

Medium Term Financial Strategy 2025/26 – 2027/28 (Oct 2024 Update)

The Medium-Term Financial Strategy (MTFS) sets out the Council's strategic approach to the management of its finances and outlines some of the financial issues that it will face over the next three years.

This is the third iteration of the MTFS 2025/26 – 2027/28 and it has been compiled with data and information available as at October 2024. The document will be subject to refinement as the financial year 2024/25 progresses and updated as workstreams identified progress during the year.

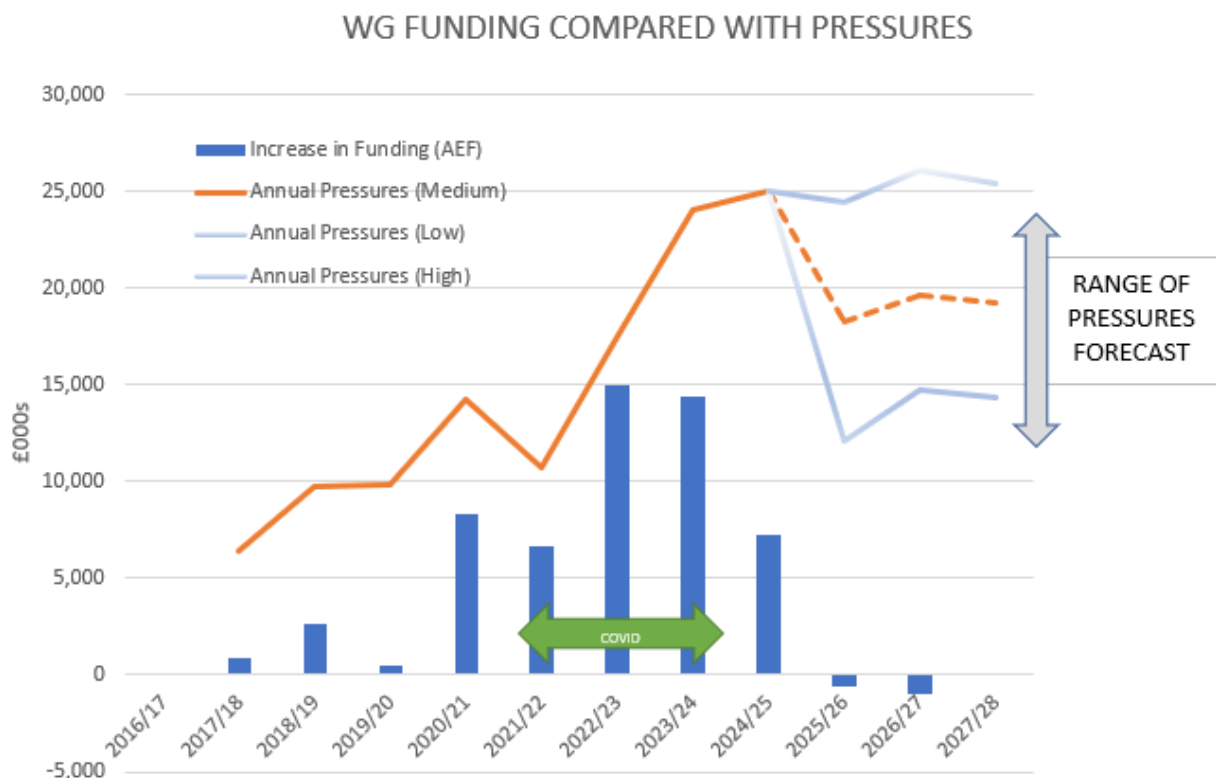
Summary of the Financial Outlook

The medium term economic and political environment within which the Council operates remains extremely uncertain making forecasting budget projections with accuracy difficult. Demand for services from our communities continues to grow and the complexity of needs has intensified in areas such as education and children's services and adult social care. Whilst inflation has eased it will continue to have an impact by increasing costs of service delivery by exerting pressure on pay, commissioned care, food and fuel prices etc. There is often a time lag between the headline rate of inflation and the increase in cost of the expenditure that the Council incurs, particularly on pay related expenditure which feeds through to expenditure on commissioned care.

