

## ***CABINET Supplementary Agenda***

Date Monday 13<sup>th</sup> November 2023

Time 6.00 pm

Venue Crompton Suite, Civic Centre, West Street, Oldham, OL1 1NL

- Notes
1. DECLARATIONS OF INTEREST- If a Member requires advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Paul Entwistle or Constitutional Services at least 24 hours in advance of the meeting.
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  3. PUBLIC QUESTIONS - Any Member of the public wishing to ask a question at the above meeting can do so only if a written copy of the question is submitted to the contact officer by 12 noon on Wednesday, 8 November 2023.
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### MEMBERSHIP OF THE CABINET

Councillors Ali, Brownridge, Dean, Goodwin, F Hussain, Jabbar, Mushtaq, Shah (Chair) and Taylor

Item No

11 Council Tax Reduction Scheme 2024/25 (Pages 1 - 22)

To present to Cabinet the proposed Council Tax Reduction Scheme for 2024/25 prior to formal approval by full Council on 13<sup>th</sup> December 2023.



## Report to CABINET

### Council Tax Reduction Scheme 2024/25

**Portfolio Holder:** Councillor Abdul Jabbar MBE, Cabinet Member for Finance and Corporate Resources

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**13 November 2023**

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#### Reason for Decision

The purpose of this report is to present to Cabinet the proposed Council Tax Reduction Scheme for 2023/24 prior to formal approval by full Council.

#### Executive Summary

There is a legal requirement to have a local Council Tax Reduction (CTR) scheme to support residents of working age on a low income who qualify for assistance in paying Council Tax. The Local Government Finance Act 2012 requires that each year a billing authority must consider whether to revise its Council Tax Reduction scheme or to replace it with another scheme. Any change to the 2024/25 scheme must be agreed by full Council in line with budget setting arrangements and no later than 10 March 2024. Any proposed change must be subject to prior consultation with major preceptors (for Oldham this is the Greater Manchester Combined Authority on behalf of the Mayor of Greater Manchester and the Greater Manchester Police and Crime Commissioner) and with the public. The scheme for those of pensionable age is set by the Government and cannot be changed.

CTR is a demand led discount scheme so the greater the demand, the higher the impact on Council resources. If the number of CTR claimants increases, it impacts the amount of Council Tax that can be collected by reducing the Council's Council Tax Taxbase.

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A major consultation exercise has not been undertaken regarding changes to the CTR scheme and the Greater Manchester Combined Authority has been provisionally advised that no change to the scheme is proposed. In this regard, the proposal is that the CTR scheme for 2024/25 remains the same as that operating in 2023/24 and therefore no consultation exercise is required. The current CTR scheme provides a maximum reduction equivalent to 85% of the Council Tax charge for a Band A property and this has been unchanged since 2014/15.

In order to inform this proposal, the Council has undertaken some initial analysis regarding a change to the CTR scheme and the appropriateness of introducing an income banded scheme. An income banded scheme would mean that the level of CTR would be based on a claimant's weekly household income assessed against pre-determined income bands. This means if a claimant's household income varies but remains in the same band, the amount of support they get won't change. The amount of support only varies if their income changes and moves them into another income band.

In this regard, a modelling exercise has been undertaken. Firstly, leaving the 2023/24 scheme unchanged was modelled. Then two income banded scheme options were modeled (Model 1 and Model 2 as described at 2.14). The results of the exercise undertaken have been analysed and the results are presented at section 3.

There is significant uncertainty around the extent that the transition of residents from legacy welfare benefits onto Universal Credit would have on a claimant's household income and how this would then impact on the cost of an income banded scheme if it were to be introduced in 2024/25. The Council cannot currently accurately determine the level of income those transitioning residents will ultimately receive, which will be critical for an appropriate scheme design.

In view of the continued uncertainty concerning Universal Credit and the marginal impact of any practical change to the CTR scheme at this stage, it is recommended that the Council maintains the current CTR scheme during 2024/25. This will provide continuity regarding entitlement to those residents on the lowest incomes and allow time for the impact of the roll out of UC to become clearer.

## **Recommendation**

It is recommended that Cabinet approves and commends to Council the proposal to keep the Council Tax Reduction Scheme unchanged in 2024/25.

**Council Tax Reduction Scheme 2024/25****1 Background**

- 1.1 Prior to April 2013, Council Taxpayers who qualified for assistance could apply for Council Tax Benefit (CTB) to help pay their Council Tax. The CTB scheme was administered by Local Authorities on behalf of the Department for Work and Pensions (DWP) and was assessed on a means tested basis. Under this national scheme, Council Taxpayers could receive benefit of up to 100% of their Council Tax liability. The Council then received full funding from the Government for all correct CTB awards made. Changes introduced by the Government abolished CTB from 1 April 2013 and made Local Authorities responsible for setting up their own local Council Tax Reduction schemes (CTR) for working age residents. The Government also reduced the amount of funding given to Councils to pay for the schemes in 2013/14 by 10%. The CTR scheme for pensioners is set by the Government and is not subject to the changes applied to those of working age. In devising new CTR schemes, many Local Authorities adopted schemes that replicated the old CTB schemes and then applied a minimum payment for working age customers to make up the funding difference.
- 1.2 Since 2014/15, the amount of grant received from Government to pay for CTR has been included within the general grant (Revenue Support Grant) that the Council receives and the amount to support CTR schemes is not specifically identified year on year. Whilst Revenue Support Grant (RSG) was initially reduced each year in line with Government policy and has more recently stabilised, since the introduction of the piloting of 100% Business Rates Retention by the Council and the subsuming of RSG into the Council's Business Rates Top Up Grant, the link between Central Government funding and Central Government support for CTR has been broken. The Council funds the cost of the CTR scheme through the Collection Fund i.e., the income collected from Council Tax and Business Rates.
- 1.3 The legislation confers an obligation on the Council to consider whether to review the CTR scheme on an annual basis. The scheme cannot be amended in-year and can only be changed following consultation with the public and the major preceptor, the Greater Manchester Combined Authority (GMCA) on behalf of the Mayor of Greater Manchester and the Greater Manchester Police and Crime Commissioner.
- 1.4 The CTR scheme for 2024/25 will require Council approval whether it is changed or not. If there is no change to the scheme it can be considered by Council in December 2023.
- 1.5 A change to the scheme for 2024/25 would require a consultation exercise and approval by full Council prior to the deadline for the setting of the Council's budget (which is no later than 10 March 2024). The last Council meeting before this date is 28 February 2024.
- 1.6 The evaluation of potential changes to the scheme for 2024/25 has factored in the operation and cost of the current scheme. In recommending potential options for 2024/25, consideration has also been given to the cost-of-living crisis, and the effects of the transition of residents to Universal Credit and its impact on those residents, the economy, and on Council resources and caseload. When considering the approach to the CTR scheme, over the past few years, the availability of additional Government resources has also been a factor. However, there is uncertainty over the continuation of Government funding streams into 2024/25 or if there will be some other national cost of living support, so this cannot be included in the context of the 2024/25 CTR scheme.

