

DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO	
CHIEF FINANCIAL OFFICER	COUNCIL	12 FEBRUARY 2024	9	
MEDIUM TERM FINANCIAL STRATEGY - FINANCIAL FORECAST UPDATE				
2023/24 TO 2027/28				

PUBLIC ITEM

This item is for consideration in the public part of the meeting.

RELEVANT LEAD MEMBER

This item is within the remit of Lead Member for Finance and Resources (Councillor Ellie Gaunt).

PURPOSE OF THE REPORT

This report provides Members with an update of the financial forecast for the council for the five years 2023/24 to 2027/28. The main purpose of this iteration of the forecast is to reflect the impact of the provisional 2024/25 Local Government Finance Settlement, details of which were announced on 18th December 2023. The assumptions set out in this forecast are the latest best estimates and will be updated as and when further information is made available. This report was considered at the Executive Committee meeting on 30th January 2024.

RECOVERABILITY

This decision is not recoverable because it relates to a recommendation to the council.

RECOMMENDATION

Council is recommended:

1. To note the implications of this updated financial forecast.

REPORT

1. PURPOSE OF THE FINANCIAL FORECAST UPDATE

1.1 This report updates the financial forecast which was considered by the Executive Committee and by Council in December 2023. Attached at Appendix A is the financial forecast position reported to Members at Budget Council in March 2023. Appendix B shows the general assumptions underpinning the base forecast, whilst Appendix C sets out the latest changes and Appendix D sets out the supporting narrative to the latest changes. Appendix E details the latest updated forecast position.

- 1.2 The forecast has been updated to reflect the estimated impact of the 2024/25 Local Government Finance Settlement, announced on 18th December 2023.
- 1.3 This latest financial forecast update is designed to:
 - Present an updated five-year financial forecast for revenue following the announcement of the Local Government Finance Settlement in December 2023;
 - Review the currently identified risks and opportunities;
 - Alert Members to any new specific risks and opportunities;
 - Inform Members of any changes required to budgets due to external factors outside the Council's control; and,
 - Provide a basis upon which Members can consider future spending and budget decisions.

2. THE CAPITAL PROGRAMME

- 2.1 The in-year position on the Capital Programme, along with the associated financial risks, was reported at the November meeting of the Internal Affairs Scrutiny Committee. Following this, in December 2023 both Executive Committee and Council received updates on the council's Medium Term Financial Strategy (MTFS) which included details of the capital programme.
- 2.2 Any future capital financing issues facing the Council will be addressed as part of the Council's budget proposals for 2024/25 which will be published in mid-February 2024.

3. KEY CHANGES TO THE GENERAL FUND REVENUE BUDGET FORECAST

3.1 The changes to the General Fund Revenue Forecast are those arising from the Local Government Finance Settlement, together with some further in-year revenue budget changes identified as a result of ongoing budget monitoring. These are detailed below:

The 2024/25 Local Government Finance Settlement

On 18th December 2023, the Secretary of State for the Department for Levelling Up, Housing and Communities (DLUHC), Rt. Hon. Michael Gove MP, released a written statement to Parliament on the provisional local government finance settlement 2024-25. The papers can be viewed by clicking <u>here</u>. This followed a policy statement on the future of Local Government Finance published on 5th December, covering 2024 to 2025. The policy statement can be viewed here: <u>Local government finance policy statement 2024 to 2025</u>.

The bulk of the December 2023 policy statement confirms the announcements of the <u>2023/24 Local</u> government finance policy statement, released in December 2022 which was intended to provide councils with forward notice of the proposals for the 2024/25 settlement.

As such the 2024/25 provisional settlement is once again a single-year settlement and no details have been provided in respect of subsequent years.

The broad approach is based on a uniform roll-over of the core elements of the settlement; additional resources for priority services (in particular social care); balancing service pressures with taxpayer concerns through council tax referendum principles; and a fallback, by way of a minimum funding guarantee to ensure that all councils see a minimum increase in their Core Spending Power year on year.

The declared aim is stability for budgeting purposes (which in turn requires a delay to all significant policy changes). Consequently, the settlement contains no new public policy and no specific plans or timescales for the implementation of reform to the mechanisms by which local authorities are funded. Similarly, there are no new resources for service provision arising from the provisional settlement.