The 2024/25 funding settlement from Welsh Government provided no future indication of funding as it has done for the past 2 years. As circa 75% of the council's budget (net) is funded by the settlement this adds a level of uncertainty. The current predictions for future funding from Welsh Government are based on forecasts from the Wales Fiscal Analysis for cash flat and even slightly negative funding settlements. More recent forecasts from the Wales Fiscal Analysis reflecting the post-election fiscal outlook for Wales look slightly more positive, however this will not materially alter the Council's financial outlook.

The graph below shows how funding received from Welsh Government compares with the cost pressures the council is subject to. It covers a 10-year period, looking back to

2017/18 and forecasts forward to 2027/28 using current Medium Term Financial Plan (MTFP) estimates of pressures using a range of cost assumptions from low to high.



The council has faced a significant financial challenge in setting recent budgets as outlined in the table below:

	Pressures requiring additional budget (£m)	Council Tax (£m)	AEF (Funding from WG) (£m)	Savings (£m)
2023/24	25	3 (3.8%)	14 (8.2%)	8
2024/25	25	7 (9.34%)	7 (3.8%)	11

The significant financial challenge is set to continue in the medium term due to a combination of no increase in funding from Welsh Government (working assumption), increases in demand for and complexity of needs for services and the continued impact of inflation. At the time of updating the strategy the Council awaits the incoming UK governments first budget statement on 30th October. This will be followed by the Welsh Government publishing its budget and draft funding settlement for local government in

early December. It is possible that the Council will receive a higher than forecast funding settlement, but this is highly unlikely to change the scale of the financial challenge facing the Council in the medium term, which should not be underestimated.

Appendix 1 sets out the current budget projections in the Medium-Term Financial Plan (MTFP) for 2025/26 – 2027/28 (revised at October 2024) along with the assumptions that underpin the projections. The MTFP has been updated to reflect latest estimates of known pressures whereas the impact of increases in Council Tax and funding from Welsh Government remain as high-level estimates. The table includes a range of assumptions to provide a low, medium and high estimate of costs for each pressure, illustrating both the uncertainty of the figures and that work will continue to refine these projections.

Budget Pressures

Corporate pressures currently included in the MTFP;

- Pay pressure - Non-Teaching Pay Awards. Current estimates are on the high side, when compared with current rates of inflation and these may be revised down in future updates.
- Pay Grades Pressure - In recent years increases to the National Living Wage driven by high levels of inflation has had an impact on the Council's pay structure. Grades have compressed at the lower end of the structure due to the removal of some spinal points and there is an increasing need to review the structure. The pressure whilst still included in the MTFP has been pushed back reflecting the commitment made by the national employers in recent pay negotiations to redesign the national pay spines and the time that may take. The Council recognises the need to review its pay structure, but it would not be feasible to complete that review when changes to the national pay spine are planned.
- General price inflation
- Council Tax Reduction Scheme - Funding for CTRS transferred into the Local Government settlement a number of years ago and has not changed. Additional costs as a result of increases in Council Tax fall on the council
- Levy from North Wales Fire and Rescue Authority
- Schools inflation – covering teaching and non-teaching pay awards for those employees working in schools, and price inflation.

- Schools Demography – reflecting changes in overall pupil numbers.
- Investment in Priorities - impact of capital programme repayment of borrowing and interest costs.

Service Pressures currently included in the MTFP;

- Adult Social Care – updated to reflect current estimates for increases in inflation, demand / complexity.
- Children’s Services – updated to reflect current estimates for increases in inflation, demand / complexity.
- Additional Service Pressures – added to reflect short, focused business cases submitted by Head of Service and approved by CET.

All pressures will continue to be reviewed and refined as the year develops to reflect updated demands. Demands for some service provision is increasing in Adults and Childrens Services but also the complexity of care required by individuals is increasing.

The majority of the pressures faced by the council are outside of its control, for example pay inflation is set nationally.