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1.7 On 1 March 2023, Council agreed budget reduction proposals relating to the Revenues and Benefits Department, which included a review of the administration of the CTR scheme for 2024/25 to introduce efficiencies in operating arrangements, improving the service for CTR recipients and the Council. The Revenues and Benefits service has commenced work to automate several back-office processes. It is anticipated that this automation will enable the service to reduce the level of administrative input on simple tasks and therefore deliver the 2024/25 budget reduction without any implications for the actual CTR scheme

## 2 **Current Position**

2.1 The Council currently has a CTR scheme that awards a maximum payment of 85% of a Band A rate of Council Tax and has removed the provision to award second adult rebate for claimants of working age. From April 2019, the Council also introduced changes to support CTR claimants in receipt of Universal Credit (UC) including the application of some earnings disregards and the use of DWP information as a claim for CTR.

2.2 The Council has maintained the same maximum level of support for working age claimants at 85% since 2014/15. The minimum weekly payment has risen from £3.64 in 2019/20 to £4.25 in 2023/24, because of annual increases in Council Tax charges.

2.3 On 1 August 2023, there were 14,297 working age CTR claimants. Current projections for the annual collection rates for CTR cases due in 2023/24 suggest a collection rate of between 75-80%. Given the 5% collection rate range, this is potentially lower CTR collection rate to that recovered in 2022/23 (79.51%) and 2021/22 (80.24%), although an 80% collection rate would compare well to both years. However, both 2021/22 and 2022/23 were impacted to varying degrees by the major social and economic impact of the COVID-19 pandemic and the cost-of-living crisis, and, although the pandemic is less relevant in 2023/24, the cost-of-living crisis still prevails.

2.4 A reduced collection rate of 1.5% of CTR debt could result in a reduction of £83k in Council Tax receipts for 2023/24 and hence reduce the resources available to support the financial position of the Council in future years (it should be noted that changes in relation to Council Tax income impact one year in arrears given the accounting arrangements that must be applied).

2.5 The roll out of the full service of UC commenced in Oldham from April 2017. UC is a single monthly payment which replaces six working age benefits (known as legacy benefits). These are Housing Benefit (HB), Income Support (IS), Working Tax Credits (WTC), Child Tax Credit (CTC), Employment and Support Allowance (ESA) (Income-related) and Job Seekers Allowance (JSA) (Income-related). The roll out of UC follows a process of natural migration i.e., as a claimant experiences a relevant change of circumstances such as becoming fit for work, entitlement to legacy benefits ends and UC must be claimed instead. Oldham was an early adopter of UC full service and in February 2023 (the latest available figures), rollout was 74% complete in Oldham East and Saddleworth and 70% in Oldham West and Royton. The North West average is 69%.

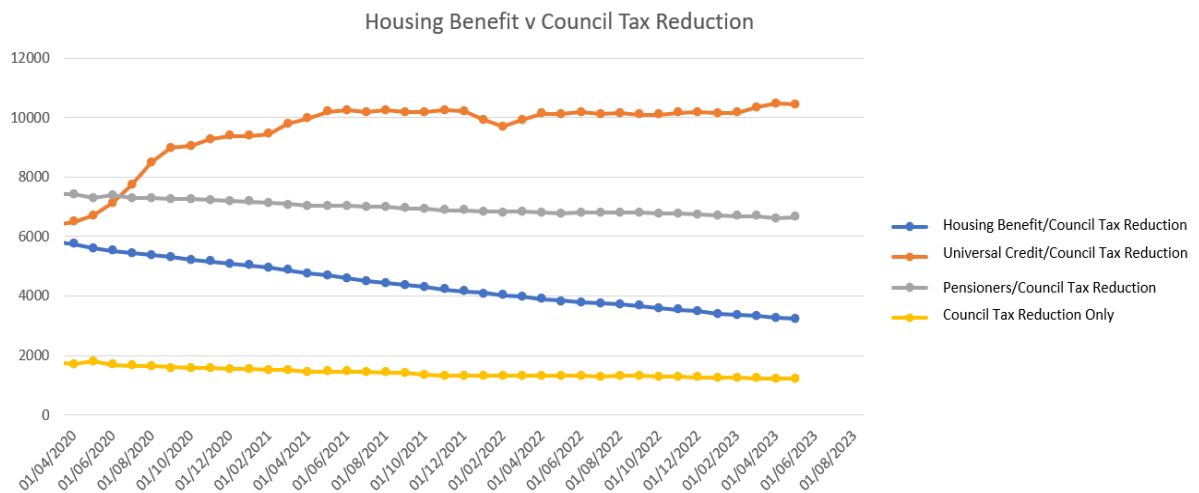
2.6 From April 2023, the DWP reinstated the UC managed migration programme which was suspended during the period of the COVID-19 pandemic starting with all claimants in receipt of tax credits. Migration notices have been issued to claimants in Oldham since June 2023.

