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| <p>REPORT OF DIRECTOR OF CORPORATE SERVICES</p> <p><u>Education, Young People & the Welsh Language Scrutiny Committee</u></p> <p><u>31st January 2024</u></p> <p><u>REVENUE BUDGET STRATEGY 2024/25 to 2026/27</u></p> <p><u>(Copy of Cabinet report 15/01/2024)</u></p> | | |
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1. INTRODUCTION

- 1.1. Cabinet in September 2023 received a report on the Revenue Budget Outlook for 2024/25 to 2026/27 which appraised Members of the financial outlook and the proposals for taking forward the budget preparation.
- 1.2. This report provides Members with the current view of the Revenue Budget for 2024/25 together with indicative figures for the 2025/26 and 2026/27 financial years. The report is based on officers’ projections of spending requirements and takes account of the provisional settlement issued by Welsh Government on 20th December 2023.
- 1.3. Whilst significant work has already been undertaken in preparing the budget, this report represents an initial position statement which will be updated over the coming months as the budget is further developed, council members are engaged and public consultation takes place. The final settlement is expect to be published by Welsh Government on 27th February 2024 alongside the WG budget, the day before full council meets to agree the final budget.
- 1.4. The report is broken down into seven parts:
 - Funding Projections/Provisional Settlement
 - Budget Requirement
 - Impact on the Authority’s budget strategy, including risks
 - Consultation
 - Wellbeing of Future Generations
 - Conclusion
 - Recommendations

2. FUNDING PROJECTIONS/PROVISIONAL SETTLEMENT

- 2.1.** The provisional settlement was announced on Wednesday 20th December 2023, the latest date this has ever been provided. Provisional figures for individual Local Authorities were provided for 2024/25, with no indicative figures beyond that year. The combination of these two factors exacerbate the already significant challenges faced by Local Authorities in developing plans for a legally balanced budget and our duty to prepare a Medium Term Financial Plan (MTFP).
- 2.2.** The Westminster Autumn Statement was announced in November 2023, which in previous years has provided a significant increase in the Welsh Government funding envelope, used the estimated £25bn fiscal headroom to reduce employees national insurance, with no meaningful uplift in public spending. Whilst business rates relief in England is continued at 75% for retail, leisure and hospitality, WG have reduced this figure to 40% in Wales (capped at £110,000 relief), with the NNDR multiplier also increasing by 5% from 53.5p to 56.175p
- 2.3.** The main points of the Provisional Settlement 2024/25 on an all Wales basis are as follows:
- 2.3.1. Local government revenue funding for 2024/25 set at £5.690 billion, an increase of 3.1% (£170 million) compared to 2023/24 (on an all Wales basis) .
 - 2.3.2. The Settlement figures for Carmarthenshire are an increase in the provisional settlement of 3.3% (£11.0 million). The Aggregate External Finance (AEF) therefore increases to £349.441 million in 2024/25.
 - 2.3.3. No funding allocated for either Teachers’ or Firefighters’ pension increases, as this mechanism has not yet been worked through between Westminster and Welsh Government. Whilst this is assumed to be a nil impact on our funding position, this is a significant risk until formally confirmed, with a value of c. £4m.
 - 2.3.4. The Minister’s letter accompanying the settlement stresses that all available funding has been provided, and Local Authorities “must therefore accommodate” costs such as the September 2024 Teachers pay deal, although there is no clarity on what has been assumed.
 - 2.3.5. There is a funding floor to ensure no authority receives less than 2%, however the value is minimal (£1.3m) and so has had little effect on the actual distribution between individual Local Authorities, ranging from +2% (Gwynedd, Conwy) to +4.7% (Newport). These variances are driven by updates to key datasets which influence the funding allocation, such as relative population changes, the number of

Universal Credit Claimants and eligible Free School Meal Pupils in particular areas.

This settlement is marginally above our planning figure of a 3.0% increase and provides £0.9m more than our original assumption. Whilst this is welcome, the inflationary, pay awards and pressures increases far exceed the funding provided. To put this into context, the additional budget required in 2024/25 to meet the cost of pay awards alone totals £15m.

In particular, no additional funding has been provided to meet the inherent budget shortfall going forward as a result of either the uplift in Teachers pay (set by Welsh Government), nor the 2023 NJC pay award (set by national pay bargaining). Welsh Government recognise that this is the most challenging settlement since devolution.

- 2.4.** We have set our Medium Term Financial Plan (MTFP) assumptions for 2024 and beyond to accommodate the continued easing of inflation, back to the Bank of England CPI target of 2%. In line with the current MTFP, a key assumption is that across our workforce, pay awards track the prevailing inflation rate over the medium term.

