

# Budget 2003

What Budget 2003  
means for the  
North West

April 2003



HM TREASURY

North West

# Budget 2003

## Building a Britain of economic strength and social justice



Budget 2003 sets out the long-term reforms that will leave all nations and regions of the UK well placed to deal with the impact of global events, and benefit from the coming global upturn, to build a Britain of economic strength and social justice that is enterprising, flexible and fair.

In an integrated world economy, businesses and individuals must adapt quickly to change so that the region's growth and prosperity can be maintained. Flexibility, of people to develop the skills needed to succeed in the modern workplace, and of businesses to adapt to changing demands and new technologies is key to achieving the Government's goal. Flexibility must also be matched with fairness so that everyone in the North West has the chance to fulfill their potential.

### Employment

The Government's objective is to increase employment opportunity for all.

Key announcements in Budget 2003 include measures to create jobs and move the North West closer to full employment:

- improving skills throughout the workforce, with new Enterprise Advisers in deprived schools and further training pilot schemes;
- help for lone parents and partners of benefit claimants to find work, building upon the 46,500 in the North West who have received help and support from the New Deal for lone parents;
- Jobcentre Plus districts able to adopt a more flexible approach to respond to local labour market conditions and tailor support to individual job seekers' needs; and
- specialist advisers to provide extra help for people from ethnic minorities.

There are now more people in work than ever before and unemployment is at its lowest for a generation. Since 1997, the New Deal programmes have helped more than 116,000 people in the North West into work. This has helped:

- employment to rise by 201,000; and
- unemployment to fall by 41,000.

## Enterprise

Currently, the Small Business Start-Up rate in the North West is:

- 32.1 per 10,000 population, compared to an England average of 38.6.

To further promote enterprise in the region, Budget 2003 includes:

- a series of measures to simplify VAT for businesses, benefiting around 68,000 businesses in the North West;
- new proposals to help small firms raise the finance they need to start up, develop and grow, including a consultation on the scope for introducing Small Business Investment Companies;
- further cuts in red tape to help businesses, public services and the voluntary sector; and
- a new package of training support for small businesses delivered in partnership with high-street banks.

## Fairness for pensioners

The Government is committed to developing policies which enable pensioners to share in the country's rising prosperity and which tackle pensioner poverty. To further support pensioners in the North West, Budget 2003 announced that:

- 247,000 low-income pensioner households will benefit from an increase in the Minimum Income Guarantee from this month in line with earnings to £102.10 for single pensioners and £155.80 for couples;
- 500,000 pensioner households in the North West will be eligible for the new Pension Credit from October 2003, which ensures that pensioners who have saved for their retirement benefit from having done so;
- 181,500 households in the region with someone aged 80 or over will be eligible to receive an extra £100; and
- hospital inpatients will receive extended pension entitlements.

As a result of the Government's measures, including the Pension Credit, which was first announced in Budget 2000, on average, from October 2003 pensioner households will be £1,250 a year better off in real terms than in 1997.

## Public services

Budget 2003 also reaffirms the Government's commitment to significant extra investment in public services.

The Government's plans to increase investment on public services, announced last year, will ensure there will be in England:

- 10,000 extra teachers and 50,000 extra assistants and support staff by 2006 compared to 2001;
- an additional 35,000 nurses and an additional 15,000 doctors by 2008 compared to 2002; and
- an additional 950 police officers by 2004 compared to 2002.<sup>1</sup>

To deliver the largest ever sustained spending growth in the history of the NHS while meeting the fiscal rules, last year's Budget announced a 1 per cent increase in employers' and employees' national insurance contributions to be paid from April 2003.

## Maintaining economic stability

The world economy has continued to face testing times over the past year, with uncertainty, particularly over the conflict in Iraq, affecting business and investment around the world. As a result, global growth, and especially growth in the Euro-area, has remained weak, with consequences for the UK economy. However, the North West has benefited from the Government's economic reforms, which have helped to ensure that the economy remains well placed to sustain steady and stable growth and to benefit when the world recovery begins. The Budget shows that:

- **the economy** is expected to grow by 2 to 2½ per cent this year, as the world economy recovers, rising to 3 to 3½ per cent in 2004 and 2005;
- **inflation** is set to remain low and close to the Government's target; and
- **the public finances** remain sound and the Government is on track to meet its strict fiscal rules. Borrowing at £27 billion is under control, and debt is lower than that in any other G7 major industrialised economy.

