Cheltenham Borough Council Cabinet – 21st December 2010

General Fund Revenue and Capital - Revised Budget 2010/11 and Interim Budget Proposals 2011/12 for Consultation

Accountable member	Cabinet Member for Community Development and Finance, John Webster									
Accountable officer	Chief Finance Officer, Mark Sheldon									
Accountable scrutiny committee	all scrutiny committees									
Ward(s) affected	All									
Key Decision	Yes									
Executive summary	This report summarises the revised budget for 2010/11 and the Cabinet's interim budget proposals for 2011/12 for consultation.									
Recommendations	1. Note the revised budget for 2010/11.									
	 Approve the interim budget proposals for consultation including a proposed council tax for the services provided by Cheltenham Borough Council of £187.12 for the year 2011/12 (a 0% increase based on a Band D property). 									
	 Approve the growth proposals, including one off initiatives at Appendix 3. 									
	4. Approve the reserve re-alignments at Appendix 8, as outlined in section 8.									
	5. Approve the proposed capital programme at Appendix 9, as outlined in Section 9.									
	Approve the proposed Property Maintenance programme at Appendix 10.									
	7. Delegate authority to the Cabinet Member for Finance to determine and approve any additional material that may be needed to support the presentation of the interim budget proposals for consultation.									
	8. Seek consultation responses by a revised deadline of 22 nd January 2011.									

Financial implications	As contained in the report and appendices.
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Legal implications	As this report only proposes an interim budget for consultation purposes, there are no legal implications but several of the proposals will have employment law implications and other statutory requirements if pursued.
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HR implications (including learning and organisational development)	In the spirit of building on our positive industrial relations environment, the recognised trade unions received a budget briefing on 9 th December 2010. The interim budget proposals (Appendix 4) details the savings generated from a number of restructures that have already taken place this year. Dialogue with the recognised trade unions will continue in order to ensure that the potential impact on employees are kept to a minimum and in doing so help to avoid the need for any compulsory redundancies. Many of the fte (full time equivalent) reductions shown below will be as a result of restructures, and the Council's policies on managing change and consultation regarding any redundancies will be followed.
	On going, it is important that capacity is carefully monitored and managed in respect of any reductions on FTE and reduced income streams.
	The budget proposals include the following implications for staff:
	Total reduction in staffing = 31.9fte (full time equivalent) of which 17.8fte are vacant posts, 6.6fte are redundancies, 0.5fte is shared, 4fte are to be confirmed, and 3fte seasonal therefore not required. A further planned reduction of 7.4fte will take place in 2012/13.
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Key risks

An overall risk assessment of the interim budget proposals is contained in Appendix 1 and the risks associated with each of the proposals for bridging the funding gap are identified in Appendix 4.

During the current year, the council through its budget monitoring predicted an overspend of £800k, much of this as the result of income streams not matching target levels. There is a risk that 2011/12 will see a similar pattern of income reduction particularly if as predicted public sector cuts, inflation and other pressures reduce household incomes and the predicted economic recovery is slow. The council will need to satisfy itself that the income levels in the budget are robust and that regular budget monitoring identifies any issues at an early stage so that remedial action can be taken.

The council had been planning for reductions in funding and through its bridging the gap (BtG) programme had been planning a range of initiatives which would reduce expenditure over the life of the Medium Term Financial strategy (MTFS). As outlined above, earlier in the year the coalition government announced their intention to reduce public sector expenditure and indicated that there would be a front loading to this i.e. greater reduction in years one and two. There is now a real risk therefore that the profile of reduction in public sector grant support will impact on a planned response to the medium term financial savings, as the council needs to make cuts now and cannot wait for shared services and other commissioning initiatives to deliver their planned savings.

The government have announced the settlement for future years which helps with resource planning but it means that the council will face budget cuts in future years, and will need to identify savings to meet these cuts. Although plans are in place to meet some of these savings there are still significant shortfalls in future years and the council will need to identify how it will meet these savings targets. The council has agreed a commissioning approach but there is a risk that in delivering immediate savings there is insufficient resources to work up plans for future years. The council will need to prioritise the commissioning work plan to ensure that those areas which have the greatest opportunity to deliver savings are reviewed first.

