

Report of the Section 151 Officer

Cabinet - 15 February 2024

Medium Term Financial Planning 2025/26 to 2027/28

Purpose: This Report sets out the rationale and purpose of

the Medium Term Financial Plan and details the major funding assumptions for the period and proposes a strategy to maintain a balanced

budget.

Policy Framework: Medium Term Financial Plan and Budget Strategy

Consultation: Legal Services, Access to Services, Cabinet

Members and Corporate Management Team

Recommendation(s): It is recommended that:

1) The Medium Term Financial Plan 2025/26 to 2027/28 be

recommended to Council as the basis for future service financial

planning.

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1. Introduction and Background

1.1. Service and financial planning continues to be undertaken against a backcloth of increasing service pressures and demand. Again this year there is added pressure and uncertainty as we deal with a cost of living crisis and uncertain inflation levels. This has affected short-term planning and is expected to continue impact the budget in the medium term.

- 1.2. The Medium Term Financial Plan (MTFP) is an overarching strategy that:
 - Covers three future years.
 - Forecasts future known additional spending requirements, likely resources and potential funding shortfalls.
 - Links to the Council's adopted transformation programme
 'Transformation Strategy 2022-2027 and Beyond Successful and
 Sustainable Swansea' as a means of addressing future budget
 shortfalls.
 - Links to the Council's revised Corporate Plan, "Delivering a Successful and Sustainable Swansea" and the delivery of our top 6 priorities.
 - Has due regard to our duties under the Well-being of Future Generations Act 2015.

Future detailed Service planning will need to be undertaken within the financial assessments and forecasts contained within the Medium term Financial Plan.

- 1.3. It is important to understand that the MTFP does not constitute a formal budget in respect of the period 2025/26 to 2027/28 and as such the indicative annual assumptions included both within the projected spending pressures detailed in Sections 2 and 3 of this report, and the potential funding detailed in Sections 4 and 5, will be subject to a full review and decision making process as part of each of the annual Revenue Budget and Council Tax setting decisions.
- 1.4. Instead, the MTFP is intended to outline, in broad terms, the specific service and funding issues over the three-year period and how the Council will, within its financial constraints, fund its priorities and achieve major service change and savings.
- 1.5. It is essential as a planning and review tool in order to assess, on an ongoing basis, base assumptions around service pressures and progress against delivery of savings.
- 1.6. The plan serves to highlight the trend for increasingly uncertain times ahead in terms of funding for this Council and Local Government in general, as well as the service pressures that the Council faces from rising demands and increases in demography, together with potential funding pressures arising from ambitious plans for capital development.
- 1.7. Importantly, it is essential that the MTFP is a 'living' document that is subject to regular review and revisions as more information becomes available and risks are updated. As such, it is anticipated that, along with close monitoring of the specific budget proposals and savings targets for 2024/25, further reports to Cabinet regarding the MTFP will be made as necessary. In particular, the Mid Term Budget Statement in the autumn of 2024 will provide a key update on the financial outlook and delivery of savings.

- 1.8. The MTFP is one of many documents that are produced in terms of financial planning and control. These include:
 - The annual Revenue and Capital Budgets of the Authority
 - The annual HRA Capital and Revenue Budgets
 - The formal quarterly budget monitoring reports presented to Cabinet
 - The Mid-term Budget Statement intended to be produced each year as an aid to strategic review on progress
 - The Revenue and Capital Outturn Statements taken to Cabinet following year end
 - The Statement of Accounts produced and approved by Council annually.
- 1.9. The MTFP is intended to form a logical flow from an assessment of forecast resources over the medium term through each step of a structured planning process for future years and as such it specifically details:

Section 2	Overview of financial planning environment 2025/26 – 2027/28
Section 3	Detailed spending and resources forecast 2025/26 – 2027/28
Section 4	Strategy to address future savings requirements
Section 5	A summary of the Medium Term Financial Plan and the
	Transformation Strategy 2022-2027 and Beyond
Section 6	Medium Term Financial planning for Schools
Section 7	Risks and issues implicit within the MTFP
Section 8	Use of reserves
Section 9	Legal and Equalities implications

2. Overview of Financial Planning Environment 2025/26 to 2027/28

2.1. The Medium Term Financial Plan (MTFP) report considered by Council on 2nd March 2023 included a service and financial overview. This was updated in the budget proposals report given to Cabinet in January 2024 and is updated further below.

Economic Outlook and Prospects for Public Finances

- 2.2. The announcement of the provisional Revenue and Capital Settlement for 2024/25 resulted in an overall cash increase of £15.308m in 2024/25 compared to 2023/24. There have been no transfers into the settlement so far, although there has been an adjustment to the Aggregate External Finance Base, which has resulted in a reduction to the Settlement of £0.695m for Swansea. Whilst this is a welcome increase, it needs to be set in the context of the forecast cost of pressures faced by this Council around £50m for 2024/25 alone.
- 2.3. The current economic climate continues to be uncertain, even more so at the moment, and the Welsh Government acknowledged in their letter to all Local Authorities that local government is facing significant pressures and difficult decisions. There is and will continue to be uncertainty over the UK's relationship with Europe and the impact on Wales post Brexit as well as the on-going impact of the COVID-19 pandemic. The Section 151 Officer stated

last year that the expectation is that the Welsh Government budget will be expected to reduce in real terms over the period of the MTFP, this prediction is becoming true as, notwithstanding the fact that the settlement is an increase in 2024/25 it is indeed a real-terms reduction, given the prevailing rates of inflation.

- 2.4. Of course, the level of Welsh Government devolved Block Grant is not the only determinant of Welsh Government support for Local Authorities. It is possible that further delegation and transfer of powers and rights from Westminster to Cardiff, together with further tax changing/raising powers, may impose greater or lesser financial risks to Welsh Government than is currently the case. There is also the fact that Welsh Government has to decide on its own cross-sectoral allocation of devolved funding to public services in Wales.
- 2.5. Whilst it is a positive provisional settlement for 2024/25, there is no certainty that it can continue at such a relatively high level in future years and, in addition to possible real terms reductions in future core funding, the Council also has a wide range of service and demographic pressures which will inevitably impact on demand for services. Equally clearly, there is a potential for further UK Government announcements to impact on costs borne by the Council, particularly in respect of any changes to taxation. The clear example is of the changes to the National Living Wage, which will add around £4.2m to the Council's annual costs.
- 2.6. As mentioned above, a further complicating factor over the period of the MTFP involves potential changes to devolved tax varying and raising powers from Westminster to the Welsh Government including a fundamental review of council tax, divergence in Non Domestic Rates and reliefs and future potential tourism levies. Whilst this notionally impacts primarily on individual taxation, change has the potential to impact directly on Local Authority budgets and risk.
- 2.7. In terms of core revenue funding, the provisional Revenue settlement issued by the Welsh Government in December 2023 gave a detailed settlement level for 2024/25 only, with no further information for future years. Whilst only indicative, the three-year settlement indication previously given has nevertheless been a very welcome tool to assist future forecasting by Authorities. As we are now at the end of the previous three-year settlement, forecasts for future years are even more uncertain and of a high-risk nature.
- 2.8. All this, of course, has to be set against a backdrop of significant global instability where events can impact significantly and at short notice on the UK economy and the overall UK economic outlook.
- 2.9. For the purposes of the planning assumptions, although future year indications are very helpful, they are only indications at an all Wales level. Swansea's actual increase could be higher or lower than the headline increase and as such it is good practice to forecast a range of potential funding scenarios, each of which will result in differing financial forecast for the Council over the period covered. The forecasts will be updated using the

mid-term budget statement to Council each year to reflect the best information available on a rolling basis. For the purposes of the MTFP, forecasts will be based around a range of scenarios between cash flat (0%), an increase of 2% and an increase of 4%.

2.10. These are scenarios to demonstrate the range of possibilities and are entirely contingent upon UK and Welsh Government future budget decisions.

	AEF Standstill @ 0%	AEF Increase @ 2%	AEF Increase @ 4%
Year	£'000	£'000	£'000
2024/25	0	8,700	17,300
2025/26	0	8,900	18,000
2026/27	0	9,100	18,800
Cumulative	0	26,700	54,100

Note that the above scenarios are based on the provisional AEF for 2024/25 of £433.590m as announced in December 2023.

The above represents a spread in terms of potential overall increases over the life of the MTFP, which will have to be updated on a regular basis.

The compounding effect of this key assumption is substantial over the life of the MTFP – the savings ask could be considerably higher if the actual increase is less than the range used as a planning assumption or considerably less if the settlements are more than assumed.