Risks

This section of the MTFFS provides details of the strategic risks that the council is facing that it has not been possible to quantify in the MTFP at this stage, or there is still a degree of uncertainty if it will materialise.

- Pay Award (non-teaching) – The 2024/25 pay award was confirmed as this update of the MTFFS was being written and will be paid in November. The Council has budgeted for 5% in 2024/25 which will be sufficient to cover costs and this risk can now be removed.
- Teachers Pay Award – The Cabinet Secretary has indicated that the Teachers Pay Award for September 2024 is 5.5%, higher than most Council’s would have budgeted for. Denbighshire Schools budgets were increased by 5% (full year) to cover the teachers’ pay award. We await confirmation of additional funding from Welsh Government. Should no funding to cover the additional costs be available

the Council would need to correct the base budgets in 2025/26 which adds to the overall pressure in the MTFP for 2025/26.

- Clwyd Pension Fund Triennial Review – revised employer contributions would take effect from 2026/27.
- Children’s Services Placements – demand is difficult to forecast, complexity of needs coupled with inflation have driven up costs significantly in recent years. WG have set a priority of eliminating private profit from the care of looked after children, this could have an impact on the market in Wales.
- Adult Social Care – care fees and an increase in the number of complex cases could be in excess of budgeted levels.
- Homelessness – The general lack of social and affordable housing coupled with changes in legislation during the pandemic has seen a significant increase in the number of people presenting as homeless in recent years. This has led to significant additional cost, particularly in relation to temporary accommodation. Whilst there are a number of workstreams being progressed with positive results to reduce the costs and numbers in temporary accommodation the situation can change quickly.
- Council Tax Reforms – WG consulted on plans to reform the way CT is calculated and charged, this has the potential to impact on how much funding the council receives. Changes will now not take place until 2028 which therefore reduces the immediate risk.

Funding Additional Pressures

The net revenue budget is funded from Aggregate External Finance (AEF) (75%) and Council Tax (25%). The AEF is made up of Revenue Support Grant (RSG) and Non Domestic Rates Pool funding (NDR).

Aggregate External Funding - Projected funding from Welsh Government.

The 2024/25 funding settlement from Welsh Government provided no future indication of funding as it has done for the past 2 years. Future funding within the MTFP is based on assessments by Wales Fiscal Analysis at slightly negative reductions of -0.3% in 2025/26, -0.5% in 2026/27, and 0% in 2027//28 in the absence of anything else. More recent forecasts from the Wales Fiscal Analysis reflecting the post-election fiscal outlook for

Wales look slightly more positive, however this will not materially alter the Council's financial outlook in the medium term.

At the time of updating the strategy the Council awaits the incoming UK governments first budget statement on 30th October. This will be followed by the Welsh Government publishing its budget and draft funding settlement for local government in early December. It is possible that the Council will receive a higher than forecast funding settlement if recurring funding for the increase in Teacher Pensions in April 2024, any recurring funding for above inflation pay awards is included in the settlement, etc. At this point in the year there is no certainty that this will happen and therefore we have been cautious and have not increased the funding forecast in the MTFP.

It is essential that we continue advocating for more resources from national governments especially considering increasing demand in services or rising costs as a result of policy decisions. It is worth noting that a 1% increase in AEF equates to an additional c£2m in funding.

Council Tax

In 2024/25, Denbighshire's Band D Council Tax is £1,679 which compares to the Welsh average of £1,631 and the North Wales average of £1,666. Across Wales, Band D Council Tax varies between £1,446 (Caerphilly) and £1,975 (Merthyr Tydfil) and in North Wales between £1,572 (Ynys Mon) and £1,755 (Gwynedd). The Band D Council Tax of our immediate neighbours is £1,733 at Conwy and £1,658 at Flintshire. We are the 3rd highest in North Wales.