Against this level of increasing costs, the outlook for Welsh Government Funding and Local Authority Settlements, as forecast by Wales Fiscal Analysis (part of Cardiff University) appears bleak, with 2 slightly different scenarios:

| YoY % change (nominal) | | 2025/26 | 2026/27 |
|-----------------------------|----------------------|----------------------|----------------------|
| Central Scenario | WG budget | 1.7% (+£358m) | 2.1% (+£435m) |
| | LA settlement | -0.3% | -0.5% |
| Alternative Scenario | WG budget | 2.5% (+£518m) | 2.8% (+£589m) |
| | LA settlement | 1.0% | 0.7% |

With no formal indication of forward funding, and the added uncertainty of elections for both UK Government (before January 2025), and Welsh Government (May 2026) combined with a new Welsh First Minister, our assumptions are based on the alternative scenario, which aligns broadly with UK Government’s spending plans before the Truss/Kwarteng budget event.

Either scenario marks a de facto return to austerity. These figures are the lowest since 2019/20 – whilst that was an incredibly challenging budget to balance, the increased scale of inflationary and unavoidable pressures cannot be overstated – the 2019/20 Carmarthenshire draft

budget included a mere £2.2m for unavoidable pressures vs the £15.4m which this paper provides for in paragraph 3.4.2 below. Years 2 and 3 of the MTFP may be our hardest yet.

The financial model forecasts a requirement for £37m savings over the three year MTFP period.

Details of the many Welsh Government Service Specific Grants were provided alongside the provisional settlement on 20 December 2023 at an all-Wales level. For 2024/25, as has been standard over several years, most remain at the same cash value to previous years, which will in reality reduce outputs. This has been true for a number of years, and it is important to recognise the genuine and unavoidable impact this will have on outputs. There is a high value of grants which underpin statutory services across education, social care and universal services such as waste. With the level of general inflation as well as pay awards at a much higher level, the impact of this next year will be significant.

2.5. There are however some important updates to specific grants:

- The Social Care Workforce Grant (£45m all Wales in 2023/24) has been reduced by £10m (22%). The grant was originally introduced by WG to help meet wage cost pressures within the commissioned sector, and therefore underpins core service delivery, so is essentially an additional budget pressure.
- WG have merged around 20 historic Education grants into just four, with a total value of more than £380m across Wales. Notably funding previously earmarked for regional consortia working is now provided directly to Local Authorities. Both of these changes have the potential to increase flexibility according to local need and reduce administration costs, however this will be dependent upon actual grant terms and conditions, which are not yet known.

With the exception of c. £3-4m of temporary new curriculum funding which is diverted to pay for Mutual Investment Model financing costs going forward, Education grants are essentially flat in cash terms year on year, therefore does not allow for the obvious additional cost of either nationally agreed NJC pay awards, or the Welsh Education Minister's increase in teachers' salaries of an additional 3% announced in March 2023 following the previous WG budget.

The Funding which Welsh Government provided in 2023/24 towards both the uplifted Teachers' pay offer and holiday Free School Meal payments has ceased. This has instead been diverted to cover the additional £30m required for the rollout of Universal Free School Meals across all primary pupils. The Recruit Recover and Raise Standards (RRRS) grant has been protected, instead of the planned reduction.

Following a drawn out process, WG have finally increased the Universal FSM value from £2.90 to £3.20 per meal. Whilst this is unlikely to meet the true costs of the provision within Carmarthenshire, it should in part mitigate the current year overspend position continuing into next year.

The Minister's letter makes it clear that there is potential to transfer some current grants into the RSG as part of the final settlement. Whilst in principle this is a positive step, it requires that WG remove specific conditions around delivery/expenditure – without this change, it is unlikely to bring any efficiencies/benefits of greater local control. In addition, whilst the grant conditions may be removed by WG, there may still be a requirement to deliver this element of service at an Authority level, therefore the transfer of funding will need to be passported to the service to ensure continued delivery.

In March 2023, Full Council agreed to apply premiums to both second and empty homes, recognising the policy goal of incentivising properties being brought back into use to ease pressures of local housing demand. From April 2024, both will attract a 50% premium, which has provided a significant uplift to the tax base, as approved by Cabinet in December 2023. This increase has been applied to budget forecasts, yielding an additional estimated £1.7m. A review of the impact of this policy will take place during the year and Cabinet will consider further potential increases in premium, whilst also assessing whether more properties have come back into use.

