

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	Date: 06 November 2024			
Subject:	Draft 2025/26 Revenue Budget and Medium-Term Financial Strategy (MTFS) for 2026/27 through to 2027/28				
Report of	Cabinet Member for Finance and Transfor	mation			

# **Summary**

- 1. To present to members the updated budget position over the three years 2025/26 to 2027/28, comprising:
  - Refreshed budget assumptions and funding movements.
  - Draft revenue budget proposals.
- 2. To inform members of the updated budget gap of £34.918m for the three years 2025/26 to 2027/28 before applying any of the offsetting draft revenue budget proposals, comprising:
  - 2025/26 £23.443m
  - 2026/27 £4.814m
  - 2027/28 £6.661m
- 3. To present a draft set of budget proposals totalling £9.441m, which are in line with the Council's strategy to closing the budget gap over the medium-term.
- 4. To inform members of the remaining budget gap of £22.327m, comprising:
  - 2025/26 £19.458m
  - 2026/27 £1.179m
  - 2027/28 £1.690m
- 5. To inform members of the forecast reserves position over the three years 2025/26 to 2027/28.
- 6. To set out the 2025/26 budget setting process ahead of Budget Council on 19 February 2025.
- 7. To agree to commence public consultation on the budget proposals contained within the report.

### Recommendation(s)

8. Approve the set of draft revenue budget proposals totalling £9.441m for inclusion in the Cabinet proposals for the setting of the 2025/26 revenue budget to be considered by Council on 19 February 2025.

- 9. Approve the draft revenue budget proposals where necessary for consultation between 11<sup>th</sup> November 23<sup>rd</sup> December.
  - 10. Note that the outcomes of the budget consultation will be reported back to Members and used to inform the budget setting proposals and referred to Overview & Scrutiny Committee for their consideration.
- 11. Note the remaining budget gap of £22.327m over the three years 2025/26 to 2027/28.
- 11. Note the forecast reserves balances over the three years 2025/26 to 2027/28.

# Reasons for recommendation(s)

- 12. The Council has a legal requirement annually to set a balanced budget and Council Tax and where necessary undertake consultation with the public, businesses, stakeholders and internally with staff and through Overview & Scrutiny Committee.
- 13. To update members on the Councils budgetary position and set out the work plan to reduce the forecast budget gap ahead of Budget Council on 19 February 2025.

## Alternative options considered and rejected

- 14. The current assumption within the MTFS is for an on-going 4.99% annual Council Tax increase (2.99% general precept and 2% adult social care precept).
- 15. An alternative option could be made to increase its 'relevant basic amount of council tax' above the levels that will be set out in the 2025/26 Local Government Finance Settlement published later in the year, but this would require holding a local referendum and a majority vote.
- 16. A 1% increase or decrease in Council Tax is the equivalent to c£1m.

**Report Author and Contact Details:** 

Name: Neil Kissock
Position: Director of Fin

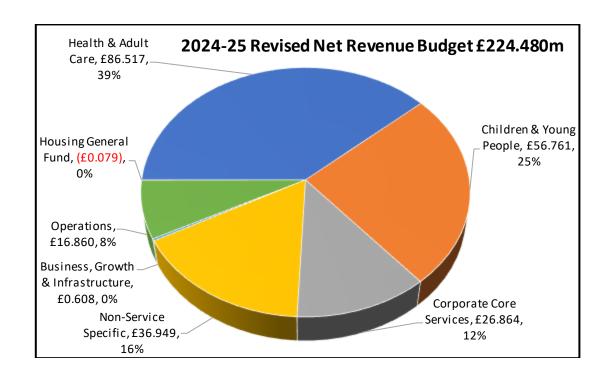
Position: Director of Finance

Department: Corporate Core Department E-mail: n.kissock@bury.gov.uk

### **Background**

# 2024/25 Base Budget

- 17. The budget report presented to Budget Council on 21 February 2024 set out the Council's budget requirement for the 2024/25 financial year and provided details on the Council's reserves position. This process is in accordance with statutory requirements and proper accounting practices.
- 18. Council approved a net revenue budget of £209.608m for 2024/25, which included an approved use of reserves of £15.131m held within the Non-Service Specific Directorate, to address the structural funding deficit and balance the revenue budget.
- 19. Following updates to the Local Government Finance Settlement, a further review of fees & charges and a representation of the budget, Council on 17 July 2024 approved an updated net revenue budget of £224.480m and a £1.982m reduction in the use of reserves from £15.131m to £13.149m
- 20. The graph below shows the representation of the net revenue budget of £224.480m by Directorate.



21. A further analysis of the net revenue budget by type of expenditure & income shows the main areas of budget spend being staffing, demand & contracts and sales fees & charges, as shown in the table below:

Budget Group	Inc/Exp	Budget Control Group	Revised Budget £m	
Net Budget	Exp	Staff & Related Expenses	£114.066	
Net Budget	Exp	Demand & Contractual	£155.620	
Net Budget	Exp	Other Expenditure	£11.226	
SERVICE EXPEN	DITURE TO	TAL	£280.912	
Net Budget	Inc	Government Grants	(£6.785)	
Net Budget	Inc	Other Grants & Contributions	(£23.968)	
Net Budget	Inc	Sales, Fees & Charges	(£38.153)	
Net Budget	Inc	Other Income	(£3.537)	
SERVICE INCOM	SERVICE INCOME TOTAL		(£72.443)	
SERVICE RECHARGES TOTAL		(£20.294)		
SERVICE RESERV	ES TOTAL		(£0.180)	
Net Budget		Housing Benefit	(£0.136)	
Net Budget		Precepts & Levies	£27.934	
Net Budget		Treasury & Capital Financing Costs	£5.830	
Net Budget		Provisions & Contingency	£2.857	
OTHER EXPEND	ITURE & IN	ICOME ITEMS TOTAL	£36.485	
NET REVENUE E	BUDGET TO	OTAL	£224.480	
Funding		Council Tax	(£110.199)	
Funding		NNDR	(£71.282)	
Funding		Funding Grants	(£29.850)	
FUNDING TOTA	L		(£211.331)	
CORPORATE RE	CORPORATE RESERVES TOTAL		(£13.149)	
GENERAL FUND	TOTAL		£0.000	

# 2024/25 Q1 Forecast Outturn Position

- 22. Delivery of the 2024/25 budget is critical to maintaining the Council's future MTFS position & budget proposals, as emerging & recurring additional demand & cost pressures will increase the budget gap position.
- 23. The 2024/25 quarter 1 position presented to 25 September 2024 Cabinet showed projected forecast £2.620m overspend (1.17%) against the net revenue budget of £224.480m, as shown in the table below.
- 24. The two main areas contributing to the £2.620m overspend are:
  - Adults: the Care in Community budget is forecast to overspend by £1.250m.

