13 AUGUST 2020

#### **BUDGET OUTLOOK 2021-22 TO 2025-26**

### 1. EXECUTIVE SUMMARY

- 1.1 This report provides an update to the budget outlook 2021-22 to 2025-26, reported to the Business Continuity Committee on 14 May 2020. The estimates within the report are based on the mid-range scenario with best and worst case scenarios noted in Appendix 1.
- 1.2 The assumptions in respect of future years Scottish Government funding remain unchanged from those I reported on 14 May 2020. Those being a prudent estimate of a reduction in funding of 1.2% in the mid-range scenario (based on an average of the last three years settlements) with the best case and worst case variable being +/- 0.5% from the mid-range.
- 1.3 There are no changes to my previous assumptions around the growth in Council Tax. It has been assumed that the Council tax base will grow by 0.1% in the worst case scenario, 0.25% in the mid-range scenario and 0.4% in the best case.
- 1.4 There is one change to the base budget since the report on 14 May 2020. This is to reflect £0.166m of budget for Counselling in Schools which ensures the full allocation of Scottish Government funding to be used for this purpose and not for other areas of service delivery. This scheme is funded until 2022-23 and indications are that it may go beyond then.
- 1.5 The assumptions in respect of employee costs for Council services were previously noted as follows:
  - Pay award for 2021-22 to 2025-26 of between 2.7% and 3.5%, with midrange 3%.
  - Increments between £0.369m and £0.737m with mid-range £0.737m.

The only change is to build in the additional cost for the consolidation of the living wage which was agreed by the Business Continuity Committee on 25 June 2020.

- 1.6 For non-pay inflation, only unavoidable/inescapable inflation has been built in for the best case and mid-range scenarios. A further general inflationary increase of £0.750m has been built into the worst case scenario.
- 1.7 There are a number of cost and demand pressures for Council services built into each scenario. Changes to these pressures since the report on 14 May 2020 are:

- Removed Consolidation of the living wage (now an employee cost).
- Removed Implementation of IDOX system (costs now earmarked).
- New Microsoft Office Enterprise Agreement.
- New Maintenance/repair of schools estate.
- New ASN support.
- Amended Upgrade/replace general ledger system
- Amended Backfill for a project team to support a new HR system
- 1.8 In addition to the identified cost and demand pressures an annual allowance for unidentified cost and demand pressures has been included in the mid-range scenario of £0.250m with £0.500m included in the worst case scenario.

There are also unquantified cost pressures associated with the January 2025 ban of biodegradable municipal waste, the 2022 Deposit Return Scheme, changes to the nutritional requirements for food and drink in schools and the potential longer term financial impact of COVID-19.

- 1.9 There is a political decision to be made as to the future allocation to the Health and Social Care Partnership (HSCP). As part of the budget agreed in February 2020, indicative allocations for 2021-22 and 2022-23 were agreed on the basis of a flat cash allocation. This indicative positon has been included as the midrange and worst case scenario with a 2% reduction to the adult social care portion of the HSCP budget in the best case scenario.
- 1.10 For Live Argyll, I have assumed the management fee will reduce by 1.9% in the best case scenario, in the mid-range scenario reduce by 1% and worst case would remain at a flat rate equal to the 2020-21 payment. These are only assumptions and it will be a matter for Council to consider as part of the budget process next year. Live Argyll have been asked to suggest proposals to deliver savings which will be brought back to Members as part of the 2021-22 budget setting process.
- 1.11 The budget gap in the mid-range scenario after allowing for the current base commitments, employee adjustment, non-pay inflation and cost and demand pressures and not factoring in any previous savings decisions or future potential options is an estimated gap over the five year period of £42.362m with a gap of £6.672m in 2021-22.
- 1.12 The measures to balance the budget over the next five years are as follows:
  - inflationary increase on fees and charges of between 1% (worst case) and
     5% (best case) with a mid-range of 3%
  - previously agreed catering and cleaning savings in connection with shared services
  - previously agreed management/operational and policy savings options
  - proposed increase to Council Tax (4.84% in best case, 3% in both mid-range and worst case scenario).

