

Cabinet

30 November 2023

Council

12 December 2023

Report of the Portfolio Holder for Operations and Finance

Local Council Tax Reduction Scheme 2024/25

Exempt Information

Not applicable.

Purpose

The purpose of this report is to recommend that Cabinet and Council approves the implementation of a revised Council Tax Reduction scheme with effect from the 1 April 2024.

Recommendations

1. To approve the introduction of a new income banded/grid scheme for working age applicants with effect from 1 April 2024 to reduce the administrative burden placed on the Council by the introduction of Universal Credit and to increase the overall level of support for the lowest income families.

Executive Summary

Each year the Council is required to review its Council Tax Reduction Scheme in accordance with the requirements of schedule 1A of the Local Government Finance Act 1992 and to either maintain the scheme or replace it.

Council Tax Reduction (CTR) was introduced from 1 April 2013 when it replaced the Central Government funded Council Tax Benefit regime. From its inception, the funding available to the Council from Government has reduced year on year. Since that time, funding for CTR has been amalgamated into other Central Government grants paid to Local Authorities and also within the Business Rates Retention regime. It is now generally accepted that it is not possible to identify the amount of funding actually provided from Central Government sources.

It is now essential that the Council makes changes to the CTR scheme for working age applicants in order to reduce the significant administrative burden placed on the Council by the introduction of Universal Credit and also to provide a scheme which is more supportive to those households on the lowest incomes.

The changes proposed affect only applicants who are of a working age and the scheme for pension age applicants is not affected in any way. The rules for all pension age applicants are prescribed by Central Government. Pensioners, subject to their income, can receive up to 100 per cent support towards their Council Tax. The Council has no power to change the level of support provided to pensioners and therefore any changes to the level of CTR can only be made to the working age scheme.

When Council Tax Reduction was introduced in 2013 for working applicants the Council broadly adopted the previous means tested Council Tax Benefit scheme as the basis of awarding support. Due to the reduction in funding from Central Government the Council required most working age applicants to make a minimum payment of 25%. Where the

applicant is in receipt of Severe Disability Premium, War Widows Pension, War Disablement Pension, Armed Forces Compensation Scheme or Disabled Child Premium then up to 100% can be granted.

Since that time only slight changes have been made to bring the scheme in line with either Housing Benefit or Universal Credit. These have been relatively minor, and a more fundamental change is now required.

Options Considered

The alternative to introducing a new scheme for Council Tax Reduction from 2024/25 is to leave the existing scheme in place. This would be a short-term option leading to a continuation of increasing costs of administration and in the longer term would significantly affect the collection of Council Tax and the effectiveness of the scheme to support households within the Councils area.

A full consultation has been undertaken in line with the statutory requirements. Each of the major preceptors has been asked for their input and their responses were positive.

An analysis of the public consultation is included within Appendix A and it should be noted that consultees overwhelmingly agreed with all of the proposed changes to the scheme.

Resource Implications

The recommended scheme will provide a modern, more efficient scheme which will be more straightforward for staff to administer.

The current scheme costs £4.8m which is borne by the Council’s Collection Fund, Costs are shared between the Council and the Major Precepting Authorities in the following proportions. The cost to the Council for implementing a banding scheme have been factored into the Medium-Term Financial Plan.

- Borough Council (10%);
- County Council (73%);
- Police and Crime Commissioner (13%);
- Fire and Rescue Service (4%);

Whilst the approach and “shape” of the scheme is changing, the overall intention will be to provide additional support to those households on the very lowest incomes.

Were the new scheme to be in place the costs would be £5.6m.

Financial modelling will continue to be undertaken throughout the remainder of the current financial year.

Whilst the expected costs of the scheme for 2024/25 will be slightly higher the overall level of Council Tax Reduction as a proportion of the Council Tax Base has reduced year on year since 2013 as shown below. The proposed changes for 2024/25 would still represent a significant reduction in the proportion of costs in real terms compared to the original Council Tax Reduction level.