3. BUDGET REQUIREMENT 2024/25

3.1. Current Years performance (2023/24)

3.1.1. As the Authority's core spending requirement remains constant year on year, a review of current year's

performance is important in identifying whether there are any underlying problems within the base budget

3.1.2. The current projection for the Revenue Outturn for 2023/24 (based on the October 2023 monitoring) is as follows:

| Service | Approved Budget £'000 | Total Expenditure Forecast £'000 | Variance Forecast For Year £'000 |
|-----------------------------------|----------------------------------|---|---|
| Chief Executive | 20,640 | 20,258 | -382 |
| Communities | 131,166 | 134,815 | 3,649 |
| Corporate Services | 31,520 | 30,708 | -812 |
| Education and Children's Services | 202,813 | 209,583 | 6,770 |
| Place and Infrastructure | 68,871 | 70,545 | 1,675 |
| Departmental Expenditure | 455,010 | 465,910 | 10,900 |
| Unfunded Pay offers | | | 0 |
| Corporate contingency | 1,510 | | -1,510 |
| Capital Charges | -19,513 | -22,513 | -3,000 |
| Levies and Contributions | 13,334 | 13,334 | 0 |
| Transfer to/ from Reserves | 0 | -1,078 | -1,078 |
| Net Expenditure | 450,341 | 455,654 | 5,312 |

The main reasons for the departmental variances are as follows:

- Chief Executive's Department: underspends on member allowances and travelling and vacant posts across the department, offset by People Management overspends, increased Coroners costs and a shortfall on Land Charges income.
- Communities Department: overspends across all service areas except Physical Disabilities. The most significant areas are Older People Residential and Home Care budgets, and both supported living and residential care for adults with Learning Disabilities and Mental Health needs. Additionally, Leisure is also overspent, primarily due to challenges breaking even in the first year of the Pendine Attractor project.
- Corporate Services: there are underspends on pre-Local Government Reorganisation pension costs, and vacancies in housing benefits administration, partially offset by an overspend in card payment fees.
- Education and Children's Services: Significant overspends in children's services driven by increased demand, agency costs

and high rates for commissioned residential placements (more information provided in paragraph 3.4.2 below). There are also overspends arising from school meals and primary breakfasts.

- Place and Infrastructure Department: Temporary higher costs due to the interim phase of the waste strategy rollout, increased tender prices for school transport and reduced car park usage post-pandemic, offset by vacant posts across a range of services.

At this point the Authority is currently forecasting an overspend of £5.3 million which will need to be met from general balances. **It is imperative that any structural issues causing this are dealt with in next year’s budget as this is not a sustainable financial position.**

3.2. Validation

3.2.1. Validation reflects the changes in expenditure requirements to deliver the **current level** of services in future years. Primarily this is inflation, but also includes some service specific changes. The key validation factors are as follows:

| | <u>2024/25</u> <u>Original</u> | 2024/25 Proposed | 2025/26 | 2026/27 |
|------------------------------------|-----------------------------------|-----------------------------------|----------------|----------------|
| General inflation - Expenditure | 3.0% | 4.0% | 3.0% | 2.0% |
| General inflation - Fees & Charges | 3.0% | 4.0% | 3.0% | 2.0% |
| Electricity & Gas | -10.0% | £(3.0)m | -10.0% | 0.0% |
| Fuel | 3.0% | 0.0% | 0.0% | 0.0% |
| Pay Inflation - non teaching | 3.0% | 4.0% | 3.0% | 2.0% |
| Pay Inflation - Teaching | 3.0% | 4.0% | 3.0% | 2.0% |
| NI increase | nil | nil | nil | nil |
| Levies (see para 3.2.9) | 3.0% | 8.6% | 3.0% | 2.0% |
| Pension Contributions | nil | nil | nil | nil |
| Capital Charges | £500k | nil | £500k | £500k |

3.2.2. Following last year’s unprecedented increase in energy costs, the values have thankfully reduced, albeit not fully. The rates procured by Crown Commercial Services provide a £3m year on year saving towards bridging our budget gap, and with indications of a further £1m for 2025/26, which is built into our budget calculations.