- 1.13 In the mid-range scenario, the budget gap estimated over the five year period 2021-22 to 2025-26 is £31.872m with a gap of £4.528m in 2021-22.
- 1.14 In contrast, the budget gap in the best case scenario over the five years is £9.768m with a surplus of £0.209m in 2021-22 and in the worst case scenario, the budget gap over the five years is £47.648m with a gap of £7.752m in 2021-22. A summary of all three scenarios is included within Appendix 1.
- 1.15 It is recommended that the Business Continuity Committee consider the current estimated budget outlook position for the period 2021-22 to 2025-26.

#### **BUDGET OUTLOOK 2021-22 TO 2025-26**

### 2. INTRODUCTION

- 2.1 This report provides an update to the budget outlook 2021-22 to 2025-26, reported to the Business Continuity Committee on 14 May 2020.
- 2.2 The budget outlook has been prepared using three different scenarios, best case, worst case and mid-range. Relatively small variations in assumptions can lead to fairly significant changes in the outcome. In the paragraphs that follow, the mid-range outlook is shown, however, all three scenarios are detailed within Appendix 1.

### 3. RECOMMENDATIONS

3.1 It is recommended that the Business Continuity Committee consider the current estimated budget outlook position for the period 2021-22 to 2025-26.

#### 4. DETAIL

## 4.1 Funding

#### Scottish Government Finance Settlement

4.1.1 There are no changes to my previous assumptions around the level of future Scottish Government funding. I consider a prudent assumption still to be within the range of a reduction of between 0.7% (best case) and 1.7% (worst case) with a mid-range of 1.2%.

The ongoing uncertainty over the impact of COVID-19 on future years funding means this is an assumption that needs to be kept under close review and I will continue to engage with other Directors of Finance and COSLA as to their view of future years funding and update the report throughout the year as necessary.

4.1.2 The table below summarises the mid-range scenario estimates expressed in percentage terms and monetary value.

	2021-22 £000	2022-23 £000	2023-24 £000	2024-25 £000	2025-26 £000
% Change to Funding	-1.2%	-1.2%	-1.2%	-1.2%	-1.2%
Estimated SG Funding	(2,370)	(2,342)	(2,314)	(2,286)	(2,258)
Reduction	, ,	, ,	,	,	,
Estimated SG Funding	195,149	192,807	190,493	188,207	185,949

### **Council Tax**

- 4.1.3 There are no changes to my previous assumptions around the growth in Council Tax. It has been assumed that for the best case scenario this would be 0.4%, 0.1% for the worst case 0.25% for the mid-range. The Council tax increase is included within paragraph 4.9.3 of this report.
- 4.1.4 The table below summarises the estimated total funding in the mid-range scenario.

	2021-22	2022-23	2023-24	2024-25	2025-26
	£000	£000	£000	£000	£000
Estimated SG Funding	195,149	192,807	190,493	188,207	185,949
Earmarked Reserves for	112	0	0	0	0
Teachers Pensions (as					
previously agreed)					
Council Tax Base	52,859	52,859	52,859	52,859	52,859
Council Tax Growth	132	264	397	530	663
Total Estimated	248,252	245,930	243,749	241,956	239,471
Funding					

# 4.2 Base Budget

- 4.2.1 The starting point for the base budget for 2021-22 is the 2020-21 approved budget adjusted for any one-off items as well as any other items that have an impact on the base.
- 4.2.2 There is one change to the base budget since the last Budget Outlook report on 14 May 2020. This is to reflect £0.166m of budget for Counselling in Schools which ensures the full allocation of Scottish Government funding to be used for this purpose and not for other areas of service delivery. This scheme is funded until 2022-23 and indications are that it may go beyond then. The adjustments required to the base budget are as follows:

	2021-22	2022-23	2023-24	2024-25	2025-26
	£000	£000	£000	£000	£000
Base Budget 2020-21	247,860	247,860	247,860	247,860	247,860
27 Feb 2020 Budget					
Technology to support	(400)	(400)	(400)	(400)	(400)
remote learning					
Community engagement	(50)	(50)	(50)	(50)	(50)
for shared transport					
Roads – climate change	(500)	(500)	(500)	(500)	(500)
mitigation and					
maintenance					
Green transport – cycle	(400)	(400)	(400)	(400)	(400)
paths and footpaths					
Re-profiling gain from	600	600	600	600	600
loans fund					
Other Adjustments					
21 Feb 2019 Budget -	(22)	(22)	(22)	(22)	(22)
Local Plan Enquiry Cost		•	· ·		•

