

Agenda

Cabinet

**Wednesday, 10 January 2024, 10.00 am
Lakeview Room, County Hall, Worcester**

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DISCLOSING INTERESTS

There are now 2 types of interests:
'Disclosable pecuniary interests' and **'other disclosable interests'**

WHAT IS A 'DISCLOSABLE PECUNIARY INTEREST' (DPI)?

- Any **employment**, office, trade or vocation carried on for profit or gain
- **Sponsorship** by a 3rd party of your member or election expenses
- Any **contract** for goods, services or works between the Council and you, a firm where you are a partner/director, or company in which you hold shares
- Interests in **land** in Worcestershire (including licence to occupy for a month or longer)
- **Shares** etc (with either a total nominal value above £25,000 or 1% of the total issued share capital) in companies with a place of business or land in Worcestershire.

NB Your DPIs include the interests of your spouse/partner as well as you

WHAT MUST I DO WITH A DPI?

- **Register** it within 28 days and
- **Declare** it where you have a DPI in a matter at a particular meeting
 - you must **not participate** and you **must withdraw**.

NB It is a criminal offence to participate in matters in which you have a DPI

WHAT ABOUT 'OTHER DISCLOSABLE INTERESTS'?

- No need to register them but
- You must **declare** them at a particular meeting where:
You/your family/person or body with whom you are associated have a **pecuniary interest** in or **close connection** with the matter under discussion.

WHAT ABOUT MEMBERSHIP OF ANOTHER AUTHORITY OR PUBLIC BODY?

You will not normally even need to declare this as an interest. The only exception is where the conflict of interest is so significant it is seen as likely to prejudice your judgement of the public interest.

DO I HAVE TO WITHDRAW IF I HAVE A DISCLOSABLE INTEREST WHICH ISN'T A DPI?

Not normally. You must withdraw only if it:

- affects your **pecuniary interests** **OR** relates to a **planning or regulatory** matter
- **AND** it is seen as likely to **prejudice your judgement** of the public interest.

DON'T FORGET

- If you have a disclosable interest at a meeting you must **disclose both its existence and nature** – 'as noted/recorded' is insufficient
- **Declarations must relate to specific business** on the agenda
 - General scattergun declarations are not needed and achieve little
- Breaches of most of the **DPI provisions** are now **criminal offences** which may be referred to the police which can on conviction by a court lead to fines up to £5,000 and disqualification up to 5 years
- Formal **dispensation** in respect of interests can be sought in appropriate cases.

Cabinet

**Wednesday, 10 January 2024, 10.00 am, Lakeview Room,
County Hall**

Membership: Cllr Simon Geraghty (Chairman), Cllr Marc Bayliss, Cllr Adrian Hardman, Cllr Marcus Hart (Vice Chairman), Cllr Adam Kent, Cllr Steve Mackay, Cllr Karen May, Cllr Richard Morris, Cllr Tracey Onslow and Cllr Mike Rouse

Agenda

Item No	Subject	Page No
1	Apologies and Declarations of Interest	
2	Public Participation Members of the public wishing to take part should notify the Assistant Director for Legal and Governance in writing or by e-mail indicating both the nature and content of their proposed participation no later than 9.00am on the working day before the meeting (in this case TUESDAY 9 JANUARY 2024). Further details are available on the Council's website. Enquiries can also be made through the telephone number/e-mail address listed on the website and in the agenda.	
3	Confirmation of the Minutes of the previous meeting The Minutes of the meeting of 14 December have been previously circulated.	
4	2024/25 Draft Budget and Medium-Term Financial Plan 2025-28	1 - 34
5	Worcestershire Children First - Contract Options	35 - 50

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To obtain further information or a copy of this agenda contact Kate Griffiths, Interim Democratic Governance and Scrutiny Manager on Worcester (01905) 846630 or email: DemocraticServices@worcestershire.gov.uk

All the above reports and supporting information can be accessed via the Council's website.

Date of Issue: Tuesday, 2 January 2024

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CABINET
10 JANUARY 2024**2024/25 DRAFT BUDGET AND MEDIUM-TERM FINANCIAL
PLAN 2025-2028**

Relevant Cabinet Member

Mr S E Geraghty

Relevant Officer

Chief Financial Officer

Recommendations

- 1. The Cabinet Member with Responsibility for Finance (who is also the Leader of the Council) recommends that Cabinet:**
 - (a) approves for consultation the draft budget of £429.570 million set out in Appendix 1**
 - (b) request Cabinet Members continue to work with their respective Strategic Directors to identify options to reduce the current reported gap by either additional savings or agree strategies to reduce the current growth and demand assumptions prior to the final budget report which is due to be presented to Cabinet on 1 February 2024**
 - (c) approves for consultation an earmarked reserves schedule set out in Appendix 4**
 - (d) agrees that it is minded to recommend to Council in February 2024 an increase in Council Tax precept of 2.99% and increase in the Adult Social Care Levy by 2.0%.**

Executive Summary

2. This draft report provides an update on the Council's financial position for 2023/24, the 2024/25 precept needed that will be considered at Full Council on 15 February 2024, and an updated the Medium-Term Financial Plan (MTFP) 2025 to 2028.
3. The Council's budget for the current financial year 2023/24 continues to face demand and cost pressures in three key areas of service provision: Children's Social Care placements, Home to School Travel and Adult Social Care which have been reported in our regular financial monitoring reports to Cabinet and through Scrutiny. As reported previously these pressures are being experienced by the majority of County Councils and upper tier authorities across the Country. Despite efforts to manage this in year, the forecast outturn position remains a significant overspend mitigated by some additional Business Rates income, further ASC Grant and the one-off use of reserves.

4. The Council's budget is essentially fixed in cash terms and its ability to raise income is limited. There are national limits in place around Council Tax and business rates and our ability to generate income from trading is minimal in overall budgetary terms. The Council has worked with similar councils through the County Councils Network to highlight to Government these concerns about demand & cost pressures, in particular, in Childrens Social Care placements, Home to School Travel and Adult Social Care and we continue to make this case.
5. The income we receive from Government as set out in the Provisional Settlement in December 2023 is increasing in 2024/25 by £21 million, however this is not keeping pace with the demand and pressures we are currently facing. Therefore, the draft budget proposals seek to address this continuing financial pressure we are facing this financial year that will continue into 2024/25 and we have termed the Structural Deficit as well as making projections for next year based on the best available information.
6. There is still work required by Cabinet Members and Strategic Directors to finalise the assumptions in relation to future contract inflation and demand as interest rates have likely peaked and the rate of increase in inflation is falling, therefore the estimates are indicative at this stage and may change in the final budget for 2024/25. There is a fine balance to ensure we do not build into the base budget increases that may not materialise; however, we need to ensure that the budget is deliverable and will be reviewed prior to the final budget.
7. The Council is facing this financial challenge, with similar challenges for all upper tier authorities, as the cost of delivering services is increasing at higher rate than the income we receive. Therefore, the draft budget seeks to start to address this on-going financial challenge and change the shape and size of the organisation and deliver savings and efficiencies in order to ensure we remain financially sustainable and can continue to protect the most vulnerable in society as well as improve our economy, environment and infrastructure to meet the needs of Worcestershire. Our remaining budget gap of £20.4 million and the relatively low level of reserves in comparison with other County Councils means further work will be required between this draft budget and the final budget to Council.