2.7 Throughout 2024/25, nationally, working age claimants with tax credits (including those in receipt of ESA, WTC and CTC), all cases on Income Support and Jobseeker's Allowance (Income Based) and all Housing Benefit cases (including combinations of these benefits) will be required to move to Universal Credit.

2.8 In most cases, claimants in receipt of legacy welfare benefits receive a higher income than those residents in receipt of UC. This means that residents on legacy welfare benefits receive less support under the current CTR scheme. Moving to an income banded scheme in 2024/25 would adversely affect a significant number of legacy claimants who are yet to migrate to UC.

2.9 As of 1 August 2023, the overall CTR caseload was 20,920. The caseload for those of pensionable age remains relatively static but Table 1 below demonstrates how CTR claims from those who are in receipt of UC are increasing as other working age CTR cases are reducing, for example, from those who are in receipt of HB. The management of UC/CTR creates an administrative burden for Local Authorities as data files are received each month confirming changes to entitlement however small.

**Table 1: CTR Caseload Changes**



2.10 The rapidly changing environment created by the cost-of-living crisis, and the transition of working age claimants from legacy benefits to UC has presented difficulties in accurately modelling financial impacts of both retaining the existing CTR scheme for 2024/25 or introducing a revised scheme.

2.11 However, work to look at the practical issues of changing the CTR scheme has been progressed. Options in relation to an income banded CTR scheme have been considered. An income banded scheme would mean that the level of CTR would be based on a claimant’s weekly household income assessed against pre-determined income bands. This means if a claimants household income varies but remains in the same band, the amount of support they get won't change. The amount of support only varies if their income changes and moves them into another income band.

2.12 This assessment of income banded options involved working in partnership with Policy in Practice. Policy in Practice is a social policy software and analytics company that works with Councils, Government, housing providers and community organisations. They are a team of policy experts who combine innovative technology, insightful data and expert analysis in helping organisations analyse the impact of policy, identify and engage the people impacted, and track the effectiveness of interventions.

2.13 Policy in Practice provided support by analysing the Councils current CTR caseload and scheme and modelling the impact of potential income banded schemes in conjunction with the Revenues and Benefits department. The criteria used for the development of the options to revise the scheme was to simplify the administration process but not to

significantly impact the overall level of support provided to claimants and thereby keeping within the existing budget provision.

2.14 All options were analysed on the following basis:

- Council Tax for 2024/25 would increase by 3.99% (in line with current policy)
- That the DWP would have migrated 58% of remaining legacy welfare benefit claimants to UC in 2023/24.
- That projected uprating regarding Earnings and Tax Thresholds, Benefit Rates, Non-Dependent Deductions, and Local Housing Allowance rates are applied.

2.15 The modelling undertaken looked at:

- The continuation of the existing CTR scheme
- An income-based scheme - Model 1
  - Includes all income from benefits and earnings, apart from the default disregards, and the Housing Element and Limited Capability for Work element of UC.
  - The UC Limited Capability for Work element is disregarded to reduce the disparity between employed households gaining support and out of work households losing out.
  - Includes a £2.50 flat-rate non-dependent deduction.
  - The current scheme's Band A cap remains
- An income-based scheme - Model 2
  - Includes all income from benefits and earnings, apart from the default disregards, and the Housing Element and Limited Capability for Work element of Universal Credit.
  - UC Limited Capability for Work element is disregarded to reduce the disparity between employed households gaining support and out of work households losing out.
  - Includes £2.50 flat-rate non-dependent deduction.
  - The current scheme's Band A cap remains.
  - Introduces a disregard for Carers Allowance in the income calculation.

2.16 Maintaining the current scheme into 2024/25 would result in an increase in costs from £21.350m to £21.770m, an increase of £0.420m or 2% (purely due to the anticipated increase in Council Tax in line with current Council Tax policy adjusted for a change in numbers of recipients). The costs of each income based model in comparison to maintaining the current scheme is shown below.

Table 2 – Costs of the Three Modelled Options

Current scheme 2023/24	Current Scheme – no change 2024/25	Income Based Scheme (Model 1) 2024/25	Income Based Scheme (Model 2) 2024/25
£21.35m	£21.77m	£22.44m	£21.92m

2.17 The current CTR scheme requires officers to assess a self-employed household's entitlement to CTR based on their actual income. This places a significant administrative burden on the Council to individually assess fluctuating income for each claimant, and in most cases requires the claimants to periodically provide evidence of their income.



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- 2.18 Universal Credit (UC) introduced the concept of the ‘minimum income floor’ (MIF) which does not exist in the legacy benefits that UC is replacing. The MIF is an earnings threshold that applies to some self-employed claimants. If their actual declared self-employed earnings are below the MIF, they will be treated as having earnings at the level of the MIF instead.
- 2.19 Several Local Authorities have adopted a MIF approach for self-employed claimants within their CTR schemes. Under those schemes any applicant commencing in self-employment would be allowed to declare zero income for the first year from the date of start up on the new business. Thereafter, the scheme would assume that income generated from the business would be at least the National Minimum/Living Wage x 35 hours per week.
- 2.20 If the Council introduced a MIF approach, there would be a reduction in the administrative burden of administering self-employed CTR claims, as the service would not need to request evidence from self-employed claimants who declare their earnings to be below the MIF. However, for self-employed claimants whose actual income is below the MIF, they would likely see significant increases in the amount of Council Tax they were being asked to pay. This is because those claimants would have their CTR assessed on the basis of the minimum floor calculation and not their actual earnings.
- 2.21 The analysis provided in relation to the income-based models show significant variations in the level of support for residents in receipt of legacy welfare benefits in comparison to those residents in receipt of UC. Whilst legacy benefit claimants are still incrementally migrating to UC the overall costs of the scheme therefore remain volatile and difficult to predict.
- 2.22 The DWP has committed to completing the migration of all legacy welfare benefits by the end of 2025/26. It is expected that most claimants will migrate in 2023/24 and 2024/25. This means that the Council would be able to more accurately predict the impact and cost of an income banded scheme for working age claimants for 2025/26.
- 2.23 The Council continues to make awards to residents who are experiencing severe financial hardship under the Exceptional Hardship Payments (EHP) scheme and resource is available to support those who have difficulty in paying Council Tax.