- 2.11. During the timescale of the MTFP there are a significant number of events which could impact on some of the major assumptions made. These include:
 - Any voluntary or joint arrangements, including regionalisation, in lieu of compulsory Local Government reorganisation in Wales,
 - Wider events that could impact on the Global economic position,

Support for Capital Programmes

2.12. Following a highly unusual revision to the original provisional settlement issued by the Welsh Government, the indicated support for future General Fund Capital programme is £12.943 for 2024/25, an increase of £0.061m compared to 2023/24, which is still only just sufficient to meet the current budget allocations to cover core commitments.

This settlement support is through a mix of General Capital Grant and support for borrowing. Wider capital support elsewhere is however very significant and must be equally recognised.

Planning assumptions over the life of the MTFP are based on unchanged levels of capital support, in the absence of any further indications from the Welsh Government.

As reported elsewhere on this agenda, in the Capital Budget & Programme 2023/24 – 2028/29 Report, there is an ambitious capital investment programme. This includes the continued investment in Swansea Schools, through the Band B phase of the 21st Century Schools Programme (now called the Sustainable Communities for Learning Programme) and major capital schemes flowing from the Swansea Bay City Deal including Swansea Central and wider regeneration.

The capital investment identified above will continue to attract significant grant funding (21st Century Schools and Swansea Bay City Deal), however the programme will still require material unsupported borrowing to enable completion.

- 2.13. Cabinet endorsed an uplift to the Sustainable Communities for Learning Programme envelope to £176m (from £149.5m) in September 2023, with a switch to wholly capital funding instead of using the Mutual Investment Model as previously agreed. The Band B Schools programme finishes on 31st March 2024 and, as detailed in a separate report on the agenda, Council is now required to submit a Strategic Outline Programme to the Welsh Government by 31st March for the next phase.
- 2.14. The capital financing strategy underpinning the capital budget seeks to maximise grants, supported borrowing, contributions and capital receipts in order to minimise the need to borrow. The borrowing requirement identified to support the capital programme is significant and shall require substantial revenue support to service. The revenue implications are reported in the Revenue Budget elsewhere on this agenda. The revenue implications are considered affordable and sustainable over the cycle of the programme.
- 2.15. As indicated above, the position remains that should such capital receipts not materialise the Council will have no option but to consider reductions in spend, seek alternative sources of funding or, as a last resort, consider additional borrowing which shall place a further burden on revenue finances.
- 2.16. In the recent past, the Council has sought to minimise its external borrowing by the use of internal funds, which is entirely consistent with good Treasury Management policy given historic low interest rates on investments and avoiding the 'cost of carry', which has served this Authority well. Sustained internalisation of borrowing requirement and the significant funding required for the capital programme from 2021/22 onwards and the planned medium term depletion of earmarked Reserves and Provisions means that externalisation of this funding became inevitable. This strategy has proved particularly beneficial to the Council's capital funding strategy as it took advantage of volatility in PWLB rates prevailing and undertook the required PWLB borrowing in 2021/22 at all-time low rates achieved by this Authority, therefore removing interest rate risk for the short medium term.

- 2.17. It remains the case that each year the Council sets aside a significant amount of money (c £18m 2022/23) called the Minimum Revenue Provision (MRP) towards the repayment of debt. This provision is in line with the Council's existing MRP Policy, which was revised in 2018/19. This effective repayment will have to be taken into account when evaluating overall borrowing levels and the ability to service any additional borrowing requirement.
- 2.18. The additional capital investment identified above will attract significant grant funding (especially 21st Century Schools/Sustainable Communities for Learning and Swansea City Region Deal and follow on regeneration), however the programme will still require a material unsupported borrowing to enable completion alongside the use of capital receipts as they are realised. Furthermore, some schemes have the potential to provide additional revenue streams of property income, or, subject to agreement, in due course, with Welsh Government, retained elements of non-domestic rates or possibly tax increment financing as further powers devolve to Welsh Government and then on to local government.
- 2.19. Notwithstanding this scale of ambition, each major scheme will, as always, be considered on the overall merits of each business case, both in capital cost, and revenue income streams where appropriate. Unsupported borrowing will be undertaken on a phased basis within the overall envelope for affordability.

3. Detailed Spending and Resources Forecast 2025/26 to 2027/28

- 3.1. The Capital Budget report forecasts capital spending and resources in the period covered by the MTFP.
- 3.2. In terms of the Revenue Budget, and in the context of financial planning over the period of the MTFP, the overriding issue is likely to be the need to make significant ongoing savings in Service Expenditure in order to meet known and anticipated spending pressures.
- 3.3. The following table represents the expected funding requirements (based on current policies and decisions) for the period of the MTFP these are pressures and must be read in conjunction with the funding plans and indicative solutions set out in 5.4:

<u>Projected Spending Pressures/Funding Deficiency 2024/25 – 2027/28</u>

	Note	2025/26	2026/27	2027/28
		£'000	£'000	£'000
Future cost of pay awards	1			
- Non Teachers		5,947	12,059	18,159
- Teachers		6,000	10,800	15,700
National Living Wage – pay bill	2	1,200	2,400	3,600
National Living Wage – contracts		4,400	9,400	14,400
Increase in Pension Costs	3	0	1,400	2,800
Teachers Pension Costs	4	0	0	0
Change to Inflation Provision	5	4,097	6,608	6,258
Capital charges	6	2,040	4,040	5,040
Use of Capital Equalisation	6	1,000	1,000	-4,000
Reserve		·		,
Remove 2024/25 one-off	7	-7,029	-7,029	-7,029
temporary funding for Schools				
Remove 2024/25 one-off use of	7	7,029	7,029	7,029
reserves for Schools	_			
Add to/Reduce Contingency	8	249	-22	-469
Demographic and Service	9	3,000	6,000	9,000
pressures				
Mid and West Wales Fire authority	10	1,000	2,000	3,000
Levy (independently decided by				
Other Levice (Swanger Boy Bort	10	11	22	33
Other Levies (Swansea Bay Port Health Authority and the Corporate	10	11	22	აა
Joint Committee)				
Council Tax Support Scheme	11	1,500	3,100	4,700
Rebase ICT Cloud costs	12	400	400	400
Social Care extra money for Adults	13	2,500	2,500	2,500
Services		2,000	2,000	_,000
Agreed Service Pressures	14	1,330	1,680	3,300
Total known pressures /		34,674	63,387	84,421
investment into services		·	·	,
Total Savings Requirement	15	-17,694	-28,523	-30,874
Net Funding Requirement		16,980	34,864	53,547
Aggregate External Finance	16	8,880	17,964	27,247
Increase @ 2% per annum				
Council Tax Assumption at 5%	17	8,100	16,900	26,300
(see Section 4)				
Total Resource Investment		16,980	34,864	53,547

Alternative scenarios at differing levels of Welsh Government Support – if AEF turns out to be higher or lower than the planning assumption:

Additional Money Available for Investment if 4% AEF (i.e. continues at similar level to current year increase)	8,500	17,500	26,900
OR			
Additional Savings needed if 0% AEF	-8,880	-17,964	-27,247

Notes:

- **1.** The pay award figures represent a forecast increase of 2.5% for all staff, over the life of the MTFP.
- **2.** Assumed increases due to implementation of National Living Wage will affect contract prices and lower end of own pay scale.
- 3. The latest forecast from the triennial revaluation of the local government pension scheme effective from 1st April 2023 indicated a short-term reduction to the contributions made, which is expected to end in 2026/27 where the contributions are budgeted to begin to increase once more.
- There will be a national 5% increase in Teachers Pension costs from 2024/25. It is expected that the funding for this cost will flow from the UK Government to the Welsh Government as a Barnett consequential and then to Schools post spring 2024. This money will be passported directly to Schools when it arrives. The amount is likely to be £5-6m for Swansea alone and could still arrive as block grant (our previous planning assumption) and added to cash limits or specific grant (shown net). It remains in the table above, unusually, even at zero for now as it will be material sum once quantum and funding mechanism confirmed.
- **5.** Reflects the assumed minimum cumulative effect of contract inflation.
- 6. The additional estimated borrowing costs arising from the new and regional capital programme. Cabinet have prudently built-up earmarked reserves to reduce the impact of increased capital charges in respect of new schemes, and targeted use of these reserves is now being built into the MTFP.
- **7.** The removal of temporary one-off funding from schools (and subsequent draw from reserves).
- 8. A small sum to be added to the contingency to allow for changes to (for example) the estimates on levies. Contingency will be reduced over the latter years of the MTFP reflecting the assumption that current economic turbulence will reduce over time.
- **9.** Assumed Demographic and Service pressures mainly around Adult and Children's Services.
- **10.** Estimated increases for Fire Authority Levy and Corporate Joint Committee Levy.
- 11. Reflects the assumed cost of Council Tax Support Scheme costs based on Council Tax increases as a planning assumption only at this stage.
- **12.** To rebase permanently some demand led pressures in Corporate Services predominantly around ICT cloud provision.