Autumn Statement and Local Government Finance Policy Statement 2024/25

8. On 22 November 2023 the Chancellor of the Exchequer delivered the 2023 Autumn Statement. Prior to the announcement there were calls for additional funding to support the much-publicised pressures councils are experiencing, especially in respect of Children's Social Care and Home to School Transport. However, this was not forthcoming, and the Statement included very little on the funding for local authorities. The Chancellor stated that the Public Sector would have to reduce in size and further productivity savings would be expected.
9. The Statement was accompanied by an announcement the preceding day that the National Living Wage from April 2024 will increase from the current level of £10.42 an hour to £11.44, an increase of 9.8% which will have a significant impact on the costs of Social Care services and will also be a significant factor in the setting of local government pay levels for 2024/25 onwards.
10. On 5 December 2023 the Government issued a Policy Paper on the Local Government Finance Settlement 2024/25. There was no significant additional funding for Local Government on top of that announced last year despite the significant pressures faced

by Local Government. This paper confirmed a number of assumptions that had been used in the drafting of the MTFS:

- Core council tax referendum threshold at 3% and the adult social care precept referendum threshold at 2% for all authorities responsible for adult social care services.
 - The approach set out at last year's Settlement for other grants such as the New Homes Bonus will continue, except the Services Grant which may need to be reduced to fund the minimum increase in Core Spending Power
 - 3% increase in Core Spending Power before taking any local decisions on council tax levels.
 - No fundamental reforms to the system.
11. In respect of future financial sustainability was the inclusion of the statement 'The government asks authorities to continue to consider how they can use their reserves to maintain services over this and the next financial year, recognising that not all reserves can be reallocated, and that the ability to meet spending pressures from reserves will vary between authorities'.
12. For Councils concerned about their ability to set or maintain a balanced budget the government will consider representations from councils, including on council tax provision. The statement also referred to the Exceptional Finance Support framework for those Councils with a specific and evidenced financial concern.

Provisional Local Government Finance Settlement

13. The 2024/25 Provisional Local Government Settlement included an additional recurrent £10.9 million of funding for Adults and Children's Social Care for 2024/25 along with a further £2 million one off allocation for the Market Sustainability and Improvement Fund. The 2024/25 Provisional Settlement was received on 18 December 2023 and indicated an overall net reduction in grants of £1.6 million for 2024/25 compared with what was expected by the County Council. This is an issue being faced by all upper tier councils and is extremely disappointing given the significant demand and inflation the Council is facing at present, with total need identified of £86.5 million.
14. The Council's Corporate Plan priorities remain to champion Open for Business, support Children and Families, protect the Environment and promote Health and Wellbeing. The Council is also proposing a 2.99% uplift in Council Tax, plus a 2% uplift in our Adult Social Care levy. This will also mean that alongside investment in Children's and Adults social care to protect the most vulnerable, the Council can maintain its current capital commitments to invest in the economy, environment, highways and extra school places which are funded by government grant and developer contributions.
15. The 2023/24 Period 7 budget monitoring information included in this report shows a current forecast overspend before management action of £22.2 million for the financial year. There are continuing pressures across many service areas relating to both demand and inflation, in particular children's placements, adult social care and home to school transport, which are driving the current forecast overspend for 2023/24 and the majority of funding increases required for 2024/25. This will in part be balanced through the use of reserves, which is not sustainable in the long term.
16. Turning to funding, the Government's provisional Settlement was published on 18 December 2023. Overall, we saw an increase in our funding of £21 million, with a 6.2% increase in our Settlement Funding Assessment (SFA), and an extra £12.9 million specific

grant investment in Adult and Children’s social care. This was broadly as expected by the Council, with an increase over expectation of £0.8 million for the Social Care Grant and £0.1 million more for the New Home Bonus. However, what was not expected was a £2.2 million reduction in the Services Grant and a £0.3 million variation relating to business rates. It was expected that there would be a reduction of £0.8 million in the Services Grant which would be used to increase the Social Care Grant, but the size of the reduction was unexpected in the sector. Overall, the Council is expected to receive £1.6 million less than forecast. It is noted that a number of other grants, such as Public Health are expected to be confirmed later in 2024, but an estimate has been included based on the increased percentage issued as part of last year’s two-year settlement.

2023/24 Period 7 (October) Budget Monitoring

17. The total gross overspend (structural deficit) currently forecast for 2023/24 is £35.3m or 8.7% of our net revenue budget. This gross overspend is being partially mitigated by additional business rates income of £4.1 million and planned additional use of reserves of £9 million, giving a net forecast overspend for of £22.2 million (5.5%). It is worth highlighting that the 2023/24 budget was originally set with the use of £5.5 million of reserves, meaning the total use of reserves forecast at this point is £14.5 million excluding the residual forecast overspend of £22.2 million.
18. During 2022/23 the net overspend was £7.3m (£22 million before one-off mitigation) and in 2021/22 underlying overspends were also mitigated by one-off sources.
19. **Table 1** shows the breakdown of the Period 7 forecast at Directorate level, with Home to School budgets now being managed within E&I.

Table 1: Summary Outturn forecast for Services as at Period 7 2023/24

FY 2023/24 P7			
Service Area	Budget £m	Forecast £m	Variance £m
People – Adults	145.815	151.716	5.901
People – Communities	21.596	21.997	0.401
WCF Contract	90.244	90.244	0.000
Economy & Infrastructure	72.072	72.844	0.772
Home to School Transport	20.758	29.515	8.757
Commercial & Change	10.291	11.130	0.839
Chief Executive / HR / Finance	3.222	3.192	-0.030
Public Health	0.186	0.186	0.000
Total: Service excl DSG	364.184	380.824	16.640
Corporate Items	36.630	35.130	-1.500
Non-assigned items	0.000	0.000	0.000
WCC TOTAL	400.814	415.954	15.140
WCF Company Position	122.761	142.907	20.146
WCF Total	122.761	142.907	20.146
WCC Net Budget	400.814	436.100	35.286
Additional Funding:			
Business Rates			-4.100
Use of Reserves			-9.000
Net WCC & WCF Overspend			22.186

20. The forecast overspend in the People Directorate relates to pressures in Adults Services, and the reported position in **Table 6** is net of additional one-off grant funding of £3.6 million. Adult Services are reporting that numbers of clients presenting across

all client groups are 6.4% higher than at the start of the year. In addition to this, increased care package complexity, and market forces resulting from the various cost pressures being experienced by care providers (such as National Minimum Wage increase, fuel costs etc.) have contributed to the current forecast overspend position.

21. Placements for Looked After Children are currently forecast to overspend by £20 million, which is 30% above budget (£86 million forecast spend on a £66 million budget). Current placement numbers have increased to 1,066 which is a 5% increase from the 1,016 recorded in October 2022. Whilst the increase in numbers has steadied since April, the sharp increase in numbers in early 2023 has meant that Children’s Services started the year with around 10% more placements than expected at budget setting. In addition, the price of external placements is increasing at a faster rate than last year, with the average placements now costing £1.5k per week.
22. The current forecast overspend includes £8.8 million increased costs for Home to School Transport, attributed to increased fuel and staffing costs for Transport Providers as well as a significant increase in the number of children with Special Education Needs and Disabilities (SEND) requiring transport.