 Children's: home-to-school transport is forecast to overspend by £0.500m and the Children Looked After (CLA) budgets are forecast to overspend by £1.500m.

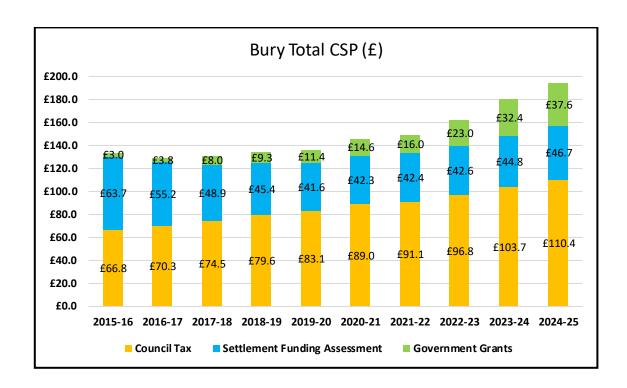
These service areas make-up a significant and increasing proportion of the revenue budget reflecting the additional demand for, and cost of, the services being commissioned, which are national issues and not unique to Bury.

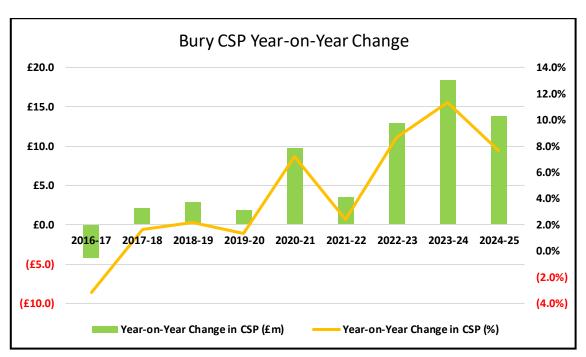
2024/25 Q1 Forecast Outturn	Revised Budget £m	Forecast Outturn £m	Forecast Variance £m	Forecast Variance %
<u>Directorate:</u>				
Health & Adult Care	£86.517	£87.750	£1.233	1.43%
Children & Young People	£56.761	£58.676	£1.915	3.37%
Corporate Core Services	£26.864	£27.245	£0.381	1.42%
Non-Service Specific	£36.949	£36.197	(£0.752)	(2.04%)
Business, Growth & Infrastructure	£0.608	£0.642	£0.034	5.59%
Operations	£16.860	£16.669	(£0.191)	(1.13%)
Housing General Fund	(£0.079)	(£0.079)	£0.000	0.00%
NET REVENUE BUDGET	£224.480	£227.100	£2.620	1.17%
Funding:				
Council Tax	(£110.198)	(£110.198)	£0.000	0.00%
Business Rates	(£71.282)	(£71.282)	£0.000	0.00%
Government Funding Grants	(£29.851)	(£29.851)	£0.000	0.00%
FUNDING	(£211.331)	(£211.331)	£0.000	0.00%
Use of Reserves:				
Budget Stabilisation Reserve	(£13.149)	(£13.149)	£0.000	0.00%
USE OF RESERVES	(£13.149)	(£13.149)	£0.000	0.00%
BUDGET POSITION	£0.000	£2.620	£2.620	1.17%

### **Financial Overview**

# Local Government Finance Settlement (LGFS)

- 25. To provide funding certainty and allow councils to plan ahead, in December 2015 the Government offered councils a four-year funding settlement for the period 2016/17 to 2019/20. Over the five years since of 2020/21 to 2024/25 the Government has limited this to one-year only settlements, that makes it extremely difficult for councils to forecast with any certainty and strategically plan ahead.
- 26. Core Spending Power (CSP) is a measure of the resources available to local authorities to fund service delivery. It sets out the money that has been made available to local authorities through the LGFS.
- 27. The graph below sets out the figures for local authority Core Spending Power (CSP) from 2015-16 through to 2024-25. [Note figures for 2015-16 have been adjusted to ensure a consistent measure of local authority income over time].





# **Statistics**

28. The tables below provide a geographical analysis of both Council Tax & Core Spending Power (CSP) by population & no of dwellings over Greater Manchester authorities.

		Co	ouncil Tax 2024-25			
GM Districts	Council Tax Requirement (CTR) (excl. local precepts) £m	Rank	Council Tax Base (CTB) for Council Tax Setting Purposes	Rank	Ave Band D (2 Adult equivalent) Council Tax (excl. local precepts)	Rank
Bolton	£141.750	5	80,001	4	£1,771.84	7
Bury	£110.199	10	57,409	10	£1,919.55	5
Manchester	£229.259	1	134,938	1	£1,699.00	8
Oldham	£116.155	8	59,380	8	£1,956.13	3
Rochdale	£114.718	9	58,500	9	£1,960.99	2
Salford	£150.008	4	76,722	6	£1,955.21	4
Stockport	£194.568	2	98,397	2	£1,977.39	1
Tameside	£117.867	7	64,723	7	£1,821.12	6
Trafford	£127.109	6	79,362	5	£1,601.63	9
Wigan	£152.077	3	97,900	3	£1,553.39	10

		LGFS 20	024-25			
GM Districts	2024-25 Core Spending Power (CSP) £m	Rank	Population Mid 2023	Rank	Dwellings As At Sept 2023	Rank
Bolton	£284.298	4	302,383	3	127,753	5
Bury	£180.846	10	195,476	10	85,020	10
Manchester	£608.215	1	579,917	1	248,286	1
Oldham	£248.826	6	246,130	6	98,569	8
Rochdale	£242.588	7	229,756	9	96,964	9
Salford	£302.654	3	284,106	5	131,995	4
Stockport	£282.606	5	299,545	4	132,623	3
Tameside	£235.828	8	234,666	8	104,975	6
Trafford	£200.143	9	237,480	7	103,391	7
Wigan	£306.276	2	339,174	2	152,025	2