Assumptions made about Council Tax increases in the MTFP range from 6% - 12% for 2025/26 and a 5.5% long term average thereafter for both years though it is important to note that no decisions have been made yet. A mid-range assumption of a Council Tax increase of 9% for 2025/26 yields an additional £6.8m but only addresses a third of the funding gap, the remaining gap is substantial at £12m.

To the extent that increases in AEF and Council Tax are insufficient to meet the financial demand, then the Council is faced with the need to make budget reductions, generate income or use its one-off reserves and balances to fund any remaining resource shortfall.

Budget Reductions, Savings and Efficiencies

Given the scale of the Council's current financial position and the cumulative impact of finding annual efficiencies for over a decade, no service can be protected in its entirety from the need to find savings, and this unfortunately includes front line services.

Prioritisation of services will need to feature in future discussions.

- We will need to invest more in provision of statutory services to our most vulnerable (eg children and adults needing social care), the demand for these services are going up and the costs are increasing. These are services we need to prioritise in terms of additional year on year investment.
- Other services are highly valued, and we will need to continue to provide additional funding, their budgets will increase year on year in cash terms, but in real terms additional funding may not keep pace with inflation. For example, the position with schools this year.
- Other services will receive less budget than last year. For example, as seen with libraries this year.
- It will be necessary to remove the budgets for some functions entirely and therefore we will either cease to provide that service or work with partner organisations, if possible, for them to run the service or at least pay the full costs for delivering it. For example, the current position with public toilets.

It is important to understand that there are some budgets within the overall net revenue budget where it is not possible to implement any savings, for example the Levy to the North Wales Fire and Rescue Authority, Members' allowances etc. The council cannot operate without support services functions; however they will need to be reshaped so that they operate effectively and as efficiently as possible.

The scope for efficiencies is limited given the scale of budget reductions over the past ten years, which has delivered a wide range of efficiencies. However, technologies and other practices continue to evolve, and we therefore need to work hard to identify and deliver further efficiencies where we can in order to preserve services for residents.

There is a need to develop a more transformational approach to the council's need to reduce its costs (see below). Our approach to transformation is a priority and is under development but it will take time and investment. For the next few years, the approach will

be to identify savings and invest in transformational projects. In terms of 2025/26 savings, target percentage service reductions have been issued which services are working towards achieving and considering what services will look like as a result. The combined percentage reduction to budgets will equate to the Council's funding gap. Percentages are being treated in a broad sense, and it is not considered appropriate to apply a consistent level of budget reductions across all services. Appendix 2 provides an update of savings proposals to date, though the work continues.

Budgetary control measures introduced covering recruitment, and use of overtime and agency will continue into 2025/26.

Fees and Charges

Annual work on fees and charges has always been undertaken every year as part of budget setting. The fees and charges policy is under review and will be updated as necessary. A more focused review of fees and charges had been planned this year. Whilst it has not been possible to conduct that review due to capacity within the Finance team, Heads of Service in developing savings proposals are actively considering ways of generating income and these will be clearly identified in savings proposals brought to Members.

Capital

The Council's capital plan has an impact on its revenue budget. Schemes funded from borrowing have associated interest and debt repayment costs (minimum revenue provision) which must be charged to the revenue account. There is also the additional day to day running costs associated with large capital schemes that develop additional / new services. The Council has a well-developed process for assessing individual capital business cases and associated revenue costs. In setting its revenue and capital budgets for the current year the Council recognised the need to limit the impact of the capital plan on the revenue budget as much as possible and introduced the additional principles.

- The Council should work towards capping the annual block allocations at the level of the capital funding received from Welsh Government.
- Urgent Health and Safety issues should be prioritised.

- Consideration given to Invest-to-save schemes, even if the benefit is reducing pressures in the medium term.
- Capital receipts or delays to other projects will be the only source of funding available for 2024/25 and 2025/26
- Grant Funded Schemes – more reliance on using grant funding as effectively as possible. 100% grant funded schemes are obviously preferable, but it is recognised that sometimes match funding will be required. Consideration should also be made on any ongoing revenue impact of capital grant, on-going maintenance costs for example.