FURTHER DELAYS TO FINANCE REFORM

The history of proposed reform to local government financing mechanisms stretches back a number of years without significant progress on the matter.

The policy statement did confirm, however, that the government is 'committed to improving the local government finance landscape in the next Parliament', though no details of future reform are provided.

At the earliest, the implementation of any reform will not now be until 2025/26 - or realistically, depending on the timing and outcome of the General Election and the appetite of the new government for reform, until perhaps 2026/27.

The key points arising from the **Provisional Finance Settlement** for Fylde Council in respect of **2024/25** are:

a) Confirmation of acceptance of the bid by Lancashire authorities to continue to operate Business Rate Pooling arrangements for 2024/25

The continuation of a Lancashire-wide Business Rates Pool was confirmed for 2024/25, subject to no single member of the pool exercising their right to withdraw from the pool within 28 days of the Finance Settlement announcement (as per the terms of the pooling arrangement) which would cause the pool to end. It is not expected that any member of the Lancashire Business Rates pool will exercise this option for 2024/25. The latest in-year monitoring and future modelling suggest that continued participation in a Lancashire Business Rate Pool for 2024/25 will be of financial benefit to Fylde Council, as it has been since participation in the pool commenced.

b) Confirmation of a single year New Homes Bonus allocation in 2024/25

The provisional settlement confirms a single-year allocation for 2024/25 in the sum of £570k and that there are to be no changes to the New Homes Bonus until after the next election, contrary to the settlement announcement for 2023/24 which stated that there would be a review of the system during 2023.

Given that New Homes Bonus is a major source of funding for the Council this represents a significant risk to the overall level of future central government funding.

The forecast of New Homes Bonus income for 2024/25 has been updated in line with the provisional allocation announced in the settlement. In respect of all other years, due to the uncertainty surrounding future funding levels, the estimated amounts for 2025/26 onwards are in line with the allocation for 2024/25 and are subject to change as and when further announcements in respect of the scheme are made.

c) Other Government Grants for 2024/25

Other grant changes were also announced in respect of 2024/25 as part of the provisional settlement which for Fylde Council were as follows:

- Services Grant an allocation for Fylde of £12k in 2024/25 (reduced from £75k in 2023/24);
- Revenue Support Grant an allocation for Fylde of £104k (increased from £98k in 2023/24) and
- The continuation of the "one-off/for 2023/24 only" Funding Guarantee Grant for with an allocation for Fylde of £941k in 2024/25 (increased from £871k in 2023/24). The Funding Guarantee grant aims to ensure all local authorities receive a minimum 3% "Core Spending Power" increase from 2023/24, excluding any funding from increases to 2023/24 council tax levels. Core Spending Power is a measure used by the government of the resources available to local authorities to fund service delivery. It sets out the money that has been made available through the Local Government Finance Settlement. The calculations made by the government to assess Core Spending Power assume that business rate income is receivable at the baseline level, whereas actual business rate income is subject to variation from the baseline level. The calculation also estimates the council tax base for the coming

year based on the average increase on the tax based over the last 4 years, whereas the actual tax base for 2024/25 is below the average increase of the last 4 years.

These updated grant allocations for 2024/25 have been reflected in the summary at Appendix E to this report.

d) Confirmation of the 2024/25 General Council Tax Referendum Principles

The council tax referendum limit for 2024/25 will be 2.99% for local authorities, with an additional 2% social care precept allowed for social care authorities (not Fylde). The 2.99% figure is the same as that for 2023/24 and is the level of increase that is assumed by DLUHC when calculating the core spending power of individual councils. Appendix E of this report assumes an increase in council tax of 2.99% per annum in line with the maximum amount that can be applied without the requirement for a local referendum on this matter.

3.2 Estimates of Government Funding Beyond 2024/25

- 3.3 Estimating the level of funding for local authorities beyond 2024/25 is problematic in light of shortterm settlements, national pressures on public finances as a whole, continuing delays to the reform of local government funding mechanisms as well as the changes that may result from a general election due to take place within the next twelve months.
- 3.4 Accordingly, the estimates of government funding contained in the financial forecast at Appendix E of this report have been calculated on a continuation basis and to assume an overall protection of the council's "Core Spending Power" for 2025/26 onwards. This is considered to be the best estimate available given the various uncertainties as outlined in the report.