	An	alysis of	CTR & CSP b	y Popu	lation & Dwe	lling		
	CTR	Rank	CTR	Rank	CSP	Rank	CSP	Rank
GM	(per		(per		(per		(per	
Districts	head)		dwelling)		head)		dwelling)	
	£		£		£		£	
Bolton	£468.78	8	£1,109.56	8	£940.19	7	£2,225.37	6
Bury	£563.75	2	£1,296.15	2	£925.16	8	£2,127.10	8
Manchester	£395.33	10	£923.37	10	£1,048.80	3	£2,449.66	3
Oldham	£471.93	7	£1,178.41	5	£1,010.95	4	£2,524.39	1
Rochdale	£499.30	6	£1,183.10	4	£1,055.85	2	£2,501.84	2
Salford	£528.00	4	£1,136.46	6	£1,065.29	1	£2,292.92	4
Stockport	£649.55	1	£1,467.08	1	£943.45	6	£2,130.89	7
Tameside	£502.28	5	£1,122.81	7	£1,004.95	5	£2,246.52	5
Trafford	£535.24	3	£1,229.40	3	£842.78	10	£1,935.79	10
Wigan	£448.37	9	£1,000.34	9	£903.00	9	£2,014.64	9

Average	£506.25	£1.164.67	£974.04	£2.244.91	
Average		L 1,107.07	L37 7.0 7	,	

- 29. Core Spending Power (CSP): Bury receives the 8th lowest funding per head of population across the Greater Manchester authorities based on Core Spending Power (CSP) at a rate of £925.16 for 2024/25 compared to a GM Average of £974.04.
- 30. If Bury received the average funding per head as its GM neighbours, it would benefit from an additional £9.5m per annum.

### 2025/26 LGFS

- 31. Whilst the new Government is committed to returning to multi-year settlements, the current expectation is that there will be another one-year settlement for 2025/26, with a longer-term settlement in place from 2026/27 which may then be accompanied by changes to the funding system for local government including the long delayed new fair funding formula.
- 32. Our core assumption is for a 'rollover' one-year settlement for 2025/26 with funding levels broadly in line with the current position. The Budget Statement from the Chancellor at the end of October may provide some indication of the changes in funding levels for 2025/26 but the provisional Local Government Finance Settlement will not be published until mid to late December and therefore could represent a benefit or pressure compared to the current funding assumptions for future years included within the MTFS.

### **Budget Process**

### 2025/26 Budget Approach

33. The vision for Bury 2030 is built upon conversations with communities and with a simple goal for Bury to:

Stand out as a place that is achieving faster economic growth than the national average, with lower than national average levels of deprivation.

Progress to achieving the vision for Bury 2030 will be measured by tracking seven core outcome measures of:

- 1) Improved quality of life.
- 2) Improved early years development.
- 3) Improved educational attainment.
- 4) Increased adult skill levels and employability.
- 5) Inclusive economic growth.
- 6) Carbon neutrality by 2038.
- 7) Improved digital connectivity.

34. The Let's Do It! strategy of:

Let's ... All work together with a common approach.

Do it! ... Deliver on our plans for community and economic development where we all play a part.

Sets out four clear principles that will drive everything the Council does of

- 1) **Local** neighbourhoods.
- 2) An **Enterprising** spirit.
- 3) Delivering **Together**.
- 4) A Strengths-based approach.
- 35. Rolling two-year delivery plans will be produced with a clear set of priorities to create the conditions for change. The current 2024-25 Corporate Plan sets out the vision for a council that is financially sound, delivers its statutory responsibilities and contributes to the Borough's LET'S Do It! outcomes.
- 36. Three core strategic priorities for 2024/25 were proposed, delivery of which will also secure financial stability. The priorities overlay the "business as usual" departmental functions which are described separately in service planning documents.

The three core strategic priorities for 2024/25 are defined as follows:

- Sustainable Inclusive Growth Further delivery of sustainable housing, the levelling up programmes, strategic regeneration along with the Local Plan, Northern Gateway Masterplan and our continued commitment to carbon neutrality.
- 2) **Improving Children's Lives** This priority details Educational Improvement including the three A's (Attainment, Attendance and Academisation) and the continued delivery of the SEND and Social Care improvement plans as well as a review of the Youth Justice service.
- 3) **Tackling Inequalities** Since the pandemic our inequalities have widened and therefore this continues to be a key priority in 2024/25 including a review of the wider determinants of health: work, housing anti-poverty, tackling behaviours that lead to poor outcomes, system wide prevention and targeted interventions within our neighbourhoods.
- 37. The connection between these priorities of the Corporate Plan and the MTFS have been illustrated through the increased demand data for Children's Social Care, SEND, Adult Social Care and Housing, all of which have placed in year pressures on the budget as reflected in [21-23] above. As such, further work is being undertaken to look at how work on these areas can be re-focused to reduce in-year projects and support the budget strategy.

38. We will be carrying out budget consultation with the public and with our staff. Public consultation will take place between 11<sup>th</sup> November and 23<sup>rd</sup> December. We will consult by use of a survey, engagement with stakeholders and community groups to consider the extent to which they agree with the principles used for budget setting and the principles within LETS to maintain support for the most vulnerable whilst ensuring balanced budgets. We will engage with the public on specific proposals in relation to car parking and the trimming and dimming of street lighting and ask the public their views on additional areas where the Council can make savings. The outcomes of the consultation will be used to inform the final budget options which will be considered by Council in February 2025.

# **Budget Movements: Assumptions & Funding**

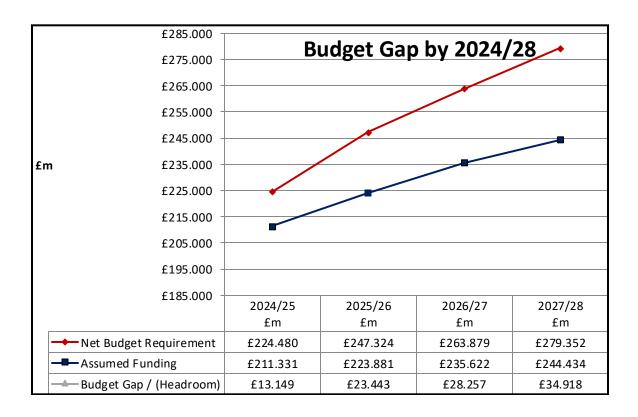
Budget Update: November 2024

- 39. The MTFS position reported to Cabinet on 16 July 2024 showed an overall budget gap of £23.591m in 2025/26, rising to £27.918m by 2026/27. Since July a review of the MTFS budget assumptions & assumed funding has been undertaken, in addition to the MTFS being rolled over for the three-year period 2025/26 to 2027/28.
- 40. The table below summarises the budget movements since July 2024, to show the budget gap position for the three-years 2025/26 to 2027/28 at November 2024 of £34.918m, a net increase of £7.000m before savings proposals are included.
- 41. However, it should be noted that £6.661m of the increase relates to the additional year of 2027/28 being added to the MTFS and a net increase of £0.339m for the two years of 2025/26 to 2026/27.