3.2.3. The Council’s 2023/24 budget was set on the basis of a 5% pay award for both NJC staff (the largest share of our payroll by value and staff numbers) and Teachers. This was, for the

second year running, insufficient to meet nationally agreed awards, as follows:

- 3.2.4. The April 2023 NJC award has now been agreed at a flat value of £1,925 across grades up to SCP 43 (locally Grade L), with 3.88% for staff above this and 3.5% for Chief Officers. When combined with annual incremental drift (now that we are budgeting on individual officer salaries rather than top of scale), the cost is some £3.5m above budget. The “catchup” must be built into the budget calculations for 2024/25. We have assumed 4% next year on the basis of falling inflation.
- 3.2.5. In March 2023, after the WG budget had been finalised, the Welsh Education Minister responded to Teacher strike action with an improved offer covering both September 2022 and September 2023. Temporary (and insufficient) grant funding was provided for the 2023/24 financial year, however Welsh Government has not had enough resources to meet the obvious cost which needs to be built into recurrent budgets going forward, therefore leaving this as an unfunded pressure for local authorities. The value of this shortfall is £3m for Carmarthenshire, of which thankfully only £1.5m needs to be added due to prudent budget assumptions taken last year. Looking ahead to the September 2024 award, which is within WG discretion, the Minister’s letter is clear that this must be accommodated within the settlement, however the planning assumption which WG have used is neither publicly available nor are officials able to provide any greater clarity on this point. Our draft budget assumes 4% for next year, with a recognition that any extra above this would be unfunded and represent an explicit significant risk. Every 1% is worth approximately £1m.
- 3.2.6. Given uncertainty over the forward trajectory, the previous MTFP planning assumption aligned future pay awards with the prevailing rate of inflation. Whilst this remains a prudent and reasonable assumption, any lead or lag may inevitably create a temporary budget imbalance which will need to be corrected. This is compounded by a clear mismatch between actual inflation experienced in the economy and forecasts at the time of multi year budget setting. This is acutely true for Westminster department budgets, last set in the 3 year comprehensive spending review back in 2021. These in turn largely determine Welsh Government’s budget changes through the Barnett consequential mechanism, with WG stating that next year’s funding envelope is worth £1.3bn less as a result of the inflationary effect.

3.2.7. Against these extraordinary increases, we are proposing to implement a “vacancy factor”. Pay budgets have historically been set assuming all teams are fully staffed. This is in practice never achieved – there is inherent staff turnover arising from retirements, internal promotions, external recruitments etc. This budget approach is prudent but leads each year to an underspend, but this will vary from team to team, and from year to year depending on individual circumstances. To help bridge the budget shortfall, the budget includes £2m as a “vacancy factor”. This will be apportioned across council departments, with the exception of delegated school budgets (as they are governed by the fair funding formula). A proportion of this can be met from normal turnover, but where this is insufficient, departments will need to hold posts vacant for a sufficient time to achieve the target saving. This will inevitably lead to a reduction in service levels and/or longer waits in some service areas, but will help mitigate from more adverse budget reductions which could lead to the permanent removal of some services.

3.2.8. The 2023/24 budget includes a remaining contingency budget which it was recognised at the time of budget setting needed to at least partially offset the scale of the April NJC employers pay offer. This is now fully released in the 2024/25 budget, leaving no explicit in-year contingency.

Additionally, the scale of the revenue budget pressures are such that our standard assumption of a £500k increase in capital charges has been removed. This reduces the revenue budget shortfall, however it has an inevitable consequence of limiting the addition of any new schemes to the capital programme.

3.2.9. We understand from the Fire Authority that their indicative budget assumed a levy increase of 9.4%, overall, but factoring in population adjustments across constituent authorities, the increase is 10.4% for Carmarthenshire. Of this, 1.8% relates to increased employer pension contributions, with the remainder primarily driven by nationally set pay awards, combined with specific service pressures, the largest of which is Welsh Government’s withdrawal of the Firelink grant. As set out in paragraph 2.3.2 above, we must assume the pensions element will be fully provided for either through an increased final settlement or direct grant award. Our budget therefore provides

in full for the core 8.6% increase, adding £1.1m to our budget requirement.

3.2.10. As a result of these factors, validation adds over £23 million to the current year’s budget.

3.3. Cost Reduction Programme

In anticipation of the settlement challenges, significant work to review service efficiencies/rationalisation proposals has been undertaken.

3.3.1. The savings targets set for each financial year are as follows:

| | 2024/25 £m | 2025/26 £m | 2026/27 £m |
|-------------------------------------|---------------|---------------|---------------|
| Original target – MTFP (March 2023) | 6.448 | 4.445 | n/a |
| Budget Outlook (September 2023) | 7.900 | n/a | n/a |
| Proposed Savings (inc shortfall) | 13.562 | 12.098 | 11.005 |

3.3.2. Accordingly, departments have developed a range of proposals, and these efficiencies are included in **Appendix A** of this report.

