

CABINET

Date of Meeting	Tuesday 19th December, 2023	
Date of mooting		
Report Subject	Revenue Budget Monitoring Report 2023/24 (Month 7)	
Cabinet Member	Cabinet Member for Finance, Inclusion, Resilient Communities including Social Value and Procurement	
Report Author	Corporate Finance Manager	
Type of Report	Operational	

EXECUTIVE SUMMARY

This monthly report provides the latest detailed overview of the budget monitoring position for the 2023/24 financial year for the Council Fund and Housing Revenue Account and presents the position, based on actual income and expenditure as at Month 7.

The projected year end position is as follows:

Council Fund

- An operating deficit of £3.671m (excluding the impact of the pay award which will need to be met by reserves currently estimated as £2.727m) which is an adverse movement of £0.112m from the deficit figure reported at Month 6, but now includes the estimated net impact of Storm Babet.
- A projected contingency reserve available balance as at 31 March 2024 of £3.664m (after the estimated impact of pay awards and taking account of previously approved allocations)).

Housing Revenue Account

- Net in-year revenue expenditure is forecast to be (£0.100m) lower than budget which is a favourable movement of (£0.031m) from the figure reported at Month 6.
- A projected closing balance as at 31 March, 2024 of £3.297m

The economic outlook remains challenging due to inflation levels remaining high.

The impacts of this, together with continued increases in service demand is becoming increasingly hard to deal with as our funding fails to keep up with the scale of these pressures. To assist with managing these risks and mitigating the overall projected overspend, a moratorium on non-contractually committed spend has been put in place alongside a vacancy management process which continues.

At Month 7, £0.530m of deferred and/or delayed expenditure have been identified and is analysed by service within Appendix 2. The robust challenge of budget lines and commitments will continue, and further updates provided in future reports.

RECO	MMENDATIONS
1	To note the report and the estimated financial impact on the 2023/24 budget.
2.	To approve the transfer of a £0.500m Earmarked Reserve balance relating to Council Tax Income to the Contingency Reserve (paragraph 1.22 refers).

REPORT DETAILS

1.00	EXPLAINING THE REVENUE BUDGET MONITORING 2023/24
1.01	The projected year end position is as follows:
	Council Fund
	 An operating deficit of £3.671m (excluding the impact of the pay award which will need to be met by reserves – currently estimated as £2.727m) which is an adverse movement of £0.112m from the deficit figure reported at Month 6, but now includes the estimated net impact of Storm Babet.
	 A projected contingency reserve available balance as at 31 March 2024 of £3.664m (after the estimated impact of pay awards and taking account of previously approved allocations)).
	Housing Revenue Account
	 Net in-year revenue expenditure forecast to be (£0.100m) lower than budget which is a favourable movement of (£0.031m) from the figure reported at Month 6.
	 A projected closing balance as at 31 March, 2024 of £3.297m
	To assist with managing these risks and mitigating the overall projected overspend, a moratorium on non-contractually committed spend has been put in place alongside a vacancy management process which continues.
	At Month 7, £0.530m of deferred and/or delayed expenditure have been identified and is analysed by service within Appendix 2. The robust challenge of budget lines and commitments will continue, and further updates provided in future reports.

1.02	Hardship Funding from Welsh Government helped secure £16m of direct financial help in 2022/23 for areas such as self-isolation payments, statutory sick pay enhancement, free school meals direct payments and winter fuel payments. However, this funding ceased on 31 March 2023.				
1.03	3 Table 1. Projected Position by PortfolioThe table below shows the projected position by portfolio:				
	Portfolio/Service Area	Approved Budget	Projected Outturn	In-Year Over / (Under) spend	
		£m	£m	£m	
	Social Services	86.803	87.482	0.678	
	Out of County Placements Education & Youth	17.285	18.622	1.337	
	(Non-Schools)	9.902	9.716	(0.186)	
	Schools	114.081	114.313	0.232	
	Streetscene & Transportation	40.745	42.343	1.597	
	Planning Env & Economy	7.057	6.533	(0.524)	
	People & Resources	4.339	4.184	(0.155)	
	Governance	11.460	11.322	(0.139)	
	Assets	11.045	10.836	(0.210)	
	Housing & Communities	15.698	18.371	2.673	
	Chief Executive	1.608	1.618	0.009	
	Central & Corporate Finance	32.096	30.453	(1.643)	
	Total	352.121	355.792	3.671	
	There have been no changes to the	e approved budg	et since Mont	h 6.	
1.04	The reasons for the monthly mo Appendix 1 and overall projected within Appendix 2 together with a portfolio.	variances over £	20.050m are s	summarised	
	Significant Movements from Mor	nth 6			
1.05	Social Services £0.148m				
	The adverse movement relates to:				
	Older People				