A workstream continues to review how the block allocations are funded in the capital budget. All block allocations are being reviewed, including those funded from capital receipts or prudential borrowing, with the aim that in total they match available funding from Welsh Government through the settlement, as far as possible. The results of the review will be brought forward for Members discussion as part of setting the Capital Plan for next year. Affordability and links to the Council Plan will guide those discussions and outcomes. We are also reviewing the policy for repaying debt and have engaged our Treasury Management advisors to assist with the review whilst also undertaking an independent review of the impact of the capital plan on the revenue budget. The results of these reviews will be available for wider consideration in the autumn.

Schools

The approach, as it has been in recent years, will be to continue to fully fund inflationary pressures including pay awards, pension contributions, energy, etc and demography, and then apply a budget reduction. In 2024/25 this equated to a gross increase to schools of £7.616m before we applied savings of 3% which equated to £2.7m. The net position was an increase of £4.916m a 5.82% increase in the schools' budget. The schools' budget is our biggest budget, the council cannot fund all inflationary pressures without expecting our schools to contribute to the savings effort. The additional level of funding the Council received from WG in broad terms at 3.8% in 2024/25, did not cover inflationary costs including that of our schools. The impacts of decisions and changes in 2024/25 will need to be assessed and considered in reaching decisions on the percentage reduction for schools in 2025/26. A range of between 3 – 5% is under consideration.

Reserves and Balances

The Council will hold many different reserves at any point in time, though the amounts are only confirmed at the end of a financial year. The Statement of Accounts will split reserves into 2 categories usable and unusable reserves. As the name suggest unusable reserves cannot be used and relates to technical reserves associated with timing of accounting adjustments relating to fixed assets and pensions. Usable reserves are split into capital and revenue reserves. This section of the MTFs focuses on the revenue reserves and the strategy for their use over the medium term.

The table below set outs the useable reserves held by the Council as at the end of financial years 2022/23 and 2023/24.

Useable Reserves	1st April 2023 (£m)	1st April 2024 (£m)	Purpose
Council Fund balance	5.577	5.577	Sums set aside for more general purposes to meet any unforeseen costs pressures and unexpected events outside of the council's control.
Earmarked Revenue Reserves – Services	14.514	14.178	Sums set aside for specific purposes to support Service needs.
Earmarked Reserves - Corporate	17.147	17.607	Sums set aside for specific purposes to support corporate needs.
Earmarked Revenue Reserves - Schools	8.939	3.681	School reserves which are delegated to school governing bodies.
Housing Revenue Account Reserve	1.566	1.178	Housing reserves which are ringfenced for housing purposes as required in law.
Earmarked Capital	19.240	22.186	Capital monies set aside for funding ongoing capital schemes per the Capital Plan.
Capital Reserves	15.122	12.845	Capital receipts and grants to fund ongoing capital schemes per the

(capital receipts reserve and capital grants unapplied account reserve)			Capital Plan. These sums generally cannot be used to support Revenue expenditure.
Total Useable Reserves	82.107	77.252	

The Council Fund balance currently stands at £5.6m. In setting its 2024/25 budget the council agreed to keep this minimum £5.6m unearmarked reserve, to meet any unforeseen cost pressures and unexpected events outside of the council's control. Should there ever be a call on this reserve, there would need to be a plan to replenish the reserve to its level of £5.6m.

There is no determined level of reserves that is necessary for councils to hold as that is a matter of judgement for each council to make. Previously £5m has been the level for some years and as the council's net revenue budget has increased (due to high levels of inflation) in recent years its value has been eroded. £5m is 1.84% of the current net revenue budget (2024/25) and it is an aim to increase the level of unearmarked reserves over the medium term. Given the scale of the financial challenge it is not be feasible to plan to build our general balance by earmarking budget however the intention is to increase the balance should any opportunity arise, e.g., from windfall income etc.

The Council also has earmarked reserves which are set aside for specific purposes, to fund a known future pressure, loss of income or to mitigate against a possible risk. Some are restricted in their use by, for example, the terms and conditions of grants where their source is government funding. Earmarked reserves are also used by services to manage their budgets and are regularly reviewed and challenged as part of budget monitoring and work on setting annual budgets.