### 3 Options/Alternatives

- 3.1 Given the current economic climate, the financial position of the Authority and the uncertainty prevailing, there are 3 options presented for consideration. These are:

**Option 1:** Maintaining the present level of support i.e., limiting the level of support at 85% of Council Tax for a Band A property as the maximum amount available.

**Option 2:** Introduce income banded scheme Model 1

**Option 3:** Introduce income banded scheme Model 2

The key issues in relation to each of these options are set out below.

#### **Option 1 Maintain the Current 85% of a Band A maximum scheme.**

- 3.2 The current scheme limits the maximum CTR award to 85% of Council Tax for a Band A property. The scheme is understood and established in Oldham. This scheme requires a minimum payment towards Council Tax for all those of working age. Oldham’s scheme requires a minimum payment of 15% of a Band A Council Tax charge which is set out in the table below. The payments made by eligible households in properties from Bands B to H are therefore reduced by a maximum of £1,254.82 (the difference between the Band A charge and the minimum payment).

- 3.3 An overall CTR collection rate of 80% would deliver the income needed to meet the Council Tax requirements for 2023/24 if the current scheme remained in place. A comparison of the maximum levels of support for 2023/24 for Local Authorities is set out below although there are differences in eligibility criteria between Councils which is not evident from the headline numbers.

**Table 3: Greater Manchester Local Authority Council Tax Reduction Charges 2023/24**

Local Authority	Council Tax Band A 2023/24	Maximum Support %	Annual Charge At Band A	Monthly (12 Months)	Monthly (10 Months)	Minimum Weekly Payment if in receipt of Full CTR
Bolton	£1,359.24	82.50%	£237.87	£19.82	£23.79	£4.56
Bury	£1,453.03	80%	£290.61	£24.22	£29.06	£5.57
Manchester	£1,312.99	82.50%	£229.77	£19.15	£22.98	£4.41
Oldham	£1,476.26	85%	£221.44	£18.45	£22.14	£4.25
Rochdale	£1,479.34	85%	£221.90	£18.49	£22.19	£4.26
Salford	£1,475.68	88%	£177.08	£14.76	£17.71	£3.40
Stockport	£1,489.77	100%	£0.00	£0.00	£0.00	£0.00
Tameside	£1,390.53	75%	£347.63	£28.97	£34.76	£6.67
Trafford	£1,251.16	100%	£0.00	£0.00	£0.00	£0.00
Wigan*	£1,160.32	80%	£232.06	£19.34	£23.21	£4.45

\*except for households with Children under 5

- 3.4 CTR is a demand led scheme so costs can fluctuate as the caseload changes. The Council saw an increase in the working age caseload during the COVID crisis as more residents claimed UC and this saw a reduction in the Council Tax Taxbase and a reduction in income that could be collected. The caseload is expected to increase as a result of the cost-of-living crisis meaning that the Council Tax that can be collected will reduce.

**Option 2 – Introduce an Income Banded Scheme - Model 1**

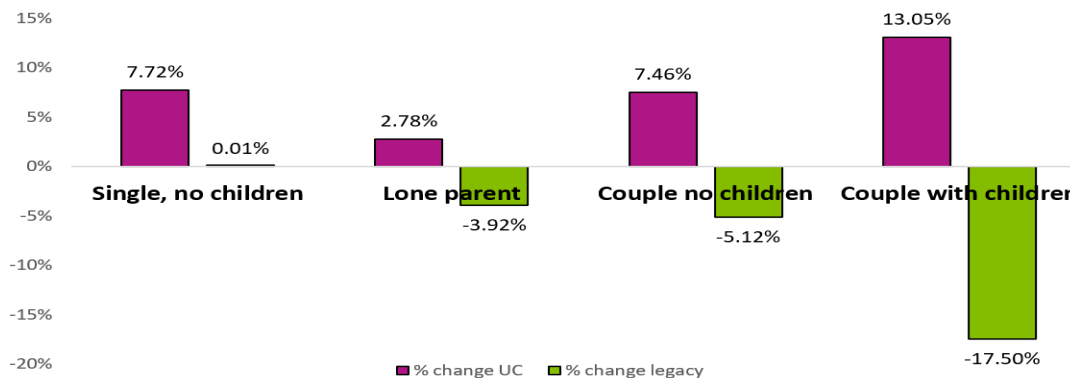
- 3.5 As set out in section 2.15, two income- based CTR schemes have been modelled. Model 1 is based on the current Council Tax reduction caseload and suggests a scheme that would introduce six Council Tax reduction eligibility bands based on weekly income and household status (single person, couple and additional allowances for a maximum of 2 children) as set out in Table 4 below.