As the council moves towards other delivery models for service provision e.g. shared services, service level agreements or contracts there is a risk that the savings which need to be found in future years fall on fewer service areas and potentially have a disproportionate impact on the retained organisation. When commissioning services the council will need to be mindful of its budget situation and consider how contracts can be flexible to new demands.

Some of the budget proposals will impact directly on the public. There is a risk that if the communication of these proposals is not handled sensitively then there will be public opposition to them. If these proposals are accepted in the final budget then there will need to be a clear communication plan with those service users about the cuts and what other alternative arrangements, if appropriate, are being made.

The audit committee at its meeting in January will look at the specific governance risks associated with the budget and feedback their views to cabinet.

Corporate and community plan Implications	The aim of the interim budget proposals is to direct resources towards the key priorities identified in the Council's Corporate Business Plan whilst recognising the reduction in government funding.
Environmental and climate change implications	The draft budget contains a number of proposals for improving the local environment, as set out in this report.

1. Background

1.1 In accordance with the Council's Budget and Policy Framework Rules, which is part of the Council's constitution, the Cabinet is required to prepare interim budget proposals for the financial year ahead and consult on it's proposals for no less than four weeks prior to finalising recommendations for the Council to consider in February 2011. This report sets out the interim proposals for 2011/12.

2. 2010/11 Revised Budget

2.1 The budget monitoring report to the end of August 2010, considered by Cabinet on 26th October 2010, identified a potential projected overspend of £800k for the current year, 2010/11. In response, the Senior Leadership Team implemented a recruitment freeze and reviewed all unspent supplies and services budgets. As a result of the action taken, the revised budget for 2010/11 which includes projected savings in employee related and supplies and services budgets is now projected to have managed the projected overspend to zero.

3. Finance Settlement including Concessionary fares funding

3.1 The Government's comprehensive spending review (CSR10) in 2010 determines the level of funding for the whole of the public sector for the period 2011/12 to 2012/13. The following table summarises the headline provisional figures for the level of Government support to the Council released on 13th December 2010.

	2010/11 £m	2011/12 £m	2011/12 £m	2012/13 £m
			adjusted	
Revenue Support Grant	1.118	1.433	1.443	
Cheltenham's share of Redistributed Business Rates	7.701	4.643	4.463	
Formula Grant	8.819	6.076	6.076	5.535
less formula grant adjustment e.g. concessionary fares	(1.632)	-	(0.046)	
Adjusted formula grant	7.187	6.076	6.030	5.535
Actual cash (decrease) over previous year		(1.111)		(0.495)
% cash cut		(15.46%)		(8.21%)

- 3.2 In the coalition Government's comprehensive spending review in October 2010, the Chancellor of the Exchequer announced that councils would receive a cut in government support of 7.1% in each of the next 4 years, a total of 28.4%. This was broadly in line with the assumptions for a reduction in government support modelled in the council's Medium Term Financial Strategy (MTFS) although the council anticipated some front loading and planned for a 10.7% cut in 2011/12.
- 3.3 The actual provisional settlement is very different. The council will receive a cash reduction in government support (revenue support grant plus share of redistributed non domestic rates) of

£1.111m, a cut of 15.46% in 2011/12 followed by a further cash cut of £495k (8.21%) in 2012/13. cumulatively, this equates to a 22.99% cut over 2 years. Funding levels for the following 2 years i.e. 2014/15 and 2015/16, have yet to be announced but it is likely that they will continue to impact on the council's finances detrimentally.

- In announcing the provisional settlement, the local government minister Eric Pickles referred to a new measure of government support, 'revenue spending power'. Rather than measuring cash changes, this measures the total resources available to the council including council tax revenues (including parishes) and one off grants. In declaring that no council would be any worse off than 8.9% he was referring to the revenue spend rather than actual cash position. Cheltenham's calculation of this 'revenue spending power' is a decrease of 6.11%.
- 3.5 The provisional finance settlement includes the removal of £2.2m of funding for free bus service for the over 60's concessionary fares scheme as a result of the transfer of the responsibility to Gloucestershire County Council with effect from 1st April 2011. As a result, the council's top up of annual government funding for the scheme, estimated at £1m, will **NOT** be released back to the council. This will leave the council with no resources to either top up the county's proposed statutory concessionary fares scheme i.e. the current discretionary 9.00 9.30 period of use funded by the council or to fund the existing transport schemes which operate.

