



POLICY AND RESOURCES COMMITTEE

Wednesday, 14 June 2023

REPORT TITLE:	2023/24 BUDGET AND BUDGET MONITORING PROCESSES
REPORT OF:	DIRECTOR OF FINANCE

REPORT SUMMARY

This report sets out how the 2023/24 budget will be monitored through the Committee system, which will facilitate the Policy and Services Committees (the Committees) to take ownership of their specific budgets and present appropriate challenge and scrutiny of Officers on the management and performance of those budgets.

This matter relates to all Wards within the Borough and is not a key decision.

RECOMMENDATIONS

It is recommended that the Policy and Resources Committee note the process for in-year monitoring of the 2023/24 budget.

SUPPORTING INFORMATION

1.0 REASONS FOR RECOMMENDATIONS

- 1.1 The 2023/24 Council budget was agreed at Full Council on 27 February 2023. This budget was made up of savings proposals, pressures/growth items and funding that were based on actual known figures or best estimates available at the time. At any point during the year, these estimated figures could change and need to be monitored closely to ensure, if adverse, mitigating actions can be taken immediately to ensure a balanced budget can be reported to the end of the year.
- 1.2 The Council has a legal responsibility to set an annual balanced budget, which sets out how financial resources are to be allocated and utilised. In order to successfully do so, engagement with members, staff and residents is undertaken. The recommendations in this report inform that approach.
- 1.3 Managing and setting a budget will require difficult decisions to ensure that a balanced position can be presented. Regular Member engagement, which this report forms part of, is considered essential in delivering effective governance and financial oversight.

2.0 OTHER OPTIONS CONSIDERED

- 1.1 The proposals set out in this report are presented to allow for efficient and effective budget monitoring activity that can be conducted in a timely manner. As such, it is considered that to meet the business needs and address the challenges that the Council faces that no alternative options are viable or appropriate at this time.
- 1.2 Not engaging with the Committee at this time, on the matters set out, was an option that was available, however it is considered that involvement of Committees as soon as practical after the agreement of the 2023/24 budget will best assist in delivering the benefits detailed in paragraph 2.1.
- 1.3 In the event of the Section 151 Officer determining that a balanced financial position could not be presented, the Section 151 Officer would be required to issue a section 114 notice and report this to all Members of Full Council. The outcome of which could result in intervention by the Government.

3.0 BACKGROUND INFORMATION

Budget Monitoring Process

- 3.1 On 27 February 2023 Full Council approved the 2023/24 budget, which included significant budget savings/efficiencies (details provided at Appendix A) in order to present a balanced position for the year.
- 3.2 The calculation of the 2023/24 budget was prepared using known figures or best estimates available at the time. At any point during the year, internal or external factors may influence a change in these estimates which could either have a

favourable or adverse impact on the ability to deliver a balanced position at financial year-end.

- 3.3 In order to ensure that a balanced position can be achieved, it is imperative that a robust process for monitoring and managing the budget is in place.
- 3.4 An internal officer governance process is in place, in line with past activity, to scrutinise and challenge budget performance in advance of financial forecasts being presented to the Committees. This process includes:
 - Budget holders routinely reviewing budget reports and transactions for accuracy and completeness
 - Regular meetings between budget holders and finance business partners (FBP) to review income and expenditure positions to date and to determine future commitments in order to present reliable forecasts
 - Directorate Management Team (DMT) review of the outcomes of the budget holder/FBP meetings
 - Scrutiny and challenge by DMTs as to the robustness of the figures and forecast presented in the context of Directorate-wide activity
 - DMT agreement on appropriate remedial action where necessary
 - Corporate Management Team review and challenge of the forecast position via the Operational Performance Group (OPG)
 - Referral and/or escalation to Investment and Change Board for organisational oversight in conjunction with other corporate initiatives (Strategic Leadership and Corporate Management Team members)
 - Progress on savings items monitored through ICB
 - Referral to quarterly Strategic Leadership Team performance meeting for Senior Officer scrutiny and agreement
 - Presentation to Committees
- 3.5 For the first meetings in the new municipal year, the Committees will receive confirmation of their budget position, detailed by function, to facilitate an understanding of income and expenditure monitoring against activity (see Appendix B).
- 3.6 The Committees will be responsible for ensuring that the budget is utilised effectively and responsibly and remains within the relevant budget envelope, identifying savings where appropriate to mitigate any adverse positions that may transpire in-year. Once the Annual Budget and related policy framework is approved it becomes the Council's decision and is effective immediately in respect of the relevant financial year in scope. The Council's Constitution provides that Policy and Service Committees and Officers are required to implement the Council's budget and policy framework as set out at Budget Council. In normal operating conditions, Policy and Service Committee may only take decisions which are fully consistent with the Council approved budget and policy framework. It is expected that Committee budgets will be effectively managed in-year within the agreed cash limited budget and value for money will be secured. Chief Officers must ensure that no commitments are made that would result in an approved budget being exceeded.
- 3.7 Policy and Resources Committee will be responsible for ensuring that the entire budget will be in balance, including providing mitigating actions to bring the budget back in line from any adverse variance position that may be forecast, which may take