The Council holds limited centrally held earmarked reserves including its budget mitigation reserve which is used to fund any in year overspend. In setting the 2024/25 budget the council approved targeted use of corporate earmarked reserves to cover one-off exit costs, and as mitigation for risks from ongoing discussions around reviewing the Council's pay structure which is necessary given the unprecedented financial position faced.

A workstream to review the council's policy for reserves continues and includes a review and challenge of both corporate and service reserves held to confirm that they are still needed for the purpose they were set aside for.

Transformation

The Council has a Transformation Programme of coordinated, accelerated activity to deliver change projects across the Council's services and functions to enable the organisation to respond to the current and future financial and demand challenges. The Programme will reshape the way in which services are delivered, ensuring they operate as efficiently as possible, while also investigating creative ways to best serve our residents. The Programme's financial targets will align with the Council's MTFS / MTFP with the goal to be a financially sustainable Council.

Projects within this Programme will take some time to develop and, in all probability, may not materialise in time for 2025/26 budget setting.

The projects within the Programme will be organised into 3 main workstreams with each Corporate Director providing day to day cross-council challenge and strategic direction. The workstreams are as follows;

- Commercialisation and Enterprise
- Collaboration and Partnership
- Influencing Demand and Digital

The programme will be managed by the Budget and Transformation Board which consists of Cabinet Members and the Corporate Executive Team (CET). The Board meets regularly and will review and decide on which projects should progress through various project gateways, allocation on funding, etc.

Although most decisions in respect of transformation proposals will be taken by the Executive arm of the Council, i.e., officers, lead members and Cabinet, there will be regular engagement with the wider membership of the Council as proposals are developed. There will be opportunities for all members to be briefed informally in a workshop setting but there will also be a need for formal consideration of more significant proposals by Scrutiny Committees.

Processes for keeping Members informed and Governance of the Budget

The process for setting the 2024/25 budget evolved during the last financial year reflecting the severity of the budgetary situation.

Heads of Service came forward with proposals for budget reductions following discussions with Lead Members. Proposals were categorised into 2; Major Savings Proposals and Non-Strategic Savings.

Each Major Savings Proposal was reviewed by CET for deliverability before being reported informally to Cabinet for political challenge/acceptability. If a project was informally supported by Cabinet, the relevant Lead Member ensured that all Members were advised of the project by sharing a brief report and a Wellbeing Impact Assessment. Each project was the subject of a virtual Teams meeting for all Members so the proposal could be further explained, and any initial questions answered. Some projects needed to be reported to Scrutiny and were the subject of a public consultation. Final decisions were taken as appropriate e.g. at Cabinet, Lead Member Delegated Decision, Head of Service delegated decision etc.

Heads of Service also proposed a range of non-strategic efficiencies/smaller scale reductions to budgets. These efficiencies/reductions to budget were discussed with Lead Members and in most cases were progressed via a Head of Service delegated decision.

These processes for sharing information with Members will continue going forward as in general feedback from Members has been that they did feel informed about the budget.

Regular Council Workshops/Member Briefings will be arranged to update Members on development of MTFS (overall budget approach), latest projections in MTFP, progress on delivery regarding closing the budget gap and the transformation agenda.

There will also be more reporting to update the MTFS and MTFP this year, with updates for Cabinet planned in July, October and January, before the budget is set a month later in February. These reports will be the subject of agenda items for Governance and Audit Committee for assurance that the council has robust processes in place to make effective decisions in a timely manner to deliver balanced budgets in future and a scrutiny committee to review those decisions. It is also planned to debate budget setting proposals at Council much earlier on than in recent years and a report is planned for November.

Final budget proposals will need to be approved with Council Tax setting at a Council meeting in February, when the settlement from WG is known.