Planning fees – one off cost pressure in 2020/21	(60)	(60)	(60)	(60)	(60)
Consolidation of living wage project costs – one off cost in 2020/21	(50)	(50)	(50)	(50)	(50)
One off fleet savings in 2020/21	278	278	278	278	278
Counselling in Schools	166	166	166	166	166
Revised Base Budget	247,422	247,422	247,422	247,422	247,422

# 4.3 Employee Cost Changes

## **Pay Award**

- 4.3.1 The assumptions in respect of employee costs for Council services reported on 14 May 2020 were:
  - Pay award for 2021-22 to 2025-26 of between 2.7% and 3.5%, with midrange 3%.
  - Increments between £0.369m and £0.737m with mid-range £0.737m.
- 4.3.2 In terms of teachers, a pay deal was agreed covering the years 2018-19 to 2020-21. Future year assumptions are that teachers pay will increase in line with the SJC employee costs as outlined in paragraph 4.3.1.

#### Increments

4.3.3 There are no changes to my previous assumption around the cost of employee increments. It has been assumed that, for future years, the best case is half of the previous year cost, for mid-range and worst case it will be equal to the 2020-21 cost (£0.737m).

# **Living Wage Consolidation**

4.3.4 In the Budget Outlook reported on 14 May 2020 the costs in relation to the consolidation of the Living Wage were included as an estimated cost pressure. On 25 June 2020 the Business Continuity Committee approved a proposal to modernise the LGE pay grade and employment deal for implementation on 1 April 2021. The future year costs of this proposal have been built into the employee costs and the estimated cost pressure has been removed. The impact of this within the employee costs is set out in the table below. The financial impact relating to Social Work staff has been removed in the table below and is included as an HSCP cost pressure at paragraph 4.6.2.

	2021-22 £000	2022-23 £000	2023-24 £000	2024-25 £000	2025-26 £000
Living Wage Consolidation	560	560	560	560	560
Remove Social Work Element	(57)	(57)	(57)	(57)	(57)

Additional costs/savings relating to modernising employment deal	73	21	22	(5)	(8)
Total Employee Cost Impact	576	524	525	498	495

4.3.5 The table below summarises the employee cost increases in the mid-range scenario for Council services. The assumed 3% pay award in the mid-range has been applied to the Living Wage costs. The employee cost increases relating to Social Work within the Health and Social Care Partnership are summarised within paragraph 4.6.4.

	2021-22 £000	2022-23 £000	2023-24 £000	2024-25 £000	2025-26 £000
Pay Award	4,047	8,215	12,508	16,930	21,485
Living Wage Consolidation	576	524	525	498	495
Pay Award Applied to Living Wage	0	15	31	47	63
Increments	737	1,474	2,211	2,948	3,685
Total Employee Cost Changes	5,360	10,228	15,275	20,423	25,728

# 4.4 Non-Pay Inflation

- 4.4.1 There are no changes to the previous assumptions in respect of non-pay inflation. Only unavoidable/inescapable non-pay inflation has been built into the best case and mid-range scenarios and this is based on the non-pay inflation estimate for 2020-21. A general inflationary increase of £0.750m per annum has been built into the worst case scenario.
- 4.4.2 Financial Services, in consultation with budget holders, will be reviewing the inflation assumptions during August/September and an update will be included within the October budget outlook report.
- 4.4.3 The table below summarises the non-pay inflation increases in the mid-range scenario for Council services. The non-pay inflation increases relating to Social Work within the Health and Social Care Partnership are summarised within paragraph 4.6.2.