the form of providing direction to other Service Committees. Policy and Resources Committee will be responsible for advising Full Council on organisation-wide financial activity.

- 3.8 To enable the Committees to manage and monitor budgets effectively in-year, a suite of detailed information will be provided on a quarterly basis, comprising:
- A revenue budget monitoring report for the preceding quarter that will include a full-year forecast
 - Full list of budget savings proposals and the progress for their achievement
 - Full list of reserves allocated to the Committee for future one-off commitments
 - A capital budget monitoring report for the preceding quarter that will include a full-year forecast
 - Other specific financial information relevant to the individual committee's decision-making process
- 3.9 This information will be made available at the earliest committee meeting, following the quarter end and completion of the internal governance process, detailed in paragraph 3.4. The anticipated timetable for reporting quarterly financial information to committee is:
- Quarter 1 (1 Apr – 30 Jun): July 23
 - Quarter 2 (1 Jul – 30 Sep): November 23
 - Quarter 3 (1 Oct – 31 Dec): February 24
 - Quarter 4 (1 Jan – 31 Mar): June 24
- 3.10 Each Committee is requested to establish a Budget monitoring panel to facilitate regular space to review the budget position in between scheduled committee meetings during stages of the financial year.
- 3.11 The Budget Monitoring Panel will comprise of the Committee Chair and Spokespersons, the relevant Director and Assistant Directors (as required), a Finance and Democratic Service representative.
- 3.12 The purpose of this group is to:-
- Ensure that Members are receiving the most current financial data and are monitoring the budget throughout the year.
 - Question the Director on the financial data before they are available to the wider committee membership and ahead of the scheduled Committee meeting.
 - Seek further explanatory information from the Director/Assistant Director where necessary.
 - Request that certain additional information is provided to the group.
 - Make suggestions as to how the information is presented.
 - Make links between financial performance and activity, to inform decision making of the Committee.
 - Inform the process of efficiency target setting and monitor performance against delivery of efficiency targets agreed.
- 3.13 The Committees have the autonomy (subject to delegation levels) to enact budget virements (transfers) from one function to another within their overall committee

budget envelope. Virements will also need to be agreed by the Section 151 Officer as there are certain conditions where budgets are not allowed to be transferred for the purposes of gaining a specific benefit e.g. where budgets from supplies budget headings are transferred to employee budget headings to take advantage of an uplift for pay inflation.