	 Localities £0.118m – Residential Care costs have increased by £0.076m; Domiciliary Care costs have increased by £0.052m, both due to increased demand.
	Adults of Working Age
	 Resources & Regulated Services £0.069m – Increase in the estimated costs of care packages due to service user needs. Children to Adult Transition Services (£0.059m) – Decrease in the estimated cost of care packages for young people transferring from Children's Services. Residential Placements £0.049m – Increase in the estimated costs of mental health care packages.
	Children's Services
	 Residential Placements (£0.060m) – In-house Residential costs have reduced due to recruitment challenges. Professional Support £0.053m – Increasing costs to cover vacancies with Agency to ensure Childrens Safeguarding standards are met,
	Minor variances across the Portfolio account for the remainder £0.022m.
1.05	Streetscene & Transportation £0.442m
1.00	
	The adverse movement relates to:
	Highways Network
	 Additional costs of £1m are projected in relation to the clean-up and reinstatement works required following Storm Babet and more recently Storm Ciaran. It is anticipated that Emergency Financial Assistance Funding (EFAS) of £0.246m will be claimable from Welsh Government and the full Severe Weather Reserve of £0.250m will also be required, bringing the net cost down to a projected £0.504m.
	Transportation
	 Vacancies within Transport Strategy and moratorium impact on recruitment (£0.080m).
	Minor variances across the Portfolio account for the remainder $\pounds 0.018m$
1.06	Planning Environment & Economy (£0.112m)
	The reasons for the favourable movement are as follows:
	Staff savings from vacant posts across the Portfolio together with the maximisation of Grant Income within Regeneration where staff costs have been allocated against various Welsh Government Grants (£0.123m).
	Minor variances across the Portfolio account for the remainder £0.011m.

1.07	Governance (£0.128m)
	The favourable movement relates to the actual cost of the Flare packaged software being lower than previously anticipated (\pounds 0.073m) together with reductions in non-contractual commitments and vacancy management across the Portfolio (\pounds 0.060m).
	Minor variances across the Portfolio account for the remainder £0.005m.
1.08	Housing & Communities (£0.097m)
	 Housing Solutions – mainly due to the internal allocation of a further (£0.116m) of Housing Support Grant.
	Minor variances across the Portfolio account for the remainder £0.019m.
1.09	Central & Corporate Finance (£0.092m)
	The Central Loans and Investment Account (CLIA) is projecting a further positive improvement of (£0.100m) due to the Council not taking out any new short or long-term borrowing and continuing to invest a significant amount of short-term cash flow funds gaining an investment return.
	Minor variances across the Portfolio account for the remainder $\pounds 0.008$ m.
1.10	Cumulative minor variances across the Council of (£0.161m) account for the remainder of the total monthly movement.
1.11	Tracking of In-Year Risks and Emerging Issues
	Members were made aware when setting the budget that there were a number of open risks that would need to be kept under close review. An update on these is provided below.
1.12	Council Tax Income
	The 'in-year' collection level is 66.1% compared to 66.4% the previous year. The reduction in collections of 0.3% is mainly because the rising costs-of- living are impacting on the ability of some households to make payment of council tax on time. Other local authorities in Wales are also seeing similar reductions in collections.
1.13	Pay Award (Teacher and Non-Teacher)
	NJC (Green Book)
	The pay offer for NJC (Green Book) employees for the current year (2023/24) has now been accepted by all Trade Unions following the GMB union accepting the full and final pay offer in late October. This is at a similar level to that awarded in 2022/23 with an increase on each scale point of \pounds 1,925. This equates to more than the 5% included in the 2023/24 budget. The amount of the final award in excess of the 5% will need to be funded from reserves in the current financial year. It will also have the impact of increasing the budget requirement for 2024/25.