- **13.** Following the introduction of the new Social Care Levy additional funding for social care has been allocated.
- **14.** The future year impact of service specific pressures agreed as part of the suite of 2024/25 budget reports.
- **15.** The future year impact of service specific savings agreed as part of the suite of 2024/25 budget reports.
- **16.** Estimated increase in AEF at 2% per annum.
- 17. Reflects the Council Tax assumption of 5% as detailed in Section 4.
- 3.4. As stated, this forecast contains limited provision for increases in net service costs, in particular there is no provision for:
 - Any increase in costs arising from decisions on Government taxation
 most significantly increases arising from landfill tax costs.
 - Corporate costs in excess of budget provision in respect of issues relating to higher than assumed employee costs (higher than 2.5% per annum pay awards), or bigger movements in minimum statutory wage.
 - Any one off costs arising from changes to service delivery across the Council, including transformational change.
 - Any general inflation provision relating to non-contractual issues.
 - Any increased costs or reductions in income arising from changes to welfare reform the lifetime of the MTFP.
 - Any budget changes arising from further regionalisation of any services.
 - Any increases in Capital financing charges beyond those allowed for which is dependent on the Council achieving a level of capital receipts as detailed within the Capital budget submitted for approval elsewhere on this agenda and is wholly dependent on decisions around potential externalising of internal borrowing.
 - Future funding decisions in respect of protection for Social Services or Delegated Schools' budgets which may be specified by the Welsh Government in future budget settlements.
 - Any potential downward movement in service specific grants, some of which we have experienced at short notice in the past.
 - Any ongoing increase on non-funded schemes including the Teachers' Pension Scheme at a future date.
- 3.5. The Local Government and Elections (Wales) Act 2021 is now in force and there is likely to be financial implications associated with implementation of certain duties under the Act.

4. Strategy to Address Future Savings Requirements

- 4.1. The scale of the financial, demographic and sustainability challenge required the Council to continue to adopt a radically different approach to previous years. An approach that focused on:
 - The core future purpose of the Council
 - The transformation of services and the model of delivery

- Greater collaboration with other councils and local organisations, community groups and residents
- And, above all, sustainable solutions with prevention at its heart.

This ambition was set out in *Sustainable Swansea – fit for the future,* our long-term plan for change, underpinned by our Innovation Programme.

- 4.2. The Sustainable Swansea Strategy was agreed by Cabinet and reported to Council in October 2013 and over the course of the next ten years was refreshed, updated and built upon, to keep pace with the new challenges facing the Council.
- 4.3. In April 2023 there was a further report to Cabinet *Successful and Sustainable Swansea Corporate Transformation Plan* this corporate plan is the next phase in the council's transformation journey and is structured under the six corporate priorities contained in the council's corporate plan.
- 4.4. The focus of this plan is the achievement of the council's vision, through the delivery of the most significant change programmes. Twelve programmes have been identified and the savings identified as part of the MTFP have been aligned with these programmes where applicable, whilst recognising that many savings do not involve transformation and as such are identified as 'business as usual' and sit outside the transformation programme.
- 4.5. These savings will evolve and change along with the programmes, but the initial allocation shows the following expectation against each programme in the transformation plan:

Transformation Programme	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Child and Family Services Transformation	150	150	150
Digital Transformation Programme	39	352	352
Future Community Hub Model	420	420	420
Future Waste Strategy	505	1,060	1,160
Net Zero 2030 Programme	300	300	300
Regeneration Programme	25	99	99
Transforming Adult Services	2,733	6,623	7,073
Transforming Additional Learning Needs	790	965	1,240
Right Schools in Right Places	10	20	30
More Homes Programme and Right Schools in Right Places	696	705	786
Business as Usual	4,606	8,158	9,545
Total Savings Requirement (excluding Schools)	10,274	18,852	21,155

Our Service Priorities for 2024/25 and the MTFP Period

- 4.6. Although the Council is currently focused on a plan to save an additional £40m over the period of the MTFP (since revised as per the January 2024 Budget Proposals report to Cabinet), it is vital to continue to retain Member and management focus on the significant proportion of our budget that remains. Our gross budget is over £870m (excluding Housing Services (HRA)) and we spend just under £2.1m a day on services to residents.
- 4.7. The Council has clear and strong long term ambitions for Swansea and the proposals for savings must be seen in the context of the following:
 - The Council's top 6 priorities and corporate plan for services to help deliver the well-being of future generations,
 - The application of the budget principles which guides decision making
 - The ongoing and sustained real terms reduction in external funding and the need to meet known budget pressures.
 - All set within the context of the current cost of living crisis.
- 4.8. The Council's overall aim is to protect frontline delivery of services as far as possible. However, whilst many things are important, not everything can be a priority. It is important, therefore particularly in the current climate of significantly stretched real term resources to set out clearly our expectations on all services and relative priorities for funding in the context of the budget reductions that we face.
- 4.9. This requirement is illustrated sharply by the "gearing" effect of savings on services. In other words, if our current savings requirement (excluding schools) over three years was applied, for example, just to Place Services, the budget for this area would be severely reduced. Consequently, other areas such as Education and Social Care also need to face some relative real terms level of reduction over the next 3 years, given the relative size of their budgets. Equally, however, if the level of funding for 2024/25 were to be sustained in every future year, then these planning assumptions could be very fundamentally reshaped, and savings asks reduced or possibly even eliminated.
- 4.10. A statement of budget priorities and policy statements that flow from this is set out in **Appendix A.** This statement follows an assessment of services in relation to the following criteria:
 - Invest: Services where the Council will increase levels of investment
 - Maintain: services where the Council will broadly maintain current level of spend in the medium term
 - Remodel: those services where the Council will reduce the current level of spend over the medium term.

Regardless of relative funding levels, there is also an absolute requirement that **all services** must transform and strive for maximum efficiency.

Potential Funding 2025/26 to 2027/28

- 4.11. The Revenue Budget report detailed elsewhere on this agenda identifies possible savings for the 2024/25 financial year. Some of these proposals will generate further savings in future years and so will contribute to the future years' savings requirement.
- 4.12. In addition, there are a number of service specific savings proposals that are being considered it should be noted that these have not yet gone out to consultation, but will do so at the appropriate time.
- 4.13. These are detailed in Appendix B, but are shown in summary below:

	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Future Year Impact of current (2024/25) proposals:			
Corporate Services Total	78	113	118
Education Total	775	980	1,285
Finance Total	247	1,297	1,597
Place Total	1,150	1,636	1,717
Social Services Total	550	3,085	3,085
	2,800	7,111	7,802
Future Proposals to be Considered:			
Corporate Services Total	522	1,112	1,258
Education Total	975	1,255	1,545
Finance Total	93	93	93
Place Total	3,501	5,358	6,084
Social Services Total	2,383	3,923	4,373
	7,474	11,741	13,353
Sub-total of Service Specific Savings (as per Appendix B)	10,274	18,852	21,155
Schools*	7,420	9,671	9,719
Total Savings	17,694	28,523	30,874

^{*}Schools savings and pressures fall entirely to the delegated budgets and are shown separately as these are decisions for schools to take

4.14. In addition to savings proposals, Council Tax levels must be considered as part of the MTFP. Budgeted gross council tax yield for Swansea for 2023/24 is £141,670,000, which we have rounded to £142 million. This remains the gross yield on Council Tax and it must be borne in mind that any Council Tax increases results in a corresponding increase in the local cost of the Council Tax Support Scheme, (which has been taken account of in the spending pressures above). The Council Tax Base has been assumed to increase for 2024/25.

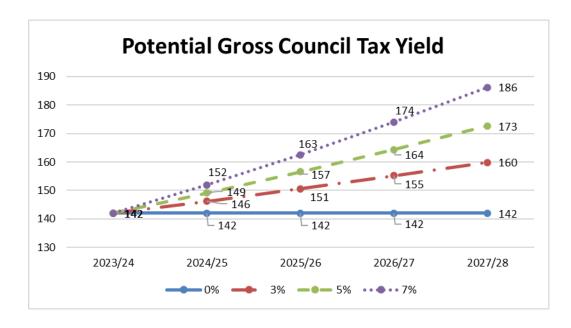
4.15. Policy decisions on the level of Council Tax will of course remain a matter for full Council to determine on an annual basis and it is always relatively challenging to set out a published range of Council Tax options years in advance. Therefore, what follows can only be an indicative assumption to give a plausible range of planning scenarios, to aid the overall understanding of the financial plan.

It should be noted that lower tax increases in earlier years will (all other things being equal) result in higher increases in later years, and as the outlook is for lower settlements in future, persistent, high inflation and an immediate cost of living crisis, the timing of any rises must be weighted, and due regard given to the Well Being of Future Generations Act.

