shown in Appendix C.

| HRA Capital programme | Original Budget 16/17 | Revised Forecast 16/17 | Revised Draft Budget 17/18 £000 | |
|-----------------------------------|--------------------------|------------------------------|---------------------------------|--|
| Expenditure | £000 | £000 | | |
| Kitchens & Bathrooms | 1,734 | 2,081 | 1,934 | |
| Windows & Doors | 185 | 185 | 225 | |
| Planned Maintenance | 1,543 | 3,393 | 3,270 | |
| Energy Efficiency Improvements | 1,390 | 1,173 | 1,348 | |
| Specific Planned Projects | 489 | 739 | 465 | |
| Estate Improvements | 620 | 455 | 410 | |
| Empty Properties | 500 | 1,003 | 850 | |
| New Affordable Housing | 2,100 | 2,100 | 2,052 | |
| Total Expenditure | 8,561 | 11,129 | 10,554 | |
| Einopoing | | | | |
| Financing | | | | |
| Borrowing | 2,100 | 2,100 | 2,052 | |
| Capital Receipts | 890 | 1,216 | 1,078 | |
| Revenue | 2,532 | 4,509 | 4,087 | |

| Depreciation | 3,039 | 3,304 | 3,337 | | |
|-----------------|-------|--------|--------|--|--|
| Total Financing | 8,561 | 11,129 | 10,554 | | |

6. Housing and planning Act 2016 – update from autumn statement November 2016 – Impacts to the Housing Revenue Account.

- 6.1 Since the introduction of self-financing in 2012, the 30 year HRA business plan has been challenged by a number of changes. Right to buy discounts have increased, rent setting policy has altered and other future new proposals affecting the HRA had been announced such as 'Disposal of higher value properties' and 'Pay to Stay' in order to fund the Right to Buy of Housing Association properties.
- 6.2 In response to these changes, the Council has, in the short term, kept the HRA reserves levels high in order to mitigate this loss of revenue. The Council still needs to prepare for further reductions in resources available to manage, maintain, improve and add to its housing stock. In addition, additional costs may be incurred through administration of the new regulations.
- 6.3 Community Housing continues to review of all of its revenue spending to look at where savings can be made. The Capital programme, which is funded in large part by contributions from revenue, is also under continuous review and certain areas of work have had to be reduced or slowed down. Careful consideration has been made not to reduce capital spend where this would have an overly detrimental impact on revenue costs.

6.4 Disposal of 'higher value' properties

6.5 The Housing and Planning Bill makes provision for grants to be made to private registered providers in respect of Right to Buy (RTB) discounts. The grants may be made by the Secretary of the State, the Homes and Communities Agency (HCA) and, in relation to dwellings in London, the Greater London Authority.

- 6.6 To meet the costs of providing discounts, a determination may be made requiring a local authority in England with an HRA to make a payment to the Government for a financial year reflecting the market value of high value housing likely to become vacant during the year, less costs, whether or not receipts are realised. Regulations will determine 'higher value' as applicable to different areas. The detail of how this will work in practice is still to be finalised and the regulations have not been published. Recently the Government has announced a delay to the full implementation of RTB for Housing Association tenants and to these regulations. Without the full detail, it is not possible to model the financial impact. However, the Government has recently said that it acknowledges that Councils will need a considerable lead in period in which to prepare.
- 6.7 It is understood, however, that when enacted, the local authority must consider selling its interest (Freehold or leasehold) in high value housing but it is assumed that it could fund the payment by other means. It is likely that stock retaining authorities will have the option to retain some receipts to facilitate provision of replacement homes. The details of this part of the scheme are not known and may for part of a revised scheme on the use of Right to Buy funds.
- 6.8 All the payments will be based on assumptions about receipts from voids Sales; it may be the case that actual receipts fall short of the payments due. In this case local authorities will need to fund the payments from other sources or face interest charges on late payments.
- 6.9 As a result of this policy, the Council will lose rental streams from any high value properties that are sold, along with any marginal costs of managing and maintaining those units. It would be equitable for authorities to receive some form of compensation for the loss of net rent income.
- 6.10 In the autumn statement, it was announced a regional pilot scheme will allow over 3,000 tenants to purchase their own homes with Right to buy discounts, to test demand and aspects of the scheme not previously covered by smaller scale pilots. The government will fund this pilot, so the council will not see any impact from 'Higher Value Asset' payments in 2017/18.