Table 1

Financial Year	2013 £m	2014 £m	2015 £m	2016 £m	2017 £m	2018 £m	2019 £m	2020 £m	2021 £m	2022 £m	Reduction since 2013

Gross Liability	£34.08	£34.3	£34.9	£36.1	£37.8	£40.3	£42.4	£44.8	£47.7	£49.8	
CTR	£4.4	£4.2	£4.0	£3.9	£3.9	£4.0	£4.1	£4.1	£4.7	£4.7	
%age	13%	12.2%	11.5%	10.8%	10.3%	9.9%	9.7%	9.2%	9.8%	9.4%	-27.7%

Table 2

Financial Year	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	% increase /decrease since 2013
Tax Base (Band D)	28,756	29,150	29,199	29,333	29,340	29,614	29,776	30,203	30,645	30,808	7.1%
CTR (Band D)	4,284	4,057	3,848	3,702	3,517	3,388	3,314	3,489	3,444	3,326	-22.4%
%age	14.8%	13.9%	13.1%	12.6%	11.9%	11.4%	11.1%	11.5%	11.2%	10.8%	

Table 3 below also provides details of the collection rate for working age cases and it can be clearly seen that the reduced level of support provided is inevitably leading to a reduction in the in-year collection rate. This is primarily due to the need for even the poorest families being required to make a minimum payment and the resulting increase in the level of arrears. In most cases the sums outstanding now are far more than their ability to pay.

Table 3

Year	In year collection rate (all)	In year collection rate (CTR only)
2013/14	97.6%	83.9%
2014/15	97.7%	84.5%
2015/16	97.9%	85.6%
2016/17	98.0%	85.3%
2017/18	98.1%	85.6%
2018/19	97.9%	84.2%
2019/20	97.9%	83.3%
2020/21	97.4%	87.1%
2021/22	97.5%	85.5%
2022/23	76.4%	67.9%

The Authority budgets for an in-year collection rate of 97.9%. The overall collection rate including previous years arrears is 99%. It is estimated that this generates an additional £500k in revenue for the authority and its precepts. In addition, uncollectable Local Council Tax Reduction cases are written off for each financial year at approximately £50k.

It should be noted that the collection of court costs will be reduced as many of these types of cases will no longer be progressing. This will mean there will be a reduction in court costs raised. It is difficult to estimate the potential cost at present however a prudent estimate would be in the region of £50k per annum.

Savings in postage costs are expected due to reducing the amount of Council Tax Reduction notifications and Council Tax documentation. This is anticipated to be £10k per annum.

Caseload and staffing required for Revenues and Benefits will be analysed and it is anticipated that reductions will be made if efficiencies cannot be made to generate additional revenue. In terms of Benefits this will be dependant in terms of the grant funding we receive to provide the service to our residents who are most in need of our help. However, it is anticipated that in the first instance savings will be made with the introduction of this scheme through natural wastage of £28k per annum.

		£000	
Expected additional cost LCTR		800	
Less amount collected in excess of budget		-500	(Budgeted at 97.9%, actual collection rate in excess of 99%) £0.5m is still lost income which would previously have been distributed as part of the collection fund surplus.
Impact on preceptors		300	(to budget at 99% in future)
TBC impact @ 10%		30	
Reduction in court cost income		50	
Saving in TBC postage		-10	
Saving in TBC staff cost		-28	
Total TBC Budget Impact		42	

Legal/Risk Implications Background

Schedule 1A (3) of the Local Government Finance Act 1992, states that before making a scheme, the authority must:

- consult any major precepting authority which has power to issue a precept to it,
- publish a draft scheme in such manner as it thinks fit, and
- consult such other persons as it considers are likely to have an interest in the operation of the scheme.

In addition, in order to set a new scheme, the Council is obliged to make a resolution by 11th March of the year prior to the scheme coming into place.

Equalities Implications

The move to a new scheme will either have a neutral or positive effect on majority of working age claimants. From modelling 3,203 applicants will receive the same or more support than under the previous scheme.