The following stylised planning assumptions are made:

- As in the past, there is no formal published upper limit to annual Council Tax increases and therefore no upper limit for planning assumptions, but for modelling purposes an upper limit of 7% is included,
- Given the sheer scale of spending reductions needed to set a future balanced budget it is considered equally implausible (albeit theoretically not impossible) that Council Tax levels will be cut. This provides a lower limit of 0% per annum,
- As middle ground options 3% and 5% are also modelled,
- The stylised assumption included for planning purposes is 5%.

The chart below demonstrates the different levels of Council Tax that could be expected under the different scenarios:



5. Summary of the Medium Term Financial Plan and Successful and Sustainable Swansea

5.1. The summary anticipated savings requirement over the period of the Medium Term Financial Plan is shown below and is extracted from the table shown at paragraph 3.3 of this report.

	2023/24	2024/25	2025/26
	£'000	£'000	£'000
Cumulative Savings Requirement	17,694	28,523	30,874

5.2. The assumptions surrounding the compilation of these figures are given in detail within the table at paragraph 3.3 above and, in particular, are heavily dependent on the assumption of an ongoing increase in AEF for each of the three years covered by the MTFP.

Clearly there is the risk of significant volatility in future years arising from:

- The cumulative effect of any variation in these assumptions in early vears
- The uncertainty around assumptions surrounding the latter years.
- 5.3. Notwithstanding that position, in addressing the ongoing budget deficit, the Council has a number of actions that it can take in terms of achieving a balanced budget. These include:
 - Realisation of future years' budget savings arising out of previously agreed savings and 2024/25 consultation proposals,
 - Additional Directorate/Service Area targeted savings as detailed in paragraph 4.13 of this report,
 - Potential rises in Council Tax levels, as estimated in paragraph 4.15.
- 5.4. Bringing these items together, and assuming a balanced position for 2024/25, the following indicative position is envisaged:

	2024/25	2025/26	2026/24
	£'000	£'000	£'000
Cumulative savings requirement	17,694	28,523	30,874
Future year impact of current service savings proposals	-2,800	-7,111	-7,802
Future year proposals to be considered	-7,474	-11,741	-13,353
Schools savings	-7,420	-9,671	-9,719
Remaining Gap at 2% AEF	0	0	0

- 5.5. In terms of addressing the overall budget, there are further options available to the Council that are not yet firm enough to be able to be included in the table above, but nevertheless are being worked through and considered for future inclusion.
- 5.6. These options include reviewing services and funding provided to schools, potential (but no commitment or decision yet to) inclusion of a Tourism Tax and potentially higher or lower than 5% increases to Council Tax. To some extent decisions around these proposals will also be reliant on the annual settlements received from the Welsh Government.
- 5.7. The Council will use the overarching Successful and Sustainable Swansea Transformation Programme when considering all options.

6. Medium Term Financial Planning for Schools

- 6.1. The purpose of this section is to highlight the estimated effect of specific spending pressures and potential specific grant reductions on Schools' budgets in the light of funding assumptions detailed elsewhere in this report.
- 6.2. More specifically the Detailed Budget report to Council in respect of the 2024/25 Revenue Budget outlines the specific budget proposals for that year.
- 6.3. It is important to note that, given the size of the potential budget deficit facing the Council over the period of the MTFP, it is envisaged that Schools will be required to make some significant contribution to savings targets during this period.
- 6.4. Aside from this, the Council will continue to prioritise education funding and spending pressures and take into account the extent to which these can be met on annual resources available and competing spending needs. It should be noted that at present there is a contribution from Schools built into the budget forecast, however to some extent although this is a planning necessary intention of the Council if settlements prove low, whether this will happen in practice will be entirely reliant on future settlements from the Welsh Government and are likely to be reduced or removed if settlements prove higher than the central planning assumption for AEF.
- 6.5. In particular, it should be noted that due to recognition of the sizeable pressures faced by Schools in 2024/25 Cabinet are likely to recommend to Council that significant one-off funding is provided to Schools in 2024/25 only. This can only be afforded for one year as the allocation is funded from one-off contributions from reserves. The clear aim is to support and protect Schools in the short-term as much as possible, however the medium term impact is that this will significantly impact Schools unless significant additional funding is forthcoming from the Welsh (and ultimately UK) Government.

- 6.6. Neither the Revenue Budget nor the MTFP Reports include costs for the national 5% increase in Teachers Pension costs from 2024/25. It is expected that the funding for this will flow from the UK Government to the Welsh Government as a Barnett consequential, and then to Schools post Spring 2024.
- 6.7. It is essential that we continue to engage with Schools on a strategic review of provision as simply cutting budgets in real terms without otherwise doing so will simply not work.

7. Risks and Issues Implicit within the MTFP

- 7.1. As stated throughout this report the financial risks facing the Council include:
 - Assumptions around the core funding support from the Welsh Government being incorrect, particularly if overstated. This has become higher risk as the Welsh Government have not given any indication on future years funding.
 - Ongoing reductions in specific grants that require equivalent reductions in expenditure, often at short notice, which are both uncertain and unpredictable in terms of timing.
 - Delay or non-delivery of key savings strands which are essential to meet the projected service reductions identified in this report.
 - Significant further changes to Central Government fiscal policy with regard to the Public Sector.
 - The introduction of new legislation and statutory requirements that impose additional burdens on the Council.
 - The ongoing practical impact of legislation such as the Wellbeing of Future Generations (Wales) Act 2015.
 - The ongoing (and unknown) impact of the current cost of living crisis.
- 7.2. The table at paragraph 3.3 of this report outlining the potential budget shortfalls over the period of the MTFP contains a significant number of assumptions around future cost pressures, particularly with respect to pay awards, which may have a significant cumulative effect if not settled at the levels indicated. This has the potential to change significantly the projected deficit towards the end of the planning period.
- 7.3. The assumptions contained within the plan specifically assume:
 - The Council will deliver a balanced revenue outturn in respect of the current and future financial years and, to that extent, no deficits are identified that would require additional funding in future years.
 - The Capital programme is constrained to the extent that the maximum additional debt charges that are incurred (which should be considered temporary until capital receipts are achieved) do not exceed the sums included in the MTFP. In particular that any additional borrowing requirements in respect of aspirational capital development will be met from additional income generation from such schemes or a combination of funding from the public and private sector that evidences financial sustainability.

- The Council continues to achieve its ambitious savings targets.
- 7.4. It is assumed that there will be substantive change to the structure of service delivery, including additional regionalisation of services. It is however far too early to financially quantify and describe those changes so they are explicitly excluded at present.

8. Use of Reserves

- 8.1. The purpose of this section is to highlight the current planned use of General Reserves to support the 2024/25 Revenue Budget and to outline the relationships between known risks and earmarked reserves and its effect on planning assumptions. An analysis of the current position is given in paragraphs 8.3 to 8.8 below.
- 8.2. Conclusions and recommendations in respect of reserves usage are given in paragraph 8.9 below.
- 8.3. The current 2023/24 Revenue Budget was set with no planned use of General Reserves.
- 8.4. In terms of planning assumptions there is no assumption of ongoing use of or availability of General Reserves in 2024/25 or beyond.
- 8.5. Whilst the Council maintains a number of specific reserves, they are not factored into planning assumptions because they are either ring-fenced under statute or scheme of delegation (e.g. Schools' delegated reserves), or they are earmarked to meet known liabilities. (The exceptions to this are the already agreed use of the Capital Equalisation Reserve for targeted capital investment and the temporary use of the Economic Recovery Fund as an Energy Inflation Fund).
- 8.6. In December 2023 Council received and approved a report which re-allocated earmarked reserves based on known changes to the risk profile of the Council, and it is anticipated that a similar report will be taken on an annual basis.
- 8.7. Allowing this consideration outside of the annual budget process, and after previous year outturn is known, will give elected Members better opportunity to reflect on the level of General and earmarked reserves in line with the guidance detailed in paragraph 8.10 below.
- 8.8. In addition, various sections highlighted throughout this report refer to significant ongoing risk around current activities.
- 8.9. It remains the position that until these significant risks are fully mitigated then any additional planned use of earmarked reserves to support general revenue budget deficits would be inappropriate.

8.10. On 12th January 2016 the Welsh Government issued guidance to Local Authority Members on matters to be taken into consideration when scrutinising the level of Local Authority Reserves held at any point in time. This has been circulated to all Members and any recommendation relating to the holding or release of reserves will be undertaken with reference to the principles underpinning best practice as issued by the Chartered Institute of Public Finance and Accountancy (and updated in March 2023) and this guidance.