Structural Deficit

23. As indicated by the in-year forecast outturn reported in Section 3, there are several underlying pressures to Council services which will continue to require funding in 2024/25 as they are deemed to be recurrent. We are terming this pressure as the Structural Deficit. This is where demand and price increases which are occurring in 2023/24 will continue to be required to be funded in future years. The total of this is detailed in **Table 2**.

Table 2 – Breakdown of Structural Deficit

Service Area	£m
Childrens Services	19.1
Home to School Transport	9.5
Adults	5.9
Communities	0.5
Total	35.0

2024/25 Additional Investment, Demand and Pressures

24. There are a number of continuing pressures to Council services that will require additional funding for the 2024/25 budget, over and above the structural deficit. Service requests for growth have been challenged by Finance in the first instance, and by the Senior Leadership Team and Cabinet Members. The growth requirements laid out in this section of the report reflect the latest estimates and information available and reflect the pressures and demand we face in 2024/25. These figures are draft at this point and maybe subject to change.
25. Looking forward to 2024/25 the Council is facing an additional £51.5 million of investment and pressures, including pay and non-pay inflation, bringing the total pressures to £86.5 million. Demand for services continues to increase, particularly across Adults and Children’s Social Care as well as Home to School Transport. Growth figures have been obtained from the services split across inflation, demand, investment and rebasing to

remove one-off funding sources, and are shown in **Table 3**, along with the impact of the structural deficit.

Table 3 – Investment and Pressures faced 2024/25 (including Structural Deficit)

2024/25 Pressures and Funding (Including Structural Deficit)	Adults (£m)	HTST (£m)	Childrens (£m)	Other (£m)	Total (£m)
Rebase	2.4	0.0	0.3	3.3	6.0
Pay Inflation	1.2	0.0	2.6	4.0	7.8
Contract Inflation	6.2	2.1	4.7	5.5	18.5
Demand	3.5	4.1	2.9	0.6	11.1
Investment	0.0	0.0	0.0	2.9	2.9
Capital	0.0	0.0	0.0	5.2	5.2
Additional Pressures for 2024/25	13.4	6.2	10.5	21.5	51.5
Structural Deficit	5.9	9.5	19.1	0.5	35.0
Total Pressures	19.3	15.7	29.6	22.0	86.5

- **Pay Inflation pressures**

26. When setting the 2024/25 budget, pay inflation can be considered in two parts. The first is the 'catch-up / legacy' in terms of funding the 2023/24 pay award the additional cost above the original assumption in the 2023/24 budget. National Employers agreed with Trade Unions at £1,925 per full-time employee. As previously reported to Cabinet, this results in a recurrent gap of c£2.4 million now this has been paid that needs to be closed and as a Local Authority we must abide by the agreed award, therefore an unavoidable cost.
27. In addition to this, there must be an assumption for a 2024/25 pay award. Detail proposals for this are not yet available, however what is known is that the Chancellor confirmed in his Autumn Statement that the National Living Wage (NLW) rate on 1 April 2024 will be £11.44, an increase of £1.02 (9.8%) from its current £10.42. The proposed budget assumes a pay award for 2024/25 in the region of 4%, giving a total figure for pay inflation of £7.8 million when combined with the 2023/24 award impact. **Table 4** shows this impact across salaries and oncosts.

Table 4 – Pay Inflation Breakdown 2024/25

Description	2023/24 Legacy £m	2024/25 £m	Total £m
Salaries	2.0	4.1	6.1
Employer's NI	0.2	0.5	0.7
Employer's Pension Costs	0.2	0.8	1.0
Total	2.4	5.4	7.8

- **Contract inflation pressures**

28. There are general underlying inflationary pressures in most Council services, driven by energy prices and third-party provider increases, which during 2023/24 are already being reflected in supplier contracts and the general cost of services. Several inflationary assumptions have been built into the 2024/25 draft budget, which are outlined in **Table 5**.

Table 5 – Non-pay inflation breakdown 2024/25

Inflationary Area 2024/25	Latest Estimate £m
Energy & Premises Costs	1.3
Waste	2.5
Adult Social Care	6.2
Home to School Transport	2.1
Children's Social Care	4.7
Other Contract Inflation	1.8
Total	18.5

29. Energy costs are a significant area of non-pay inflationary pressure, with current estimates resulting in a £1.3 million budget increase required. This is based on an assumption of 26% increase in electricity prices for 2023/24, as indicated by our suppliers. The biggest direct impact on Council Services are in Commercial and Change (CoaCH) and Communities Directorates, due to the higher number of premises in those directorates, for example County Hall and libraries respectively.

- *Rebasing the Budget*

30. During 2023/24 one off savings were delivered relating to the reduction in the direct payments contingency within Adults. The base budget for 2024/25 needs to be increased by £0.4 million to take account of the non-recurrent nature of this saving.

31. There are also non-recurrent uses of grants which were applicable to 2023/24 which need to be reflected in the base for 2024/25 including the removal of ability to use DSG funding and capital receipts for support services within WCF (£0.6 million) and non-recurrent use of Public Health Grant reserves totalling £2.2 million across People Services and Human Resources.

32. A review of income targets for services provided by Corporate Services across the council, WCF and externally has been undertaken. A total of £1.7 million of internal and external income is now deemed unachievable and the budget is requested to be rebased to take account of this. This was mainly due to income from renting out our surplus office space which has been delayed.

33. Additional Grant funding is expected to be received relating to Public Health (£0.4 million), and Substance Abuse (£0.7 million). £0.1 million of the Public Health Grant is forecast to be used to fund pay and contract inflation with the remaining available for allocation across projects. As such, the balance of £1 million has been included in the rebase section pending reallocation.

- *Investment in funding the existing Capital Programme*

34. The Council, like every council across the country, has seen a significant rise in the cost of both its capital schemes due to inflation, as well as the cost to fund the existing programme due to higher interest rates. This has been estimated to be c£2.2 million across the current programme in 2024/25. Along with this, and as part of the setting of the 3-year capital programme in 2022/23 which was approved by Council, there is an additional capital requirement for 2024/25 totalling £29.75 million. The funding for this is

not currently included in the revenue budget and this will require additional borrowing and principal repayment costs of c£3 million to be added to the recurrent MTFP. A total overall increase of £5.2 million is therefore recommended to be approved.

- ***Investment and demand pressures relating to Economy & Infrastructure***

35. The Cabinet is proposing to invest a further recurrent £1.3 million into Transport and Strategic Planning relating to the review of planning applications, support for the local plan modelling and strategic schemes. Expenditure on this area of the business is being covered by reserves in 2023/24 however due to the recurrent nature of the required expenditure the budget is being requested to be increased recurrently.
36. The operation of the waste contract has previously been funded by a mixture of sources, namely a recurrent base budget, allocation of PFI grants and via the use of an earmarked waste reserve. During 2024/25 the PFI grant ceases, therefore the £1.3 million recurrent impact is required to be funded by a permanent increase in the base budget (rebase budget). Alongside this reduction in available funding, an element of growth in tonnage is expected (£0.6 million) due to continued increases in volume of domestic waste relating to people working more from home and increases in domestic dwellings (growth demand) along with an inflationary increase in the contract sum which has been included in the contract inflation calculation.