- 3.14 The Committees will be responsible for containing net expenditure within their overall budget envelope and not overspending. Where an adverse variance is forecast, each committee will be required to take remedial action, with detailed plans and timeframes, to bring the budget back in line and ensure that overspends are mitigated.
- 3.15 Where a committee has taken all possible steps for remedial action and is unable to fully mitigate an overspend, this must be reported to the Policy and Resources Committee who will then take an organisational-wide view of how this adverse variance will be managed. There must be immediate action agreed to ensure a deliverable, balanced forecast position can be reported, and this will be monitored on a monthly basis by the Policy and Resources Committee.
- 3.16 Whilst each committee is required to remain within its annual budget envelope, situations may transpire that demonstrate an in-year favourable forecast variance being reported to a Committee. Committees wishing to use any forecast underspend, must have approval from the P&R Committee.
- 3.17 The Council must not be in a situation where one Committee is forecasting an overspend, unable to mitigate it, and another Committee is forecasting an underspend and takes a decision to utilise this for unplanned growth purposes. The Policy and Resources Committee will be responsible for ensuring that operating in silos does not occur and that resources are aligned to Council objectives at all times.
- 3.18 The Policy and Resources Committee has ultimate responsibility for taking any necessary steps required to ensure a whole Council budget can report a balanced position throughout the year. The Section 151 Officer will be responsible for ensuring that any budget actions, proposals and mitigations are achievable and legal.
- 3.19 In addition to the standard budget monitoring process, as outlined above, which will include reviews of savings related activity, in 2023/24 additional scrutiny will be provided to ensure that agreed savings are delivered in a timely manner, in line with the original proposal. Two specific review routes will exist to support financial oversight and the delivery of savings:
 - Finance Sub-Committee,
 - Chief Executive led savings delivery board (Star Chamber) and
- 3.20 The Finance Sub-Committee will meet to support the Policy and Resources Committee in its aims of providing strategic direction to the operation of the Council, to maintain a strategic overview of budgets and to provide a coordinating role across all other service committees through a 'whole council view' of budget monitoring.
- 3.21 A savings delivery board (Star Chamber) will be convened with the aim of facilitating regular, in-depth senior officer and member engagement on savings progress in

order to review and challenge activity to date, as well as plans to be subsequently actioned, in order to deliver on the savings proposals agreed by Full Council.

4.0 FINANCIAL IMPLICATIONS

- 4.1 This report sets out the 2023/24 budget monitoring process and has no direct financial implications. The outcome of the process will, if not adhered to or a suitable alternative process agreed, will have significant financial implications. However, the proposals set out control environments and a timeline of activity deemed necessary as part of sound financial management regime.
- 4.2 If the 2023/24 budget cannot be balanced, this may result in a Section 114 report being issued by the Section 151 Officer - once issued there are immediate constraints on spending whereby no new expenditure is permitted, with the exception of that funding statutory services, including safeguarding vulnerable people, however existing commitments and contracts can continue to be honoured.
- 4.3 The Council delivers both statutory and non-statutory services at present – the requirement to eliminate subsidies provided to non-statutory services is considered to be a key requirement in delivering value for money and ensuring that finite resources are targeted on beneficial outcomes.
- 4.4 The FM Code requires the Council to demonstrate that the processes they have in place satisfy the principles of good financial management, based on the following six principles:
- Organisational Leadership – demonstrating a clear strategic direction based on a vision in which financial management is embedded into organisation culture.
 - Accountability – based on Medium-Term Financial Planning, that derives the annual budget process supported by effective risk management, quality supporting data and whole life costs.
 - Financial management - undertaken with transparency at its core using consistent, meaningful and understandable data, reported frequently with evidence of periodic officer actions and elected member decision making.
 - Professional standards - Adherence to professional standards is promoted by the leadership team and is evidenced.
 - Assurance - sources of assurance are recognised as an effective tool mainstreamed into financial management, including political scrutiny and the results of external audit, internal audit and inspection.
 - Sustainability - The long-term sustainability of local services is at the heart of all financial management processes and is evidenced by prudent use of public resources.

5.0 LEGAL IMPLICATIONS

- 5.1 The Policy and Resources Committee, in consultation with the respective Policy and Service Committees, has been charged by Council to formulate a draft Medium Term Financial Plan (MTFP) and budget to recommend to the Council.

- 5.2 The Council must set the budget in accordance with the provisions of the Local Government Finance Act 1992 and approval of a balanced budget each year is a statutory responsibility of the Council. Sections 25 to 29 of the Local Government Act 2003 impose duties on the Council in relation to how it sets and monitors its budget. These provisions require the Council to make prudent allowance for the risk and uncertainties in its budget and regularly monitor its finances during the year. The legislation leaves discretion to the Council about the allowances to be made and action to be taken.
- 5.3 Once a budget is in place, Council has delegated responsibility to the Policy and Services Committees to implement it. The Committees **may not within, normal business operating conditions**, act contrary to the Budget without consent of Council other than in accordance with the Procedure Rules set out at Part 4(3) of the Constitution.
- 5.4 It is essential, as a matter of prudence that the financial position continues to be closely monitored. In particular, Members must satisfy themselves that sufficient mechanisms are in place to ensure both that agreed savings are delivered and that new expenditure is contained within the available resources. Accordingly, any proposals put forward must identify the realistic measures and mechanisms to produce those savings.