As with all changes however there will be up to 329 applicants who may receive less support than previously. 130 of these claims do not currently pay but will be required to pay something from April 2024. 199 claimants who currently pay will be required to pay more under the new scheme. There will be transitional protection provided to large losers in the first year of the scheme to lessen the initial effects of these changes. In all of those cases further support will be available through the Councils Exceptional Hardship Fund.

A full Equality Impact Assessment is attached within Appendix B.

Environment and Sustainability Implications (including climate change)

Funding for the replacement of the previous Council Tax Benefit Scheme was changed from an unrestricted reimbursement of Council Tax Benefit Subsidy to a restricted, pre-allocated grant figure – which has subsequently been reduced year on year as part of the austerity measures. The Council must be aware that there must be an additional cost to itself and its Precepts should this scheme be implemented.

Background Information

The main issues with the current scheme

There are a number of issues with the current scheme that will need addressing if the system is to continue to provide effective support to low-income taxpayers and also if the Council is able to provide the service in an efficient manner. The main issues are as follows:

- The need to increase the support available to low income households;
- The overall collection of Council Tax;
- The introduction of Universal Credit for working age applicants; and
- The need for a much needed simplification of the scheme.

Each of the above are examined in detail.

The need to assist low income households and assist in the collection of Council Tax

Since 2013, the introduction of Council Tax Reduction, the majority of authorities, including the Council have required all working age applicants to pay a minimum payment. In the case of Tamworth this was set as 25% for most of a working age. Under the previous scheme (Council Tax Benefit) almost 75% of working age applicants would not have been required to pay any Council Tax and would have received full (100%) support.

There is a strong view within a large number of authorities that there should be an increase in the level of support to those households on the lowest incomes. This view has gained momentum over the past few years but has been reinforced since the Covid-19 crisis and the cost of living crisis, both of which have had a major effect on incomes generally.

Whilst the principle of all working age households paying 'something' was initially thought to be an approach that would be central to the design of Council Tax Reduction, the reality is that, since its introduction, low-income taxpayers, the poorest households, have been unable to pay the balance leading to additional costs, court, and enforcement action and, in some cases, the amounts demanded have been written off as uncollectable.

The costs of administration of these cases by the Council has increased significantly over the years. These costs are borne solely by the Council. With the difficulties experienced, the relatively low level of payment and the high administration costs incurred, it no longer makes the amounts economically viable to collect. Notwithstanding the negative effects to those poorest households.

Council Tax Reduction and the roll out of Universal Credit

The introduction of Universal Credit within the area has, as experienced in all other areas, brought a number of significant challenges to both the administration of Council Tax Reduction and also the collection of Council Tax generally. All Councils have experienced the following:

- The reluctance of Universal Credit claimants to make a prompt claim for Council Tax Reduction leading to a loss in entitlement;
- A high number of changes to Universal Credit cases are received from the Department for Work and Pensions requiring a change to Council Tax Reduction entitlement. On average 40% of Universal Credit claimants have between eight and twelve changes in entitlement per annum. These changes result in amendments to Council Tax liability, the re-calculation of instalments, delays, and the demonstrable loss in collection; and
- The increased costs of administration through multiple changes with significant additional staff and staff time being needed.

It is clear that the existing means tested Council Tax Reduction scheme, which is too reactive to change, will not be viable in the longer term now that Universal Credit has been rolled out fully within the area and with the increase in Universal Credit claimants due to the

COVID-19 crisis and the managed migration from legacy benefits (to be completed by the end of 2024). The move to a new more efficient scheme from 2024/25 is now imperative.

The need for a simplified approach to the Council Tax Reduction Scheme

Notwithstanding the introduction of Universal Credit, the existing scheme is based on an 'old fashioned;' means tested benefit scheme. It has major defects namely:

- It is complex for customers to understand and is based on a complex calculation of entitlement;
- The administration for staff is complex, with staff having to request significant amounts of information from applicants;
- Staff have to undergo significant training to be proficient in processing claims;
- The timescales for processing applications is lengthy, mainly due to the complexity and evidence required to support the applications; and
- The administration of the scheme is costly when compared to other discounts for Council Tax.