	The estimated impact of the current pay offer is an additional £2.727m which is included in the forecast but may be subject to change.
	The assumptions for the 2024/25 pay award is an increase of 5%.
	<u>Teachers Pay</u>
	Assumptions for teachers' pay calculations are in line with current awards by the Minister for Education and Welsh Language. They are an increase of 6.5% from September 2022 and an increase of 5% in September 2023. These have not been accepted by all teaching unions and a formal dispute is ongoing.
	The 2023/24 budget contained funding for a 5% pay award for Teachers from September 2022. The Minister has increased the pay award to 8%, with 1.5% being a non-consolidated payment, leaving a recurring element of 6.5% which is now included in the forecast.
	Grant funding has been made available by Welsh Government to fully fund the additional September 2022 pay award in financial years 2022/23 and 2023/24 (over and above the 5% originally awarded).
	However, in relation to funding from 2024/25 onwards, it has been confirmed that there will not be any additionality for the shortfall of the annual cost to the council – an amount of £1.118m has been included in the MTFS forecast.
	Pay Modelling No figures are currently included for any impact of the pay modelling review which is needed to try and address the difficulties currently being experienced in recruitment and retention. It is due to be completed later this year.
1.14	Waste Recycling Infraction Charge
	The Council did not meet the statutory minimum target, (64%) in 2021/22, for the percentage of municipal waste which must be recycled, prepared for re-use and composted, as specified in Section 3 of the Waste (Wales) Measure 2010. Welsh Government can therefore take steps to impose a penalty on the Council by way of an infraction fine. A potential penalty of up to £0.663m has been confirmed so presents a significant financial risk to the Council.
	Discussions took place in March,2023 between Welsh Government (WG) and the Council as to the reasons for not achieving the target. The Council has subsequently been instructed by WG to engage with the Waste and Resources Action Programme (WRAP) and Local Partnerships to review our waste strategy and develop a new action plan. Depending on the outcome of the review, the Minister will take a decision at that point whether to levy the fine.

	Unfortunately, the statutory recycling targets have not been achieved in 2022/23 too (non-verified), which means that a further infraction fine could be levied of around £0.470m should WG choose to do so, and monitoring of the authority's recycling performance for 2023/24 to date shows that the rates of recycling and residual waste tonnages are not improving, which could lead to not achieving the targets in 2023/24 also.
1.15	Homelessness
	There is a significant and growing demand within the Homelessness service. The Council has a statutory duty to provide suitable temporary accommodation for Homeless persons and families who meet the Welsh Government eligibility criteria which are less stringent than in England. The growth in demand commenced in the second half of 2022/23 and has accelerated markedly since the start of 2023.
	One of the more significant influences of many is the sparsity of affordable accommodation in the private rented sector which is being influenced by the cost-of-living crisis and an increase in the numbers of no-fault evictions as many private rented sector landlords are leaving the sector and seeking to sell their properties. There is also an acute shortage of suitable available accommodation within the Council's own HRA housing stock and with other Registered Social Landlords (RSL's) within the area. This is particularly the case for single persons below age 55 which make up the highest proportion of those who are currently homeless in Flintshire. The Flintshire position in terms of both demand and supply pressures is known to be consistent on both a regional and national basis within Wales.
	The Council will continue to lobby Welsh Government via the WLGA in conjunction with other Welsh LA's who are experiencing these pressures to seek additional financial support.
	WG are currently providing support via the No One Left Out grant for which the 2023/24 allocation is currently $\pounds 0.382m$. One favourable impact of the increase in costs and demand is the ability to recover additional Housing Benefit income over and above the amount budgeted which is currently helping to offset the projected overspend by $\pounds 0.444m$.
	A separate report on the issues and potential mitigations around homelessness was considered by Community and Housing Overview and Scrutiny Committee in November.
1.16	Storm Babet
	Storm Babet was an intense extratropical cyclone which affected many parts of the County from 19 October through to the end of 21 October 2023. This was followed rapidly by Storm Ciaran, which although saw less impact, still necessitated significant resources in response.
	The storm caused severe disruption to travel with many roads closed, railways flooded, schools closed, and properties being affected by flood water. Storm Ciaran also required a priority response and caused some additional costs.

	The Council has been incurring the financial impact of the emergency response, assessing damage to infrastructure and arranging the necessary remedial works to be carried out in the aftermath. This is currently estimated at £1m.			essary	
	There is an Emergency Finan Government have in place. H reasonable provision in their k if an Emergency Financial Ass affected will be expected to m threshold.	lowever, Aut budgets to de sistance Sch	horities are ex eal with contin eme is activat	pected to ma gencies. The ed, the autho	ake refore, prity
	Thresholds are calculated at (and apply to the whole financi financial year and for Flintshir provided at 85% for costs ove	al year, not t e, this amou r and above	to each incide nts to emerge the threshold	nt within the ncy funding b of £0.711m.	being
	There is a Severe Weather Ea assist in funding some of thes	e costs.			
	The financial impact of Storms Description	Costs to date £m	Projected future costs £m	Total Costs £m	ws: -
	Clean Up	0.300	0.150	0.450	-
	Priority re-instatement works		0.500	0.500	-
	Other storm damage costs		0.050	0.050	-
	Total Projected Costs	0.300	0.700	1.000	-
	Severe Weather Reserve			-0.250	-
	EFAS Funding @ 85%*			-0.246	-
	Projected net cost of storms			0.504	-
	*£1.0m less £0.711m threshold = £0).289m x 85% :	= £0.246m		J
1.17	Other Tracked Risks				
	In addition, there are a numbe to change and these are sum		•	nich may be s	subject
1.18	Medium Term Financial Stra	ategy (MTFS	6) Impact		
	Cabinet considered the latest showed an additional budget update on the work completed options. These, together with at individual overview and scr of the feedback from these me Resources Overview and Scr report on this agenda updates	requirement d over the su service cost utiny meeting eetings has b utiny Commi	of £32.386m t mmer on pote t pressures, ha gs during Octo peen reported ttee on 16 Nov	ogether with ential cost red ave been con ober and a su back to Corp	an luction isidered immary porate