Communications Plan

The communications plan for the budget is as follows:

- Elected Members – as per processes for keeping Members informed section (above).
- The Leader, Chief Executive and Corporate Director Governance & Business meet regularly with Group Leaders, who update their Groups. Groups can invite Chief Executive, Corporate Directors and Section 151 Officer to any of their meetings to discuss the budget proposals.
- Employees - Regular updates on budget are provided at the monthly Staff Council meetings. Staff roadshows took place on 12th March – 1st May to give employees an opportunity to better understand the Council's financial position and to ask questions / offer feedback. Further briefing sessions will be arranged as necessary.
- Trade Unions - Senior Officers meet regularly with the Unions to update them on saving proposals.
- Schools - Senior Officers attend the School Budget Forum on a regular basis to update them on saving proposals, particularly regarding implications for schools. Senior Officers attended the annual Headteachers conference to discuss the Council's financial position and school budgets.
- Public / residents - Major projects have and will continue to be subject to specific public consultation e.g. reduction in library opening hours, and public conveniences. Engagement with the public last year focused on developing budgetary information on the council's website which was shared through our social media channels. Further work is needed this year to develop our residents understanding of the council's financial challenges and the impact it will have on our ability to deliver services.
- City, Town and Community Councils – We held an information session with all of our City, Town and Community Councils to fully brief them of the council's financial situation in July. Further briefing sessions will be arranged as necessary.

Wellbeing impact assessments were completed on all major savings proposals along with an overarching assessment for the whole of the budget. This is being updated periodically as proposals are refined and reported to the Strategic Equalities and Diversity Group.

Timetable

Table below includes a timetable of likely budget activity for the year;

Budget Activity	Date
Staff Roadshows - Budget	12 th March – 1 st May
Members Budget Workshop - Governance and Business	13 th March
Members Budget Workshop – Economy and Environment	15 th March
Members Budget Workshop – Social Service and Education	11 th April
Cabinet – Medium Term Financial Strategy (including MTFP update) and assessment of financial resilience report.	23 rd April
Governance and Audit Committee - Medium Term Financial Strategy (including MTFP update) and assessment of financial resilience report.	24 th April
Budget discussion with Chairs and Vice Chairs of Scrutiny	20 th May
Performance Scrutiny – Medium Term Financial Strategy (including MTFP update) and assessment of financial resilience report.	6 th June
Members Workshop - Transformation	6 th June
Members Budget Workshop – MTFS / MTFP update	19 th June
Cabinet MTFS / MTFP update	30 th July
Governance and Audit Committee MTFS / MTFP update	24 th July
Performance Scrutiny MTFS / MTFP update (For information)	26 th September
Members Budget Workshop – MTFS / MTFP update	16 th October
Cabinet MTFS / MTFP update	22 nd October
UK Government Budget	30 th October
Members Budget Workshop – MTFS / MTFP update	6 th November

Full Council – Early debate – Budget 2025/26	12 th November
Governance and Audit Committee MTFS / MTFP update	20 th November
Performance Scrutiny MTFS / MTFP update	28 th November
Welsh Government Budget and LG Draft Settlement	Early December
Members Budget Workshop – MTFS / MTFP update	December / January
Cabinet MTFS / MTFP update	21 st January
Governance and Audit Committee MTFS / MTFP update	22 nd January
Cabinet – Set budget 2025/26 and proposed Council Tax	18 th February
Full Council – Set Budget 2025/26 and Council Tax	20 th February

Conclusion

The Medium Term Financial Plan (MTFP) sets out the financial forecast for the next three years. It is based on a range of assumptions, most of which at this stage are uncertain and are likely to change. However, the level of uncertainty, in terms of the UK economic outlook, funding from governments and service demands, leaves us with significant risk. As a result of the volatility, the plan will be reviewed and updated on a regular basis.

Whilst the plan does not provide us with any real certainty, it nonetheless does provide a clear indication of the direction of travel and scale of the financial pressures, to determine actions and strategic considerations we need to take in the immediate term (to set the 2025/26 budget) and mid-term (to set the 2026/27 and 2027/28 budgets) and sets out the need for transformation.