6.0 RESOURCE IMPLICATIONS: STAFFING, ICT AND ASSETS

- 6.1 At this time, there are no additional resource implications. There may be resource requirements of any action resulting in remedial or mitigating tasks if an adverse forecast is reported with regards the 2023/24 budget in year, however these will be reported at the appropriate time.

7.0 RELEVANT RISKS

- 7.1 The Council's ability to maintain a balanced budget is dependent on a proactive approach due to estimated figures being provided in the calculation for the budget, albeit the best estimates available at the time, plus any amount of internal and external factors that could impact on the budget position in year. Examples of which are new legislation, increased demand, loss of income, increased funding, decreased funding, inability to recruit to posts, etc.
- 7.2 A robust monitoring and management process for the budget is in place. If at any time during the year an adverse position is forecast, remedial action must be agreed and implemented immediately to ensure the budget can be brought back to balanced position.
- 7.3 The risk of this not being able to be achieved could mean that the Council does not have enough funding to offset its expenditure commitments for the year and therefore not be able report a balanced budget at the end of the year. This could result in the Section 151 Officer issuing a Section 114 notice.

- 7.4 A key risk to the Council's financial plans is that funding and demand assumptions in particular can change as more information becomes available. As such, the MTFP is regularly reviewed and updated as part of routine financial management.
- 7.5 Under the system of retained Business Rates, Authorities benefit from a share of any increased revenues but are liable for at least a share of any falls in income (subject to safety net triggers) and any non-collection. This includes reductions arising from appeals relating to past years which partially fall on the Authority. These risks are mitigated through a combination of the operation of the Collection Fund, General Fund Balances and a Business Rates Equalisation Reserve.
- 7.6 Assumptions have been made in the current budget outlook for income and funding from business rates and council tax and social care grants as the main sources of funding. If there is an adverse change to these assumptions as a result of government announcements, additional savings proposals or reduced expenditure would need to be identified as soon as possible to ensure a balanced five-year MTFP can be achieved. Committees will be kept updated with any announcements regarding the local government finance settlement through the year.
- 7.7 Sections 25 to 29 of the Local Government Act 2003 impose duties on the Council in relation to how it sets and monitors its budget. These provisions require the Council to make prudent allowance for the risk and uncertainties in its budget and regularly monitor its finances during the year. The legislation leaves discretion to the Council about the allowances to be made and action to be taken.

8.0 ENGAGEMENT/CONSULTATION

- 8.1 Consultation has been carried out with the Senior Leadership Team in arriving at the governance process for the 2023/24 budget monitoring process.

9.0 EQUALITY IMPLICATIONS

- 9.1 Wirral Council has a legal requirement to make sure its policies, and the way it carries out its work, do not discriminate against anyone. An Equality Impact Assessment is a tool to help council services identify steps they can take to ensure equality for anyone who might be affected by a particular policy, decision or activity.
- 9.2 There are no specific equality implications of this report regarding processes, however, it is recognised that some of the developing proposals for 2023/24 budget and beyond could have equality implications. Any implications will be considered and any negative impacts will be mitigated where possible.
- 9.3 Equality implications will be assessed during planning, decision and implementation stages and will be recognised as an ongoing responsibility. Any equality implications will be reported to the Committees. Equality issues will be a conscious consideration and an integral part of the process.

10.0 ENVIRONMENT AND CLIMATE IMPLICATIONS

10.1 At this time, there are no additional environmental and climate implications as these have already been identified for the proposals agreed and submitted. However, where the budget is unbalanced and further proposals are required, then there may be environment and climate implications associated with these that will be addressed within the relevant business cases presented to the Committee.