4. Other Financial Forecast Changes and Risks

4.1 The Financial Forecast has also been updated to reflect the following changes:

a) New Homes Bonus Distribution to Town and Parish Councils

The Finance and Democracy Committee meeting in November 2022 approved that with effect from 2023/24, and for all financial years thereafter, in the event that Fylde Council receives confirmation of an allocation of New Homes Bonus grant for each year, 5% of that grant will be distributed to town and parish councils that have experienced above average housing growth in the previous year using the established distribution methodology. Following the confirmation of the amount of New Homes Bonus grant as part of the 2024/25 financial settlement, allocations of a proportion of this grant to town and parish councils have been calculated in the total sum of £28,489. The financial consequence of this decision is contained within the summary Financial Forecast at **Appendix E** to this report and individual allocations to Town and Parish Councils are shown at **Appendix F**.

b) Other budget adjustments

A number of further budget adjustments have been made to this updated financial forecast in light of the most recent budget monitoring and a further budget-rightsizing review undertaken since the forecast was last updated. These are included within the variance analysis at **Appendix C** to this report and an explanation of each is provided at Appendix D. Council Tax income projections have also been updated from the December financial forecast to reflect the actual council tax base information for 2024/25 which was finalised in late December 2023.

4.2 Other Continuing Financial Risks

All of the financial risks that were detailed within the previous Financial Forecast Update that was presented to the last Executive Committee meeting and to Council in December 2023 remain. These are:

- Future Central Government Funding Reductions
- Further Delays to the 'Fair Funding Review'
- Retained Business Rates
- Price Inflation

- Employee Costs Pay Award
- Borrowing Costs Assumptions
- Treasury Management Investment Income Receipts
- Grounds Maintenance (External Contracts)
- The Living Wage
- Planning Application Fee Income
- Reforms of Waste Collection, including Food Waste

Full details of each of these can be found within the December 2023 Financial Forecast report via the following link: <u>December Financial Forecast update</u>

5. CONCLUSIONS

- 5.1 The provisional 2024/25 Local Government Financial Settlement has not fundamentally changed the general financial standing of Fylde Council, albeit there is no longer a requirement for a contribution from the Funding Volatility Reserve to maintain minimum balances in the final year of the forecast. The modest increase in central government funding as summarised in Appendix E is to be welcomed as this improves the financial position of the Council in the short term. It should be noted that the increase in forecast Council Tax income (the single element of the financing that is directly within the influence of this council) is of greater significance than the grant increases from central government over which the council has no control. Based on the assumptions and estimates as detailed in the report there is a projected surplus of resources for 2023/24 and 2024/25 followed by a period of uncertainty as the base costs of the council increases and the national framework for the financing of local government is subject to review.
- 5.2 The confirmation of the continuation of a Business Rates Pool amongst Lancashire authorities is welcomed. Although now not expected prior to the General Election which will take place within the next year, any developments with regard to future proposals (the implementation of a 'Fair Funding Review' encompassing a possible re-assessment of relative need within local government generally) will be followed closely and any implications reported within future Financial Forecast updates when known.
- 5.3 Estimations of central government funding beyond 2024/25 are extremely difficult to make until the outcome of the funding reviews are known. The Financial Forecast will be updated for 2024/25 onwards as and when there is greater clarity regarding the central government funding regime.
- 5.4 In order to maintain the current financial position and be able to deliver the Corporate Plan priorities the Council needs to continue with the approach to delivering savings and efficiencies and maximising income which have helped deliver balanced budgets over recent years. Ongoing modernisation work and business improvement will continue to make Council services more efficient, save money and maintain frontline services to customers. This work has yielded ongoing savings to help improve the Council's overall financial position over that period.
- 5.5 Although it is clear that further uncertainty lies ahead, **the finances of the Council remain robust**, **and the reserves and balances are at healthy levels as compared to earlier periods**. Furthermore, the Council has a past record of taking actions in order to meet and overcome financial challenges as they arise. The Council will continue to seek opportunities to maintain a robust financial position in the face of a changing financial environment. This approach will ensure that the Council continues to achieve and sustain a balanced budget position on an ongoing basis and is able to deliver the priorities set out in the Corporate Plan.
- 5.6 The assumptions set out in this forecast are the latest best estimates and will be updated as and when further information becomes available.