4. The Cabinet's general approach to the 2011/12 budget

- 4.1 The Cabinet's budget strategy for 2011/12, approved at a meeting on 26th October 2010, included an estimate of £2.6m for the 2011/12 budget gap i.e. the financial gap between what the Council needs to spend to maintain services (including pay and price inflation) and the funding available assuming a 10.7% cut in government support. This was subject to the outcome of the Comprehensive Spending Review (CSR10) and assumed a funded council tax freeze. The council only received notification of its actual grant on 13th December 2010 and it was worse than anticipated. The final assessment of the budget gap for 2011/12, based on the detailed budget preparation undertaken over recent months and the actual financial settlement is £2.94m.
- 4.2 The settlement was actually £245k worse than anticipated and, given the delay in its publication, has presented the Cabinet and the council's Senior Leadership Team (SLT) with an incredibly difficult task in responding to deeper and more rapid cuts, in making sound recommendations in time to publish a budget allowing for a reasonable period of consultation.
- **4.3** In preparing the interim budget proposals, the Cabinet and officers have made the following assumptions:
- Prepared a standstill budget projection under a general philosophy of no growth in levels of service with the exception of a 6 FTE planning posts, costing £130k annually, which have now been built into the base budget. These posts had previously been funded from Planning Delivery Grant (PDG) which has been withdrawn as part of the overall CSR10 settlement.
- Provided for inflation for contractual and health and safety purposes has been allowed at an appropriate inflation rate where proven.
- Not budgeted for pay inflation for 2011/12 or 2012/13.
- Increased income budgets based on an average increase in fees and charges of 2.5% with the exception of property rents which have not been inflated but are now set in line with rent projections based on property leases. The Cabinet intend to freeze car park charges at current year's levels which have been shown as growth within the interim budget proposals.
- Assessed the impact of prevailing interest rates on the investment portfolio, the implications of

which have been considered by the Treasury Management Panel.

- Removed the central savings target for procurement in recognition that these will be targeted through the GO programme.
- Built into the base budget for 2011/12, the cost of the final revised single status pay structure following the transition period and conclusion of the appeals process.
- Estimated the financial impact of the triennial revaluation by the pension fund actuary in 2010/11 resulting in increased annual costs of £286,700 wef from 1st April 2011.
- Allowed for a council tax freeze, in line with the coalition Government's request, on the basis that it will be funded though a specific grant.
- 4.4 However, the council has received late notification that the increase in the business rates multiplier for 2011/12 is 4.59% whereas the interim budget proposals forecast an increase of 2.5%. In light of the lateness of this notification, and the recognition that a number of our properties will qualify for transitional relief, this increase will be quantified during the course of the consultation period.
- **4.5** The key aims in developing the approach to the budget were to:
 - Protect frontline services, as far as possible
 - Reduce costs by the development of longer term plans for efficiencies over the period of the Medium Term Financial Strategy (MTFS) including work on shared services, systems thinking, reducing the cost of assets and energy usage, and the new approach to commissioning services.
- 4.6 There has been considerable activity during the course of the year to develop this longer term strategy for closing the funding gap. The Cabinet have worked with officers to develop the 'Bridging the Gap (BtG)' programme using the BtG group supported by the Senior Leadership team. The Cabinet's interim budget proposals for closing the budget gap in 2011/12, the result of this work, are detailed in Appendix 4 and include an assessment of the impact of these proposals over the period of the MTFS, split into:
 - Decisions already made by council and therefore built into the base budget, totalling £721k.
 - Proposals yet to be agreed by council which are not built into the base budget, totalling £2,219k
- 4.7 The Cabinet and SLT have been anticipating having to make significant savings and have been actively managing vacancies and staffing levels in order to minimise the impact of service reviews, system's thinking and savings initiatives and cuts. As a result, the reduction in staffing numbers (31.9 full time equivalents) outlined in the budget proposals have been achieved at minimal cost to the taxpayer.

5. Service growth

- 5.1 The Cabinet's initial approach was that, given the difficult financial situation, there should be no growth in services which has an impact on revenue expenditure except where there is a statutory requirement or a compelling business case for an 'invest to save' scheme. The growth identified in the budget proposals supported by Cabinet meets these criteria and reflect the need to invest in business processes and schemes which support the BtG programme.
- 5.2 The Cabinet has an aspiration to make the following one off investment, funded from LAA performance reward grant, estimated at £278k for 2011/12, subject to it being awarded and these will be confirmed in the outturn report to council in June 2011.