11.0 COMMUNITY WEALTH IMPLICATIONS

11.1 This report has no direct community wealth implications however any budget proposals to be developed should take account of related matters across headings such as the following:

- **Progressive Procurement and Social Value**
How we commission and procure goods and services. Encouraging contractors to deliver more benefits for the local area, such as good jobs, apprenticeship, training & skills opportunities, real living wage, minimising their environmental impact, and greater wellbeing.
- **More local & community ownership of the economy**
Supporting more cooperatives and community businesses.
Enabling greater opportunities for local businesses.
Building on the experience of partnership working with voluntary, community and faith groups during the pandemic to further develop this sector.
- **Decent and Fair Employment**
Paying all employees a fair and reasonable wage.
- **Making wealth work for local places**

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APPENDICES

Appendix A Savings agreed at full Council for 2023/24
Appendix B Committee Budget Book details

BACKGROUND PAPERS

Pressure and Growth Proposals
Savings and Income Proposals
CIPFA's Financial Management Code

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Environment, Climate Emergency and Transport Committee	14 March 2023
Tourism, Communities, Culture & Leisure Committee	9 March 2023
Children, Young People & Education Committee	8 March 2023
Economy Regeneration & Development Committee	7 March 2023
Adult Social Care and Public Health Committee	6 March 2023
Full Council	27 February 2023
Policy and Resources Committee	14 February 2023
Policy and Resources Committee	18 January 2023
Policy and Resources Committee	9 November 2022
Policy and Resources Committee	5 October 2022
Policy and Resources Committee	7 September 2022
Policy and Resources Committee	13 July 2022

Appendix A – Savings agreed at full Council for 2023/24

Committee	23/24 Budget Saving (£m)
Adult Social Care and Public Health	
<u>Adult Care & Health</u>	
Review of all-age disability transition planning	-1.000
Review of services to support Independent Living	-4.935
Adult Social Care and Public Health Total	-5.935
Children, Young People & Education	
<u>Children, Families & Education</u>	
Increase the number of children looked after placed in family settings as opposed to higher cost residential settings	-1.100
Redesign and restructure of the Assessment and Intervention Service	-0.655
Reduction in contributions to the Regional Adoption Agency in line with the average number of referrals	-0.100
Reduction in financial support to Kingsway High School	-0.134
Reduction in Teacher's pension liabilities to the council	-0.190
Reduction in Wirral's Looked After Children numbers	-0.410
Review of contracts within Children's Services	-0.250
Review of council's contribution towards European Funded Send Inclusion Programme	-0.220
Review of Supporting Families funding and Early Help budgets	-1.121
Children, Young People & Education TOTAL	-4.180
Economy Regeneration & Housing	
<u>Regeneration & Place</u>	
Capitalisation of salaries (Re-direction of qualifying salaries away from the council's central budget	-0.085
Decommissioning of the Solar Campus site and relocation of teams currently working from the facility.	-0.005
Increase eligible rechargeable costs for Building Control services	-0.080
Lease income from rental of floors 4 & 5 at Marris House	-0.136
One off rental income for partial leasing of Cheshire Lines office space	-0.146
Recharging of costs where eligible grant and fee income is rechargeable within Supported Housing services	-0.060
Recharging of staff costs where eligible grant funding is in place for Economic Growth projects	-0.072
Recharging of staff costs where eligible grant funding is in place for Homes for Ukraine Resettlement Programme	-0.593
Redesign and review of contract commissioning for Economic Growth	-0.065
Re-provision of homeless accommodation and review of community alarm grant	-0.137
Review of Housing Support service and Fuel Poverty contract	-0.088
Review of Merseytravel levy budget	-0.122
Stand down and disposal of a number of council owned buildings	-0.672
Standing down of Wallasey Town Hall for a 12-month period	-0.400
Economy Regeneration & Housing TOTAL	-2.660