		Nov-24	
2025/26 - 2027/28 Budget Movements Summary	2025/26 £m	2026/27 £m	2027/28 £m
BUDGET GAP [JULY 2024]	£23.591	£4.327	£0.000
Budget Assumptions Movements:			
Revision of Pay Award Assumptions	(£4.000)	(£1.100)	£2.100
Revision of the Capital Financing Assumptions	(£1.750)	£0.750	£0.250
Update Adults Inflation (incl. RLW) & Demand Assumptions	£1.420	£1.603	£7.579
Update Children's Staffing Establishment	£1.616	(£0.577)	£0.000
Update Children's Inflation (incl. RLW) & Demand Assumptions	£5.633	£1.924	£4.795
Update Other Inflation & Demand Assumptions	£0.028	(£0.052)	£0.749
Update Sales, Fees & Charges Assumptions	£0.727	£0.100	£0.000
NET BUDGET	£3.674	£2.648	£15.473
Funding Movements:			
Insertion of 2027/28 Taxbase	£0.000	£0.000	(£0.924)
Insertion of 2027/28 Council Tax	£0.000	£0.000	(£6.200)
Update Collection Fund Collection Rate & Arrears	(£3.822)	(£2.161)	£0.000
Insertion of 2027/28 Funding Grants	£0.000	£0.000	(£1.688)

ASSUMED FUNDING	(£3.822)	(£2.161)	(£8.812)
UPDATED BUDGET GAP [NOV 2024]	£23.443	£4.814	£6.661
CUMULATIVE BUDGET GAP [NOV 2024]	£23.443	£28.257	£34.918

- 42. The chart below shows the budget gap of £34.918m over the three years 2025/26 to 2027/28, whilst Council on 21 February 2024 approved a budget, updated on 17 July 2024, this is supported by £13.149m use of reserves.
- 43. The chart below excludes the use of reserves, to demonstrate that the net revenue budget and future cost & demand pressures to deliver services exceeds the current level of funding provided by Government to the Council.



### **Budget Assumptions**

- 44. Budget assumptions increase by £58.860m over the three years 2025/26 to 2027/28, significant items include:
  - Pay Award: has been reduced from 6% for 2025/26 and 3% for 2026/27 to 4% for 2025/26 and 2% for both 2026/27 & 2027/28, to reflect both the downward movement in inflation & revised inflation forecasts, since the last MTFS update.
  - Capital Financing: the re-phasing of the capital programme, agreed at the September Cabinet meeting, has been factored into a revised borrowing profile and impact on forecast revenue capital financing costs.

- **Real Living Wage:** 5% uplift for 2025/26 as confirmed by the Living Wage Foundation, and 5% for both 2026/27 & 2027/28.
- Adults Community Care Budget: inflation increase of 2% for all three years and demand growth of £1.5m (2.00%) for 2025/26, £1.3m (1.70%) for 2026/27 & £1.8m (2.31%) for 2027/28.
- Adults Transition Budget: demand growth of £1.5m (238.00%) for 2025/26,
   £2.4m (111.00%) for 2026/27 & £0.8m (19%) for 2027/28.
- Children Looked After Budgets: inflation (8%), demand growth (8%) and catchup of £7.1m for 2025/26, £3.5m for 2026/27 & £4.1m for 2027/28.

### Funding

- 45. Assumed funding increases by £33.103m over the three years 2025/26 to 2027/28, significant items include:
  - Council Tax Base: 0.75% increase for growth in all three years and a 1% increase in the collection rate for both 2025/26 & 2026/27. The collection rate increase represents an ambitious improvement target for the service with every additional 1% collected equating to an additional c.£1m of income and will therefore be closely monitored.
  - Council Tax Relevant Basic Amount: on-going assumption that government will keep the referendum limit at the current 2.99% over the three years.
  - Council Tax Social Care Precept: on-going assumption that government will continue with the social care precept of 2% over the three years.
  - Collection Fund (Surplus)/Deficit: assumed increase in the collection of arrears and reduction in the arrears provision.
  - **Government Funding Grants:** on-going assumption the existing quota & level of grants provided by government continue over the three years, with inflation uplift applied to specific grants.

# <u>Summary</u>

46. A subjective breakdown of the updated £34.918m budget gap is shown in the table below:

		Nov-24	
2025/26 - 2027/28 Budget Estimates	2025/26	2026/27	2027/28
2025/20-2027/20 budget Estimates	£m	£m	£m
Net Budget b/fwd	£224.480	£247.324	£263.879
Prior Year Budget Assumptions: Pay Award	(£1.900)	£0.000	£0.000
Net Budget b/fwd	£222.580	£247.324	£263.879
Budget Assumptions:			
Pay Award	£4.060	£2.164	£2.100
Pay Base Movements	£1.689	(£0.012)	£0.000
Employee Vacancy/Scale Factor	£0.000	£0.000	£0.000
Agency Staff	£0.000	(£0.530)	£0.000
Contractual Inflation	£5.073	£5.219	£4.597
Real Living Wage	£3.351	£3.519	£3.695
General Inflation	£0.174	£0.191	£0.200
Demand/Volume/Activity Base Movements	£8.423	£5.321	£4.631
Grants, Contributions & Income Recovery	(£0.715)	(£0.786)	£0.000
Sales, Fees & Charges Levels	£0.542	£0.100	£0.000
Recharges HRA, School, Capital & Internal	(£0.310)	(£0.114)	£0.000
Service Reserve Movements	£0.000	£0.000	£0.000
Housing Benefit	£0.000	£0.000	£0.000
Precepts & Levies	£1.095	£1.086	£0.000
Treasury & Capital	£0.914	£1.429	£0.250
Provisions & Contingency	(£0.378)	(£0.118)	£0.000
Other	£2.000	£0.000	£0.000
Total Budget Assumptions	£25.918	£17.469	£15.473
Approved Budget Proposals:			
Savings Proposals	(£3.074)	(£0.914)	£0.000
Policy Proposals	£1.900	£0.000	£0.000
Total Approved Budget Proposals	(£1.174)	(£0.914)	£0.000
NET BUDGET	£247.324	£263.879	£279.352
Assumed Funding:		_	