- ***Home to School Transport pressures***

37. There is significant pressures in mainstream home to school transport and Special Educational Needs and Disability (SEND) transport services which are not unique to Worcestershire. Costs have continued to rise driven mainly by increasing numbers of children with Special Educational Needs that require transport, but also due to difficulties in the market with a shortage of providers and drivers. A presentation relating to this was provided to the Children's Overview and Scrutiny Panel on 6 December 2023 and can be found at [PowerPoint Presentation \(modern.gov.co.uk\)](https://modern.gov.co.uk)
38. In a recent report by the County Council's Network (CCN) ([November 2023](#)) highlighted the challenges of Home to School Transport in county council areas. The report referenced the long-term increases in demand for SEND transport, a sharp rise in numbers of pupils with complex needs, and how fuel and wage inflation are all putting considerable strain on local authority budgets. Driver shortages across public transport operators, cost of living increases, and rising UK inflation have all become more significant this year which is impacting on all County Councils. This is one of the main areas that have impacted on the council finances which accounts for £15.7 million of additional pressure in 2024/25 including the £9.5 million to correct the structural deficit.
39. The draft budget recognises these challenges and provides a further £4.1 million of funding to keep pace with the increased demand in addition to the £2.1 million inflation stated earlier in the report. Alongside the £9.5 million relating to the structural deficit, this brings the additional investment to £15.7 million.

- ***Investment and demand pressures relating to Community Services***

40. Investment totalling £0.2 million is required to be added to the 2024/25 budget relating to previous cabinet decisions to transfer the responsibility of the Coroners Service into the County Council along with the continuation of funding for Warndon Libraries to offset the reduction in funding from the City Council. This rises to £0.4 million over the Medium-Term Financial Plan period.

- **Investment and demand pressures relating to Corporate Services**

41. The County Council has a statutory obligation to ensure the buildings that services operate from meet the relevant Health and Safety legislation and guidelines. A recurrent investment of £0.15 million is requested to improve the monitoring and evaluation within our maintained schools. These services are being funded by time limited reserves in 2023/24.

- **Investment and demand pressures relating to Adult Services**

42. Overall, there is a gross forecast pressure of £19.3 million relating to Adult Social Care, including the structural deficit of £5.9 million. This pressure includes the impact of increasing demand, complexity of care and price inflation as well as pay and general contract inflation. These inflationary and demand related pressures have been seen to significantly increase since 2021/22 and the expectation is that this will continue in the coming years due to our ageing population and increasing costs of care. The 2023/24 budget is expected to overspend by c£9 million prior to mitigation, and the impact into 2024/25 is expected to be significantly higher due to the full year effect of clients entering the care system this year, forecast future demand growth and the increasing costs of care.
43. The forecast has been based on numbers in care continuing to rise at a similar rate to the increases being seen in 2023/24 along with the impact of the current increase in unit costs being paid to providers. This is a national issue being seen by councils across the country, following the effect of increases in unit costs due to the increases in utility, food, transport and wage costs. Demand is, on average, growing by 5% per year and price inflation by at least 7% in most areas, with significantly higher increases being seen in nursing care and supported living packages, where increases of more than 20% are not uncommon.
44. The draft budget for 2024/25 includes £3.5 million additional for Adults Social Care placements demand. This is in addition to the £6.2 million for the impact of inflation, £2.4 million for rebase and £1.2 million relating to pay, £5.9 million relating to the structural deficit, bringing the total additional funding for Adults Services to £19.2 million as detailed in **Table 6**.

Table 6 – Pressures within Adult Social Care 2023/24

Adult Social Care Investment	£m
Additional demand increases along with complexity/acuity for older people	1.6
Growth in number and complexity of care packages for adults with a learning disability	1.2
Increase in number of mental health packages of care	0.3
Growth in number and complexity of care packages for adults with a physical disability including those transitioning from Children's Services	0.4
Demand and Growth Increase in Adult Care	3.5
Pay inflation across Adult Care Services	1.2
General inflation and price increases across Adult Care Services	6.2
Rebase of Public Health and one-off savings	2.4
Additional Investment into Adult Social Care	13.3
Structural Deficit	5.9
Total Investment into Adult Social Care	19.2

- **Investment and demand pressures relating to Children Services**

45. Our Children's Services are delivered by our wholly owned company Worcestershire Children First (WCF). Worcestershire which has been recognised by Ofsted with its Good Rating in July 2023.
46. In financial terms, general inflation and placement availability are the source of the challenge regarding WCF's ability to manage within financial constraints of the existing contract. We have seen an increase in the number of children in care, and although our care prevention continues to be successful where we can safely manage risk within families, we have seen increased referrals into the service, and increasing complexity in terms of need.
47. Along with the structural deficit of £19.1 million, the draft budget for 2024/25 includes £2.9 million additional for Children's Social Care placements demand. This is in addition to the £7.7 million for the impact of inflation, £0.3 million for rebase and £2.6 million relating to pay, bringing the total additional funding for Children's Services to £29.6 million as detailed in **Table 7**.

Table 7 – Pressures within Children's Services 2023/24

Children's Services Investment	£m
Growth / demand	2.9
Pay inflation	2.6
Contract inflation	4.7
Rebase	0.3
Investment into Children's Services	10.5
Structural Deficit	19.1
Total Investment into Children's Services	29.6

- Total Service pressures

48. In total, the Pressures and Investments built into the draft budget at this stage for 2024/25 amount to £86.5 million. This is made up of the structural deficit of £35 million and £51.5 million for additional new year pressures, as shown in **Table 8**, and **Appendix 1** shows this detailed by service.

Table 8 – 2024/25 Pressures and Investments

Estimated Pressures 2024/25	Latest Estimate £m
Pay Inflation	7.8
Contract Inflation	18.5
Rebasing of Adults savings	0.4
Rebase non-recurrent grants	2.8
Rebase income targets	1.7
Spend in Public Health funded by additional grant	1.0
Investment into funding capital programme	5.2
Investment in transport and strategic planning	1.3
Demand and investment in Waste Management	1.8
Investment within Community Services	0.2
Investment in Health & Safety in schools	0.2
Demand pressures within Adult Social Care	3.5
Demand pressures within Children's Services	2.9
Demand pressures within Home to School Transport	4.1
Total New Investment and Pressures	51.5
Structural Deficit	35.0
Total 2024/25 Investment and Pressures	86.5

Changes to Grant Funding

49. The Council's funding comes from a range of Government grant sources – the Settlement Funding Assessment, which is the general grant; and specific grants which are ring fenced for set purposes such as adult care. This section lays out the provisional settlement proposals for these grants for 2024/25. The values of most of these grants were indicated as part of the 2023/24 two-year grant settlement, with some amendments as part of the provisional settlement issued on 18 December 2023.

- ***Settlement Funding Assessment (SFA)***

50. In 2010, the Government simplified the funding for local authorities to one main funding stream – the SFA, and nine separate core grants. At the same time, it announced a review of the funding formula and system with the aim of introducing a more transparent and simplified scheme that also supports the localism agenda. These changes took effect from 2013/14. The SFA is split into two parts: The Baseline Funding, and the Business Rates Retention Scheme (BRRS). Revenue Support Grant is now nil, meaning that Business Rates Retention forms the second-largest element of Council funding, after Council Tax.