Appendix A – Savings agreed at full Council for 2023/24

Committee	23/24 Budget Saving (£m)
Environment, Climate Emergency & Transport	
<u>Neighbourhood Services</u>	
Capitalise Staff costs on infrastructure projects	-0.060
Expansion of the camping offer at Wirral Country Park	-0.010
Introduction of an environmental enforcement scheme	-0.150
Introduction of catering facilities at football playing fields	-0.020
Introduction of Electric Vehicle charging pilot scheme tariffs	-0.010
Introduction of large format digital screen advertising opportunities	-0.020
Introduction of Pet Memorial Garden	-0.010
Reintroduction of Christmas Markets at Birkenhead Park	-0.010
Restructure of the transport fleet	-0.030
Review of Cemeteries and Crematoria service income	-0.100
Review of Pest Control service income	-0.010
Review of Tree Management service	-0.050
Review of vehicle crossing provision	-0.015
Environment, Climate Emergency & Transport TOTAL	-0.495
Policy & Resources	
<u>Chief Executive Office</u>	
Corporate Office Restructure	-0.070
<u>Corporate</u>	
Apply vacancy factor to pay budgets	-2.300
Council wide budget adjustment	-0.340
Reprice pay budgets at Mid-point	-2.800
Review of enabling (back office) services across the council	-2.300
Review of senior management structure	-0.800
<u>Finance/ Resources</u>	
DSG Contribution to statutory functions	-1.200
Insurance reserve - one off	-1.000
Review of current payroll functions	-0.060
Review of digital systems within the Revenue and Benefits service	-0.100
Use of NNDR reserve - one off	-3.000
Policy & Resources TOTAL	-13.970
Tourism, Communities, Culture and Leisure	
<u>Neighbourhood Services</u>	
Development of the events programme at Williamson Art Gallery	-0.070
Leisure Centre service review	-0.500
Review of current Neighbourhood Directorate assets/ buildings	-0.050
Review of Neighbourhoods Staffing Structure	-0.425
Various underspends across Neighbourhoods	-0.060
Tourism, Communities, Culture and Leisure TOTAL	-1.105
GRAND TOTAL	-28.345

Appendix B Committee Budget Details

REVENUE BUDGETS

Revenue Budgets are the monies the Council allocates for its day-to-day expenditure. It is the amount of money the Council requires to provide its services during the year.

Table 1 below, highlights how the revenue budgets are allocated across the Council Directorates.

Directorate	Budget £000
Adults Care and Health	130,579
Chief Executive Office	1,585
Children, Families & Education	85,597
Law & Governance	5,775
Neighbourhood Services	54,584
Regeneration & Place	36,776
Resources	16,773
Finance	34,931
Total Budget	366,600

Table 2, below, highlights how the revenue budget is allocated across the various subjectives or types of expenditure.

Subjective	Budget £000
Income	-276,062
Expenditure:	
Employee	143,627
Non Pay	328,020
Cost of Care	171,015
Total Expenditure	642,662
Total Budget	366,600

Appendix B Committee Budget Details

Table 3 below, provides a further detailed breakdown of the service budgets.

Directorate	Income	Employee	Non Pay	Cost of Care	Grand Total
	£000	£000	£000	£000	£000
Adults Care and Health	-£90,346	£14,232	£62,490	£144,203	£130,579
Chief Executive Office	-£321	£1,752	£154	£0	£1,585
Children, Families & Education	-£21,428	£44,110	£33,933	£28,982	£85,597
Law & Governance	-£3,486	£4,102	£5,160	£0	£5,775
Neighbourhood Services	-£30,418	£30,788	£54,214	£0	£54,584
Regeneration & Place	-£13,296	£13,516	£36,556	£0	£36,776
Resources	-£3,399	£13,072	£7,101	£0	£16,773
Finance	-£113,367	£22,056	£128,413	-£2,170	£34,931
Total Budget	-£276,062	£143,627	£328,020	£171,015	£366,600

CAPITAL BUDGETS

Capital budgets are the monies allocated for spend on providing or improving non-current assets, which include land, buildings and equipment, which will be of use or benefit in providing services for more than one financial year.

Full details of the 2023-24 capital budgets can be found within the Capital Outturn report elsewhere on the agenda.

RESERVES

Earmarked reserves represent money that has been set aside for a clearly defined purpose, and which is available to meet future expenditure in that area.

General fund balance (general reserve) is set aside to minimise possible financial impacts to the Authority and provide financial resilience.

Directorate Earmarked Reserves	Opening Balance £000
Adult Care & Health	7,329
Children, Families & Education	3,661
Law & Governance	270
Neighbourhoods Services	301
Regeneration and Place	16,173
Resources	13,452
Other Corporate	30,645
Total	71,831

General Fund Balances	13,180
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