- £58k towards the potential liability arising from the abolition of the South West Provisional Councils
- £50k towards match funding the £50k contribution from GCC to address youth work issues that the County can no longer fund in the way that it traditionally has.
- £30k for community pride / big society initiatives to establish another round of Community Pride as last year, with the emphasis on enabling 'Big Society' initiatives to be taken forward, such as promoting volunteering or voluntary initiatives.
- £30k towards supporting Cheltenham Voluntary and Community Action (VCA) at £10k a year for the next three years from the LAA Performance Reward Grant to develop the voluntary and community market through capacity building and supporting the Council to achieve its goal of being a commissioning organisation.
- A capital contribution towards the Warm and Well scheme administered by Severn Wye Energy Agency on the basis that private sector renewal grant has been withdrawn from 2011/12.
- **5.3** The full list of proposals for growth, including one off initiatives, is included in Appendix 3.

6. Treasury Management

- 6.1 Appendix 6 summarises the budget estimates for treasury management activity taking into account the following changes, considered by the Treasury Management Panel, at its meeting on 22nd November 2010.
- 6.2 The council has been affected by the low interest rates which have remained at 0.50% throughout the year and are predicted to remain at this level for some time still. Due to our consolidated debt rate being lower this has resulted in the Housing revenue Account (HRA) paying £183,000 less interest to the General Fund for 2011/12, even though borrowing interest costs have reduced overall by £6,700.
- 6.3 The low interest rates will also affect our investment income and is estimated to fall by £74,900 in 2011/12.
- 6.4 As a result, the net impact on 2011/12 budget is a reduction in net treasury income of £236,200.
- The council has been actively pursuing the deposits from the three Icelandic owned banks, Glitnir, Landsbanki and Kaupthing Singer and Friedlander (KSF). The situation with both Glinir and Landsbanki is that the council's legal advisors have now filed written submissions with the Icelandic courts with regards to the deposits made in 2006, and court hearing are due to take place in early 2011. As regards to KSF we have received £1.628m back to date which amounts to 53p in the pound. The latest information we have indicates a recovery rate in the range of 75p to 84p in the pound.

7. Medium Term Financial Strategy (MTFS)

7.1 Prior to the comprehensive spending review, the council was estimating the MTFS funding gap to be c£4.7m based on an anticipated cut in government support of 25%. The MTFS projections will be updated for the Cabinet's final budget proposals in February 2011 taking into account the levels of Government support for the period of the CSR10 spending review.

8. Reserves

- 8.1 The Cabinet has taken the opportunity to review the reserves held by the council on the advice of SLT and the CFO. Some realignment of reserves, detailed in Appendix 8, are proposed to further the aims of the council including:
 - Transfer £1m of the reserve realignment to increase the civic pride reserve to fund future costs including site investigations and preparation work in order to present development sites and some pump priming for Boots corner redevelopment. The council is progressing with the civic pride scheme using the Cheltenham Task Force delivery vehicle. In February 2010, a projection of the council's civic pride reserve, including external partner contributions, identified a funding shortfall for 2011/12 of c£110k. The reserve realignment will address this shortfall.
 - Transfer £717k of Planning Delivery Grant (PDG) reserve to the General Reserve, given that planning posts funded from this reserve have been built into the base budget from 2011/12.
 - Recently the council owned properties in Ledmore Road have been sold subject to contract and the receipt can now be used to fund the redevelopment of St Paul's and other housing regeneration schemes, in line with the council decision in July 2009. This allows for transfer of £1.3m of the Housing Capital Reserve (General Fund) which had been earmarked to support housing regeneration schemes, releasing it for other purposes.
 - Transfer £300k of the reserve realignment to the capital reserve to support future capital programmes.
 - Virement of £80k of the allocation to fund the sourcing strategy programme to support the
 organisation's business change activity in a period of significant change including the major
 change to an Enterprise Resource Planning (ERP) system facilitated by the GO programme.
 - The sourcing strategy programme has now been closed down and the balance of unused sourcing strategy money, £274.4k, is to be returned back to the general reserve as outlined in Appendix 7. However, it is proposed that some of this money is earmarked to support potential work around the creation of shared services for revenues and benefit (£100k), subject to business case. A further £80k is to be used to support the business change flowing from the restructuring proposals around commissioning and GO programme, as outlined in the Section 4 report and agreed by council on 13th December 2010.
 - More work is to be undertaken to understand both the immediate and longer term investment required to pump priming the commissioning activity which may justify a further earmarking of money or an earmarking of the general reserve, subject to business case. This may be addressed in the final budget proposals.