Council Tax	(£119.065)	(£127.300)	(£134.424)
Business Rates	(£72.066)	(£73.440)	(£73.440)
Prior Year Collection Fund (Surplus)/Deficit	(£1.322)	(£1.983)	(£1.983)
Government Funding Grants	(£31.428)	(£32.899)	(£34.587)
ASSUMED FUNDING	(£223.881)	(£235.622)	(£244.434)
ANNUAL INCREMENTAL BUDGET GAP	£23.443	£4.814	£6.661
CUMULATIVE BUDGET GAP	£23.443	£28.257	£34.918

# **Budget Proposals**

### **Budget Proposals**

- 47. Since February 2024 Budget Council, the Council has undertaken the following activities to identify further budget proposals to close the budget gap:
  - Further detailed analysis & review of existing budgets.
  - Held service budget review & challenge sessions.
  - Establishment of a Programme Management Office to support the production and delivery of budget savings.
  - Implementation of a new gateway process to performance monitor existing budget proposals and the development of new budget proposals.
  - Commencement of benchmarking & positioning exercise against Greater Manchester authorities and nearest neighbours.
- 48. The table below shows a summary of the budget proposals generated through the new gateway process and the impact of reducing the budget gap, a full listing of the draft budget proposals is provided in Appendix 1.

	Nov-24				
2025/26 - 2027/28 Budget Proposals Summary	2025/26 £m	2026/27 £m	2027/28 £m		
BUDGET GAP [NOV 2024]	£23.443	£4.814	£6.661		
Draft Budget Proposals:					
Draft Budget Proposals (Operational Decision)	(£3.930)	(£3.300)	(£1.612)		
Draft Budget Proposals (Policy Decision)	(£0.055) (£0.335)		(£0.209)		
Total Draft Budget Proposals	(£3.985)	(£3.635)	(£1.821)		
Reprofiled Budget Savings					
Reprofiled Budget Savings	£0.000	£0.000	(£3.150)		
Total Reprofiled Budget Savings	£0.000	£0.000	(£3.150)		
ANNUAL INCREMENTAL BUDGET GAP	£19.458	£1.179	£1.690		
CUMULATIVE BUDGET GAP	£19.458	£20.637	£22.327		

49. The above table shows that by taking forward the draft budget proposals of £9.441m and the £3.150m of reprofiled budget savings proposals, the budget gap will reduce by £12.591m, from £34.918m to £22.327m.

# Budget & Staff Consultation

- 50. To identify additional savings that will support the delivery for a financially sustainable position, all services have been reviewed and this has initially resulted in the identification of savings totalling £9.441m. These are either for management action (£8.842m) that are within delegated powers for officer decisions and so can be immediately progressed and those that require Cabinet approval (£0.599m) and are subject to the overall budget consultation.
- 51. A number of previously agreed savings proposals totalling £3.150m have also been re-profiled for delivery in 2027/28 with detailed delivery plans in the process of being developed.

# Management Actions

- 52. A considerable proportion of savings have been identified as management actions rather than policy decisions and are not expected to have a negative impact on service delivery. These savings total £8.842m. The most significant element of this relates to adult social care at £4.250m with the continuation and extension of measures designed to enhance health and social care delivery by developing a more robust strengths-based, person-centred care model. This will continue to focus on empowering individuals and improving care quality to maximise independence wherever possible and use benchmarking information to focus on areas of relatively higher cost.
- 53. The next largest savings area relates to estimated savings of £1.303m over the MTFS period linked to the upgrade of the Unit 4 finance system expected to be implemented by April 2026. This represents a major transformation programme for both finance and the wider council and require upfront capital investment with a detailed separate Cabinet report scheduled for a future Cabinet meeting to confirm the level of overall investment required and outlining the anticipated benefits. The timeframes for implementation are necessarily challenging and in advance of the detailed Cabinet report initial investment of c.£250k is required from earmarked reserves to continue with phase 1 of the programme which will be dedicated to laying the groundwork for the successful migration to the Unit4 ERP system in the cloud. The focus will be on mobilisation, technical preparation, and initiating the key transformation projects that will drive the broader changes within the council's operations.
- 54. There are also £1.500m of savings linked to mitigating the increasing costs of children's social care through keeping families together wherever possible and appropriate and meeting care needs in the most cost-effective way possible with the creation of council-owned Residential Children's Homes covered in a separate Cabinet report. Work has also been undertaken to take out vacant posts in the staffing establishment that are no longer required (£464k) and

savings also identified through the Organisational Delivery Model Review (existing Voluntary Exits Policy) (£312k), in particular relating to senior managers, in line with approved organisation design principles. There are a number of savings which will improve the cost-effectiveness of service delivery either through reducing cost without impacting negatively on service outcomes or through generating additional income.

# Policy Decisions

55. There are 2 savings proposals (Car Park Charges and Light Reduction – Trim and Dim) totalling £0.599m which will be subject to the overall budget consultation and will require Cabinet and Council approval as part of the budget process. Further details on these proposals are attached as appendices to the report and the figures presented within the revised MTFS are on the assumption that they will be agreed.