6.11 **Pay to Stay**

- 6.12 The Government took powers in the Housing and Planning act 2016 to require local authorities to set higher rents for higher income council tenants (households earning over £40,000 a year in London and £31,000 a year in the rest of the country).
- 6.13 However, after listening to views from tenants, local authorities and others, on 22nd November 2016, The Government announced that it no longer intends to make 'Pay to Stay' compulsory for Council tenants.

6.14 Supported Housing consultation

- 6.15 The government has published a consultation paper on a new funding model for supporting housing. Supported housing supports hundreds of thousands of the most vulnerable people across the country.
- 6.16 The consultation seeks views on the design of the government's new housing costs funding model, as well as views on funding for emergency and short term placements should work. The new model will mean that core rent and service charges will be funded through universal credit. Local Authorities are best placed to make decision about how to support vulnerable people in their areas and to commission the supported housing services that are needed locally. The new model will devolve funding to local authorities in England to provide a 'top up' where necessary.
- 6.17 The consultation will run for 12 weeks from 21st November to 13th February 2017. There will be a Green Paper on the detailed arrangements for local top up model and approach to short term accommodation in the spring. A final Package will be announced in autumn 2017 to allow time for transitional arrangements and any necessary legislation to be made ahead of the new model commencing on 1st April 2019. Shadow arrangements will be made on the detail and allocation of funding in place from April 2018 to allow full transition to the new model.

7. FINANCIAL IMPLICATIONS

- 7.1 The detail within the report highlights the significant variances for the current year to date, including a full year impact to the HRA revenue and Capital budgets for future years.
- 7.2 The income and expenditure will continue to be monitored in detail during the current year, including additional reviews of the HRA 30 year business plan.
- 7.3 The HRA is dependent mainly on the rental income stream of the social housing rents, and we have a dedicated team monitoring tenant arrears on a regular basis.
- 7.4 The Council is required by law to avoid budgeting for a deficit on the HRA (Local Government & Housing Act 1989, section 76). The Council therefore manages a reasonable balance of reserves and this provides a contingency against unforeseen events and known risks. We currently have a high level of reserves at £9m; however we have a managed process to reduce this level over the next 5 years.

8. RISK IMPLICATIONS

- 8.1 It is recognised that there is a reduction of resources in 2017/18 and the budget will be adjusted to take account of that. The process must also recognise known risks for the HRA and ensure that adequate balances are in place to manage these as they materialise.
- 8.2 Where service delivery plans have changed, the budget setting process must reflect the subsequent impact on resources and also recognise known risks for the HRA and ensure there are adequate balances in place.

9. **RECOMMENDATIONS**

- **9.1** To note the reduction in rents of 1%, as set out in the Welfare Reform and Work Act 2016.
- **9.2** Review and recommend revenue and capital budget estimates 2017- 18 to 2021-2022.
- **9.3** Recommend the proposed Fees and Charges for 2017-18.

- **9.4** Review the revised forecast for 2016-17
- 9.5 Review government proposals as set by the Welfare reform and work act 2016 & Housing planning act 2016 impacting on the HRA in the future.

10. BACKGROUND PAPERS

G:\HRA\2016-2017\Budget 2017-18\Budget 17-18 v8 - updated recharges.xlsx

G:\HRA\2016-2017\Budget 2017-18\GYN Budgets V4 RO.xlsx

G:\HRA\2016-2017\Budget 2017-18\HRA Revenue and Capital Budget 2017-18 090117.docx

G:\HRA\2016-2017\Budget 2017-18\Letter re Autumn Statement - 161124.pdf

HRA - MTFS 161116.docx

Rent, service charges and fees\Fees and charges - Yare Care.xlsx

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

| Area for consideration | Comment |
|-----------------------------------|-----------------|
| Monitoring Officer Consultation: | |
| Section 151 Officer Consultation: | Sent for Review |
| Existing Council Policies: | |
| Financial Implications: | Considered |
| Legal Implications (including | |

| human rights): | |
|----------------------|------------|
| Risk Implications: | Considered |
| Equality Issues/EQIA | n/a |
| assessment: | |
| Crime & Disorder: | n/a |
| Every Child Matters: | n/a |