- The efficiency proposals are categorised as follows:

Managerial – Efficiencies that result in no perceivable change to the overall level of service delivery.

Policy – Efficiency or service rationalisation proposals that will directly affect service delivery.

| | 2024/25 £m | 2025/26 £m | 2026/27 £m |
|------------------|---------------|---------------|---------------|
| Managerial | 6.439 | 2.465 | 2.024 |
| Existing Policy | 0.088 | 0.365 | 0.730 |
| New Policy | 4.234 | 0.574 | 0.685 |
| Vacancy Factor | 2.000 | | |
| Total | 12.761 | 3.404 | 3.439 |
| Shortfall | 0.801 | 8.694 | 7.566 |

(Detail at **Appendix A**)

Whilst these budget reduction proposals cover a broad range of services, the common factor is the impact upon our workforce. It is more than a decade since the start of Austerity and the

continual pressure on staff to maintain services whilst doing more with less. Local Authorities' incredible response to the pandemic, whilst is a source of great pride, has only exacerbated this – raising the level of expectation with the public, putting increasing and potentially unsustainable pressure on staff.

- 3.3.3. More work will need to be undertaken to further develop these efficiencies. Years 2 and 3 in particular will require radical and perhaps unprecedented change to bridge the scale of the budget gap.

3.4. New Expenditure Pressures and contingency

- 3.4.1. New expenditure pressures are the combinations of additional cost to meet existing service needs e.g. increased client base/greater service take up and the costs of meeting change in service provision e.g. policy changes.

- 3.4.2. The original budget outlook report included £7.5 million per annum to meet growth pressures, an increased figure based on the experience of recent years.

Despite this adjustment, a much higher value of initial growth bids were received from departments, totalling more than £26 million. Based on an evaluation of the value and unavoidable nature of pressures submitted, initial indications are that many of the submissions are genuinely unavoidable and have already been constrained where practical. At this stage in the budget development, and pending further analysis to be undertaken by Directors, an indicative sum of £15.4 million has been allocated across departments (Appendix B).

The most significant area of pressures is within Children's services. Carmarthenshire has long had the lowest number of looked after children per capita of any Local Authority in Wales, with a strong emphasis on early intervention and prevention, and very low numbers of complex residential placements. This has provided a significant financial dividend over many years, allowing continued investment in wider services which have benefitted citizens. Nationally, there has been an unprecedented increase in demand during and since the pandemic. Increased costs were initially mitigated through covid grants, with the increase in many local authorities reporting significant overspend and consequently unavoidable pressures. In 2022/23, the service overspent by £3.6m and this is forecast to increase to £6.5m for 2023/24, due to a combination of acute social worker shortages, increased disability costs and a sharp increase in both the number and cost of residential placements. This last point is, ironically, exacerbated by the national "profit elimination" agenda, which is removing the incentive for the commissioned sector to invest in capacity building, and so leading to a market failure.

Following detailed, intensive work by senior officers, led by the deputy Chief Executive, budget growth of £5.5 million is allowed next year. This will provide sufficient funding to grow our workforce to the required level, as well as invest in two new in-house residential facilities, and meet known commitments to families of disabled children. It will need to be augmented by reserve funding for commissioned residential placements as they gradually reduce, and a further increase in the base budget in 2024/25 as new facilities become operational, including a planned third residential home.

Adult social care is also under significant financial pressure. This is largely explained by three factors:

- Another double digit increase the Foundation Living Wage, which WG mandates Local Authorities to pay the commissioned care sector, but the increased cost is not met in the settlement.
- Demand pressures were in effect suppressed both by the pandemic (families were better able to meet care needs with increased homeworking and may also have been concerned about residential care), combined with known capacity issues which have begun to abate.
- Ambitious budget reduction targets requiring transformational change, combined with whole system capacity constraints.

There is potential to ease the pressure through a possible change to the weekly cap of £100 for client contributions which applies in Wales. This has remained unchanged since 2021 despite an unprecedented increase in care costs over same period. A national debate is urgently needed over where the increasing costs should be met, as the current funding model is clearly unsustainable.