**Table 4: Model 1 Council Tax Reduction Income Bands**

Band/Discount		Income - Weekly			
Band	Discount	Single Person	Couple	1 child addition	2 child addition
		£	£	£	£
<u>1</u>	85%	0-90	0-220	100	200
<u>2</u>	75%	90-120	220-260	100	200
<u>3</u>	65%	120-170	260-340	100	200
<u>4</u>	45%	170-220	340-390	100	200
<u>5</u>	30%	220-270	390-440	100	200
<u>6</u>	20%	270-340	440-490	100	200

3.6 An initial analysis of this scheme suggests that households who migrate to UC would receive an increased amount of CTR under this model. Table 5 below sets out the projected 2024/25 percentage change in weekly CTR compared to the current scheme by household type.

Table 5: Percentage change in weekly Council Tax reduction compared to current scheme in 2024/25 by household type.



3.7 A total of 1,316 households would see a reduction of more than £5 per week if this Model was to be applied and 167 households would lose all support. This is set out in the table below.

Table 6: Model 1 - Number of Households who would see a reduction in the amount of support they would receive by more than £5 per week and those losing all support

Type of Household	Number of Households losing CTR support of more than £5 per week	Number of Households losing all CTR support
Couple with Children	602	69
Couple without Children	60	6
Lone Parent	505	65
Single Person	149	27
<b>Total</b>	<b>1,316</b>	<b>167</b>

3.8 The scheme would disproportionately affect those households on legacy benefits with children. Whilst further analysis is needed to determine the reason behind this, it is believed that households with children are more likely to have adults in paid employment.

3.9 The cost of the scheme would incrementally increase as households transfer to UC throughout 2024/25. An analysis undertaken suggests that introducing this scheme would cost £22.44m in 2024/25. An increase of £0.670m from maintaining the current scheme.

3.10 A major consultation exercise would be required if the Council wished to introduce an income banded scheme based on Model 1.

### Option 3 – Introduce an Income Banded Scheme - Model 2

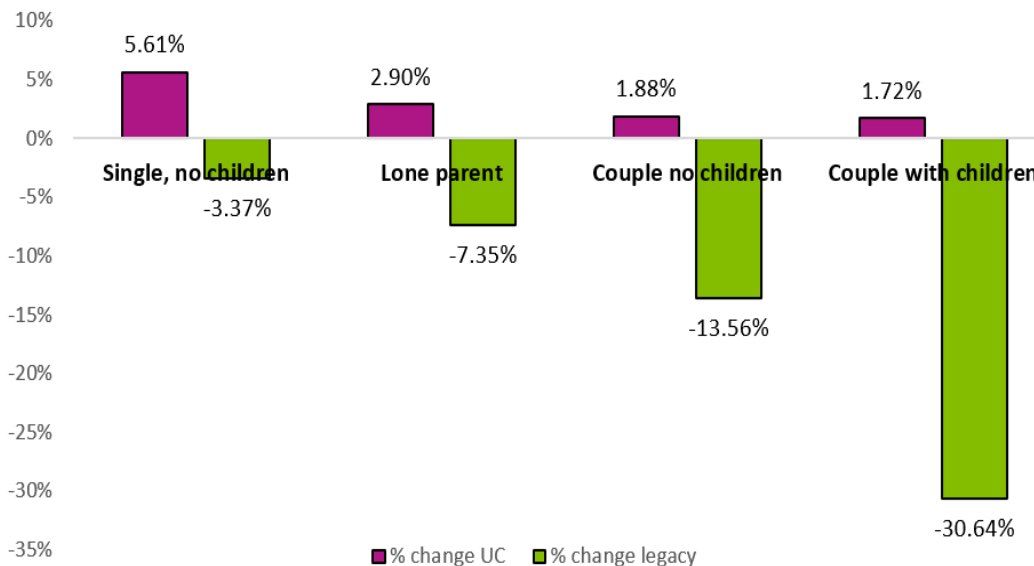
3.11 A second banded income based CTR scheme has been modelled based on the current Council Tax reduction caseload. This scheme is similar to Model 1 but introduces a disregard for Carers Allowance in the income calculation. Model 2 suggests a scheme that could introduce the following CTR eligibility income bands based on weekly income and household status as set out in Table 7 below.

Table 7: Model 2 Council Tax Reduction Income Bands

Band/Discount		Income - Weekly			
Band	Discount	Single Person	Couple	1 child addition	2 child addition
		£	£	£	£
1	85%	0-90	0-190	100	190
2	75%	90-120	190-220	100	190
3	65%	120-170	220-280	100	190
4	45%	170-220	280-330	100	190
5	30%	220-270	330-380	100	190
6	20%	270-340	380-450	100	190

3.12 As in Model 1, an initial analysis of this scheme suggests that households who migrate to UC would receive an increased amount of CTR.

Table 8: Percentage change in weekly Council Tax reduction compared to current scheme in 2024/25 by household type.



3.13 A total of 1,651 households would see a reduction of more than £5 per week by using this model and 235 households would lose all support. This is set out in the table below.

Table 9: Model 2 - Number of Households who would see a reduction in the amount of support they would receive by more than £5 per week and the number losing all support

Type of Household	Number of Households losing CTR support of more than £5 per week	Number of Households losing all CTR support
Couple with Children	786	138
Couple without Children	127	7
Lone Parent	491	62
Single Person	247	28
<b>Total</b>	<b>1,651</b>	<b>235</b>

- 3.14 A scheme using Model 2 would disproportionately affect those households with children on legacy benefits. As with Model 1, whilst further analysis is needed to determine the reason behind this, it is believed that households with children are more likely to have adults in paid employment.
- 3.15 The introduction of a Carers disregard in comparison to Model 1, means that the average amount of support the Council can provide to other claimants has to reduce to maintain the cost of the scheme.
- 3.16 The cost of the scheme would incrementally increase as households transfer to UC throughout 2024/25. An analysis undertaken suggests that introducing this scheme would cost £21.92m in 2024/25, an increase of £0.150m compared to maintaining the current scheme.
- 3.17 A with Model 1, a major consultation exercise would be required if the Council wished to introduce an income banded scheme.