	2021-22	2022-23	2023-24	2024-25	2025-26
	£000	£000	£000	£000	£000
Unavoidable/Inescapable	1,294	2,588	3,882	5,176	6,470
<b>Total Non-Pay Inflation</b>	1,294	2,588	3,882	5,176	6,470

### 4.5 Cost and Demand Pressures

4.5.1 Over the last few years, services have worked on the basis of having to contain any cost and demand pressures within current resources, however, there are a number of cost and demand pressures already identified for Council services (and reported as part of the budget in February 2020). Since the report to Business

Continuity Committee on 14 May 2020 two cost and demand pressures have been removed, three added and an existing one amended.

- Removed Consolidation of the living wage (refer to paragraph 4.3.4).
  - Removed Implementation of IDOX system (costs now earmarked).
  - New Microsoft Office Enterprise Agreement.
  - New Maintenance/repair of schools estate.
  - New ASN support.
  - Amended Upgrade/replace general ledger system.
  - Amended Backfill for a project team to support a new HR system.
- 4.5.3 When creating a budget outlook beyond one year, there is a risk that unknown cost and demand pressures will emerge that have not been included within the outlook. It is suggested that no allowance is included within the best case scenario, £0.500m general allowance is included within the worst case and a £0.250m allowance included within the mid-range scenario each year.
- 4.5.4 The cost pressures are summarised in the table below and will be subject to review during the financial year.

	2021-22 £000	2022-23 £000	2023-24 £000	2024-25 £000	2025-26 £000
Universal Credit – HB Admin Grant	60	120	180	240	300
Asbestos Management Plan	48	48	48	48	48
Office Enterprise Agreement	20	20	20	22	22
Maintenance of schools estate	225	225	225	225	225
ASN Support	72	145	219	294	370
Skype for Education	25	25	25	25	25
Waste	0	25	29	26	23
Local Development Plan	0	0	50	0	50
New HR System Project Team	0	0	200	0	0
Oracle/EBS Upgrade / Replacement Software Support	86	86	86	86	86
Oracle/EBS Upgrade / Replacement Project Team	100	0	0	0	0
Allowance for pressures in future years	250	500	750	1,000	1,250
Total Cost and Demand Pressures	886	1,194	1,832	1,966	2,399

## **Unquantified Cost Pressures**

- 4.5.4 I reported in my previous budget outlook report that there were cost pressures relating to Waste and the ban of biodegradable municipal waste and the 2022 Deposit return scheme and also the changes to the nutritional requirements for food and drink in schools that have not been quantified at this stage. The position remains unchanged from that reported on 14 May 2020.
- 4.5.5 In relation to COVID-19, officers have continued to work on identifying and monitoring its financial impact on the Council until the end of 2020-21. There is a separate report to this Business Continuity Committee on that issue.

However there will likely be a range of longer term cost and demand pressures associated with COVID-19 which, at this stage, have not been quantified. The Scottish Government have not committed to providing any additional funding towards COVID-19 cost pressures beyond 2020-21. Officers will keep this position under review and, if required, will reflect it in future budget outlook reports.

4.5.6 The cost and demand pressures relating to Social Work within the Health and Social Care Partnership are summarised within paragraph 4.6.2.

# 4.6 Health and Social Care Partnership

- 4.6.1 There are no changes to the previous assumption on the payment to the HSCP. In order to reflect different scenarios within the budget outlook, I have assumed flat cash allocations in the mid-range and worst case scenarios and a 2% reduction to the adult social care portion of the HSCP budget in the best case scenario. These are only assumptions and it will be a matter for Council to consider as part of the budget process next year.
- 4.6.2 Social Work services have already identified a number of cost pressures and these are summarised below and included within Appendix 3 for information purposes. Note that these only extend to three years rather than the five years within this Council budget outlook. Extending the outlook to five years is a decision for the HSCP to take and their Chief Financial Officer is currently of the view that a five year planning window is not appropriate at the current time due to the uncertainty caused by COVID-19.