3.4.3. New expenditure pressures funding adds £15.4 million to the budget. The detail is provided at **Appendix B**.

3.4.4. In addition to new pressures, it is necessary to reinstate departmental budgets for prior year unmet savings – i.e. savings proposals relating to financial year 2022/23 which it has not been possible to deliver, totalling £646k, as shown in the following table:

| Service / Proposal | Value undelivered £000s |
|---|----------------------------|
| People Mgt – realignment of OD, Income generation | 67 |

| | |
|--|------------|
| Childrens –Garreglwd Income | 150 |
| Education – Music service travel; EOTAS recoupment and ALN assessment unit | 159 |
| Leisure – Franchises | 25 |
| Adult social care – Supported living rightsizing | 115 |
| Highways – parking and road safety | 130 |
| Total | 646 |

It should be noted that the savings position for the current year represents a further risk looking ahead. Based on the October monitoring, there is a total of £3.3m which is not yet delivered

3.5. Schools Delegated Budgets

3.5.1 Our MTFP approach is to provide in full for known pressures to school budgets including inflationary costs and pay awards. Until last year, for a long period this also did not require any budget reduction proposals.

In 2023/24 delegated school budgets represent more than 30% of the authority’s net revenue budget. Given the scale of the financial challenge again this year, it is impossible to shield schools without having a disproportionate impact on other areas. This budget therefore includes a £3.5m saving applied, which is consistent with the level of savings required of other areas of council services.

Members should also note that as outlined in paragraph 2.5 above, the planned reduction to the RRRS grant has been reversed, which will at least provide partial mitigation.

3.6. Internal Funding

3.6.1. Generally speaking, whilst the use of reserves to support annual budgets should not be summarily discounted, it must be treated with caution. Funding on-going expenditure from such funds merely defers and compounds difficult financial problems to the following year. One-off items of expenditure within any budget proposal lend themselves better for such funding support.

3.6.2. In deliberating this point however, members must bear in mind any **inherent risks** that may be built into the budget strategy. These include:

- Constrained public finances at both Westminster and Welsh Government level, with an increased debt servicing burden and taxation levels already at an all-time high

- Schools' ability to set and deliver balanced budgets next year. This will require clear prioritisation from governing bodies and an acceptance that difficult decisions will need to be taken
- Cash-flat grants again next year, which inevitably will either reduce outputs, or increase pressure on core departmental budgets
- 2023 NJC and Teachers Pay awards – our 4% assumption may be insufficient
- Any worsening of the Children's Services position, or delays to delivery of the recovery plan.
- Adult Social care delivery – it is acknowledged that the funding position is extremely challenging
- A stable position on empty homes – with the increased premium offsetting the lost income from homes brought back into use
- Council Tax reform potentially leading to difficulties achieving current collection rates

As noted in last year's MTFP, the Westminster Government Autumn statement 2022 indicated much of the fiscal tightening is planned in the three years following the next General Election. This position remains unchanged.

3.6.3. The following table summarises the main categories of reserves held by the Authority.

| | 1 st Apr 2023 £'000 | 31 st Mch 2024 £'000 | 31 st Mch 2025 £'000 | 31 st Mch 2026 £'000 |
|--------------------|--------------------------------------|---------------------------------------|---------------------------------------|---------------------------------------|
| Schools Reserves | 11,124 | 2,379 | 2,379 | 2,379 |
| General Reserves | 14,756 | 9,444 | 9,444 | 9,444 |
| Earmarked Reserves | 142,868 | 103,699 | 58,359 | 43,166 |

School Reserves

- Schools have delegated responsibility for the management of their own finances. The level of reserves held by an individual school at any point in time will depend on a number of factors including the level of contingency fund that the school governing body considers appropriate, and the particular plans each school has for expenditure. Officers have yet to be informed of any transfers to/from these reserves by individual schools for future years.
- Legislation allows schools to carry forward reserves from one financial period to another. The School Funding (Wales) Regulations 2010 requires schools to limit their accumulated reserves at year end to £50,000 for Primary Schools and £100,000 for Secondary and Special Schools or 5% of their

budget dependent on what is greater. School Improvement officers are currently working with schools to ensure they comply with the guidance. As at 31st March 2023, 24 primary, 2 secondary and 1 special schools were in deficit.