IMPLICATIONS				
Finance	The financial implications are contained within the body of the report.			
Legal	None arising from this report			
Community Safety	None arising from this report			
Human Rights and Equalities	None arising from this report			
Sustainability and Environmental Impact	None arising from this report			
Health & Safety and Risk Management	None arising from this report			

SUMMARY OF PREVIOUS DECISIONS

The Council set its budget for 2023/24 at the meeting of 2nd March 2023. This report provides Members with a further update to the Council's financial forecast following the position that was considered by the Executive Committee and Council in December 2023.

CORPORATE PRIORITIES		
Economy – To create a vibrant and healthy economy	V	
Environment – To deliver services customers expect V		
Efficiency – By spending money in the most efficient way V		
Tourism – To create a great place to live and visit √		

LEAD AUTHOR	CONTACT DETAILS	DATE
Paul O'Donoghue Chief Financial Officer	www.fylde.gov.uk	January 2024

BACKGROUND PAPERS				
Name of document	Date	Where available for inspection		
Medium Term Financial Strategy (MTFS) Update, Including General Fund, Capital Programme and Treasury Management for 2022/23 – 2026/27	Budget Council meeting 2 nd March 2023	www.fylde.gov.uk		
MTFS – Outturn Position For 2022/23 (Including General Fund, Capital Programme & Treasury Management)	Executive Committee meeting 25 th May 2023	www.fylde.gov.uk		
Revenue Budget Monitoring Report 2023/24 – to 30 th September 2023	Internal Affairs Scrutiny Committee meeting 21 st November 2023	www.fylde.gov.uk		
Capital Programme Monitoring Report 2023/24 – to 30 th September 2023	Internal Affairs Scrutiny Committee meeting 21 st November 2023	www.fylde.gov.uk		
Medium Term Financial Strategy (MTFS) Update, Including General Fund, Capital Programme and Treasury Management for 2023/24 – 2027/28	Council meeting 18 th December 2023	www.fylde.gov.uk		

Attached documents

- 1. Appendix A Forecast approved at Budget Council in March 2023
- 2. Appendix B Schedule of general assumptions underpinning the financial forecast
- 3. Appendix C Schedule of changes to the forecast
- 4. Appendix D Explanation of changes to the forecast
- 5. Appendix E Updated latest forecast position
- 6. Appendix F Allocations of New Homes Bonus to Town and Parish Councils 2024/25

	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	Adverse / Favourable
Forecast approved at Council on 3rd March 2022	11,429	11,951	12,212	12,522	12,522	
Forecast Changes since March 2022 - per Appendix C of March 2023 MTFS	28	- 157	- 148	13	661	Adverse
Revenue Budget Growth Items - per Appendix F of March 2023 MTFS		38	39	40	42	Adverse
Forecast Budget Requirement: TOTAL	11,457	11,832	12,103	12,575	13,225	///////00
Financed by:	, -	,	,	,	-, -	
Council Tax Funding:						
Council Tax - Precept	6,881	7,002	7,231	7,466	7,707	
Sub Total - Council Tax Income	6,881	7,002	7,231	7,466	7,707	
Business Rates Funding:						
Retained Business Rates	3,580	3,580	3,401	3,231	3,069	
Sub Total - Business Rates Income	3,580	3,580	3,401	3,231	3,069	
Other Funding:						
Lower Tier Services Grant	89					
Services Grant	133	75	75	75	75	
New Homes Bonus (NHB)	1,236	516	516	516	516	
Less - NHB distribution to Town & Parish Councils	- 62	- 26	- 26	- 26	- 26	
Funding Guarantee Grant - one-off 2023/24 only		871				
Assumed "other" government funding to maintain "Core Spending Power"			821	756	677	
Sub Total - Other Income	1,396	1,436	1,386	1,321	1,242	
Forecast Financing: TOTAL	11,857	12,018	12,018	12,018	12,018	
Forecast surplus (-) / deficit for year	- 400	- 186	85	557	1,207	
Reserves						
Forecast surplus/deficit (-) for year from above:	400	186	- 85	- 557	- 1,207	
Less: Proposed Transfer to Capital Investment Reserve	- 400	- 186				
Balance of surplus/deficit(-) remaining:			- 85	- 557	- 1,207	
Balance of General Fund Reserves b/f	5,056	4,571	4,571	4,486	3,929	
Less in year transfer to fund slippage from 2021/22	- 485					
Less estimated transfer from (-) General Fund Reserves in year			- 85	- 557	- 1,207	
Forecast Reserves at Year End	4,571	4,571	4,486	3,929	2,722	
Band D Council Tax (Excl Parish Precepts)	£219.19	£218.89	£223.25	£227.69	£232.22	
Indicative Band D Average Council Tax Increase	£4.28	-£0.30	£4.36	£4.44	£4.53	
Band D Average Council Tax Increase	1.99%	-0.14%	1.99%	1.99%	1.99%	
			-			