Clearly there is a need now to simplify the scheme, not only to mitigate the effects of Universal Credit, but also make it easier for customers to make a claim and to significantly reduce the costs of administration.

The recommended approach for the 2024/25 Council Tax Reduction Scheme

In view of the problems being experienced with the current scheme it is recommended that a new approach be taken from 2024/25. The new approach fundamentally redesigns the scheme to address all the issues highlighted and in particular;

- (a) The level of support available to the poorest households;
- (b) The problems with the introduction of full-service Universal Credit; and
- (c) The significant increase in administration costs due to the high level of changes received in respect of Universal Credit;

The new scheme has been completed and a full consultation has been completed with the public and the major precepting authorities in line with legislative requirements.

The responses from major preceptors (County Council, Police and Fire were positive) and an analysis of the public consultation (which concluded on 8 October 2023) is attached within Appendix A.

It should be noted that the Council has received favourable responses to the new approach from major preceptors and in the case of the public consultation a majority positive response has been received in respect of all the changes proposed. (For information 72.73% were in favour of introducing the new scheme with 12.88% against and 14.39% stating no preference).

If the recommendations are accepted the new scheme will take effect from 1 April 2024.

The recommended new scheme has a number of key features as follows with some slight refinements from the original Corporate Scrutiny report submitted for consultation:

- More support shall be given to those households on the lowest of incomes than in the current scheme; and
- The current means - tested schemes will be replaced by a simple income grid model as shown below:

	Passported £	Single, no children £	Couples, no children £	Family with 1 child £	Family with 2 or more children £
Discount level	Weekly Income Levels £				
Band 1 * 100%	Relevant Benefit	£0 to £155.00	£0 to £155.00	£0 to £210.00	£0 to £265.00
Band 2 75%	N/A	£155.01 to £210.00	£155.01 to £210.00	£210.01 to £265.00	£265.01 to £320.00
Band 3 50%	N/A	£210.01 to £265.00	£210.01 to £265.00	£265.01 to £320.00	£320.01 to £375.00
Band 4 25%	N/A	£265.01 to £320.00	£265.01 to £320.00	£320.01 to £375.00	£375.01 to £430.00
Band 5 0%	N/A	£320.01+	£320.01+	£375.01+	£430.01+

- The highest level of discount will be at a maximum level of liability (100%), Band 1, and all current applicants that are in receipt of a ‘*passport benefit’ such as Income Support, Jobseekers Allowance (Income Based) and Employment and Support Allowance (Income Related) receive maximum discount:
- All other discount levels are based on the applicant’s and partner’s, (where they have one) net weekly income;
- Single and couples are the same income band;
- The scheme allows for variation in household size with the levels of income per band increasing where an applicant has a partner, and / or dependants;
- There will be no restriction on Council Tax band level as in the current scheme;
- There will be no charges made where an applicant has non-dependants living with them. This is a significant change and means that the administration of the scheme will be more straightforward whilst also protecting low-income families where adult sons and daughters for example remain at home;
- As in existing applications we only consider the first two children on claims.
- Disability benefits such as Disability Living Allowance and Personal Independence Allowance will continue to be disregarded;
- Where any applicant, their partner or dependant child (ren) are disabled, a further disregard of £40 per week will be given, thereby maintaining the current level of support to those with disabilities;
- Carer’s Allowance and the Support Component of Employment and Support Allowance will be disregarded;
- Child benefit and Child Maintenance will be disregarded;

- An amount in respect of the housing element, within Universal credit will be disregarded and disabled child element will be disregarded;
- The total disregard on war pensions and war disablement pensions will continue;
- Extended payments will be removed; and
- The capital limit of £6,000 with no tariff (or assumed income) being applied. Any applicant who has capital above that level will not qualify.