3.6.4. **General Reserves**

- In the changeable and challenging environment currently facing Local Government, the Authority is committed to maintaining a reasonable level of General reserves or Balances. Whilst there is no prescribed minimum level for Balances, Council has previously deemed 3% of net expenditure as being a prudent level, which has been accepted by our Auditors as being reasonable
- The overall level of balances is taken into consideration each year when the annual budget is set and has on occasions been utilised to augment expenditure/reduce council tax. The 2023/24 budget was set on the basis of no transfers from the General Reserves. Based upon the October Budget monitoring (outlined in paragraph 3.1.2 above) there could be a draw on General Reserves of £5.3m and a fall of £8.8 m in school balances at the end of the current financial year – taken together we are, in effect, spending 3% more than our current year budget. The Corporate Management Team has already responded to this position, with measures including the current recruitment freeze, the Children’s Services recovery plan and enhanced financial communication to schools regarding the severity of the situation.
- The budget proposals therefore assume nil contribution from general reserves in support of the recurrent revenue budget requirement in 2024/25.
- Taking account of the proposals within this report, and the corrective actions being undertaken in respect of the current year overspend position, the Director of Corporate Services confirms that overall the estimated level of financial reserves (as indicated above) is adequate for the financial year 2024/25, but is also very conscious of the significant risks highlighted in paragraph 3.6.2 of this Budget Strategy.

3.6.5. **Earmarked Reserves**

- The Authority holds earmarked reserves which have been set up to finance the delivery of specific projects, or in protecting the

authority against future liabilities or issues. The reserves can be summarised as follows:

| | 31 March 2023 £'000 | 31 March 2024 £'000 | 31 March 2025 £'000 | 31 March 2026 £'000 | 31 March 2027 £'000 |
|---------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|
| Insurance | 13,655 | 13,655 | 14,155 | 14,155 | 14,155 |
| Capital Funds | 52,744 | 35,358 | 14,630 | 7,204 | 4,204 |
| Development Fund | 1,064 | 793 | 1,880 | 1,962 | 2,043 |
| Corporate Retirement Fund | 6,241 | 5,705 | 4,704 | 3,720 | 4,655 |
| Joint Ventures | 1,613 | 1,512 | 1,411 | 1,310 | 105 |
| Other | 67,551 | 46,676 | 21,579 | 14,815 | 12,881 |
| TOTAL | 142,868 | 103,699 | 58,359 | 43,166 | 38,043 |

- As can be seen from the table above the level of earmarked reserves fluctuates greatly year on year, and whilst the level in each fund is not an exact science it is based on an informed estimate and past experience of the likely call on the authority in future years in line with the intended purpose of each reserve. Great care must therefore be taken when considering utilising such funds for purposes other than those which they were created as this could lead to the authority being faced with substantial unfunded liabilities in the future.
- In constructing next year's budget, there are two areas when it is deemed reasonable and prudent to draw on earmarked reserves:
 - Childrens residential placements, which are expected to reduce as new Local Authority operated facilities become operational – this will be met by the RSG reserve
 - Ongoing support for Interim waste service costs, recognising that the current waste service is more expensive than the forecast cost of implementing the full WG blueprint model. Where these costs cannot be met from existing budgets, there may be a need to draw on departmental earmarked reserves.
- The Director is very conscious of the ongoing commitment to capital projects (particularly in light of acute cost escalation on high profile schemes) and of the demand on future services and

therefore feels the earmarked reserves position will need to be monitored closely going forward.

4. IMPACT ON THE AUTHORITY’S BUDGET STRATEGY

The table below provides an updated position on the current financial outlook taking account of the provisional settlement and also other recent validation changes.

4.1. The Current Financial Outlook (updated for the Provisional Settlement) is set out in the table below:

| | Current MTFP | | Proposed Financial Model | | |
|---|------------------|------------------|--------------------------|------------------|------------------|
| | 2024/25 £'000 | 2025/26 £'000 | 2024/25 £'000 | 2025/26 £'000 | 2026/27 £'000 |
| Previous Year’s Budget | 450,330 | 463,357 | 450,341 | 470,851 | 479,660 |
| General Inflation | 3,879 | 2,609 | 5,771 | 4,451 | 3,058 |
| Energy | -1,408 | 0 | -3,000 | -1,091 | 0 |
| Pay Inflation | 8,053 | 5,662 | 15,407 | 8,364 | 5,688 |
| Other, incl capital charges and release of corp contingency | 1,452 | 1,279 | 511 | 1,683 | 1,511 |
| Growth | 7,500 | 7,500 | 15,382 | 7,500 | 7,500 |
| Savings proposals incl vacancy factor | -4,384 | -3,996 | -12,761 | -3,404 | -3,439 |
| Further savings to be identified | -2,064 | -449 | -801 | -8,694 | -7,566 |
| Funding unallocated | Nil | Nil | Nil | Nil | Nil |
| Net Expenditure | 463,357 | 475,961 | 470,851 | 479,660 | 486,411 |
| Funded by: | | | | | |
| Revenue Settlement | 346,522 | 355,179 | 349,441 | 352,929 | 355,400 |
| Council Tax Receipts | 116,835 | 120,783 | 121,410 | 126,730 | 131,012 |
| Council Tax Increase: | 4.00% | 3.00% | 6.50% | 4.00% | 3.00% |