	All Portfolios consider their financial position, the risks within their service and the impacts on the Medium Term on a monthly basis as part of their Portfolio Management Team meetings.			
1.19	Out of County Placements			
	The risks include continued high demand for placements where children and young people cannot be supported within in-house provision, and market supply limitation factors and inflationary pressures leading to higher costs. An additional amount of £1m was approved in the 2023/24 budget to reflect this.			
	However, there remains a projected overspend for the current cohort of placements of circa $\pounds 1.337m$, although with 5 months of the year remaining this is likely to increase and a contingency of $\pounds 0.500m$ is currently built into the outturn position for this, $\pounds 0.250m$ for Children's Services and $\pounds 0.250m$ for Education placements.			
	The service areas within this pooled budget will continue to do everything possible to manage these risks and additional investment has already been made to further develop in-house provision to help to mitigate against such financial pressures.			
1.20	Streetscene & Transportation			
	<u>Fleet Contract Renewal</u> The current fleet contract, which has been in operation for 7 years, was renewed for a temporary period of 6 months from October 2023. Due to the current market conditions in re-procurement of contracts of this type, the cost of the new contract is considerably more than what was previously being paid, due to being protected from inflationary increases during the previous contract life. The cost of the contract will further increase from April 2024 and provision is being made within the 2024/25 budget considerations for this.			
	Sustainable Waste Management Grant (SWMG)			
	The Minister for Climate Change has confirmed that the SWMG grant will be retained at the same level for this financial year. However, those local authorities that are not yet meeting the statutory recycling target of 70% will be required to use the grant to reach 70% and be required to demonstrate this. It has also been confirmed that the SWMG grant will likely become part of the Revenue Support Grant (RSG) funding from 2024/25. The current value of the grant is £0.742m per annum, but it is not yet confirmed whether the proportion that Flintshire will receive within the Welsh Local Government settlement will be similar to current levels.			
1.21	Education & Youth (Non-Schools)			
	Inclusion and Progression			
	The services that the Inclusion and Progression teams provide within Education and Youth portfolio are under significant pressure.			

	Prior to the pandemic the service had seen increasing numbers of children and young people presenting with an increased level of significant and complex needs, resulting in the council being dependent on non-Flintshire provision.
	Post pandemic the situation has worsened with increasing numbers of pre- school children needing support and challenging behaviour causing concern across both primary and secondary schools. In addition, there are increased rates of emotionally based school avoidance. As a result, levels of attendance have reduced, whilst all forms of exclusions have increased. All of which contributes to a requirement for more specialist and bespoke intervention.
	The service is taking steps to actively manage demand, alongside reviewing provision, and seeking to develop and enhance in house provision.
	The pressures are being experienced across Wales, at a time when schools and central services are implementing the Additional Learning Need (ALN) reforms.
	Welsh Government have made additional grants available to support schools and councils. However, there are risks over reliance on temporary grant funding and its ability to meet demand within existing budgets and available grants.
1.22	Harpur Trust vs Brazel Case
	The potential financial impacts are still being determined in response to the Employment Appeal Tribunal (EAT) decision in the case of Harpur Trust v Brazel. The Supreme Court upheld the EAT judgment in the Brazel case in July 2022 which impacts on the calculation of holiday pay entitlements for staff who work for part of the year (i.e., term time). An approved carry forward from 2022/23 for £0.254m will provide some funding towards these costs.
1.23	Achievement of Planned In-Year Efficiencies
	The 2023/24 budget contains £9.265m of specific efficiencies which are tracked and monitored throughout the year. The Council aims to achieve a 95% rate in 2023/24 as reflected in the MTFS KPI's and fully achieved all efficiencies in the previous financial year.
	It is projected that 99% of efficiencies will be achieved in 2023/24 and further details can be seen in Appendix 3.
1.24	Unearmarked Reserves
	The final level of Council Fund Contingency Reserve brought forward into 2023/24 was £9.508m as detailed in the 2022/23 outturn report (subject to Audit).
	The brought forward balance on the COVID-19 Hardship Reserve was £3.743m. Internal claims for Quarters 1 and 2 in 2023/24 totalling £0.531m for Holywell Leisure Centre, Cambrian Aquatics, Streetscene &