51. The figure for Business Rates as approved by Cabinet for 2023/24 was £77.1 million. However, based on information received following the setting of the budget, a further £4.1 million was deemed to be receivable relating to compensation through a Section 31 grant for Business Rates Relief payments. This took the revised 2023/24 figure to £81.2 million. The additional income has been included within the mitigation towards the 2023/24 forecast outturn and is currently forecast to be recurrent into future years. The Settlement indicated an increase in Grant of £5 million, which along with the £4.1 million estimated gives a total increase of £9.1 million, which is detailed in **Table 9**.

Table 9: Business Rates and SFA 2023/24 to 2024/25

Funding	2023/24	2024/25	Change in years
	£m	£m	£m
Settlement Funding Assessment	65.9	68.7	2.8
Business Rates	11.2	17.5	6.3
Total	77.1	86.2	9.1

52. There are plans to radically reform this funding for local government, however this has been deferred and is now not likely until at least 2025/26.

- **Other Government Grants**

53. The majority of Government grants for 2024/25 were reported as part of the Chancellor's Statement in November 2022 which gave indications for 2023/24 and 2024/25.

54. As part of the Provisional Settlement on 18 December 2023, the Core Spending Power (CSP) was published which included the detail relating to several grants for each authority. As part of this, the Services Grant was significantly reduced compared with the data provided so far from DLUHC, with the County Council receiving £2.2 million less than in 2023/24 which was unexpected. Part of this reduction nationally was to fund additional Social Care Grant – with £0.8 million having been allocated for Worcestershire. Growth to the New Homes Bonus provides a further £0.1 million. The calculation relating to Business Rates overall is currently £0.3 million lower than forecast. This may however change once we have received details from our district partners and the impact of the Business Rate Pool. Overall, this is a £1.6 million reduction from what was expected, which is shown at **Table 10**.

Table 10 - Overall Forecast Funding changes 2024/25

Increase in Funding Stream 2024/25	2024/25 Originally Assumed £m	Settlement Indicated £m	Change £m
Settlement Funding Assessment (SFA) and Business Rates	9.4	9.1	-0.3
Social Care Grant	5.5	6.3	0.8
Adult Social Care Discharge Funding	1.8	1.8	0.0
ASC Market Sustainability and Improvement Fund	2.8	2.8	0.0
Services Grant	2.6	0.4	-2.2
New Homes Bonus	0.4	0.5	0.1
Supplementary one-off Market Sustainability and Improvement Fund	2.0	2.0	0.0
Public Health Ring-fenced Grant	0.4	0.4	0.0
Substance Abuse and Domestic Violence grants	0.7	0.7	0.0
Total Increase / (Decrease) in Funding	25.6	24.0	-1.6

55. During 2023/24 £3.6 million was awarded relating to the Supplementary one-off Market Sustainability and Improvement Fund. This was not known at the time of budget setting and therefore not included in the base budget. This has been used in line with its criteria to support pressures within adult social care relating to demand and staffing. A further

one-off allocation of £2 million has been awarded for 2024/25 and included within the draft budget.

56. The 2024/25 allocations have increased the total grant income available to the Council by a net £21 million (£1.6 million less than forecast). This is broken down to the various component grants in **Tables 11 and 12**

Table 11 – Changes to Social Care Grant Funding 2024/25

Grant	2023/24	2024/25	Change in Funding
	£m	£m	£m
Adult Social Care Discharge Fund	2.7	4.5	1.8
Market Sustainability and Improvement Fund	4.0	6.8	2.8
Supplementary One-off Market Sustainability and Improvement Fund	0.0	2.0	2.0
Social Care Support Grant	15.7	22.0	6.3
Total	22.3	35.2	12.9

Table 12 – Changes to Other Grant Funding 2024/25

Grant	2023/24	2024/25	Change in Funding
	£m	£m	£m
Settlement Funding Assessment	77.1	86.2	9.1
Public Health grant	32.2	32.6	0.4
Substance Abuse grant	1.0	1.7	0.7
Domestic Violence grant	1.1	1.1	0.0
Services Grant	2.6	0.4	-2.2
New Homes Bonus	0.4	0.5	0.1
Total	114.4	122.5	8.1

57. **Table 13** shows the utilisation of the total additional grant funding per directorate. The grants are awarded with specific terms and conditions relating to use which usually determines the Directorate in which the grants are required to be deployed. The Settlement Funding Assessment and New Homes Bonus has been included within Corporate Wide as this can be utilised across the council as the grant has no set criteria.

Table 13 – Changes in Grant Funding (by Directorate)

Directorate	Additional Funding £m
People - Adults	9.9
People - Communities	0.0
People - Public Health	1.1
Worcestershire Children First	0.8
Economy & Infrastructure	0.0
Commercial & Change	0.0
Chief Executive	0.0
Corporate Wide	9.2
Total Increase in Grant Funding	21.0

Savings, Efficiency and Council Wide Restructure

58. The Council's draft budget at present includes £25.4 million of proposals to reduce the 2024/25 budget gap. A full list of these is included as **Appendix 2** to this report, a summary of which is shown in **Table 14**. This still leaves a residual gap that both Cabinet and officers are working through to reduce this by the time for the final budget.
59. As part of the savings there will a full review of the shape and size of the council from top to bottom, this will be in conjunction with bringing our Children's Services back into the council which will be more efficient use of resources. There is another paper on the agenda with further details.

Table 14 – Summary of Savings, Efficiencies and Income Proposals by Directorate

Directorate	£m
Home to School Transport	1.3
Economy & Infrastructure	1.7
Children's Services	10.2
Communities	0.0
Adults	2.9
Corporate	5.3
Commercial & Change	2.7
Human Resources	0.5
Finance	0.9
Total	25.4

60. The proposed savings and income have been identified, evaluated and assessed. These savings are considered to be realisable, although there may be further movement in some as work progresses, resulting in small elements needing to be found from elsewhere, or from reserves. Achievement of savings is reported, and will continue to be, in the regular Budget Monitoring reports to SLT and Cabinet. In 2024/25 it is imperative that savings are delivered in full or alternatives must be found.
61. Where there are proposed efficiencies relating to pay, every effort will be made to first remove vacant posts and assess the ability to redeploy staff. This both supports employment and reduces any costs of redundancies.
62. To date a total of £25.4 million of savings have been identified for 2024/25, however, the net impact of the total pressures and funding available means the need to find an additional £20.4 million of savings as set out in **Table 15**.