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<sup>1</sup> Police figures cover England and Wales

# Regional policy

## The argument for a new approach

As the world economy becomes more interdependent, every region faces more intense global competition. The most successful regions will be those regions that have the flexibility to continuously adapt to change and demonstrate that their skills, innovation and enterprise are world class.

To meet the new challenges of the global economy, a distinctive approach for the North West should harness indigenous strengths, tackle weaknesses in education, innovation, skills and employment, and promote flexibility.

The Government has begun establishing the institutional framework to ensure this flexibility, enabling regions to be responsive to regional needs and priorities. Budget 2003 develops these themes further.

Since 1999, the North West Development Agency has been encouraging economic development and regeneration; promoting business efficiency, investment and competitiveness; promoting employment, enhancing the development and application of skills relevant to employment; and contributing to sustainable development. In last year's Spending Review, the Government increased the funding and flexibility of the North West Development Agency to deliver on these goals.

Adaptability and flexibility will be key to determining whether communities in the North West are able to reach full employment and prosperity on a sustainable basis. Crucial to this is empowering the North West itself to respond to the employment challenges of the region.

## Budget 2003: increasing the focus on the regional agenda

Recognising the regional knowledge that the North West Development Agency has built up since 1999, it, along with the other Regional Development Agencies, was asked to provide advice in preparation for Budget 2003 in four areas: enterprise, innovation, regulatory reform and skills. The Chancellor has responded to these recommendations in full alongside the Budget. This demonstrates the Government's increased focus on a regional perspective in policy making and delivery.

Budget 2003 announces new steps – beginning with this new regional booklet – to promote dialogue with the regions, strengthen their input into future policy-making and communicate the results directly to them.

The Government also intends to examine the scope for relocating civil service and other public sector staff. Past reviews have looked at the location of civil service jobs. Now, the increased local and regional focus to policy-making, and the need for cost-effectiveness imply a case for reviewing the location of civil servants and other public service workers. This could help achieve a better regional balance of government activity and release resources for frontline public service delivery.

The Chancellor and Deputy Prime Minister have commissioned a study, by Sir Michael Lyons, to which each Government department will be required to contribute in the run-up to the next Spending Review.

The Government reviewed the public sector labour market as part of the 2002 Spending Review and has proposed that public sector pay systems include a stronger regional and local dimension, where appropriate. The Government plans to produce regional price indexes showing differences in regional inflation rates. Further details will be announced in the coming months.

## **Employment opportunity for all in the North West**

The Government wants to promote a dynamic and flexible labour market in the North West that equips people to adapt to changing economic conditions and delivers support to all groups and areas throughout the region.

In the North West:

- **the New Deal for young people has helped 61,000 18 to 24 year olds into work;**
- **the New Deal for 25-plus has helped 17,000 over 25 year olds into work;**
- **12,000 people over 50 have moved into employment;** and
- **46,500 lone parents have been helped by the New Deal for lone parents, of whom over 26,000 have already secured jobs.**

To meet the Government's employment policy goals, Budget 2003:

- provides additional support to help people search for jobs during the first six months of unemployment;
- launches an enhanced package of support for partners of benefit claimants to reduce the number of workless households in the North West;



- extends Employment Zones, an innovative approach to helping the unemployed into work, to lone parents and people returning to the New Deal for young people for a second time, and introduces multiple providers. From April 2004, multiple providers will be introduced in the Liverpool Employment Zone;
- improves support for lone parents, with pilots of a new £20 a week premium for those who choose to actively seek work; and
- reforms Housing Benefit to improve financial gains to work, facilitate labour mobility and deliver greater reliability in the service of claimants.

The Government is also committed to promoting new local employment policies that are decentralised, distinctive and flexible so that they can better meet local skills requirements, fill local vacancies, and target local employment.

From April 2004, Jobcentre Plus districts will be awarded greater discretion to increase their effectiveness in moving people quickly into work. The key changes in the Jobcentre Plus system include:

- a new discretionary fund, which will give District Managers new flexibility to direct resources, including to address specific barriers affecting the local community;
- Jobcentre Plus Advisers will have greater discretion over which clients qualify for early entry to the New Deal;
- Districts will be able to adopt a more flexible approach to the length and design of the options within the New Deal for young people, with the minimum length of options reduced from 26 weeks to 13 weeks;

- **extra help for people from ethnic minorities**, with specialist advisers in areas with high ethnic minority populations;
- **Jobcentre Plus offices will develop a partnership strategy** to work more closely with private recruitment agencies; and
- **with immediate effect, managers in the most successful districts will receive greater reward**, while those who fail to deliver a high standard of service will be replaced.