	Transportation and Free School Meals covering the Christmas holiday period have been approved so far. The current balance is £3.212m.
	The projected contingency reserve available as at 31 March, 2024 is £3.664m (after the estimated impact of final pay awards and previously approved allocations) and is shown in Appendix 4.
	Earmarked Reserve – Council Tax Income Following further review, it is recommended to transfer the remaining Earmarked Reserve balance of £0.500m from previous Welsh Government funding provided to support losses in Council Tax collections during the pandemic.
	Council Tax collection levels are on track and adequate levels of bad debt provision are available to meet the cost of any losses, so this is no longer required to be kept for this specific purpose and will assist in increasing the Contingency Reserve.
1.25	Housing Revenue Account
	The 2022/23 Outturn Report to Cabinet on 18th July 2023 showed an un- earmarked closing balance at the end of 2022/23 of £3.786m and a closing balance of earmarked reserves of £2.690m.
1.26	The 2023/24 budget for the HRA is \pounds 39.418m which includes a movement of (\pounds 0.589m) from reserves.
1.27	Net in-year revenue expenditure forecast to be (£0.100m) lower than budget with a projected closing balance as at 31^{st} March, 2024 of £3.297m. This is a favourable movement of (£0.031m) since Month 6. A breakdown of the variance is in Appendix 5.
1.28	The budget contribution towards capital expenditure (CERA) is £12.712m.

2.00	RESOURCE IMPLICATIONS
2.01	As set out within the report.

3.00	IMPACT ASSESSMENT AND RISK MANAGEMENT
3.01	The financial impacts as set out in the report are a combination of actual costs and losses to date and estimates of costs and losses for the future. There is the possibility that the estimates will change over time. The budget will be monitored closely, and mitigation actions taken wherever possible.

4.00	CONSULTATIONS REQUIRED/CARRIED OUT
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4.01	None specific.
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5.00	APPENDICES
5.01	Appendix 1: Council Fund – Movement in Variances from Month 6 Appendix 2: Council Fund - Budget Variances Appendix 3: Council Fund – Programme of Efficiencies Appendix 4: Council Fund – Movement on Un-earmarked Reserves Appendix 5: Housing Revenue Account Variances

6.00	LIST OF ACCESS	IBLE BACKGROUND DOCUMENTS
6.01	Various budget records.	
7.00	CONTACT OFFIC	ER DETAILS
7.01	Contact Officer:	Dave Ledsham Strategic Finance Manager
	Telephone: E-mail:	01352 704503 dave.ledsham@flintshire.gov.uk

8.00	GLOSSARY OF TERMS	
8.01	Budget: a statement expressing the Council's policies and service levels in financial terms for a particular financial year. In its broadest sense it includes both the revenue budget and capital programme and any authorised amendments to them.	
	Council Fund: the fund to which all the Council's revenue expenditure is charged.	
	Financial Year: the period of twelve months commencing on 1 April.	
	Housing Revenue Account: the Housing Revenue Account (HRA) is a local authority account showing current income and expenditure on housing services related to its own housing stock. The account is separate from the Council Fund and trading accounts and is funded primarily from rents and government subsidy.	
	Projected Outturn: projection of the expenditure to the end of the financial year, made on the basis of actual expenditure incurred to date.	
	Regional Integration Fund (RIF): funding provided by Welsh Government to encourage integrated working between local authorities, health and housing.	
	Reserves: these are balances in hand that have accumulated over previous years and are held for defined (earmarked reserves) and general (general reserves) purposes. Councils are required to regularly review the level and purpose of their reserves and to take account of the advice of the Chief Finance Officer.	

Revenue: a term used to describe the day-to-day costs of running Council services and income deriving from those services. It also includes charges for the repayment of debt, including interest, and may include direct financing of capital expenditure.

Variance: difference between latest budget and actual income or expenditure. Can be to date if reflecting the current or most up to date position or projected, for example projected to the end of the month or financial year.

Virement: the transfer of budget provision from one budget head to another. Virement decisions apply to both revenue and capital expenditure heads, and between expenditure and income, and may include transfers from contingency provisions. Virements may not however be approved between capital and revenue budget heads.