Appendix A

| Housing Revenue Account 2017/18 Service Charges | | | | | |
|---|--|-------------------------------------|--|-------------------------------------|--|
| 2017/18 Rent increase and Service Charges | 2016/17 Average Charge 50wks | 2017/18 Average Charge 50 wks | 2017/18 % Average Increase/ decrease per wk | Increase/ | |
| Rent Decrease (-1%) | £76.20 | £75.44 | -£0.76 | -1% | |
| Garages Basic - Tenants Garages Premlum - Tenants plus Town Centre Surcharge | £9.47 £12.63 | £9.84 £13.13 | £0.38 £0.51 | 4% 4% | |
| Town Centre Surcharge Caretaking charge - Basic Caretaking charge - Enhanced | £3.16 £0.84 £0.84 | £3.29 £0.88 £0.88 | £0.13 £0.03 £0.03 | 4% 4% 4% | |
| Maintenance of Aged Persons gardens | £4.28 | £4.45 | £0.17 | 4% | |
| Communal Heating | £9.49 | £9.49 | £0.00 | 0% | |
| Communal Water | £3.75 | £3.90 | £0.15 | 4% | |
| Digital Communal TV Aerials | £0.66 | £0.69 | £0.03 | 4.5% | |
| Sewerage charge | £5.86 | £6.09 | £0.23 | 4% | |
| Sheltered Housing Support Charges 2017/18 | 2016/17 Average Charge | Charge | 2017/18 Average Increase | 2017/18 % Average Increase | |
| Protected tenancies (pre 01/04/03) | 50wks | 50wks | £0.34 | per wk | |
| plus Alarm Charge Protected tenancies (pre 01/04/03) | £1.25 £9.72 | £1.30 £10.10 | £0.05 £0.39 | 4% | |
| Standard Tenancies (starting from 01/04/03) plus Alarm Charge Standard Tenancies (starting from 01/04/03) | £11.85 £1.25 £12.21 | £12.32 £1.30 £13.62 | £0.47 £0.05 £0.52 | 4% 4% | |
| Alarm Charge only | £1.25 | £1.30 | £0.05 | 4% | |
| | | | | | |
| Alarm Unit Rental (plus VAT) | £2.87 | £3.00 | £0.13 | 4.5% | |
| Alarm Unit Rental (plus VAT) From 01 April 2012 - Yare Care Installation Charg Alarm Unit - purchase (plus VAT) - One -off paym | | £3.00 £31.50 £140.27 | £0.13 £1.50 £0.00 | 4.5% 5.0% 0% | |
| From 01 April 2012 - Yare Care Installation Charg | £30.00 | £31.50 | £1.50 | 5.0% | |
| From 01 April 2012 - Yare Care Installation Charg Alarm Unit - purchase (plus VAT) - One -off paym YARE CARE CHARGES | £30.00 £135.00 | £31.50 | £1.50 £0.00 Charge | 5.0% | |
| From 01 April 2012 - Yare Care Installation Charg Alarm Unit - purchase (plus VAT) - One -off paym | £30.00 £135.00 201 Exc | £31.50 £140.27 Weekly 7/18 | £1.50 £0.00 Charge 201 Inc | 5.0% 0% 7/18 | |