Table 15 – Net savings requirement 2024/25

Provisional Budget 2024/25	Latest Estimate £m
Structural deficit	35.0
2024/25 Investment & Pressures	51.5
Total pressures and investments	86.5
Funded From:	
Government Funding	-21.0
Council Tax	-19.7
Savings and Efficiencies Identified	-25.4
Gap	20.4

Movement in Use of Reserves

63. The Council's General Fund reserves are currently at £14.3 million (3.8% of net spend), and whilst at the current projected overspend position reported in Section 3, are forecast to remain at this level at 31 March 2024.
64. The General Fund reserve must not fall below this level; therefore it is imperative that savings are achieved and that reserves are used only where there is no alternative funding. **Table 16** shows the projected balance for the General Fund to March 2025

Table 16: General fund risk assessment summary

Year ended 31st March	2020 (£m)	2021 (£m)	2022 (£m)	2023 (£m)	2024 (£m)	2025 (£m)
General Fund Reserve risk assessment	12.217	12.217	12.217	14.217	14.300	14.300
Current Projections	12.217	12.217	14.300	14.300	14.300	14.300
General Fund Reserves sufficient	✓	✓	✓	✓	✓	✓

65. As part of setting the MTFP and assessing the Council's financial stability under s25 Local Government Act responsibilities, earmarked reserves (EMRs) have been fully appraised, and services challenged on future need as well as fit with the Corporate Plan. These reserves include a number of items that are not available to the Council such as schools and PFI which are fully committed. The proposed planned use of reserves that supports both the Corporate Plan and the change programme is included in **Appendix 4** to this report.
66. The Council has had for many years a Strategic Risk Register and has developed a Risk Framework to identify and monitor risks going forward. This register has continued to be updated during 2023/24 and has formed the platform in preparing the Section 151 Officer's assessment of risk.
67. Within services – where budgeted reserve utilisation is generally limited to ring-fenced grants and other earmarked reserves - efforts are being made to reduce the use of reserves, and this is reflected in the draft 2024/25 budget. There is challenge to expenditure in the first instance, coupled with a move to 'rebase' budgets to remove reliance on reserves for situations where expenditure is considered to be necessary. **Table 17** shows how the planned budgeted use of reserves within Directorates has fallen from £7.5 million in 2023/24 to £2.4 million in 2024/25. This is a reduction of 68%.

Table 17 – Budgeted use of Reserves by Directorates

Directorate	Budgeted use of Reserves 23/24 (£m)	Budgeted use of Reserves 24/25 (£m)	Year on Year Change (£m)
People - Adults	0.0	0.0	0.0
People - Communities	0.3	0.2	-0.1
Public Health	5.2	0.0	-5.2
Worcestershire Children First	1.0	1.0	0.0
Economy & Infrastructure	0.4	0.3	-0.1
Commercial & Change	0.6	0.9	0.3
Chief Executive	0.0	0.0	0.0
Finance & Corporate	0.0	0.0	0.0
Total Use of Reserves	7.5	2.4	-5.1

68. The 2024/25 budget as presented assumes a further £5.5 million use of reserves corporately to close the gap for the bottom line. This is not shown in **Table 17**, as it is not to support specific service delivery. Current projections for 2024/25 and beyond are that Council reserves will continue to be utilised. **Table 18** shows the projection for total reserves (excluding General Fund), with the full detail set out at **Appendix 4**.
69. Note the current forecast reduction in reserves over the three financial years from 31 March 2023 to 31 March 2026 is £100.7 million (70%). This includes the £2.4 million within services as per **Table 17**, the £9 million already identified to reduce the 2023/24 forecast overspend, £5.5 million already assumed to support the 2024/25 budget, the forecast use of capital reserves to support the capital programme in 2023/24 and prudent assumptions on potential use of various risk reserves. It also assumes the potential requirement to fund the current year overspend of £22.2 million.
70. Cabinet is also requested to approve the transfer of £3.5 million held in the Concessionary Fares reserve to the Finance Risk Reserve. This will not impact on service delivery. The £3.5 million was held as a one-off reserve to support issues relating to concessionary fares and to support the bus operators should pressures arise in 2023/24. The Council has welcomed the receipt of additional grants therefore it is deemed more prudent now to hold this reserve for risks associated with the overall budget.

Table 18 – Reserves Projection to 31 March 2026

	Balance as at 31/03/2023	Forecast Reserve Balance At 31/03/2024	Forecast Reserve Balance At 31/03/2025	Forecast Reserve Balance At 31/03/2026
Open for Business	19.829	14.781	6.874	1.348
Children & Families	10.302	1.000	0.000	0
The Environment	7.595	5.008	3.986	3.500
Health & Wellbeing	31.126	10.114	5.174	3.884
Efficient Council	8.436	5.058	2.807	0.000
Risk	47.764	40.807	36.931	36.931
Insurance	8.392	8.392	8.392	8.392
Capital	4.807	10.821	7.877	7.877
Unusable	5.855	4.767	3.698	3.698
	144.106	100.748	75.739	65.630
Assume Reserves fund 23/24 overspend		-22.186		
Revised Balance		78.562	53.553	43.444

71. The forecast closing balance of reserves at 31 March 2026 is £43.444 million as shown in **Table 18**. However, this assumes that the Council does not use any reserves to fund the current £20.4 million gap in 2024/25 or any overspends occurring in that financial year. Should additional savings not be identified and £20.4 million was required to be funded from reserves, this would significantly impact on the Council’s financial resilience and sustainability.

Dedicated Schools Grant (DSG)

72. The Education and Skills Funding Agency announced the provisional settlement on 18 December 2023.
73. The Schools block allocation is comprised of the Primary and Secondary Sector National Funding Formula (NFF) units of funding for Worcestershire, set by the DfE as confirmed in July 2023, and applied to the October 2023 pupil census. This is then delegated to all mainstream schools - both academies and maintained – through Worcestershire’s Local Schools Funding Formula (LSFF). The Schools Block also includes an allocation from the national Pupil Growth Fund, based upon the new national DfE formula, for designated and approved pupil growth to support basic need revenue cost requirements.
74. High Needs block allocations continue to rise, however there is a widening gap between allocations and forecast expenditure. This is an issue being reported nationally by many local authorities. The allocation of £78.629 million for 2024/25 is 5.2% higher than the 2023/24 allocation, however it is still below the current level of expenditure in this area, which at Period 7 is forecast at £88.836m for 2023/24.
75. The Central School Services Block comprises a NFF formulaic element for ongoing responsibilities for statutory services provided by the County Council on behalf of all maintained schools and academies, and a sum for continuing historic commitments. Current DfE policy is to reduce the historic commitments element of the allocation year-on-year, and the 2024/25 allocation is £3.310 million, a very minor decrease from the £3.332 million received in 2023/24.

76. The Early Years block provides funding for 2 year-olds (targeted support only), as well as the universal and extended entitlements for 3 and 4 year-olds. The allocation is based on the January 2023 census data, and there will be an in-year adjustment to the Worcestershire allocation following the January 2024 census.
77. The Early Years allocation shown in **Table 19** includes funding for the expansion of funded childcare hours which comes into place from April 2024, based on DfE assumptions on childcare places required. It does not include additional funding to the local authority for implementation costs relating to the expansion of Early Years and Wrap-around Care. This will be funded through a separate, temporary grant.
78. The provisional allocation for Worcestershire is broken down as follows:

Table 19 – DSG Net Allocations 2024/25

DSG Block	Provisional Allocation (£m)
Schools	422.418
Early Years	59.336
High Needs	78.629
Central Services	3.310
Total	563.693

- The Dedicated Schools Grant Deficit and the Impact on Reserves

79. A key consideration in assessing the council's overall financial health is the risk associated with the deficits on its Dedicated Schools Grant (DSG) with specific reference to the High Needs budget, which has also been highlighted by our external auditors as a key threat to the councils financial sustainability.
80. The High Needs DSG Budget remains an issue for WCC, with an accumulated deficit of £20.3 million carried-forward into 2023/24. Taking into account the current forecast for 2023/24 the deficit balance will increase to £34.4 million at year-end and is forecast to be £43.9 million by the end of 2024/25.
81. The High Needs deficit sits as a negative unusable reserve on the balance sheet permitted via a statutory instrument. This enables all local authorities to ringfence DSG deficits from councils' wider financial position in their statutory accounts, however this defers the problem of the impact of the deficit and the shortfall in funding. This statute is in place till the end of March 2026 where this would have a significant impact to the council's financial position if we were to be required to fund this deficit. The Council has not set aside any of its own resources to specifically offset this accumulating deficit at this point as we are unable to afford to do so.
82. This does mean that the council is required to cash flow the deficit and continue to prioritise the work needed to reduce the deficit through the Delivering Better Value (DBV) in Send programme. Worcestershire has received £1 million through the Delivering Better Value Programme to support the delivery to reduce the deficit.
83. The DBV programme will not address the historical deficit, and this will remain an issue that the council cannot solve on its own and does need national policy change. The impact will be considered in detailed review of the council's reserves alongside the

Chief Finance Officer's (CFO's) assessment of the adequacy of the Council's reserves as part of the budget process and statutory declarations.