	2021-22	2022-23	2023-24
	£000	£000	£000
Pay Inflation	964	1,957	2,980
Pay Increments	82	164	246
Impact of Living Wage	57	59	61
Consolidation			
Non-Pay Inflation	1,640	3,223	4,858
Care Services for Older People	367	740	1,119
(Growth)			
Care Services for Younger Adults	355	710	1,065

Continuing Care for Looked After	250	500	750
Children			
Unknown Cost and Demand	500	1,000	1,500
Pressures			
Total Cost Increase Estimates	4,215	8,353	12,579
for Social Work			

# 4.7 Live Argyll

- 4.7.1 There are no changes to the previous assumption on the future payments to Live Argyll which are a reduction to the management fee of 1.9% in the best case scenario, 1% in the mid-range scenario and a flat cash position in the worst case scenario.
- 4.7.1 At the budget meeting on 27 February 2020, Council approved the management fee for 2020-21 and instructed officers to engage with Live Argyll with a view to exploring a reduction in the management fee. This work is ongoing and Live Argyll have been asked to suggest proposals to deliver savings which will be brought back to Members as part of the 2021-22 budget setting process.

# 4.8 Estimated Budget Gap PRIOR to Measures to Balance the Budget

4.8.1 The budget gap in the mid-range scenario after allowing for the current base commitments, employee adjustment, non-pay inflation and cost and demand pressures is summarised in the table below. This is the budget gap prior to factoring in any previous savings decisions or potential options towards balancing the budget.

	2021-22	2022-23	2023-24	2024-25	2025-26
	£000	£000	£000	£000	£000
Revised Base Budget	247,422	247,422	247,422	247,422	247,422
Employee Cost Changes	5,360	10,228	15,275	20,423	25,728
Non-Pay Inflation	1,294	2,588	3,882	5,176	6,470
Cost and Demand	886	1,194	1,832	1,966	2,399
Pressures					
Increase/(Decrease) to	0	0	0	0	0
HSCP allocation					
Increase/(Decrease) to	(38)	(76)	(113)	(150)	(186)
Live Argyll payment					
Total Estimated	254,924	261,356	268,298	274,837	281,833
Expenditure					
Estimated Funding	248,252	245,930	243,749	241,596	239,471
Estimated Budget	(6,672)	(15,426)	(24,549)	(33,241)	(42,362)
Surplus / (Gap)	•			-	•
Cumulative					

# 4.9 Measures to Balance the Budget

4.9.1 At this stage there are no changes to previous assumptions on measures to balance the budget. The measures include:

- inflationary increase on fees and charges of between 1% (worst case) and 5% (best case) with a mid-range of 3%
- previously agreed catering and cleaning savings in connection with shared services
- previously agreed management/operational and policy savings options (refer to paragraph 4.9.4)
- 4.9.2 As part of the work carried out by Financial Services in consultation with services to identify and monitor the financial impact of COVID-19 on the Council in 2020-21 they have identified savings options which may not be delivered in 2020-21. For now there is an assumption that these savings will be delivered from 2021-22 onwards however officers will keep this under review.
- 4.9.3 Councils have had the discretion to increase Council Tax by a maximum of 3% each year since 2017-18. Councils were given the flexibility to increase the Council Tax for 2020-21 by 3% in real terms which the Scottish Government confirmed as 4.84% in cash terms. It could be assumed that a similar increase would be permitted in future years, however, this has not been confirmed. For the budget outlook, I have assumed a 3% increase in the worst case scenario and mid-range scenario and a 4.84% increase in the best case scenario.
- 4.9.4 The table below summarises the proposed measures to balance the budget in the mid-range scenario.

	2021-22 £000	2022-23 £000	2023-24 £000	2024-25 £000	2025-26 £000
Fees and Charges	318	646	984	1,332	1,690
Increase					
Catering and Cleaning	172	172	172	172	172
Service Choices					
Management/Operational	(240)	(240)	(240)	(240)	(240)
Savings February 2020					
Management/Operational	42	42	42	42	42
Savings February 2020					
Policy Savings February	75	75	75	75	75
2019					
Policy Savings February	187	187	187	187	187
2020					
Council Tax Increase	1,590	3,239	4,950	6,724	8,564
Total Savings	2,144	4,121	6,170	8,292	10,490