Appendix B

| | Original | Revised | Budget | Budget | Budget | Budget | Budget |
|--|---|--|----------------------|---|---|--|--|
| Income / Expenditure | | | _ | | | | 2021-22 |
| Charges for Services and Facilities | | | | | | | (1,368,464) |
| | | , | | | | | (15,495) |
| | | | | | | | (22,232,000) |
| | | | | | | | (5,584) |
| | | | | | | | (258,749) |
| | | , , , | | | | , | (23,880,292) |
| | | | | | | | 4,298,617 |
| Depreciation and Impairment of Fixed Assets: Dwellings | 2,920,098 | 3,169,896 | 3,201,595 | 3,233,611 | 3,265,947 | 3,298,607 | 3,331,593 |
| Depreciation and Impairment of Fixed Assets: Non - Dwellings | 118,948 | 134,323 | 135,563 | 136,815 | 138,080 | 139,357 | 140,647 |
| Impairment of Fixed Assets | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Interest Payable and Similar Charges | 2,901,216 | 2,659,979 | 2,666,534 | 2,751,578 | 2,813,231 | 2,890,467 | 2,908,214 |
| Provision for bad and doubtful debts | 150,000 | 150,000 | 150,000 | 150,000 | 150,000 | 150,000 | 150,000 |
| Rents, Rates, Taxes & Other charges | 147,256 | 170,579 | 162,274 | 155,618 | 159,975 | 164,454 | 164,454 |
| Repairs and Maintenance | 11,434,495 | 9,104,720 | 9,434,868 | 9,519,060 | 9,763,941 | 10,015,050 | 10,175,444 |
| Supervision and Management | 4,682,040 | 4,727,329 | 4,756,493 | 4,638,338 | 4,709,756 | 4,641,403 | 4,667,955 |
| Expenditure Total | 24,886,467 | 24,626,068 | 24,595,250 | 23,279,674 | 23,582,485 | 23,664,893 | 25,836,924 |
| (Gain) / Loss on Sale of HRA non-current Assets | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Employer's Contributions Payable to or from Norfolk County. | 555,475 | 716,039 | 787,643 | 795,520 | 875,072 | 962,579 | 962,579 |
| Impairment of Fixed Assets | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Net Charges made for Retirement Benefits in accordance with IAS 19 | (425,000) | (625,495) | (688,044) | (688,044) | (756,849) | (832,534) | (832,534) |
| Total | 130,475 | 90,545 | 99,599 | 107,475 | 118,223 | 130,045 | 130,045 |
| | 1,146,295 | 939,239 | 1,238,148 | 202,211 | 280,711 | 343,268 | 2,086,677 |
| | | | | | | | |
| ! | Year | 2016-17 | 2017-18 | 2018-19 | 2019-20 | 2020-21 | 2021-22 |
| ovenue Account Recorves cummers | Bwfd | 9,337,000 | 8,397,761 | 7,159,614 | 6,957,403 | 6,676,693 | 6,333,424 |
| evenue Account Reserves Summary | In year | 939,239 | 1,238,148 | 202,211 | 280,711 | 343,268 | 2,086,677 |
| | Cfwd | 8,397,761 | 7,159,614 | 6,957,403 | 6,676,693 | 6,333,424 | 4,246,7 |
| | Assets: Dwellings Depreciation and Impairment of Fixed Assets: Non - Dwellings Impairment of Fixed Assets Interest Payable and Similar Charges Provision for bad and doubtful debts Rents, Rates, Taxes & Other charges Repairs and Maintenance Supervision and Management Expenditure Total (Gain) / Loss on Sale of HRA non-current Assets Employer's Contributions Payable to or from Norfolk County. Impairment of Fixed Assets Net Charges made for Retirement Benefits in accordance with IAS 19 | Income / Expenditure Charges for Services and Facilities Contributions towards Expenditure Dwelling Rents (22,228,000) Interest and Investment Income Non Dwelling Rents (227,154) Income Total Capital Expenditure funded by the HRA Depreciation and Impairment of Fixed Assets: Dwellings Depreciation and Impairment of Fixed Assets: Non - Dwellings Impairment of Fixed Assets Interest Payable and Similar Charges Rents, Rates, Taxes & Other charges Repairs and Maintenance 11,434,495 Supervision and Management Expenditure Total (Gain) / Loss on Sale of HRA non-current Assets Employer's Contributions Payable to or from Norfolk County. Impairment of Fixed Assets Net Charges made for Retirement Benefits in accordance with IAS 19 Total Pyear Pyear Bwfd In year | Income / Expenditure | Name Expenditure Budget 2016-17 2016-17 2017-18 | Name Expenditure Budget 2016-17 2016-17 2017-18 2018-19 | Budget 2016-17 2016-17 2017-18 2018-19 2019-20 | Budget Revised Budget Revised Budget Budget Budget Budget Budget 2016-17 2016-17 2016-17 2016-17 2016-17 2017-18 2018-19 2019-20 2020-21 |

Appendix C – HRA Major Works Capital Programme 2017-2022.