#### 4 Preferred Option

- 4.1 The preferred option is Option 1 – to retain the current 85% scheme in 2024/25.
- 4.2 The delayed migration of claimants from legacy welfare benefits to UC has resulted in differences in calculation methods to determine income for CTR. This means two claimants with a similar household composition, and income could receive varying levels of CTR dependent on whether they have migrated or waiting to migrate.
- 4.3 In most cases, claimants in receipt of legacy welfare benefits receive a higher income than those residents in receipt of UC. This means that residents on legacy welfare benefits receive less support under the current CTR scheme. Moving to an income banded scheme in 2024/25 would adversely affect a significant number of legacy claimants who are yet to migrate to UC.
- 4.4 Moving to an income banded scheme in 2024/25 will adversely affect a significant number of legacy claimants who migrate to UC during the year. They would see a decrease in the level of CTR they would receive and consequently an increased Council Tax bill. Retaining the 85% scheme in 2024/25 would provide some certainty for residents subject to UC migration.

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4.5 Members will be aware that discretionary funding is available to support those residents in most need. A discretionary Exceptional Hardship discount can be awarded under Section 13a(1)(c) of the Local Government Finance Act 1992 (as amended).

## 5 Consultation

5.1 Any changes to the 2024/25 scheme require prior consultation with the major preceptor, the GMCA, with regard to the Mayoral Police and Crime Commissioner precept and Mayoral General Services precept including Fire Services. There would also be a requirement to carry out a public consultation.

5.2 There is no requirement to undertake public consultation if the scheme is left unchanged.

5.3 This report has been discussed with the Chair of the Governance, Strategy and Scrutiny Board, who supports the preferred option, Option 1, to continue with the current scheme in 2024/25, This will be reported to the Governance, Strategy and Scrutiny meeting to be held on 14 November.

## 6 Financial Implications

6.1 The direct grant previously paid by the Ministry of Housing, Communities and Local Government (now the Department for Levelling Up Housing and Communities) for Council Tax Reduction Support has now been subsumed within the Council's Settlement Funding Assessment and Revenue Support Grant (RSG) figure which has itself been incorporated within Business Rate Top Up grant under the piloting of 100% Business Rate Retention. The link between CTR arrangements and grant compensation is no longer evident, given the reduction in the level of grant funding from 2010 until 2019/20 (pre-pandemic).

6.2 As at the time of preparing this report, 86.32% of CTR claimants have had some contribution towards their 2023/24 Council Tax bills, suggesting a collection rate at the end of the financial year of approximately 75%-80%. Data is not available to assess how many of these claimants will fall into arrears during the rest of the year, however it is envisaged that the Council will continue to collect an amount of approximately 75%-80% of the amount due in 2023/24. Weekly monitoring of the collection rate is being maintained to manage the risk of non-collection. One perceived risk at this stage is that the present collection rate will reduce throughout the remainder of the financial year and beyond due to the ongoing cost of living crisis. The amount of disposable income many of the scheme's claimants will have available to meet Council Tax and other financial commitments is likely to reduce. This would have the impact of increasing the risk of arrears from those who are currently paying their Council Tax.

6.3 The table below summarises the estimated cost/income under the current CTR scheme and the 2 proposed Income Banded schemes. The cost differential between all 3 schemes is relatively low, a variance of £0.670m between the current scheme and Income Banded Scheme 1 and £0.150m between the current scheme and Income Banded Scheme 2. With Option 1, maintaining the current scheme, presenting the lowest cost.

Scheme Options	Estimated Cost of Scheme 2024/25	CTR billed	Collection Rate	CTR income
Maintain current scheme	£21.77m	£6.45m	80%	£5.16m
Income Banded Scheme 1	£22.44m	£5.79m	80%	£4.63m
Income Banded Scheme 2	£21.92m	£6.30m	80%	£5.04m

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6.4 The Council Tax income figures in the table above is prior to apportionment of costs between the Council and the precepting bodies. In 2023/24, the present allocation percentages are Oldham Council 84.18%, GMCA for Mayoral Police and Crime Commissioner Services 10.96% and finally GMCA for Mayoral General Services including Fire Services at 4.86%. Therefore, the additional CTR income resulting from maintaining the current CTR scheme compared to the Income banded schemes (£0.530m compared to Income Banded scheme 1 and £0.120m compared to Income Banded scheme 2) would reduce to £0.446m and £0.100m respectively.

6.5 Given all the information presented above, adopting the recommended approach, the maintenance of an unchanged CTR scheme, can be managed within the context of the current financial position of the Council and is in line with current budget estimates.

## 7 **Legal Services Comments**

7.1 The legislation states that each year an authority must consider whether to revise its Council Tax Reduction scheme.

7.2 The revision of a scheme is a decision that the legislation reserves to full Council. Any revision to apply to the scheme for the following year must be made no later than 10 March of the preceding financial year.

7.3 No revision of a scheme can occur unless the authority has, in the following order:

1. Consulted with the major precepting authority – The Greater Manchester Combined Authority for Police and Fire services
2. Published a draft proposed scheme
3. Consulted with others likely to have an interest in the scheme

7.4 In order to discharge its duties under the Equality Act 2010, the authority will need to consider the effects of proposals on people with a protected characteristic as defined by the Act, which can be done by way of an equality impact assessment as happened before the present scheme was made.

7.5 In this circumstance, vulnerable residents and residents generally will benefit from the option proposed. It would therefore be unlikely that any legal challenge would ensue from this action.

(Alex Bougatef – Legal Services)

## 8. **Co-operative Implications**

8.1 The approval of support for residents who are of working age and on low incomes is consistent with and embraces the principles of the co-operative agenda.