Latest General Fund Budget Forecast 2022/23 to 2026/27 - as at March 2023

Appendix A

Appendix B

General Base Budget Assumptions

The forecast has been prepared on the basis of the following assumptions:

- General Prices Inflation a freeze or cash-limiting of all general revenue expenditure budgets with the exception of payroll budgets and where contractual commitments require increases;
- Slippage approved underspend items from 2022/23 agreed by the Executive Committee in May 2023 have been slipped into 2023/24;
- Pay award the impact of the agreed 2023/24 pay award of £1,925pa for each pay point has been reflected in the updated forecast, with future pay awards estimated to be 4% per annum for 2024/25 and 2025/26 and at 2.75% per annum thereafter;
- Employers Pension Contributions the Council's contributions to the Lancashire pension fund scheme are set in accordance with the outcome of the 2022 Triennial Pension Review which was carried out by the scheme actuaries, Mercer. The figures provided by the pension fund confirmed contributions at 19.2% per annum, reduced by scheme surplus payments of 4% per annum for the period from 2023/24 to 2025/26; with future years estimates provided on a continuation basis. The forecast has been updated accordingly;
- Employer's National Insurance contributions the forecast reflects the statutory contribution rates currently in place, including a reduced contribution rate as a result of the Council being part of the pension scheme;
- Council tax increases the forecast has been prepared to include annual council tax increases at the current referendum threshold of 2.99% per annum from 2024/25 onwards;
- New Homes Bonus Grant the forecast for 2024/25 onwards assumes a continuation of the 2024/25 level of New Homes Bonus as set out in Section 3.2(b) of the report;
- Fees and Charges The forecast takes account of the revised fee levels as approved by Budget Council in March 2023. For future years budget-holders have reviewed fee levels as appropriate and any proposed changes to fees & charges will be considered at the Budget Council in March 2024 following consideration by Executive Committee. The forecast assumes additional income from fees and charges increases of £100k per annum from 2024/25 onwards;
- Vacancy Savings the forecast assumes vacancy savings of £300k per annum from 2023/24 onwards; and
- Localisation of Council Tax Benefit Scheme the forecast assumes a fully funded scheme with no additional cost to the Council from 2023/24 onwards; and
- Other Government Funding the estimates of government funding contained in the financial forecast at Appendix E of this report have been calculated on a continuation basis and to assume an overall protection of the council's "Core Spending Power" for 2024/25 onwards. This is considered to be the best estimate available given the various funding uncertainties as outlined in the report.

Appendix C

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Explanations of Forecast Changes set out in Appendix C

The following notes relate to specific adjustments made to the Forecast set out in Appendix C

(1) <u>Changes as a Result of Member Approvals</u>

The forecast that was approved at the Council meeting in March 2023 has been updated to reflect the financial impact of Member decisions made since then. The significant decisions in terms of their financial effect are detailed within the body of the report.