| | Original budget 1617 | Revised budget 2016/17 | Budget 2017/18 | Budget 2018/19 | Budget 2019/20 | Budget 2020/21 | Budget 2021/22 |
|---|-------------------------|------------------------------|-------------------|--------------------|--------------------|-------------------|-------------------|
| Kitchen & Bathrooms Improvements | | | | | | | |
| Kitchens planned | 1,160,000 | 1,160,000 | 1,160,000 | 1,160,000 | 1,160,000 | 904,938 | 1,400,000 |
| Bathrooms planned | 284,000 | 380,000 | 284,000 | 284,000 | 284,000 | 284,000 | 720,000 |
| Kitchen Voids | 250,000 | 451,000 | 450,000 | 250,000 | 250,000 | 250,000 | 250,000 |
| Bathroom Voids | 40,000 | 90,000 | 40,000 | 40,000 | 40,000 | 40,000 | 40,000 |
| Windows & Doors Improvements | | | | | • | | |
| Doors | 75,000 | 75,000 | 75,000 | 75,000 | 150,000 | 150,000 | 150,000 |
| Windows | 110,000 | 110,000 | 150,000 | 50,000 | 200,000 | 300,000 | 300,000 |
| Planned Maintenance | | · · | · • | · • | · • | · · | · |
| Firewalls in roof space | 18,000 | 18,000 | - | - | - | - | - |
| Flat Roofs | 218,000 | 218,000 | 300,000 | 300,000 | 300,000 | 200,000 | 200,000 |
| Flat Roofs | 132,000 | 132,000 | - | - | - | - | - |
| Major R&M | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 |
| Neighbourhood Plans | 250,000 | 2,000,000 | 2,000,000 | 1,600,000 | 1,600,000 | 1,600,000 | 1,600,000 |
| Reline Finlock Gutters | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | 50,000 | - |
| Rewiring Dwellings | 320,000 | 320,000 | 320,000 | 320,000 | 320,000 | 320,000 | 320,000 |
| Major Adaptations | 50,000 | 150,000 | 150,000 | 150,000 | 150,000 | 150,000 | 150,000 |
| Roofing | 455,000 | 455,000 | 400,000 | 400,000 | 400,000 | 300,000 | 300,000 |
| Energy & Efficiency Improvements | | | | | | | |
| Loft Insulation - | 100,000 | 100,000 | 100,000 | 100,000 | 100,000 | 100,000 | 100,000 |
| Communal Heating | 117,000 | 160,000 | - | - | - | - | - |
| Coved Ceilings | - | - | - | - | - | - | - |
| Dodds Heating Boiler - Replacement VOKERA | 200,000 | 300,000 | 200,000 | 100,000 | - | - | 1,300,000 |
| Dodds Heating one offs - Maintenance Contract | 315,000 | 315,000 | 315,000 | 315,000 | 315,000 | 315,000 | 315,000 |
| External Wall Insulation - Northern Parishes | 400,000 | - | 400,000 | 400,000 | 400,000 | 400,000 | 400,000 |
| Renewables (Air Source Heat Pumps) | - | 40,000 | 100,000 | 100,000 | 100,000 | 100,000 | 100,000 |
| Replace Inefficient and Partial Heating Systems | 225,000 | 225,000 | 200,000 | 200,000 | - | - | - |
| Replace Open Flue Boilers - Dodds | 33,000 | 33,000 | 33,000 | - | - | - | - |
| Specific Planned Projects | | | | | | | |
| Oil Tanks | 16,000 | 16,000 | - | - | - | - | - |
| GYN Management | 73,460 | 73,460 | 65,080 | 63,080 | 54,580 | 54,580 | 54,580 |
| Stock Condition Survey | 150,000 | 250,000 | - | - | - | - | - |
| Whole House Estate Improvements | 250,000 | 400,000 | 400,000 | 250,000 | 250,000 | 100,000 | - |
| Concrete improvement works | 100,000 | 100 000 | 100,000 | 100 000 | 100,000 | 100,000 | 100,000 |
| First Time Installation Sewerage Schemes | 80,000 | 100,000 5,000 | 80,000 | 100,000 | 100,000 | 100,000 | 100,000 |
| Off Street Parking - MCE | 140,000 | | | 140.000 | 140.000 | 140,000 | - |
| Upgrade Stair Enclosures | 300,000 | 50,000 300,000 | 80,000 150,000 | 140,000 150,000 | 140,000 100,000 | 140,000 | 100,000 |
| | 300,000 | 300,000 | 130,000 | 150,000 | 100,000 | 100,000 | 100,000 |
| Empty Properties | | 1 | 450 000 [| ı | ı | | |
| Long Term Void Refurbish | - | 4 000 000 | 150,000 | - | - | - | - |
| Major Voids New Affordable Housing | 500,000 | 1,003,000 | 700,000 | 300,000 | 300,000 | 300,000 | 300,000 |
| Affordable Housing | 2,100,000 | 2,100,000 | 2,052,000 | 1,360,000 | 1,995,000 | 406,000 | 476,000 |
| | _, | _, . 50,000 | _,002,000 | .,550,000 | .,555,555 | .50,555 | 0,000 |
| | | | | | | | |

Appendix D – Housing Revenue Account 40 Year Business Plan Summary.