# 2025/26 Budget & 2026-28 MTFS Position

# **Budget Summary**

56. A summary of all the movements to the July 2024 budget gap of £27.918m to the November 2024 updated budget gap of £22.327m, is shown in the table below:

	Nov-24					
2025/26 - 2027/28 Draft Budget Summary	2025/26 £m	2026/27 £m	2027/28 £m			
BUDGET GAP [JULY 2024]	£23.591	£4.327	£0.000			
Net Budget:						
Budget Assumption Movements	£3.674	£2.648	£15.473			
Draft Budget Proposals	(£3.985)	(£3.635)	(£1.821)			
Budget Proposals to be Developed	£0.000	£0.000	(£3.150)			
TOTAL NET BUDGET MOVEMENTS	(£0.311)	(£0.987)	£10.502			
Assumed Funding:						
Funding Movements	(£3.822)	(£2.161)	(£8.812)			
TOTAL ASSUMED FUNDING MOVEMENTS	(£3.822)	(£2.161)	(£8.812)			
ANNUAL INCREMENTAL BUDGET GAP	£19.458	£1.179	£1.690			
CUMULATIVE BUDGET GAP	£19.458	£20.637	£22.327			

### **Budget Table**

57. Based on the current budget assumptions & proposals and assumed funding, the 2025/26 net revenue budget would increase by £18.859m (8.4%), from £224.480m to £243.339m, as shown in the table below:

	Nov-24				
2025/26 - 2027/28 MTFS Summary	2025/26	2026/27	2027/28		
2023/20-2027/28 WITF3 Sulfillially	£m	£m	£m		
<u>Directorate:</u>					
Health & Adult Care	£92.645	£99.544	£106.114		
Children & Young People	£64.928	£67.732	£70.158		
Corporate Core Services	£25.723	£24.741	£24.228		
Non-Service Specific	£42.333	£46.839	£49.189		
Business, Growth & Infrastructure	£0.741	£0.502	£0.242		
Operations	£17.048 £16.980		£16.909		
Housing General Fund	(£0.079)	(£0.079)	(£0.079)		
NET BUDGET	£243.339	£256.259	£266.761		
Assumed Funding:					
Council Tax	(£119.065)	(£127.300)	(£134.424)		
Business Rates	(£72.066)	(£73.440)	(£73.440)		
Prior Year Collection Fund (Surplus)/Deficit	(£1.322)	(£1.983)	(£1.983)		
Government Funding Grants	(£31.428) (£32.899)		(£34.587)		
ASSUMED FUNDING	(£223.881)	(£235.622)	(£244.434)		
			_		
ANNUAL INCREMENTAL BUDGET GAP	£19.458	£1.179	£1.690		
CUMULATIVE BUDGET GAP	£19.458	£20.637	£22.327		

# Sensitivities, Risks & Opportunities

# Sensitivity

58. A sensitivity of the significant budget assumptions & funding items is shown in the table below:

Sensitivity Analysis	Potential Full Year Impact of 1% Movement £m
Council Tax (level, taxbase and collection rates)	+/- £1.191

Funding Grants	+/- £0.314
Pay Award	+/- £1.015
Real Living Wage	+/- £0.682
Adults Community Care: inflation and demand growth	+/- £1.296
Adults Transition Budget: demand growth	+/- £0.188
Children Looked After Budget: inflation and demand growth	+/- £0.897
Treasury & Capital Financing Costs	+/- £1.166

# Risks & Opportunities

- 59. Legislation requires that annually the Council sets a balanced and robust budget, which is sufficient to meet its legal obligations, and then its aspirations. This requires all plans to be costed, forecasts and estimates to be checked for reasonableness, and risks to be assessed across the many varied services the Council provides. This also includes an assessment for emergencies, severe weather and other service and strategic risks.
- 60. Robustness does not guarantee that all possible eventualities are identified, or that all budget estimates are precise. Actual income and expenditure will likely vary from the approved budget, but in the round, these will offset one another, and the approved budget will be sufficient to meet overall expenditure requirements.
- 61. In exercising their statutory duty the Director of Finance, in conjunction with the Executive Team, will take all matters and issues into consideration and will make a reasoned assessment of whether the budget is sufficient and robust. The Director of Finance will ensure that the minimum reserve level is maintained to ensure the Council can meet its legal obligations.
- 62. The Council faces various financial risks including:
  - The ability to deliver savings at agreed values and within agreed timescales.
  - Potential legal challenges to decisions.
  - Fees & charges income differing to assumptions.
  - Variations to external funding and grant allocations.
  - Demographic pressures.
  - Inflation & interest rates differing to assumptions.
  - Business Rates: potential costs of backdated appeals.
  - Variations to external levies & contracts.
  - Future changes to legislation.
  - Failure of Project Safety Valve to comply with the management plan.
  - Schools academisations deficits.
  - The significant financial challenge currently being faced by the NHS loca

### **Reserves & Balances**

### Reserve Forecast

- 63. In accordance with statutory regulations and CIPFA guidance, the levels of balances and reserves are reviewed during the budget process to ensure that they are currently sufficient, and that they will remain adequate over the medium term.
- 64. The Council's historic & medium-term approach involves using reserves to support the budget position while savings are being realised. The in-year assumption is that £13.149m of reserves will be required to enable the Council to achieve a balanced budget.
- 65. The table below shows a summary of the reserves following a strategic review with the creation of investment reserves to support the Council deliver future invest-to-save, regeneration & growth and transformation projects that will be required to deliver future budget proposals and close the budget gap of £22.327m.