# 4.10 Estimated Budget Gap AFTER Measures to Balance the Budget

4.10.1 The table below summarises the estimated budget gap in the mid-range scenario.

	2021-22	2022-23	2023-24	2024-25	2025-26
	£000	£000	£000	£000	£000
Estimated Budget Gap Prior to	(6,672)	(15,426)	(24,549)	(33,241)	(42,362)

Measures to Balance Budget					
Savings Measures	2,144	4,121	6,170	8,292	10,490
Estimated Budget Surplus / (Gap) Cumulative	(4,528)	(11,305)	(18,379)	(24,949)	(31,872)
Estimated Budget Surplus / (Gap) In Year	(4,528)	(6,777)	(7,074)	(6,570)	(6,923)

- 4.10.2 In the mid-range scenario, the budget gap estimated over the five year period 2021-22 to 2025-26 is £31.872m with a gap of £4.528m in 2021-22.
- 4.10.3 In contrast, the budget gap in the best case scenario over the five years is £9.768m with a surplus of £0.209m in 2021-22 and in the worst case scenario, the budget gap over the five years is £47.648m with a gap of £7.752m in 2021-22. A summary of all three scenarios is included within Appendix 1.
- 4.10.4 The changes from the previous budget outlook reported to the Business Continuity Committee on 14 May 2020 are summarised in the table below

	2021-22 £000	2022-23 £000	2023-24 £000	2024-25 £000	2025-26 £000
Previously reported	(4,350)	(10,814)	(17,597)	(24,301)	(31,135)
budget surplus / (gap) Cumulative	, ,	, , ,		, ,	, ,
Cost Pressure - Remove living wage consolidation	500	500	500	500	500
Cost Pressure – Add Microsoft License Agreement	(20)	(20)	(20)	(22)	(22)
Cost Pressure – Add Maintenance of school estate	(225)	(225)	(225)	(225)	(225)
Cost Pressure – Add ASN Support	(72)	(145)	(219)	(294)	(370)
Cost Pressure – Amend Oracle Replacement/ Upgrade	104	104	104	104	104
Cost Pressure – Remove IDOX	77	0	0	0	0
Cost Pressure – Change year of new HR system support	200	0	(200)	0	0
Employee Cost – Add approved living wage consolidation proposal	(576)	(539)	(556)	(545)	(558)
Budget Adjustment – Counselling in Schools	(166)	(166)	(166)	(166)	(166)
Revised Budget Surplus / (Gap) Cumulative	(4,528)	(11,305)	(18,379)	(24,949)	(31,872)

# 5. CONCLUSION

5.1 In the mid-range scenario, the budget gap estimated over the five year period 2021-22 to 2025-26 is £31.872m with a gap of £4.528m in 2021-22. Council officers are currently working on developing a three year savings programme that will bring forward proposals for balancing the budget in future years.

## 6. IMPLICATIONS

6.1	Policy -	Sets out the budget outlook that provides the financial envelope for policy decisions.
6.2	Financial -	Sets best, worst and mid-range scenarios in respect of the budget outlook. The medium to longer term financial strategy is being updated and the Council are actively continuing to pursue opportunities to mitigate against future budget gaps.
6.3	Legal -	None directly from this report but Council will need to balance the budget.
6.4	HR -	None directly from this report but there is a strong link between HR and budgets.
6.5	Fairer Scotland Duty -	See below
6.5.1	Equalities	None directly from this report but any proposals to address the estimated budget gap will need to consider equality issues.
6.5.2	Socio Economic Duty	None directly from this report but any proposals to address the estimated budget gap will need to consider socio economic issues.
6.5.3	Islands Duty	None directly from this report but any proposals to address the estimated budget gap will need to consider any island specific issues.
6.6	Risk -	None directly from this report but any proposals to address the estimated budget gap will need to consider risk.
6.7	Customer Service -	None directly from this report but any proposals to address the estimated budget gap will need to consider customer service.

Kirsty Flanagan S95 Officer 21 July 2020

Policy Lead for Financial Services and Major Projects: Councillor Gary Mulvaney

### **APPENDICES:**

Appendix 1 – Budget Outlook, Best, Worst and Mid-Range Scenarios

Appendix 2 – Cost and Demand Pressures (Council Services)

Appendix 3 – Cost and Demand Pressures (Social Work)