## 9 **Human Resources Comments**

9.1 None

## 10 **Risk Assessments**

10.1 There are several risks to be managed in this process:

- 
- Ensuring the scheme is not subject to a legal challenge on the basis of equality legislation although as the proposal is for an unchanged scheme, this risk is considered to be extremely low;
  - Ensuring that a scheme is both fair and affordable to the Council in 2023/24 particularly as it will only be based on collection rates information from part of the financial year;
  - There continues to be a challenging financial environment facing both the Council and Council Taxpayers, however, the agreement of the CTR scheme for 2024/25 establishes one key element of the Councils financial strategy and an unchanged scheme provides certainty for recipients of CTR.

## 11 **IT Implications**

11.1 There are no IT implications.

## 12 **Property Implications**

12.1 There are no property implications.

## 13 **Procurement Implications**

13.1 There are no Procurement implications.

## 14 **Environmental and Health & Safety Implications**

14.1 There are no Environmental and health and Safety Implications

## 15 **Community cohesion disorder implications in accordance with Section 17 of the Crime and Disorder Act 1998**

15.1 In taking financial decisions, the Council must demonstrate that it has given 'due regard' to the need to eliminate discrimination, promote equality of opportunity and promote good relations between different groups.

15.2 Demonstrating that 'due regard' has been given involves:

- Assessing the potential equality impacts of proposed decisions at an appropriate stage in the decision-making process so that it informs the development of policy and is considered before a decision is taken
- Ensuring that decision makers are aware of equality duties and any potential equality issues when making decisions.

N.B. Having due regard does not mean the Council cannot make decisions which have the potential to impact disproportionately. It means that we must be clear where this is the case and must be able to demonstrate that we have consulted, understood and mitigated the impact.

15.3 To ensure that the process of impact assessment is robust, it needs to:

- Be specific to each individual proposal
- Be clear about the purpose of the proposal
- Consider available evidence
- Include consultation and involvement with those affected by the decision, where appropriate
- Consider proposals for mitigating any negative impact on particular groups



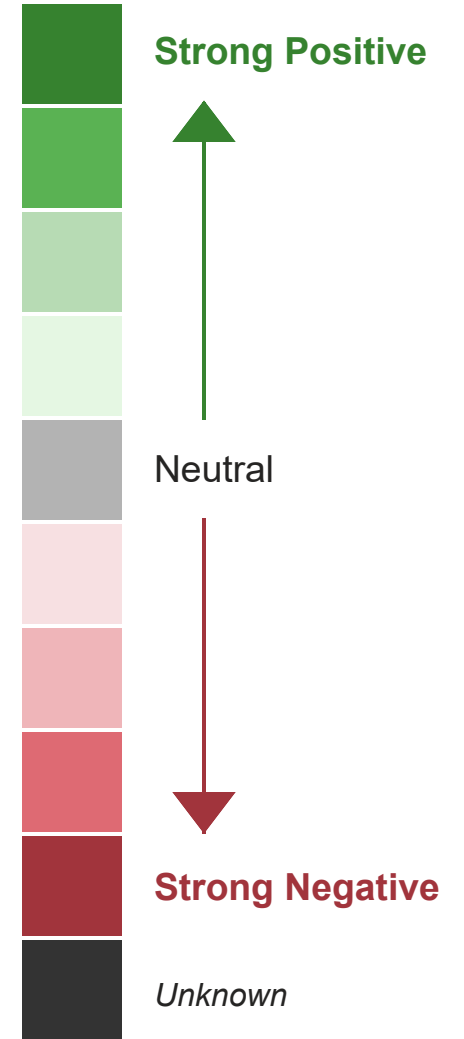
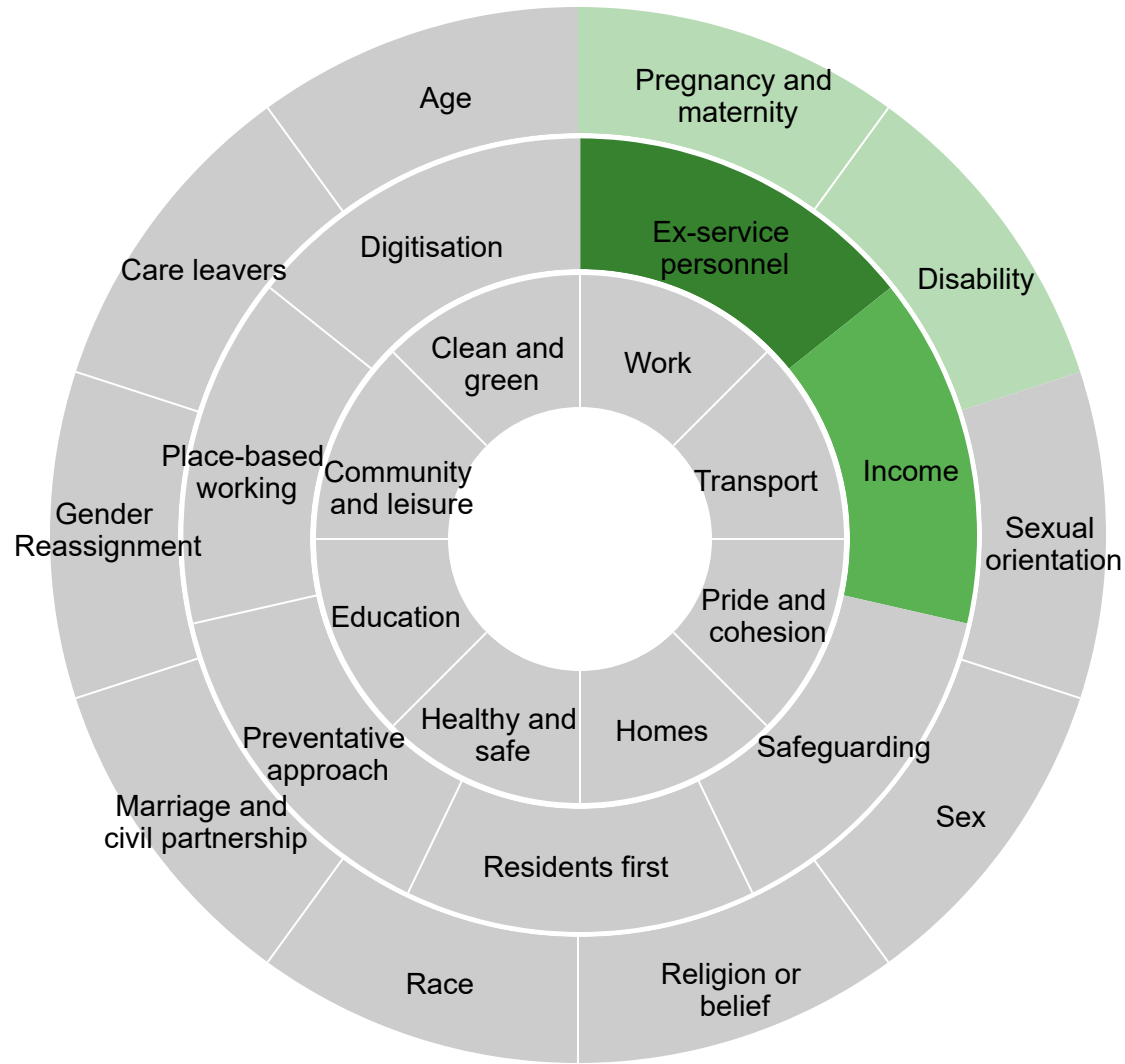
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- Set out arrangements for monitoring the actual impact of the proposal
- 15.4 As with previous Council Tax Reduction Schemes from 2013, an Equality Impact Assessment has been prepared to try to identify any potential disproportionate adverse impact arising from the proposed scheme and to identify any actions which might mitigate these impacts.
- 16 **Oldham Impact Assessment Completed (Including impact on Children and Young People)**
- 16.1 An Oldham Equality Impact Assessment is set out at Appendix 1.
- 17 **Key Decision**
- 17.1 Yes
- 18 **Key Decision Reference**
- 18.1 FLC-09-23
- 19 **Background Papers**
- 19.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:
- File Ref: Background papers are included at Appendix 1  
Officer Name: Adam Parsey – Exchequer Client Manager  
Contact: [adam.parsey@oldham.gov.uk](mailto:adam.parsey@oldham.gov.uk)
- 20 **Appendices**
- 20.1 Appendix 1 – Oldham Equality Impact Assessment