GENERAL FUND RESERV	ES SUMMARY		Balance at 31 March 2024	Actual Transfers (In) / Out 2024/25	Forecast Transfers (In) / Out 2024/25	Balance at 31 March 2025	Forecast Transfers (In) / Out 2025/26	Balance at 31 March 2026	Forecast Transfers (In) / Out 2026/27	Balance at 31 March 2027	Forecast Transfers (In) / Out 2027/28	Balance at 31 March 2028
			£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
General Fund			(£10.000)	£0.000	£0.000	(£10.000)	£0.000	(£10.000)	£0.000	(£10.000)	£0.000	(£10.000)
Directorate Reserves	HAC		(£1.193)	£0.000	£1.193	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000
Directorate Reserves	CYP		(£0.351)	£0.084	(£0.344)	(£0.611)	£0.610	(£0.001)	£0.000	(£0.001)	£0.000	(£0.001)
Directorate Reserves	CCS		(£1.177)	(£0.211)	£0.339	(£1.049)	£0.633	(£0.416)	£0.416	£0.000	£0.000	£0.000
Directorate Reserves	BGI		(£0.450)	(£0.274)	£0.724	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000
Directorate Reserves	OPS		£0.000	(£0.020)	£0.020	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000
Directorate Reserves	HGF		£0.000	£0.000	(£0.002)	(£0.002)	£0.000	(£0.002)	£0.000	(£0.002)	£0.000	(£0.002)
Directorate Reserves	Trading Accounts		(£0.054)	£0.000	£0.000	(£0.054)	£0.000	(£0.054)	£0.000	(£0.054)	£0.000	(£0.054)
Directorate Reserves			(£3.225)	(£0.421)	£1.930	(£1.716)	£1.243	(£0.473)	£0.416	(£0.057)	£0.000	(£0.057)
Corporate Reserves	Investment	Invest-to-Save	(£1.519)	(£0.369)	£0.741	(£1.147)	£0.147	(£1.000)	£0.000	(£1.000)	£0.000	(£1.000)
Corporate Reserves	Investment	Regeneration	£0.000	£0.116	(£1.116)	(£1.000)	£0.000	(£1.000)	£0.000	(£1.000)	£0.000	(£1.000)
Corporate Reserves	Investment	Trans formation	(£0.838)	£0.000	(£3.662)	(£4.500)	£0.000	(£4.500)	£0.000	(£4.500)	£0.000	(£4.500)
Corporate Reserves	Risk	Volatility/Demand	£0.000	£0.000	(£2.000)	(£2.000)	£0.000	(£2.000)	£0.000	(£2.000)	£0.000	(£2.000)
Corporate Reserves	Risk	Insurance	(£4.664)	£0.000	£0.273	(£4.391)	£0.000	(£4.391)	£0.000	(£4.391)	£0.000	(£4.391)
Corporate Reserves	Risk	DSG/PSV	(£6.000)	£0.000	£0.000	(£6.000)	£0.000	(£6.000)	£6.000	£0.000	£0.000	£0.000
Corporate Reserves	Sta bilisation	Net Budget	(£48.111)	£0.854	£18.433	(£28.824)	£0.333	(£28.491)	£0.020	(£28.471)	£0.000	(£28.471)
Corporate Reserves	Sta bilisation	Funding	(£7.193)	£0.000	£5.193	(£2.000)	£0.000	(£2.000)	£0.000	(£2.000)	£0.000	(£2.000)
Corporate Reserves			(£68.325)	£0.601	£17.862	(£49.862)	£0.480	(£49.382)	£6.020	(£43.362)	£0.000	(£43.362)
External Funding			(£13.634)	£0.000	£6.171	(£7.463)	£4.592	(£2.871)	£2.668	(£0.203)	£0.000	(£0.203)
Earmarked Balances Sub	o-Total		(£85.184)	£0.180	£25.963	(£59.041)	£6.315	(£52.726)	£9.104	(£43.622)	£0.000	(£43.622)
Schools Reserves			(£3.043)	£0.000	£0.000	(£3.043)	£0.000	(£3.043)	£0.000	(£3.043)	£0.000	(£3.043)
S106 Commuted Sums			(£6.162)	(£0.154)	£0.000	(£6.316)	£0.000	(£6.316)	£0.000	(£6.316)	£0.000	(£6.316)
Earmarked Reserves Tot	Earmarked Reserves Total		(£94.389)	£0.026	£25.963	(£68.400)	£6.315	(£62.085)	£9.104	(£52.981)	£0.000	(£52.981)
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GF RESERVES TOTAL			(£104.389)	£0.026	£25.963	(£78.400)	£6.315	(£72.085)	£9.104	(£62.981)	£0.000	(£62.981)

66. The table below shows an illustration of utilising reserves to fund the remaining budget gap for each of the three years 2025/26 (£19.458m), 2026/27 (£20.637m) & 2027/28 (£22.327m). That demonstrates an unsustainable financial position over the medium-term, whereby the Council will be unable to set a balanced budget in 2027/28, without identifying further savings proposals, and potentially sooner should any future events including in-year overspends have an adverse impact on the level of reserve balances.

Projected Balance of General Fund Reserves Balances	Balance at 31 March 2024 £m	Balance at 31 March 2025 £m	Balance at 31 March 2026 £m	Balance at 31 March 2027 £m	Balance at 31 March 2028 £m
Projected GF Reserves Balance	(£104.389)	(£78.400)	(£52.627)	(£22.886)	(£0.559)
General Fund	£10.000	£10.000	£10.000	£10.000	£10.000
Schools Reserves	£3.043	£3.043	£3.043	£3.043	£3.043
S106 Commuted Sums	£6.162	£6.316	£6.316	£6.316	£6.316
GF Reserves excl. Statute & Ring-Fenced	(£85.184)	(£59.041)	(£33.268)	(£3.527)	£18.800

67. To reduce the dependence on reserves and address the structural funding shortfall, it is essential that further savings, efficiencies or income generation are identified over the three-year MTFS period 2025/26 to 2027/28 to stabilise the Council's finances over the medium-term.

### **Budget Timeline & Workplan**

### **Timelines**

68. The current timelines for 2025/26 budget setting is shown in the table below:

Report	Committee Meeting	Date
2025-26 Budget Report	Budget Overview & Scrutiny Committee	6 February 2025
	Budget Cabinet	12 February 2025
	Budget Council	19 February 2025

# Future Workplan

69. The aim between now and February is to significantly reduce the reported 2025/26 budget gap which is currently £19.458m, and therefore reduce the impact on reserves. A strategy has been developed to support this next phase of budget work, which is framed over the four themes of:

### 1) Income:

This includes ensuring that the strategic development activity is fully reflected in increased funding levels, all sales, fees and charges are reviewed to ensure they cover the full cost of service delivery, review of all grants and the applications of capital receipts to support transformation expenditure within the revenue budget in line with permitted flexibilities.

# 2) Non-Statutory Service Transformation:

This includes looking at the scope for becoming more cost-effective and efficient in our service delivery models including opportunities for automation and process improvement with a good example being the transformation work linked to the upgrade of Unit 4 which will come to a future Cabinet meeting and has £1.653m of efficiency savings linked to it over the four-year period of 2025/26 to 2028/29. This will be supported by the identification of the current cost of all non-statutory services currently being provided and options for cost reductions.

### 3) Contain Growth / Demand Pressures:

A significant proportion of the forecast funding gap is the result of ongoing increasing demand, and the cost of meeting that demand, particularly Children's and Adults Social Care. Whilst these are national issues and pressures not unique to Bury, focused activity is being undertaken to look at our current demand pressures and growth assumptions and develop proposals for how they can be further mitigated supported by a detailed analysis of our budgets and benchmarking information.

The largest area of spend within the council relates to our contractual expenditure which reflects some of the largest social care contracts but also contracts across all service areas. An approach is being developed which will be focused on the financial and service benefits of improving the alignment of strategic commissioning and procurement across the council along with embedding consistent and effective contract management arrangements.