How the new scheme will address the problems with the current Council Tax Reduction

With the simplicity of the proposed new scheme and by taking a more 'Council Tax discount approach', it will address the problems associated with the increased administration caused by failings in the current scheme and Universal Credit as follows:

The scheme will require a simplified claiming process. All applicants will see a significant reduction in the claiming process and, where possible, Council Tax Reduction will be awarded automatically. For Universal Credit applicants *any* Universal Credit data received from the Department for Work and Pensions (DWP) will be treated as a claim for Council Tax Reduction. Where information is received from DWP, the entitlement to Council Tax Reduction will be processed automatically without the need to request further information from the taxpayer. These changes will have the following distinct advantages namely:

- **Speed of processing** – all claims will be able to be calculated promptly and largely automatically without the need to request further information which inevitably leads to delays;
- **Maximising entitlement to every applicant.** As there will no requirement for Universal Credit applicants to apply separately for Council Tax Reduction, and for all other applicants, the claiming process will be simplified significantly. Entitlement to Council Tax Reduction will be maximised with a reduced risk of loss of discount or the need for backdating;
- **Maintenance of collection rates** – the new scheme will avoid constant changes in discount, the need for multiple changes in instalments and therefore assist in maintaining the high collection rates currently achieved. The increased level of discount will assist all those applicants on the lowest levels of income, again improving the overall collection rate;
- **The income bands are sufficiently wide to avoid constant changes in discount.** The current Council Tax Reduction scheme is very reactive and will alter even if the overall change to the person's liability is small. This is leading to constant changes in Council Tax liability, the need to recalculate monthly instalments and the requirement to issue a large number of Council Tax demands. The effect of this is that Council Tax collection is reduced. The new scheme, with its simplified income banding approach will have the following advantages:
 - Only significant changes in income will affect the level of discount awarded;
 - Council Taxpayers who receive Council Tax Reduction will not receive multiple Council Tax demands and adjustments to their instalments; and
 - The new scheme is designed to reflect a more modern approach, where any discount changes it will be effective from the day of the change rather than the Monday of the following week.

Transition to the new scheme and the Exceptional Hardship Scheme

In deciding on any new scheme the Council must be mindful that any change in scheme or a transition to a new scheme may result in a change to entitlement of certain applicants. Inevitably with any change in scheme there will be some winners and losers although the proposed scheme has been designed to protect the most vulnerable. From modelling based on current values approximately 3203 of applicants will receive either the same or more support and only 329 will receive a reduced level of assistance.

To mitigate this the new scheme will contain additional provisions to protect individuals who experience exceptional hardship. Where any applicant is likely to experience exceptional hardship they will be encouraged to apply for an exceptional hardship payment. The Council will consider all applications for exceptional hardship on an individual basis taking into account available income and essential outgoings. Where appropriate further support will be given to the applicant.

This approach will enable individual applicants to be dealt with in a fair and equitable manner. The Exceptional Hardship Scheme will form part of the Council Tax Reduction scheme and fall to be paid through the Collection Fund.

Report Author

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List of Background Papers

Local Council Tax Reduction Scheme 2020/21, Corporate Scrutiny Committee 25 August 2020 & Cabinet 10 September 2020.

Local Council Tax Reduction Scheme 2020/21 Onwards and Consultation Results, Council 10 December 2019

Local Council Tax Reduction Scheme 2021/22, Corporate Scrutiny Committee, 14 November 2019

Local Council Tax Reduction Scheme 2021/22, Cabinet 26 September 2019 & 3 December 2020

Local Council Tax Reduction Scheme 2022/23, Cabinet 2 December 2021 & 14 December 2021

Local Council Tax Reduction Scheme 2024/25, Corporate Scrutiny Committee 27 July 2023 & 8 August 2023, Cabinet 17 August 2023

Appendices

Appendix A Public Consultation

Appendix B Equality Impact Assessment

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