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# Council Tax Reduction Scheme 2024-25

completed/last updated by Adam Parsey on 19/10/2022

Portfolio	
Finance and Low Carbon	
Directorate	
Finance	
Service/Team	
Finance	
Is this IA related to a Budget Reduction proposal?	<input type="text" value="No"/>



# Equality Characteristics

Category	Impact	Likely	Duration	Impact Score	Comment
Age	Neutral	Very Likely	Short Term	0	
Care leavers	Neutral	Very Likely	Short Term	0	
Gender Reassignment	Neutral	Very Likely	Short Term	0	
Marriage and civil partnership	Neutral	Very Likely	Short Term	0	
Race	Neutral	Very Likely	Short Term	0	
Religion or belief	Neutral	Very Likely	Short Term	0	
Sex	Neutral	Very Likely	Short Term	0	
Sexual orientation	Neutral	Very Likely	Short Term	0	
Disability	Moderate Positive	Very Likely	Short Term	2	Residents in receipt of disability premium will have an increased applicable amount (See income), and may be eligible for further Council Tax Reduction.
Pregnancy and maternity	Moderate Positive	Very Likely	Short Term	2	Residents whose household income drops below the applicable amount set by the Department for Works and Pensions may be entitled to Council Tax reduction.

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## Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
Digitisation	Neutral	Very Likely	Short Term	0	
Place-based working	Neutral	Very Likely	Short Term	0	
Preventative approach	Neutral	Very Likely	Short Term	0	
Residents first	Neutral	Very Likely	Short Term	0	
Safeguarding	Neutral	Very Likely	Short Term	0	
Income	Moderate Positive	Very Likely	Long Term	4	The CTR Scheme provides financial support to residents who receive a range of benefits including Universal Credit. The amount awarded depends on how much a household's income is less than or equal to their Applicable Amount. The Applicable Amount is the amount of monthly income the government calculates that different categories of household need to live.
Ex-service personnel	Strong Positive	Very Likely	Long Term	8	Income relating to Armed Forces pensions will be disregarding for the purposes of calculating Council Tax reduction.

## Future Oldham Aims

Category	Impact	Likely	Duration	Impact Score	Comment
Clean and green	Neutral	Very Likely	Short Term	0	
Community and leisure	Neutral	Very Likely	Short Term	0	
Education	Neutral	Very Likely	Short Term	0	
Healthy and safe	Neutral	Very Likely	Short Term	0	
Homes	Neutral	Very Likely	Short Term	0	
Pride and cohesion	Neutral	Very Likely	Short Term	0	
Transport	Neutral	Very Likely	Short Term	0	
Work	Neutral	Very Likely	Short Term	0	

## Negative Impacts

Category	Impact	Likely	Duration	Impact Score	What action can be taken to mitigate the potential negative impacts?	Action(s)	Owner(s)	Timescale(s)	If the negative impacts can't be mitigated, why should the project/decision proceed?
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# Strong Positive Impacts that are Possible

Category	Impact	Likely	Duration	Impact Score	What action can be taken to increase the likelihood that positive impacts are realised?	Action(s)	Owner(s)	Timescale(s)
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