9. Legal and Equalities Implications

Legal Implications

9.1. There are no legal implications arising from this report.

Integrated Assessment Implications

- 9.2. The Council is subject to the Equality Act (Public Sector Equality Duty and the socio-economic duty), the Well-being of Future Generations (Wales) Act 2015 and the Welsh Language (Wales) Measure, and must in the exercise of their functions, have due regard to the need to:
 - Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Acts.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.
 - Deliver better outcomes for those people who experience socioeconomic disadvantage
 - Consider opportunities for people to use the Welsh language
 - Treat the Welsh language no less favourably than English.
 - Ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.
- 9.3. The Well-being of Future Generations (Wales) Act 2015 mandates that public bodies in Wales must carry out sustainable development. Sustainable development means the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the 'well-being goals'. Appendix D is a letter from the Future Generations Commissioner for Wales.
- 9.4. Our Integrated Impact Assessment (IIA) process ensures we have paid due regard to the above. It also takes into account other key issues and priorities, such as poverty and social exclusion, community cohesion, carers, the United Nations Convention on the Rights of the Child (UNCRC) and Welsh language
- 9.5. The budget reductions implicit in the 2023/24 approved budget were subject to the corporate and appropriate Integrated Impact Assessment process, which was considered as part of the overall budget process.

9.6. Where additional budget savings requirements are identified as part of the 2024/25 and MTFP budget processes they will be subject to the integrated impact assessment process (including relevant consultation and engagement) as part of the budget considerations for those financial years.

Background Papers: None

Appendices:

Appendix A – Statement of Budget Principles and Service Budget Priorities

Appendix B – Savings Proposals

Appendix C – Integrated Impact Assessment Screening Form

Appendix D – Letter from the Future Generations Commissioner for Wales.

Statement of Budget Principles and Service Budget priorities

GENERAL PRINCIPLES FOR ALL SERVICES

1. A number of principles apply to all the Council's services, regardless of the assessment of relative priorities. These are set out below.

Budget Principles

2. The Council has adopted a number of Budget Principles that underpin the budget strategy:

Everything is included	Increased income
Engagement	Different models of delivery
We will have less money	Supporting those at risk
Demonstrating efficiency	Evidence base
Cutting Red Tape	Sustainable outcomes/prevention
Full cost recovery	Personal Responsibility

All Services must apply and be consistent with these Budget Principles.

All Services are also required to address these Principles as part of business planning and developing savings proposals.

Service Transformation and Efficiency

3. There are expectations upon all Services in relation to transformation and efficiency, which must be met regardless of relative priority for funding:

Transformation	All services must identify and progress transformation opportunities that will: • deliver better outcomes • develop a sustainable delivery model, fit for the future • reduce costs and secure value for money
Efficiency	All services must continue to strive for efficiency, in particular: • reduce management and other overheads • maximise opportunities for increasing income from charges, trading and external sources

- reduce the cost of purchasing supplies and services
- work with others to achieve better outcomes
- look for opportunities for residents or community groups to take or share responsibility for services

4. STATEMENT OF BUDGET PRIORITIES: SCHOOLS AND EDUCATION

Education is continuing to deliver a consistent and coherent budget strategy across delegated and non-delegated budgets.

Additional funding to schools supports anticipated pay inflation and goes as far as it is able to meet wider pressures, such as Additional Learning Needs.

Whilst recognising the relative priority given to Education (and Social Services), further significant savings cannot be made in future years without reductions in real terms in the Schools Delegated Budget.

Moreover, further significant cuts in the remaining non-delegated education budgets will have a direct impact on areas of pupil specific support and further reduce the support that can be provided to schools from the Education Directorate against a context of increasing demands and expectations.

At the same time, greater focus is being given to the regional delivery of services, with a fundamental review of those services being delivered through the new regional partnership in the coming years.

A continuing move towards a fundamentally different relationship between schools and the local authority is required, reflecting the challenges and opportunities presented by the national changes in curriculum and support for additional learning needs. By its very nature, this is a long-term strategy. The future model for Education provision includes:

- Radically changing the way support for pupils is provided more flexible earlier intervention and support, as local as possible
- A consistent approach to support the needs of all pupils through a continuum of support
- Integrating and aligning services with Social Services and other agencies such as Health
- Working more closely with schools on a community focused agenda, seeking to minimise transport costs and, wherever feasible, co-locate other services on school sites to aid sustainability (where revenue and capital funding streams are at least sufficient to cover the costs involved).

We will deliver this through:

- Coherent revenue and capital strategies
- Optimising the level of delegation of funding and responsibilities to schools to allow the greatest flexibility in the use of the available resources
- Supporting earlier intervention and support for pupils:
 - Implementing the changes that underpin the ALN Act

- Providing increasingly targeted specialist support, reflecting the findings of the Education other than at School (EOTAS)review
- Building further capacity in mainstream educational provision and in county specialist provision
- Empowering and facilitating more collaborative school-to-school support
- Ensuring we maximise our commissioning and procurement activity for Out of County places for specialist provision to ensure best value, while meeting learner need.
- Delivery of further significant financial savings through a continuing coherent 'one education budget' strategy:
 - Retaining an absolute core level of statutory and regulatory provision at the centre
 - Recognising where prevention and early intervention services are need to prevent escalating costs at later stages.
 - Ensuring a full recovery of the costs of any support provided to schools above this level and providing the minimum level of Council funding required to fully access the remaining available specific grants

Ceasing financial contributions to support the few remaining areas of discretionary educational provision.

5. STATEMENT OF BUDGET PRIORITIES: SOCIAL SERVICES

As anticipated the significant impact of covid and the cost of living crises on the health and wellbeing of our population has started to play through into increased cost pressures across the Social Services Directorate. This has meant that in 2023/24 and for the first time in many years the Directorate has been unable to meet the financial planning assumptions set out within the Council's MTFP without in year mitigating actions including a draw on reserves.

An all Wales analysis of the gap between the cost to Councils of meeting existing levels of demand for social care and the resources available will rise to c£600m over the next few years.

These funding pressures will be exacerbated by additional reductions in grant income which currently fund the bulk of the Council's prevention and early help offer.

Nevertheless, the overall strategy to implement a more cost effective early, help, prevention and wellbeing approach across the Directorate albeit within a reduced financial envelope remains the optimal approach both in terms of supporting the safeguarding and wellbeing of our population and maintaining financially sustainable services.

In that context the priorities for the Social Services Directorate remain:

 Doing what matters to make things better for children, young people, and families.

- Maintain the current Safe LAC Reduction Strategy for children and young people and support more children to remain living safely within their families and communities,
- Continue our investment in preventative services to reduce the number of children escalating to requiring statutory children social services intervention.
- Further develop the agreed optimum model for adults, by embedding the following:
 - o Better prevention and early help
 - o A new approach to assessment
 - Improved cost effectiveness
 - Working together better
 - Keeping people safe
- Further embed tackling poverty services and prevention approaches across the Directorate and wider Council promoting strengths-based approaches to working with and in communities
- Continue to ensure we maximise the use of the various grant income streams available to support the Council's priorities.

6. STATEMENT OF BUDGET PRIORITIES: PLACE SERVICES

For the Place Directorate 2023/24 has been another challenging year as a result of ongoing pressures arising post pandemic and as a consequence of the cost of living crisis which has seen further increases in demands for services across the Directorate and an impact on reduced / slow to recover income streams some of which will continue through into 2024/25. Continued efforts are being made to manage demand and budgetary pressures and this has been reflected in the budget setting process. Pressures are not expected to reduce in the medium term, but the proposed settlement will allow continued investment in many of its front line "place based" services positively impacting on the environment and communities the Council serves. The main areas of priority are:

- Prioritisation of key corporate objectives including the regeneration of the City Centre, delivery of the city deal and its biodiversity and climate emergency/ Net Zero objectives,
- The continued new operation of the new Digital arena, delivery of the Kingsway digital village project and facilitation of the Phase 2 city centre development with our strategic development partners,
- Deliver on a range of ongoing actions arising out of the Council's recovery plan with particular focus on the economic recovery, facilitating private sector investment and tourism.
- Maximise commercial opportunities and income generation for services and assets to offset income losses,
- Seek opportunities for community involvement in the delivery of services and community enablement,
- Invest where necessary to maintain vital services including front line delivery of environmental services,
- Work within the affordability of the housing revenue account to increase the speed of delivery of the more council homes and continue investment to maintain and improve the existing stock,

- Adequately resource the significant council wide capital programme including highways, infrastructure and new schools and respond to the current recruitment challenges to aid delivery,
- Seek to manage the significant rise in demand for homelessness services by delivering on the Councils' homelessness strategy,
- Seek to maximise the success of grant bids maximising the beneficial use of council resources.
- Grow the capacity to support local businesses and suppliers through the circular economy principles and maximise the support available for inward investment,
- Working regionally with colleagues to progress delivery of the Regional Economic Delivery Plan and Regional Transport Plan.