(2) Impact of budget-right-sizing exercise across all budget areas of the Council

Each year officers carry-out a budget right-sizing exercise focussing on a review of underspends across all budget areas and these have been updated and reflected through the forecast.

(3) <u>Staffing Costs</u>

The estimate for staffing costs has been amended to take account the announcement in the 2023 Autumn statement of a 9.8% increase in the living wage.

(4) Updated Estimates of Income Budgets

The forecast has been updated to include an estimate of annual increases in the total levels of income from fees and charges as a result of anticipated future increases in charge levels; an updated estimate of income from treasury investments; and a revised expectation of building control fee income.

	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000	<u>Adverse</u> Favourab
-						
Forecast approved at Council on 2nd March 2023	11,832	12,103	12,575	13,225	13,225	
Forecast Changes approved by Council - December 2023	11	- 25	232	308	933	Adverse
Forecast Changes since December 2023 - per Appendix C	- 112	- 84	- 177	- 271	- 365	Favourab
Forecast Budget Requirement: TOTAL	11,731	11,994	12,630	13,262	13,793	
Financed by:						
Council Tax Funding:						
Council Tax - Precept	7,002	7,261	7,571	7,893	8,227	
Council Tax - Collection Fund Surplus	40					
Sub Total - Council Tax Income	7,042	7,261	7,571	7,893	8,227	
Business Rates Funding:						
Retained Business Rates	3,580	3,401	3,231	3,069	2,916	
Sub Total - Business Rates Income	3,580	3,401	3,231	3,069	2,916	
Other Funding:						
Services Grant	75	12	12	12	12	
Revenue Support Grant	98	104	104	104	104	
New Homes Bonus (NHB)	516	570	570	570	570	
Less - NHB distribution to Town & Parish Councils	- 26	- 29	- 29	- 29	- 29	
Funding Guarantee Grant	871	941				
Assumed "other" government funding to maintain "Core Spending Power"			801	641	460	
Sub Total - Other Income	1,534	1,598	1,458	1,298	1,117	
Forecast Financing: TOTAL	12,156	12,260	12,260	12,260	12,260	
Forecast surplus (-) / deficit for year	- 425	- 266	370	1,002	1,533	
Reserves						
Forecast surplus/deficit(-) for year from above:	425	266	- 370	- 1,002	- 1,533	
Contribution to revenue from Funding Volatility Reserve	170					
Less: Proposed Transfer to Capital Investment Reserve	- 595	- 266				
Balance of surplus/deficit(-) remaining:			- 370	- 1,002	- 1,533	
Balance of General Fund Reserves b/f	5,006	4,571	4,571	4,201	3,199	
Less in year transfer to fund slippage from 2022/23	- 435					
Less estimated transfer from (-) General Fund Reserves in year			- 370	- 1,002	- 1,533	
Forecast GF Reserve Balance at Year End	4,571	4,571	4,201	3,199	1,666	
Band D Council Tax (Excl Parish Precepts)	£218.89	£225.43	£232.17	£239.11	£246.26	
Indicative Band D Average Council Tax Increase	-£0.30	£6.54	£6.74	£6.94	£7.15	
Band D Average Council Tax Increase	-0.14%	2.99%	2.99%	2.99%	2.99%	

Latest General Fund Budget Forecast 2023/24 to 2027/28 - as at January 2024

Appendix E

Appendix F

	NHB Allocation 2024.25 - £	
Bryning-with-Warton	13,307	
Newton-with-Clifton	5,623	
St.Annes	4,311	
Kirkham	1,593	
Elswick	1,312	
Weeton-with-Preese	1,312	
Ribby-with Wrea	937	
Treales, Roseacre & Wharles	94	
Total Allocation 2024.25	28,489	
Freckleton	Nil growth in excess of baseline	
Greenhalgh-with-Thistleton	Nil growth in excess of baseline	
Westby-with-Plumptons	Nil growth in excess of baseline	
Little Eccleston-with-Larbreck	Nil growth in excess of baseline	
Medlar-with-Wesham	Nil growth in excess of baseline	
Singleton	Nil growth in excess of baseline	
Staining	Nil growth in excess of baseline	

New Homes Bonus - allocations to Town & Parish Councils 2024.25