9. Capital Programme

- **9.1** The proposed capital programme for the period 2011/12 to 2015/16 is at Appendix 9.
- 9.2 The programme includes a provisional sum of £250k for investment in new car park management technology, which will be subject to a business case and options appraisal and investment in telephony switch upgrades, identified in the council's ICT strategy, approved by Cabinet on 22nd June 2010.

10. Property Maintenance Programmes

10.1 The proposed property repairs and maintenance programme for 2011/12 is at Appendix 10.

- **10.2** The budget proposals include a proposal to defer the increase in annual contribution of £125k to the planned maintenance reserve by one year, in response to the severe settlement position. As a result the planned maintenance programme, at appendix 10, has been reviewed to reflect the affordability envelope available.
- **10.3** The programme includes a sum of £157k towards the council's share of the costs of the refurbishment of the arcade, finalised at £517k.
- There are a series of initiatives to reduce power consumption. The installation of voltage optimisation devices to moderate the electricity supply coming into buildings will cost £97k of which some £14k is being spent in 2010/11 for a pilot plant at Leisure@. In total these will save the Council some £15.7k pa, and reduce our Carbon footprint by 92 tonnes of CO2 p.a. Further schemes are proposed for the future costing a total of £76k as follows:
 - Replacing pool hall lights with 100w LEDs, (£27k);
 - Replacement of lighting at Regent Arcade car park (£33k); Improving cooling efficiency in server room, including replacing air-con units with evaporative cooling unit (£10.5k);
 - Extend replacement of security lighting at Depot with LEDs and install PIRs on percentage of security lighting (£5.5k).
- 10.5 In total these will save the Council an estimated £36k pa, and reduce our Carbon footprint by some 159 tonnes of CO2 p.a. Because these are initiatives that promise a payback they will be funded from the Repairs and Renewals reserve.

11. Reasons for recommendations

11.1 As outlined in the report.

12. Alternative options considered

12.1 The Cabinet have considered many alternatives in arriving at the interim budget proposals. Opposition groups will be able to suggest alternative budget proposals for consideration by council in February 2011.

13. Consultation and feedback

- **13.1** Given the scale of the level of public sector funding squeeze, the Cabinet were keen to engage with the public on where to make savings ahead of the decision making process. The results from the summer public consultation road shows and residents panels provided the Cabinet with an indication of where the Cabinet might look to protect, reduce or stop spending on services. The budget proposals take into account the response to this consualtation.
- 13.2 The formal budget consultation on the detailed interim budget proposals will be over the period 22nd December 2010 to 22nd January 2011. The Cabinet will seek to ensure that the opportunity to have input into the budget consultation process is publicised to the widest possible audience. During the consultation period, interested parties including businesses, tenants, residents, staff and trade unions will be encouraged to comment on the initial budget proposals. They will be asked to identify, as far as possible, how alternative proposals complement the Council's Business Plan and Community Plan and how they can be financed. The Overview and Scrutiny Committees will be invited to review the interim budget proposals in the meetings scheduled for January 2011 and any comments will be fed back to the Cabinet.

- 13.3 Whilst the Cabinet will be as flexible as possible, it is unlikely that any comments received after the consultation period can be properly assessed to consider their full implications and to be built into the budget. Accordingly, if alternative budget proposals are to come forward, this should happen as early as possible.
- 13.4 All comments relating to the initial budget proposals should be returned to the Chief Finance Officer by the end of the consultation period for consideration by the Cabinet in preparing their final budget proposals. Consultation questionnaires will be available in key locations and for completion on line via the council's website. Comments can be e-mailed to moneymatters@cheltenham.gov.uk.