7. STATEMENT OF BUDGET PRIORITIES: CORPORATE SERVICES

The Corporate Services Directorate provides critical support services to the whole council, including Human Resources, digital technology, communications, and legal and democratic services. The Directorate supports the political and managerial leadership of the council to set the strategic direction and enable the organisation to deliver it, responding to external challenges including financial pressures and changes in the operating environment.

Within the budget available to the Directorate our priorities for 2025-28 will be:

- Ensure high quality, responsive and customer focused support services to Members and officers across the council.
- Deliver the Council's digital and workforce strategies and transformation programmes,
- Ensure the Council has excellent corporate governance arrangements, including implementing digitisation of performance and risk management processes,
- Provide an effective HR support and learning and development offer for employees,
- Ensure the council has effective ICT infrastructure, systems and appropriate cyber security arrangements,
- Invest in process improvements in the Service Centre and Customer Services.

8. STATEMENT OF BUDGET PRIORITIES: FINANCE

The Finance Directorate will deliver high quality and cost effective core services, supporting frontline service delivery and achieve better outcomes for our residents, customers and visitors, as well as leading on the General Power of Competence (GPOC) and commercialism agendas.

The Finance Directorate supports the political and managerial leadership of the council to set the strategic direction and enable the organisation to deliver it, responding to external challenges especially financial pressures and changes in the operating environment.

To be able deliver the above our focus must be to:

- Strategically manage the revenue and capital finances of the whole Council having due regard to the medium and longer term and the Wellbeing of Future Generations as well as the immediate and forthcoming budget cycles.
- Manage demand for financial support services by supporting the workforce to have the right skills for the future, particularly managers
- Focus on the priorities within the functions of the corporate financial centre such as financial control, financial advice, control of Council Tax and benefits, and commercial capability.
- Look for opportunities for collaboration and co-production models with other organisations and partners, in order to maintain support services as efficiently as possible

To continue to evolve the services as the operating environment changes to ensure we can be agile and responsive to change

Part 1 - Savings Proposals

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000			
Future Year Impa	Future Year Impact of current (2024/25) proposals:							
Corporate Services - Digital and Customer Services	Remove surplus training budget	None	5	5	5			
Corporate Services - Digital and Customer Services	Mobile Phone saving	Digital Transformation Programme	4	4	4			
Corporate Services - Digital and Customer Services	Licences saving	Digital Transformation Programme	5	5	5			
Corporate Services - Digital and Customer Services	Contracts saving	None	50	70	70			
Corporate Services - HR & Service Centre	Pay inflation increase to Schools WOD (Human Resources) SLA	None	11	23	25			
Corporate Services - Legal Democratic Services & Business Intelligence	Pay inflation increase to Legal SLA	None	3	6	9			
Education - Non- delegated	Cost recovery of project officers for capital schemes	Right Schools in Right Places	10	20	30			
Education - Non- delegated	Reduce cost centre for historical pensions	None	10	20	30			
Education - Non- delegated	Business support review	None	12	12	12			
Education - Non- Delegated	Review of ALN transport - minibus pilot	Transforming Additional Learning Needs	25	50	75			
Education - Non- delegated	Rationalisation of post-16 transport, reflecting reduced demand	None	68	68	68			
Education - Non- delegated	Independent and out of county school contracts	None	100	100	100			

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Education - Non- Delegated	Better targeting of Education otherwise than at school (EOTAS) spending following full implementation of new model of provision	Transforming Additional Learning Needs	200	200	200
Education - Non- Delegated	Enhance in County provision reducing out of county costs	Transforming Additional Learning Needs	200	300	500
Education - Non- Delegated	Increase Cleaning SLA charges for schools	None	50	60	70
Education - Non- Delegated	Increase charges for Catering service and SLA for schools	None	100	150	200
Finance - CTRS	Further CTRs savings on top up to another 10%	None	140	200	360
Finance - CTRS	Rebase Council Tax Reduction Scheme	None	97	1,097	1,097
Finance - Directorate	Miscellaneous budget reductions/efficiencies	None	103	93	233
Finance - Revenues and Benefits	Accelerate agreed Revs and Benefits changes	None	-93	-93	-93
Place - Building Services	Additional income generation through significantly increased work programme	More Homes Programme and Right Schools in Right Places	696	705	786
Place - Cultural Services	Increase fees and income targets in line with inflation	None	10	20	20
Place - Directorate	Review Place management structure on completion of Council JE scheme review	None	60	60	60
Place - Highways & Transport	Increase charges and income from Marina and Knab Rock In line with inflation	None	20	40	40
Place - Highways & Transport	Increase street works and licencing fees annually in line with inflation	None	25	50	50
Place - Highways & Transport	Operate an Additional Parking Enforcement camera car	None	100	100	100
Place - Housing & Public Health	Increase in Fee Income for Animal Licensing (food safety)	None	2	2	2

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Place - Housing & Public Health	Increase Food Safety and Trading Standards Fees by 15%	None	2	4	4
Place - Housing & Public Health	Increase pest control fees to 15% for schools' contract and general pest control	None	2	4	4
Place - Housing & Public Health	Increase in Fees for next 4 years Building Control (in accordance with Land Authority Building Charges Regulations 2010)	None	25	51	51
Place - Housing & Public Health	Increase fees for registrars over the next 4 years by 5% annually.	None	34	70	70
Place - Housing & Public Health	Increase fees for burials and Cremations over the next 4 years by 5% annually.	None	44	295	295
Place - Planning	Increase Land Charges Income	None	5	10	10
Place - Planning	Increase Planning Fee Income	Regeneration Programme	25	75	75
Place - Planning	Revise Swansea Market Rent Charges (but also separately invest more core Council funding into market as well)	None	50	50	50
Place - Planning and Regeneration	Review Nature Conservation, Regeneration, Economic Development, & Planning sections	None	50	100	100
Social Services - Adult Integrated Services for Older People	Further remodelling in line with delivery of WG policy for a Healthier Wales and the rebalancing policy commitment. Ensuring appropriate levels of investment from WG and Health Board. Ensure S33 arrangement for intermediate care has equitable contributions.	Transforming Adult Services	500	2,800	2,800

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Social Services - Adult Services & Integrated Services for Older People	Continue progress to a different mix of delivery	Transforming Adult Services	0	50	50
Social Services - Directorate	Fund non-statutory services to the minimum they require to successfully draw down grant funding (Training, Capital, Early Years)	None	0	55	55
Social Services - Directorate	Ensure all back office processes are as business efficient as possible, which will reducing overall staffing costs through natural vacancies	None	50	100	100
Social Services - Directorate	Review senior management structure	None	0	80	80
-	ct of current (2024/25) propo	osals:	2,800	7,111	7,802
Corporate Services - Communications	Review and reshape occ health arrangements across the council	None	63	63	63
Corporate Services - Communications	Review and reshape policy and performance support provided to services.	None	0	50	50
Corporate Services - Communications	Review Communications Service Staffing	None	62	62	62
Corporate Services - Communications	Review and reshape comms/marketing activities across the council	None	50	50	50
Corporate Services - Communications	Carry Vacancy	None	62	62	62
Corporate Services - Communications	Sell / mothball Mansion House	None	60	60	60
Corporate Services - Digital and Customer Services	Review Digital Project Management Team	None	55	55	55

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Corporate Services - Digital and Customer Services	Support and maintenance contract saving	Digital Transformation Programme	0	40	40
Corporate Services - Digital and Customer Services	Review Customer Services	Digital Transformation Programme	0	64	64
Corporate Services - Digital and Customer Services	Review Customer Services	None	72	72	108
Corporate Services - Digital and Customer Services	Review Customer Services	None	36	36	36
Corporate Services - Digital and Customer Services	Reduction in workforce, would be equivalent to two Grade 9 posts, but exact posts not yet identified	None	0	0	110
Corporate Services - Digital and Customer Services	Customer Contact Team Leader	None	0	51	51
Corporate Services - Digital and Customer Services	Licences Saving (Additional)	None	0	176	176
Corporate Services - HR & Service Centre	Reshape Service Centre through digitisation and staff restructure to remove 4 posts	Digital Transformation Programme	30	205	205
Corporate Services - HR & Service Centre	Reduce facility time by 10% in line with wider Council workforce contraction	None	32	32	32
Corporate Services - HR & Service Centre	Replace the DBS renewal process with an update service	Digital Transformation Programme	0	34	34
Education - Non- delegated	Review of Additional Learning Needs (ALN) support	Transforming Additional Learning Needs	365	415	465
Education - Non- delegated	Reduced SLA for therapy services	None	50	50	50
Education - Non- delegated	Phase out devolved funding to schools for Education Other Than at Schools (EOTAS)	None	230	460	700