Council Tax

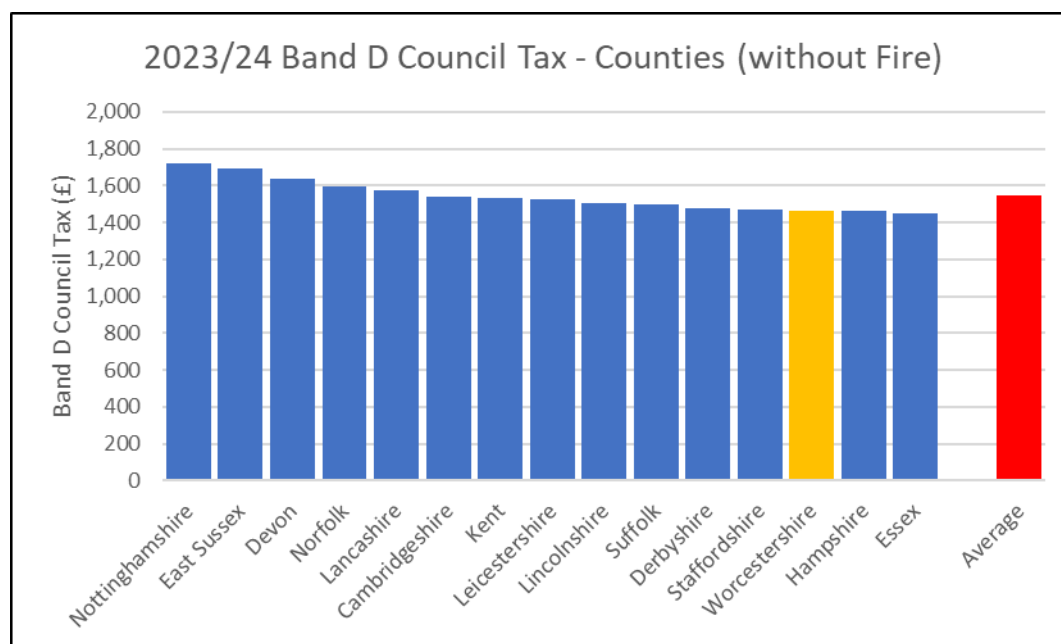
84. The Local Government Finance Act 1992 (as amended by the 2003 Act) sets out the powers and the duties of the Council in setting the annual Council Tax. The key requirements under Part IV of the 1972 Act are that:
- Council Tax is set at Full Council – Section 33.
 - Council Tax is set at a sufficient level to meet its proposed budget requirements for the ensuing year – Sections 32 and 33.
 - The level of Council Tax is set before 11th March to enable circulation of Council Tax bills to enable people to pay on and after 1st April- Section 30(6).
 - The Chief Finance Officer must report on the robustness of estimates and the proposed adequacy of reserves – Section 25
85. In the Autumn Statement of November 2023, the Chancellor confirmed that Councils were able to increase Council Tax up to 5% without a referendum – 3% for general services, and 2% for local authorities with a responsibility for Social Care.
86. The level of Council Tax collected in 2023/24 and 2024/25 may be impacted by wider economic factors. The Office for National Statistics (ONS) has revised GDP figures for previous years, indicating that “the UK’s recovery in 2021 was much stronger than previously thought”. The UK economy is “now 0.6% above the pre-pandemic peak”. The current data received from our district council partners indicates a small (0.8%) increase in properties. This would generate around £2.587 million additional Council Tax income for Worcestershire. This additional income is within – not additional to – the £19.7m total Council Tax increase.
87. To ensure a long-term sustainable care market, meet the demand to enable hospital discharge and to support improvements in individual’s health through reablement and rehabilitation we need to increase the Adult Social Care Levy by the maximum of 2%. In addition, the Council will continue joint working with NHS colleagues through the Integrated Care Service to continue to develop local pathway solutions alongside national transformation plans.
88. Taking into account the growth in demand for services, inflationary factors, changes in grants and the reduced flexibility of reserves as detailed in this report, the proposed increase in Council Tax for Worcestershire for 2023/24 is 4.99%:
- 2% for the Adult Social Care Levy, and
 - 2.99% for other Council Services.
- This along with a small projected increase from Council Tax buoyancy would result in £19.7 million increased Council Tax income.
89. The proposed 4.99% Council Tax increase would put Band D Council Tax at £1,538.92 for Worcestershire residents, that is a £73.14 increase for a Band D property on 2024/25 or £1.41 per week. Across all bandings, the increases are shown in **Table 20**.

Table 20 – Proposed Council Tax Bandings 2024/25

Band A	Band B	Band C	Band D	Band E	Band F	Band G	Band H
£	£	£	£	£	£	£	£
1,025.95	1,196.94	1,367.94	1,538.92	1,880.91	2,222.89	2,564.87	3,077.84

90. Worcestershire’s Council Tax is at the lower level of County Councils. **Chart 1** shows the 2023/24 Worcestershire figure as the 3rd-lowest of all County Councils in the data set.

Chart 1 – 2023/24 Council Tax by Authority – Counties without Fire



91. The Treasury predicts that most Councils are expected to increase Council tax by the maximum 4.99% permitted without a referendum, which would mean that Worcestershire would continue to operate within the lowest quartile of comparative County Councils.
92. At the proposed level of increase, the total Council Tax income for Worcestershire is expected to increase by £19.669 million – from the current £317.337 million to £337.006 million. This includes the £2.587 million buoyancy, as shown in **Table 21**.