Additional support, tailored to disadvantaged groups, is also available to tackle the specific barriers to work faced in some of the most deprived areas of the North West. This help is being delivered through:

- **an ethnic minority outreach service** in the North West;
- **StepUP pilots**, which are helping individuals who have not been able to find a job through the New Deal in Oldham, Burnley, South Manchester and Knowsley; and
- **Action Teams**, tackling barriers to work for disadvantaged jobless people in Blackburn with Darwen, Halton, Knowsley, Salford, St. Helens and Liverpool.

Flexibility in the labour market should not, however, be at the expense of fairness to workers. Paid from this month, the Working Tax Credit will help to make work pay for people on low incomes, with or without children. Last month the Government accepted the Low Pay Commission's recommendation to raise the National Minimum Wage to £4.50 per hour for workers aged 22 or over. From October 2003, this will **benefit 180,000 low-income workers in the North West**.

## Productivity and enterprise in a flexible North West economy

### Output

The amount of output produced per worker – productivity – has historically been lower in the UK than in other major economies. Since the mid-1990s, the productivity gap with Japan has closed and Japan now has a productivity gap with the UK, the gap with Germany has almost been eliminated and with France has narrowed. Despite the progress made, the UK and the rest of Europe still have a productivity gap with the USA. Closing this gap will help to deliver greater

economic prosperity and rising living standards in years to come. In the modern global economy, faster productivity growth requires flexible and dynamic businesses and a highly skilled workforce.

## Skills

**In the North West, 18 per cent of young people are not in education or training at age 16 and, in 2001, 46 per cent of pupils achieved 5 GCSEs at grades A\* to C, compared to an England average of 50 per cent.**

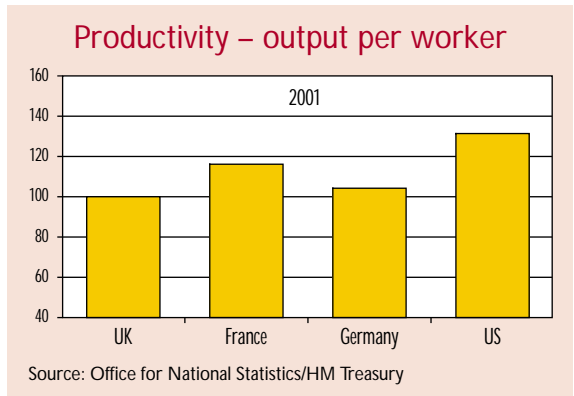
To raise the region's skills levels, which is crucial to productivity growth, the Government is acting to improve the skills of young people entering the workforce, and increase opportunities for those already in the workforce to acquire new skills. In Budget 2003, the Government is:

- **extending the Employer Training Pilot** in Greater Manchester; and
- **increasing funding for the Union Learning Fund** from £11 million in 2003–04 to £14 million in 2004–05 and 2005–06.

And, as announced in the Spending Review, by 2004 the Government will expand Modern Apprenticeships to 28 per cent of 22 year olds and will roll out Education Maintenance Allowances (EMAs) nationally. EMAs will provide support of up to £1,500 a year for young people from poorer families to pursue full-time education beyond the age of 16. The North West is one of four regions which is piloting management of regional funding for post-19 training. The Government will also publish a national skills strategy in June 2003, setting a framework for action by Government, individuals and employers.

## Research & development

**In the North West, business spending per head on R&D is £225, compared with an England average of £242.** To encourage the North West to become a centre of invention and innovation and to develop clusters of special skills and technologies, the Government is moving away from centrally administered innovation policies. Instead, regional economic strategies will encourage local clusters and the sponsorship of technology transfer between universities and



companies, increasingly building on regional research and industrial capacities supported by the Government. In addition, Budget 2003:

- **introduces reforms to improve the operation of existing R&D tax credits** to ensure that more companies can claim this relief on a wider range of expenses; and
- **launches a consultation on improving the definition of R&D** used for the tax credits to ensure it remains consistent with technological developments and is competitive internationally.

The Secretary of State for Trade and Industry has asked Sir Tom McKillop (as chair of the first Regional Science and Industry Council) to work with the Regional Development Agencies to ensure that best practice in promoting innovation and knowledge transfer is shared and spread rapidly between the regions.