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Education - Non- delegated	Review of school access to additional teaching assistant support for specialist teaching facilities (STFs)	None	330	330	330
Finance - Revenues and Benefits	Remove vacant posts	None	93	93	93
Place - Cultural Services	Reduce Library Service 'footprint' through providing accommodation and shared services via SitC - work needed to assess costs to other services versus reduced costs to the Library service	Future Community Hub Model	400	400	400
Place - Cultural Services (Community Development)	Reduce service team and asset transfer community buildings; removing support for all except absolute minimum regulatory matters	None	0	150	150
Place - Cultural Services (Management)	Review Service Management and Directorate Budget for development work and cross support for Dylan Thomas Centre and staff	None	20	20	20
Place - Cultural Services (Oystermouth)	Council wide support to continue, but dedicated support will be removed	None	44	44	44
Place - Cultural Services (Sport and health)	Reinstate raised income targets across outdoor leisure portfolio	None	20	20	20
Place - Cultural Services (sports and health)	Reduce management of the sport and health team by reducing grant funded programmes	None	0	50	50
Place - Cultural Services (St Helens)	Divest the Council's interest in St Helens (saving realised in other depts) and save Cultural Services staffing/ maintenance costs	None	50	50	50

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Place - Cultural Services	Restructure in line with move to Y Storfa /Hub model e.g. one reception/ library assistant and shared local history personnel	Future Community Hub Model	20	20	20
Place - Cultural Services	Review budget to deliver Cultural Activity	None	20	20	20
Place - Cultural Services	Seek alternative (grant) funding for events and destination management with longer term Tourism Levy funding to be explored.	None	0	150	150
Place - Directorate	To assist with slippage and management of changing operational pressures in future years	None	-298	0	0
Place - Highways & Transport	Apply full cost recovery principles to day markets on car parks and highways	None	0	5	5
Place - Highways & Transportation	Introduce charges for residents parking based on £20 per permit per annum	None	0	140	140
Place - Highways & Transportation	Remove 48hr pothole pledge by reducing team	None	0	40	120
Place - Housing & Public Health	Pest - Reduce budget for animal impounding charges and vets serives	None	12	12	12
Place - Housing & Public Health	Pest - Stop work related to stray horses	None	42	42	42
Place - Housing & Public Health	Pollution - Reduce out of hours response to 'emergency' response only including no out of hours response to noise nuisance investigations.	None	32	32	32
Place - Housing & Public Health	Pest - Reduce out of hours response to 'emergency' response only	None	26	26	26
Place - Place (All Services)	Savings to fund / offset known pressure in Parking (Parking Offer).	None	2,090	2,140	2,190
Place - Planning and City Regeneration	Fee income from capital projects in City Regeneration to offset revenue costs	Regeneration Programme	0	24	24

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Place - Planning and Regeneration	Senior Management Restructure	None	0	0	96
Place - Property Services	Reduction of service asset portfolio due to service reductions - savings on premises costs	Net Zero 2030 Programme	300	300	300
Place - Property Services	Revised structure arrangements due to reduced requirements as a result of asset reduction	None	0	0	400
Place - Waste	Remove city centre urinals	None	28	28	28
Place - Waste, Parks & Cleansing	Divert all other DIY material to Llansamlet and charge for disposal of specific materials	Future Waste Strategy	0	50	50
Place - Waste, Parks & Cleansing	Reallocate current Cleansing Project Teams	None	0	40	40
Place - Waste, Parks & Cleansing	Review Street Cleaning	None	30	30	30
Place - Waste, Parks & Cleansing	Reduction in Grounds Maintenance Workforce - 3no.	None	0	75	75
Place - Waste, Parks & Cleansing	Further reduction in street cleansing workforce - 3no. more	None	0	75	75
Place - Waste, Parks & Cleansing	Close Recycling Centre	Future Waste Strategy	0	45	45
Place - Waste, Parks & Cleansing	Wholesale reconfiguration of waste collection arrangements to maximise incentive for residents to recycle. Could include increased frequency of recycling collections, reduced frequency of black bag collections, reduced costs of containers, improved quality of recyclates based on acheiving 10% reduction in residual waste.	Future Waste Strategy	200	300	300

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Place - Waste, Parks & Cleansing	Wholesale reconfiguration of waste collection arrangements to maximise incentive for residents to recycle. Could include increased frequency of recycling collections, reduced frequency of black bag collections, reduced costs of containers, improved quality of recyclates based on acheiving 20% reduction in residual waste.	Future Waste Strategy	200	300	300
Place - Waste, Parks & Cleansing	Reductions in Enforcement Teams	None	30	110	110
Place - Waste, Parks & Cleansing	Retender Tir John Management Contract at end of current contract	Future Waste Strategy	80	140	140
Place - Waste, Parks & Cleansing	Review Gardeners at the Botanical gardens	None	0	30	30
Place - Waste, Parks & Cleansing	Switch from formal annual flower beds to informal low maintenance planting	None	0	45	45
Place - Waste, Parks & Cleansing	Reduction in Waste Plant and Equipment budgets and purchase essential via capital funding eg skips	None	0	50	50
Place - Waste, Parks & Cleansing	Efficiencies/increased income in Commercial Waste Service	Future Waste Strategy	0	150	150
Place - Waste, Parks & Cleansing	Increase Bulky Waste Collections charges	None	8	8	8
Place - Waste, Parks & Cleansing	Increased Tree Services income due to 15% increase in charges to HRA, schools and third parties	None	27	27	27
Place - Waste, Parks & Cleansing	Charging for garden waste collections	Future Waste Strategy	0	50	150
Place - Waste, Parks & Cleansing	Fortnightly collection of Tiger Bags	Future Waste Strategy	25	25	25

Director/Head of Service	Description	Transformation Project	Savings 2025/26 £'000	Savings 2026/27 £'000	Savings 2027/28 £'000
Place - Waste, Parks & Cleansing	Reduce Public Toilets Improvements Budget by 50%	None	40	40	40
Place - Waste, Parks & Cleansing	50% reduction in playground equipment budget	None	55	55	55
Social Services - Adult Services, Prevention and Tackling Poverty	Prevention and redesign activities in Adult Services to deliver additional medium-term savings linked to future reduced demand for care and support. This will mean that people currently in receipt of care and those who need care in the future receive a different offer — this is Adult Services Early Help offer.	Transforming Adult Services	1,483	2,773	3,223
Social Services - Adult Services, Prevention and Tackling Poverty	Review day services and amalgamate the number of sites and remodel the existing service provision for day opportunities to maximise use of buildings and promote independence for better outcomes and reducing overall staffing costs	Transforming Adult Services	750	1,000	1,000
Social Services - Child & Family Services	Continue to implement the new framework for the funding of childrens complex needs placements to ensure continued equitable funding of these placements with Health	Child and Family Services Transformation	100	100	100
Social Services - Child & Family Services	Implement income target for Borfa Gower Activities Centre (Increase in fees)	Child and Family Services Transformation	50	50	50
Total Future Prop	osals to be Considered:		7,474	11,741	13,353

Part 2 - Service Pressures and Investment

Director	Head of Service	Description	2024/25 £'000	2025/26 £'000	2026/27 £'000
Corporate Services	Legal and Democratic Services	Increase to Councillors costs due to IRPW Report	74	149	224
Corporate Services	Legal and Democratic Services	Election System - IDOX system	50	50	50
Social Services	Poverty and Prevention	Additional Pressures	50	50	50
Social Services	Adults	Additional Pressures	50	50	50
Social Services	Child & Family	Additional Pressures	100	100	100
Education	Non-Delegated	ALN (including Post 16) Transport cost pressures in excess of planning assumptions	70	70	70
Corporate Services	Communications	Grade 10 Strategic Change Manager post (Shown for completeness following extension of two year saving)	62	62	62
Corporate Services	Legal & Dem Services	Elections system - Modern Democracy	33	33	33
Corporate Services	Legal & Dem Services	Cost of running elections	0	0	50
Social Services	Directorate	Extra Directorate Pressures in addition to what is included above with 5% CPI added for coming years	220	470	720
Education	Non-Delegated	Increased claims from Facilities Time Policy	3	6	9
Education	Non-Delegated	Regional School Improvement Service Charges	42	85	85
Place	Housing & Public Health	Poor Income Recovery Housing and Public Health (Cems)	0	-71	-79
Place	Highways & Transportation	Parking Offer / Income (Highways)	50	100	150
Place	Housing & Public Health	Homelessness costs to comply with WG Policy	500	500	1,700
Place	Directorate	Y Stora	26	26	26
Grand Tota	al		1,330	1,680	3,300

Integrated Impact Assessment Screening Form

Please ensure that you refer to the Screening Form Guidance while completing this form.