14. Performance management – monitoring and review

- 14.1 The scale of budget cuts will require significant work to deliver within the agreed timescales and there is a danger that it diverts management time from delivery of services to delivery of cuts. There are regular progress meetings to monitor the delivery of savings and this will need to be matched with performance against the corporate strategy action plan to ensure that resources are used to best effect and prioritised.
- **14.2** The delivery of the savings workstreams included in the interim budget proposals, if approved by full council will be monitoired via the BtG group.

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Appendices	Risk Assessment
	Summary net budget requirement
	3. Growth
	4. Savings / additional income
	5. Capital charges
	6. Interest and investment income
	7. Detailed reserve movements
	8. Projection of reserves
	9. Capital programme
	10. Planned maintenance programme
Background information	Provisional Finance settlement 2011/12

The risk					inal ris act x ihood)	k score	Managing risk				
Risk ref.	Risk description	Risk Owner	Date raised	I	L	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register
1.01	If the council is unable to come up with long term solutions which bridge the gap in the medium term financial strategy then it will find it increasingly difficult to prepare budgets year on year without making unplanned cuts in service provision	Mark Sheldon	15 December 2010	3	თ	9	R	The council has agreed a commissioning approach and the MTFS identifies a number of longer term solutions. The council will need to be mindful of capacity to deliver the savings programme	Sept 2011	Mark Sheldon	
1.02	If the robustness of the income proposals is not sound then there is a risk that the income identified within the budget will not materialise during the course of the year	Mark Sheldon	15 December 2010	3	2	6	R	Robust forecasting is used to prepare the budget looking back on previous income targets and collection, and forecasts take into account the current economic situation. Professional judgement used on the deliverability of income targets. Once budget approved, regular monitoring of income targets will identify any issues and any corrective action which need to be taken and will be reported through the budget monitoring reports.	Ongoing during course of year	Mark Sheldon	
1.03	If when developing a longer term strategy to meet the MTFS, the council does not make the public aware of its financial	Jane Griffiths	15 December 2010	3	3	9	R	As part of the development of BtG programme there will need to be a clear communication	31 March 2011	Communications team to support the BTG programme	

	position and clearly articulates why it is making changes to service delivery then there may be confusion as to what services are being provided and customer satisfaction may decrease.							strategy. In adopting a commissioning culture then it will be basing its decisions on customer needs and requirements and this should help address satisfaction levels.			
1.04	There is a reliance on shared services delivering savings. If these savings do not materialise or shared service projects do not proceed as anticipated then other savings will need to be found to meet the MTFS projections.	Pat Pratley	15 December 2010	3	ვ	9	R	All shared services are operated under prince 2 principles, with clear business case and risk logs are maintained for the shared service projects and regularly reviewed	Ongoing during course of year	Pat Pratley	
1.05	In the past the council has used in year savings to support one off growth to fund new initiatives or unpredicted expenditure. It is unlikely that moving forward over the life of the MTFS there will be such savings and if new initiatives or unpredicted expenditure arises then the dependency on the General Reserve will intensify.	Mark Sheldon	15 December 2010	4	3	12	R	Future capital receipts may be needed to galvanise the General Reserve.	1 st December 2011	Mark Sheldon (working with SLT and Cabinet)	
1.06	If the council does not carefully manage its commissioning of services then it may not have the flexibility to make additional savings required by the MTFS in future years and a greater burden of savings may fall on the retained	Mark Sheldon	15 December 2010	3	3	9	R	Contracts, SLAs and other shared service agreements will need to be drafted and negotiated to ensure that there is sufficient flexibility with regards to budget requirements	Ongoing	AD Commissioning	

	organisation									
1.12	If the triennial review of pensions identifies that contribution rates should be greater than anticipated then this will increase the budget gap within the MTFS	Mark Sheldon	26 January 2010	3	3	9	R	MTFS based on advice received from actuary.	November 2010	Mark Sheldon
1.07	If the levels of cuts are deeper and sooner than was suggested in the coalition Government's comprehensive spending review, the council may not be able to deliver a measured and planned response to a reduction in services.	Mark Sheldon	15 December 2010	4	4	16	Reduce	SLT work with the Cabinet using the BtG programme to deliver existing workstreams, new initiatives and accelerate the commissioning programme.	Feb 2012	Chief Finance Officer Mark Sheldon