## Small businesses

**The small business start-up rate is 32.1 per 10,000 population in the North West, compared with an England average of 38.6 per 10,000 population.** The North West is one of three regions which is piloting regional management and co-ordination of business support services to improve the quality of local support for new and small businesses. In addition, Budget 2003 announces:

- **new proposals to help small firms raise the finance** they need to start up, develop and grow;
- **reforms to reduce red tape and simplify tax** for small businesses, to help break down the barriers to business success;
- **a new package of training support** for small businesses delivered in partnership with high-street banks;
- **a series of measures to simplify VAT for businesses**, including an increase in the registration threshold in line with inflation;
- **further reform of capital gains tax**, including an extension of business assets taper relief to property let to sole traders; and
- **an extension of 100 per cent first year capital allowances for small businesses investing in ICT** until 31 March 2004, available to over 345,000 small businesses in the North West.

## Enterprise Areas

A key element of the Government's enterprise policy is the recognition that social attitudes, the business environment and specific market failures can present significantly higher barriers to enterprise within the UK's aged communities. Moreover, it is in these communities that the benefits of enterprise will have the greatest social impact. The Government has responded with a series of measures concentrated on 2,000 Enterprise Areas, the most deprived communities across the UK. **284 Enterprise Areas are located in the North West.** Budget 2003 announces the following new measures for Enterprise Areas:

- **£16 million to fund Enterprise Advisers**, to work alongside head teachers in deprived schools and give pupils experience of business;
- **stamp duty is being abolished** from all non-residential property transactions in these areas from 10 April 2003;
- **action by HM Customs and Excise to improve its services to businesses in Enterprise Areas**, expanding the national programme of Business Advice Open Days to include a number of satellite events in Enterprise Areas. Two new types of enhanced business support provision will also be piloted in selected aged areas of England;
- **a package of measures to help local authorities ensure that the planning system is transparent**, accessible and affordable for businesses in Enterprise Areas;
- **accrediting 11 community development finance institutions for community investment tax relief**, allowing them to raise extra capital to lend to small businesses, cutting the cost of investing in -aged areas;
- to encourage further business investment in Enterprise Areas, **the Government is considering how enhanced capital allowances for particular types of expenditure in these areas might be used to tackle specific market failures**, and the state aids aspects of any such measures; and
- **consideration of the scope for investing in a new community development venture capital fund** to increase the amount of risk capital available in aged areas.

## Planning

The Government is making changes to the land-use planning system to help deliver faster, more predictable and more transparent decisions; and to help promote macro-economic stability in the housing market.

Budget 2003 announces that the Government will issue analyses of the housing market to inform new Regional Spatial Strategies, which provide guidance for local authorities on sustainable housing land allocations. As announced in the 2002 Spending Review, the Government will be granting £350 million over the next three years to local planning authorities who improve their performance, with resources targeted at the Government's Enterprise Areas.

If necessary, the Government will call in for its own decision major planning applications for housing development in areas where local authorities are not delivering sufficient housing.

In return, as announced in the Pre-Budget Report, additional rates income that comes from local authorities economic development successes will, from April 2005, be added to local authorities income.

## Housing

Non-decent housing in the North West has been reduced by 27 per cent over the last seven years. The Government is committed to bringing regional housing markets into better balance and to improve the condition of the housing stock. As part of Budget 2003, the Government has asked Kate Barker to conduct a review of issues affecting housing supply in the UK. Also, to achieve the Government's housing goals, **Regional Housing Boards** have now been established to develop a housing strategy for each region that is properly integrated with those for economic development and planning.

**Nine housing market renewal pathfinder projects have also been launched**, of which four are in the North West: Manchester/Salford, Liverpool/Wirral/South Sefton, Oldham/Rochdale and East Lancashire. These will address the problems of areas experiencing low housing demand and abandonment.

## Building a fairer society for the North West

A flexible and dynamic economy must go hand-in-hand with a fairer society so that everyone has the chance to fulfill their potential. The Government is

committed to tackling child and pensioner poverty, providing support for families with children and ensuring security for all in old age.

## Child and Working Tax Credits

Between 1998–99 and 2001–02 the numbers of children in the UK in low-income households fell by 400,000 after housing costs and by 500,000 before housing costs from 4.2 million and 3.1 million respectively.

Paid from this month, and announced in Budget 2002, the Child Tax Credit will provide a secure stream of income to help families with children and tackle child poverty. 750,000 families in the North West will be eligible for the new Child Tax Credit. There will also be **additional funding for the Discretionary Social Fund** over the three years to 2005–06 to help those on low incomes manage their finances.

Budget 2003 announced further measures to build a fairer society:

- **a new Child Trust Fund** giving every new born child £250, or £500 for the poorest, ensuring that every child has money in the bank to spend at the age of 18; and
- **an increase in Child Benefit** to £16.05 for first child and £10.75 for subsequent children – at least an extra £5 per week for every family above the 1997 levels benefiting 848,000 families in the North West.