i icas	to choose that you refer to the doreching roth outdance while dompleting this form.					
Servi	Which service area and directorate are you from? Service Area: Accountancy Directorate: Finance					
Q1 (a) What are you screening for relevance?					
	New and revised policies, practices or procedures Service review, re-organisation or service changes/reductions, which affect the wider community, service users					
and/or						
	Efficiency or saving proposals Setting budget allocations for new financial year and strategic financial planning New project proposals affecting staff, communities or accessibility to the built environment, e.g., new construction work or adaptations to existing buildings, moving to on-line services, changing location					
	Large Scale Public Events Local implementation of National Strategy/Plans/Legislation					
	Strategic directive and intent, including those developed at Regional Partnership Boards and Public Services Board, which impact on a public bodies functions					
	Medium to long term plans (for example, corporate plans, development plans, service delivery and improvement					
plans)	Setting objectives (for example, well-being objectives, equality objectives, Welsh language strategy) Major procurement and commissioning decisions					
	Decisions that affect the ability (including external partners) to offer Welsh language opportunities and					

(b) Please name and fully describe initiative here:

Medium Term Financial Planning 2025/26 to 2027/28

Service and financial planning continues to be undertaken against a backcloth of increasing service pressures and demand. Again this year there is added pressure and uncertainty as we deal with a cost of living crisis and uncertain inflation levels. This has affected short-term planning and is expected to continue impact the budget in the medium term.

- The Medium Term Financial Plan (MTFP) is an overarching strategy that:
- Covers three future years.

services Other

- Forecasts future known additional spending requirements, likely resources and potential funding shortfalls.
- Links to the Council's adopted transformation programme 'Transformation Strategy 2022-2027 and Beyond – Successful and Sustainable Swansea' as a means of addressing future budget shortfalls.
- Links to the Council's revised Corporate Plan, "Delivering a Successful and Sustainable Swansea" and the delivery of our top 6 priorities.
- Has due regard to our duties under the Well-being of Future Generations Act 2015.

Future detailed Service planning will need to be undertaken within the financial assessments and forecasts contained within the Medium term Financial Plan.

It is important to understand that the MTFP does not constitute a formal budget in respect of the period 2025/26 to 2027/28 and as such the indicative annual assumptions included both within the projected spending pressures detailed in Sections 2 and 3 of this report, and the potential funding detailed in Sections 4 and 5, will be subject to a full review and decision making process as part of each of the annual Revenue Budget and Council Tax setting decisions.

Instead, the MTFP is intended to outline, in broad terms, the specific service and funding issues over the three year period and how the Council will, within its financial constraints, fund its priorities and achieve major service change and savings.

It is essential as a planning and review tool in order to assess, on an ongoing basis, base assumptions around service pressures and progress against delivery of savings.

The plan serves to highlight the trend for increasingly uncertain times ahead in terms of funding for this Council and Local Government in general, as well as the service pressures that the Council faces from rising demands and increases in demography, together with potential funding pressures arising from ambitious plans for capital development.

Importantly, it is essential that the MTFP is a 'living' document that is subject to regular review and revisions as more information becomes available and risks are updated. As such, it is anticipated that, along with close monitoring of the specific budget proposals and savings targets for 2024/25, further reports to Cabinet regarding the MTFP will be made as necessary. In particular, the Mid Term Budget Statement in the autumn of 2024 will provide a key update on the financial outlook and delivery of savings.

GENERAL PRINCIPLES FOR ALL SERVICES

A number of principles apply to all the Council's services, regardless of the assessment of relative priorities. These are set out below.

Budget Principles

The Council has adopted a number of Budget Principles that underpin the budget strategy:

Everything is included	Increased income
Engagement	Different models of delivery
We will have less money	Supporting those at risk
Demonstrating efficiency	Evidence base
Cutting Red Tape	Sustainable outcomes/prevention
Full cost recovery	Personal Responsibility

All Services must apply and be consistent with these Budget Principles.

All Services are also required to address these Principles as part of business planning and developing savings proposals.

Service Transformation and Efficiency

There are expectations upon all Services in relation to transformation and efficiency, which must be met regardless of relative priority for funding:

Transformation	All service must transform through a fundamental review of purpose, however services are commissioned, to: • deliver better outcomes, • develop a sustainable delivery model, fit for the future,
Efficiency	reduce costs and secure value for money. All services must continue to strive for efficiency, in
	 particular: reduce management and other overheads, maximise opportunities for increasing income from charges, trading and external sources, reduce the cost of purchasing supplies and services, work with others to achieve better outcomes, look for opportunities for residents or community groups to take or share responsibility for services.

Q2 What is the potential impact on the following: the impacts below could be positive (+) or negative (-)

negative (-)					
	High Impact	Medium Impact	Low Impact	Needs further Investigation	No Impact
	+ -	+ -	+ -		
Children/young people (0-18)				\boxtimes	
Older people (50+)	一一一		一百百	Ħ	Ħ
Any other age group	一一一		一一	Ħ	Ħ
Future Generations (yet to be be	orn) 🗍 🗍			X	Ħ
Disability		一一一	一百日	X	Ħ
Race (including refugees)	一一一	一一一	一一	X	Ħ
Asylum seekers	一一一	一一一	一一一	X	Ħ
Gypsies & travellers	一片片	一一一	一一	X	H
Religion or (non-)belief	HH	HH	一片片		H
Sex	HH		一一		H
Sexual Orientation	HH		一片片		H
Gender reassignment	一片片		一片片		H
Welsh Language	片片	HH			H
Poverty/social exclusion	HH	HH	HH		H
Carers (inc. young carers)	HH	HH	HH		H
Community cohesion	HH	HH	러님		H
Marriage & civil partnership		HH	HH		H
					H
Pregnancy and maternity		HH			\vdash
Human Rights					

The impact will be different for each service and will be assessed are part of our IIA process.

Q3	productive approach	ches? ails below – either of yo	undertake e.g. engagemei ur activities or your reasor	
The I are s	Medium Term Plar	n is a planning tool and	of the revenue budget ard not a formal budget, all ng process as part of the	l parts of the Plan
Q4	Have you consider development of thi		ture Generations Act (Wale	es) 2015 in the
a)	Overall does the initiative Yes No		an's Well-being Objectives when	considered together?
b)	Does the initiative cons Yes ⊠ No □	_	n to each of the seven national w	ell-being goals?
c)	Does the initiative appl Yes ⊠ No ☐	y each of the five ways of wo	rking?	
d)	Does the initiative mee meet their own needs? Yes ⊠ No □	· -	thout compromising the ability o	f future generations to
Q5 econo			(Consider the following impa plitical, media, public percept	
	High risk	Medium risk	Low risk	
Q6 X Ye The p Q7 Ye	es	If yes, please provide dele of the Council as su	eded to the external or inte	cted
		, 50, p.o p. ovido d		

Q8 What is the cumulative impact of this proposal on people and/or communities when considering all the impacts identified within the screening and any other key decisions affecting similar groups/ service users made by the organisation?

(You may need to discuss this with your Service Head or Cabinet Member to consider more widely if this proposal will affect certain groups/ communities more adversely because of other decisions the organisation is making. For example, financial impact/poverty, withdrawal of multiple services and whether this is

disadvantaging the same groups, e.g., disabled people, older people, single parents (who are mainly women), etc.)

The impact of the Medium Term Financial Plan will be fully considered as part of the engagement and consultation process undertaken each year as part of the Revenue Budget decision making process. The Plan itself is a planning tool only and doesn't constitute a formal budget.

Outcome of Screening

- Q9 Please describe the outcome of your screening using the headings below:
 - Summary of impacts identified and mitigation needed (Q2)
 - Summary of involvement (Q3)
 - WFG considerations (Q4)
 - Any risks identified (Q5)
 - Cumulative impact (Q7)

The budget reductions implicit in the 2023/24 approved budget were subject to the corporate and appropriate Integrated Impact Assessment process, which was considered as part of the overall budget process.

Where additional budget savings requirements are identified as part of the 2024/25 and MTFP budget processes they will be subject to the integrated impact assessment process (including relevant consultation and engagement) as part of the budget considerations for those financial years.

(NB: This summary paragraph should be used in the 'Integrated Assessment Implications' section of corporate report)	on
☐ Full IIA to be completed	
Do not complete IIA – please ensure you have provided the relevant information above to support this outcome	

NB: Please email this completed form to the Access to Services Team for agreement before obtaining approval from your Head of Service. Head of Service approval is only required via email.

Screening completed by:
Name: Sarah Willis
Job title: Group Accountant – Corporate and Strategy
Date: 29/01/2024
Approval by Head of Service:
Approval by Head of Service: Name: Ben Smith

Please return the completed form to <u>accesstoservices@swansea.gov.uk</u>