### 4) Health and Care:

Whilst a significant focus on containing growth and demand in theme 3 above will necessarily be focused on Adults and Children's Social Care, a growing proportion of the council's budget is covering these areas and a focused programme of activity is underway to identify additional proposals designed to reduce the council's overall cost of care from the assumptions outlined currently within the MTFS. This will necessarily look at both the actual cost of services being commissioned and the approach required to accelerate a shift to lower cost models of support.

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### **Links with the Corporate Priorities:**

Please summarise how this links to the Let's Do It Strategy. 70.

### **Equality Impact and Considerations:**

Please provide an explanation of the outcome(s) of an initial or full EIA and make **specific reference regarding the protected characteristic of Looked After Children**. Intranet link to EIA documents is here.

71.

# **Environmental Impact and Considerations:**

Please provide an explanation of the Environmental impact of this decision. Please include the impact on both **Carbon emissions** (contact <u>climate@bury.gov.uk</u> for advice) and **Biodiversity** (contact <u>c.m.wilkinson@bury.gov.uk</u> for advice)
72.

# **Assessment and Mitigation of Risk:**

Risk / opportunity	Mitigation

# **Legal Implications:**

This report updates members on the Medium-Term Financial Strategy and sets out the steps needed to progress with the Council's budget setting process. It is proposed that consultation takes place with the public in relation to the budget proposals. The Council must consult where there are specific legislative requirements or where the public would legitimately expect the Council to do so. All consultation must take place at an early stage and must abide by the principles of good consultation. The outcomes from the consultation will be reviewed and brought to Cabinet for consideration. As set out in the body of the report workforce consultation will take place in relation to these proposals. In addition to the specific legislative requirements which will be specific to the proposal the Equality Act 20103 states that public bodies must have "due regard" to a variety of equalities objectives under the Equality Act 2010.

In order to ensure we have given due regard we need to demonstrate that we understand how decisions or policies can affect those with protected characteristics and whether they will be disproportionately affected. Consulting is therefore an important part of meeting the equality duty.

In setting the budget the Council has a duty to ensure:

- It continues to meet its statutory duties
- Governance processes are robust and support effective decision making

- Its Medium-Term Financial Strategy reflects the significant challenges being faced and remains responsive to the uncertainties in the economy by continuing to deliver against its savings targets
- Its savings plans are clearly communicated and linked to specific policy decisions, with the impact on service provision clearly articulated
- It has the appropriate levels of reserves and that it closely monitors its liquidity to underpin its financial resilience
- It continues to provide support to members and officers responsible for managing budgets
- It prepares its annual statement of accounts in an accurate and timely manner in exercising its fiduciary duty, the Council should be satisfied that the proposals put forward are a prudent use of the Authority's resources in both the short and long term; that the proposals strike a fair balance between the interests of Council taxpayers and ratepayers on the one hand and the community's interests in adequate and efficient services on the other; and that they are acting in good faith for the benefit of the community whilst complying with all statutory duties.

Section 28 of the Local Government Act 2003 also imposes a statutory duty on the Council to monitor during the financial year its expenditure and income against the budget calculations. If the monitoring establishes that the budgetary situation has deteriorated, the Council must take such action as it considers necessary to deal with the situation. This might include, for instance, action to reduce spending in the rest of the year, or to increase income, or to finance the shortfall from reserves.

# **Financial Implications:**

To be completed by the Council's Section 151 Officer.

73. The financial implications are as outlined in the report

# **Appendices:**

Please list any appended documents.

### **Background papers:**

Please list any background documents to this report and include a hyperlink where possible. Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning

### **APPENDIX 1**

Nov-24

2025/26 - 2027/28 Budget Proposals		2025/26 £m	2026/27 £m	2027/28 £m
Draft Budget Proposals (Operational Decision):				
HAC Strategic Workforce Review	HAC	(£0.010)	(£0.061)	£0.000
CYP Strategic Workforce Review	CYP	£0.000	£0.000	£0.000
CCS Strategic Workforce Review	CCS	(£0.186)	£0.000	£0.000
BGI Strategic Workforce Review	BGI	(£0.062)	£0.000	£0.000
OPS Strategic Workforce Review	OPS	(£0.145)	£0.000	£0.000
Adults Commissioning Review	HAC	(£1.000)	(£1.000)	(£1.000)
Single Handed Care Trial	HAC	(£0.200)	(£0.200)	(£0.200)
Personal Budget Review	HAC	(£0.250)	(£0.250)	£0.000
Direct Payment Reassessment to Include Therapy	HAC	(£0.050)	£0.000	£0.000
Discharge to Assess Reviews by Therapy	HAC	(£0.050)	£0.000	£0.000
Neighbourhood Housing Support	HAC	(£0.050)	£0.000	£0.000
Foster Carers	CYP	(£0.250)	(£0.100)	£0.000
Family Safeguarding Model	CYP	(£0.100)	(£0.050)	£0.000
Edge of Care	CYP	(£0.494)	(£0.106)	£0.000
IT Supplier Review [Digital]	ccs	(£0.065)	(£0.050)	£0.000
IT licence Review [Digital]	CCS	(£0.050)	(£0.025)	£0.000
Unit 4 Reimplementation & Transformation Review	CCS	(£0.100)	(£0.853)	(£0.350)
Revenues and Benefits Structure Review	CCS	(£0.317)	£0.000	£0.000
Contact Centre Review [Digital]	CCS	(£0.100)	(£0.100)	£0.000
Creation of Council-Owned Residential Children's Homes	BGI	£0.000	(£0.400)	£0.000
Fleet Function Review	OPS	(£0.070)	£0.000	£0.000
Car Park Tariff Review	OPS	(£0.074)	£0.000	(£0.062)
Stores Function Review	OPS	£0.000	(£0.050)	£0.000
Salary Sacrifice Review	NSS	(£0.050)	£0.000	£0.000
Organisation Delivery Model Review	NSS	(£0.257)	(£0.055)	£0.000
Total Draft Budget Proposals (Operational Decision)		(£3.930)	(£3.300)	(£1.612)
Draft Budget Proposals (Policy Decision):				
Car Park Charges Review	OPS	(£0.055)	(£0.126)	£0.000
Light Reduction - Trim and Dim	OPS	£0.000	(£0.209)	(£0.209)
Total Draft Budget Proposals (Policy Decision)		(£0.055)	(£0.335)	(£0.209)
TOTAL DRAFT BUDGET PROPOSALS		(£3.985)	(£3.635)	(£1.821)