## Support for pensioners

From October 2003, the new Pension Credit will provide extra support for low and modest-income pensioners and reward those who have saved for retirement. In addition, Budget 2003 announces for the North West that:

- **over 1.25 million pensioners will benefit from a rise in the full Basic State Pension** by over £100 a year for singles and £160 for couples from this month;
- **247,000 low-income pensioner households will benefit from an increase in the Minimum Income Guarantee** from this month in line with earnings to £102.10 for single pensioners and £155.80 for couples;
- **500,000 pensioner households stand to benefit from the new Pension Credit** – from the age of 65, single pensioners with income up to £139 a week and couples up to £203;

- **181,500 households with someone aged 80 or over will be eligible to receive an extra £100** in addition to the £200 winter fuel payment throughout this Parliament; and
- to help vulnerable pensioners, **an extension to 52 weeks of the period over which pensioners in hospital receive their full State Pension.**

As a result of the Government's measures, including the Pension Credit, on average, from October 2003 pensioner households will be £1,250 a year better off in real terms than in 1997.

## Fairer tax and benefit system

The Government is also creating a modern and fair tax and benefit system which raises sufficient revenue for public services and ensures that everyone pays their fair share of tax. Budget 2003:

- **clamps down on tax fraud and avoidance** to protect government revenues and improve fairness by ensuring that the burden of tax does not fall unfairly on taxpayers who pay their fair share;
- **raises duties on tobacco, beer and wine in line with inflation**, and freezes the duty on spirits; and
- **abolishes bingo duty** and replaces it with a new tax on the gross profits of bingo companies.

## High quality public services for the North West

The Government is providing new investment to modernise Britain's public services. Last year it set new plans for an extra £63 billion of spending on public services by 2005–06. Over 75 per cent of this increase will go on the Government's priorities of health, education, transport, housing and the fight against crime. Budget 2003 describes how the 1 per cent increase in employers' and employees' national insurance contributions, announced last year and paid from this month, will go towards a better health service:

- UK spending on health will rise by 7.2 per cent a year in real terms up to 2007–08, putting the NHS on a sound long-term financial footing;

- there will be significant increases in investment in IT, buildings and equipment, including the largest ever hospital building programme; and
- reforms will ensure that the NHS delivers quality services, with a new independent regulator to inspect and report on NHS performance.

The Government is determined that every pound of public spending should deliver the best possible return in high quality services and resources are therefore matched with reform.

In addition, Budget 2003:

- **provides £332 million for counter-terrorism** work by the emergency services, on top of £3 billion to pay for military obligations in Iraq; and
- **promotes a better balance of economic activity across the regions**, with steps to ensure that public sector wages reflect regional factors.

From 14 April, the Government is improving transparency for the public, with a regular new report on the Treasury website of government departments' performance against their public service improvement targets.

## Protecting the environment in the North West

Economic growth and social progress must be achieved while protecting the environment so as to ensure a better quality of life for current and future generations. To protect and improve the environment, Budget 2003:

- **defers an increase in the main road fuel duties**, in line with inflation, until 1 October 2003 because of recent high and volatile oil prices;
- **introduces a new lower rate of vehicle excise duty (VED)** for the cleanest vehicles and increases car VED by £5;
- **introduces new tax incentives** to encourage business investment in energy-saving technologies and to promote sustainable water use; and
- **promotes environmentally-friendly means of waste disposal**, such as recycling, by increasing the tax paid by businesses that dispose of waste to landfill and using the additional tax revenues to help businesses manage better the waste they create.

## Household income

- Compared with last year, a single earner family on median earnings of £21,400 and with two children will be, overall, nearly £260 a year better off as a result of new tax credits, even after paying more towards the NHS as a result of the 1 per cent rise in national insurance contributions announced last year and paid from this month.
- As a result of all tax and benefit reforms since 1997, from April 2003, families with children are, on average, £1,200 a year better off, while those in the poorest fifth of the population are, on average, £2,500 a year better off in real terms. A single earner family on average earnings of £28,600 and with two children is £275 a year better off in real terms.

As a result of all personal tax and benefit measures introduced since 1997, by October 2003, in real terms:

- households in the North West will be, on average, £16.06 a week better off.

Further information and all public documents relating to the Budget may be found on the Internet at the following addresses:

**HM Treasury**  
**Inland Revenue**

[www.hm-treasury.gov.uk](http://www.hm-treasury.gov.uk)  
[www.inlandrevenue.gov.uk](http://www.inlandrevenue.gov.uk)