4.2. The total of budget reductions now required for 2024/25 is £13.6m and for the 3 year period are estimated at £37m.

4.3. The 2024/25 budget contains a budget shortfall of £801k, which has not been met. Members will need to consider whether this should best be

delivered through increased council tax levels, fees and charges or further budget reductions (yet to be identified). This shortfall, unprecedented at this stage of the budget development, must be considered alongside:

- 4.3.1. Responses to the consultation process
- 4.3.2. Clarification of specific grants – including the inflationary impact of reduced outputs
- 4.3.3. Further growth pressures not currently addressed
- 4.3.4. Changes in assumptions on inflation and pay offers
- 4.3.5. Changes arising from the final settlement

5. CONSULTATION

Budget consultation has been planned for the coming month and a summary of the individual approaches are as follows:

- 5.1. Members seminars. (15-19 January 2024)
- 5.2. The public consultation was launched on 21 December 2023 and will run until 28 January 2024
- 5.3. Town & Community Councils meeting on 17 January 2024
- 5.4. Commercial ratepayers consultation in January 2024
- 5.5. Consultation with Scrutiny Committees 25-31 January 2024.
- 5.6. Consultation with the Schools Budget Forum on 23 January 2024
- 5.7. Trade Union Consultation meeting on 22 January 2024

6. WELLBEING OF FUTURE GENERATIONS (WALES) ACT 2015

6.1. In considering the budget proposals, members need to take into consideration the requirements of the Wellbeing of Future Generations (Wales) Act 2015. The Act requires that we must carry out sustainable development, improving the economic, social environmental and cultural well-being of Wales.

‘... the public body must act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs’

6.2. In doing so, we must demonstrate the following 5 ways of working:

- Looking at the long-term so that we do not compromise the ability of future generations to meet their own needs

- Understanding the root causes of the issues to prevent them recurring
 - Taking an integrated approach so that we look at all well-being goals and objectives of other services and partners
 - Collaboration – Working with others in a collaborative way to find shared sustainable solutions
 - Involving a diversity of population in decisions that affect them
- 6.3.** Our Corporate Strategy was revised for 2022-27. Our revised Well-Being objectives are:

1. Enabling our children and young people to have the best possible start in life (Start Well)
2. Enabling our residents to live and age well (Live & Age Well)
3. Enabling our communities and environment to be healthy, safe and prosperous (Prosperous Communities)
4. To further modernise and develop as a resilient and efficient Council (Our Council)

7. CONCLUSION

- 7.1.** Currently the budget proposals assume the full delivery of all of the savings proposals submitted.
- 7.2.** Work needs to be undertaken to further develop the cost reductions for years 2025/26 and 2026/27 to be able to maintain the current Budget Strategy and level of council tax. Departments will be working over the forthcoming year to refine these savings, but it is likely that radical options will be required.
- 7.3.** The critical importance of minimising the level Council Tax increase for our residents is recognised alongside the requirement to set a legally balanced budget in the context of significant uncertainty in future funding settlements.
- 7.4.** Given the current risks around this Budget Strategy and the ongoing inflationary backdrop, the Council Tax increase next year has been amended to 6.5%, seeking to mitigate reductions to critical services valued by our residents. In years 2 and 3, the financial picture remains uncertain, and as such we have modelled indicative Council Tax increases of 4% and 3% purely for planning purposes, seeking to strike a balance with budget reductions. This partially alleviates the scale of the reductions proposals which the council needs to consider over future years of the Medium Term Financial Plan.

- 7.5.** Over the coming weeks and part of the refining of the Medium Term Financial Plan where the Authority gets further clarification on costs and grant funding and feedback on the consultation, the Authority will aim to limit the Council Tax increase as far as possible.

8. RECOMMENDATION

8.1. That Cabinet:

- 8.1.1. Note the contents of the report and approve the three year Budget Strategy 2024/25 – 2026/27. This strategy will be used to support the budget consultation and form the basis of the final budget proposals.
- 8.1.2. Note the budget reductions/savings proposals in Appendix A, which will be considered as part of the consultation.
- 8.1.3. Note the 2024/25 shortfall of £801k in the current strategy, for which increased funding or cost reductions will need to be identified at the completion of the consultation as noted in paragraph 4.3.
- 8.1.4. Note that this MTFP includes a proposal to use reserve funding to support one off costs for Children Services.