Table 21 – Worcestershire Council Tax changes 2023/24 to 2024/25

Council Tax Element	Increase £m
Basic Increase	11.039
ASC Precept Increase	6.043
Tax Base Buoyancy	2.587
Total	19.669

Overall Funding 2024/25

93. The overall position for the Council 2024/25 budget is presented in **Table 22**

Table 22 – 2024/25 Summary position

	£m	£m
Worcestershire Net Budget 2023/24		400.8
Plus demand and inflation		
Pay Inflation	7.8	
Contract Inflation	18.5	
Rebasing	6.0	
Demand Growth (all services)	10.5	
Investment in services	3.5	
Investment in funding the existing Capital Programme	5.2	
Total Investment and Pressures		51.5
Structural deficit		35.0
Net Spending Requirement before funding		487.3
<i>Mitigated by:</i>		
Increased Grant Funding (excluding Business Rates)	-11.9	
Savings, efficiencies and income	-25.4	
24/25 budget gap met by either reduced growth or further savings	-20.4	
Total Savings and Grant Changes		-57.7
Net Budget Requirement		429.6
<i>Financed by:</i>		
Business Rates Retention/SFA	86.2	
Collection fund surplus	0.9	
Use of Reserves	5.5	
Subtotal		92.6
Amount to be collected from Collection Fund via Council Tax and ASC Levy		337.0

Capital Programme 2023/24 to 2026/27

94. Since the reporting of the Capital Programme to Cabinet on 28 November 2023, an additional c£15 million of external funding has been added to the programme through Basic Need Grant, Department for Transport Grant and developer contributions. Project managers have also reviewed the timing of expenditure on schemes and reprofiled the expenditure over financial years based on best intelligence at this time. This does not include any additional growth in schemes funded from borrowing for 2024/25 onwards that haven't already been approved by Cabinet and Full Council.
95. A full review of the capital programme is being undertaken on a scheme by scheme basis and an updated Capital Programme and a formal request for approval by Full Council will form part of the final budget report in February 2024.

Medium Term Financial Plan and closure of the current budget gap

96. The Council's Medium Term Financial Plan (MTFP) suggests a shortfall in future years. We understand that Council tax for 2025/26 will follow the limits set in 2024/25 (i.e., 3% General and 2% Adult Social Care levy). At this stage 4.99% has been factored in, this alongside an expected increase in Government funding for adult social care will leave a

gap across the remainder of the MTFP of £62.8 million, as shown in **Table 23**. Although noting this is heavily caveated due to the high level of uncertainty over the future costs, demand and macroeconomic outlook.

Table 23 – Medium Term Financial Plan projections

Provisional Budget	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m
Structural deficit	35.0	0.0	0.0	0.0
Pressures and Investments	51.5	48.2	44.0	44.2
Total pressures and investments	86.5	48.2	44.0	44.2
Funded From:				
Government Funding	-21.0	-8.5	-8.8	-2.8
Council Tax	-19.7	-19.6	-20.8	-18.6
Change in use of Reserves	0.0	5.5	0.0	0.0
Savings and Efficiencies	-25.4	0.0	0.0	0.0
Gap	20.4	25.6	14.5	22.7
TOTAL GAP			62.8	

97. Clearly there is still work to be done in a short space of time to reduce the current budget gap, including.
 - i. Ensuring that tight cost controls are maintained through the remainder of 2023/24 to minimise the spend pressures being brought into 2024/25.
 - ii. Continuing to identify and implement savings for 2024/25.
 - iii. Starting to develop our 'Our Future Council' transformation and reorganisation programme to ensure the long-term financial sustainability of the Council.

98. This cannot be achieved through efficiency alone as the magnitude of the cost reductions we need to deliver is too large and it is therefore inevitable that service delivery will be impacted. Worcestershire County Council are not alone in facing significant financial challenges, but we do need to find local solutions as well as making the case for further national investment in resources for this Council.

99. Funding uncertainties are predominately driven by Government and external factors. It is expected that some funding streams will reduce, for example the planned reset of the Business Rate Baseline will remove the benefit of growth. In addition, the position on some specific grants after 2024/25 is uncertain.

Legal Implications

100. Section 25 of the Local Government Act 2003 requires the Council's Chief Financial Officer, to report on the robustness of the estimates made for the purpose of calculating Council Tax and the adequacy of council reserves. The Council is required to set a balanced budget and the Local Government Finance Act 1992 requires the Council to make estimates of gross revenue expenditure and anticipated income, leading to a calculation of a budget requirement and the setting of an overall budget and Council Tax. The amount of the budget requirement must be sufficient to meet the Council's legal and financial obligations, ensure the proper discharge of its statutory duties, and lead to a balanced budget. The Council should be satisfied that the proposals put forward are a reasonably prudent use of resources in both the short and long term, and that the interests of both Council Taxpayers and ratepayers on the one hand and the users of Council services on the other are both taken into account. The Chief Financial Officer has a duty to issue a formal report if they believe the Council is unlikely to set or maintain a balanced budget. In addition, there is a requirement set out in the Local Government Act 2003 and relevant regulations for the Council, when carrying out its duties, to have regard to the Prudential Code for Capital Finance in Local Authorities.
101. There is a requirement for the precept to be approved by the Council and notified to the billing authorities by no later than 1 March 2024.
102. Legal advice will be provided to support any changes in service delivery in accordance with the requirements of the Council's policies and procedures.

Financial Implications

103. Members are required under Section 25 of the Local Government Act 2003 to have regard to the Chief Financial Officer's report when making decisions about the budget calculations for each financial year. This is undertaken through the approval of the annual budget in February each year.
104. Section 25 of the Act also covers budget monitoring, and this process monitors the robustness of budgets, adequacy of reserves and the management of financial risk throughout the year. This Cabinet report highlights forecast variances arising from current financial performance and the possible impact of existing pressures on future expenditure so that appropriate action may be taken.
105. Successful delivery of savings is dependent upon a range of factors, not all of which are in the control of the County Council. All savings included in the MTFP have had an initial deliverability assessment so that a realistic financial plan can be presented. With 2024/25 not forecast to be balanced there is less time to generate new savings and a higher margin of error on delivery. Identifying new savings will be a key activity, and a task made harder by the reduced options available. There will have to be extremely close monitoring during 2024/25 to ensure we remain on track.
106. Demand Led Budgets - Whilst future years' estimates have been made based on cost and volume assessments there is a risk that these assessments may be exceeded particularly in respect of both Adults and Children's Services and Home to School Transport. There is also the risk of providers withdrawing from the market due to the change in legislation or other external factors. In addition, social care services in both adults and children's are always subject to need for extremely close monitoring in year to spot any unusual and emerging spend change risks. It is also noted that final price uplifts with care providers are still to be finalised in a number of areas.

107. A review of the pressures faced across the various directorates has found that the forecast demand and price increases are in line with trend activity data, although a review of Home to School Transport in 2023/24 suggests that 2024/25 needs to have a degree of sensitivity applied to those forecasts that could see a higher cost.
108. It is noted that in 2023/24 the reserves provision for unexpected changes in children care numbers has been drawn down and consideration will need to be given in the reserves assessment to the need to replenish this in future years' risk assessments.
109. Finally, whilst the High Needs deficit has seen an extension to the statutory override until March 2026, there is a need to recognise that once the override is removed there will be a significant financial pressure for the County Council and this remains a significant risk as at the end of March 2024 totalling c£47 million.
110. All savings and investments have been provided and agreed by the relevant Strategic Director, and their Assistant Directors. The figures have also been reviewed by the relevant Cabinet Members with Responsibility prior to being included within this report.
111. Overall, therefore the projections of income and spend have been based on the best information at this time and they are deemed to be as robust as possible, but there is a need to assess and ensure the Council's reserves are sufficient to meet the ongoing pressures and potential for changes to assumptions. As such further deliverable savings are required to be identified prior to the next Cabinet report being completed.
112. In discharging governance and monitoring roles, Members are asked to consider the issues arising and the potential impact on the budget as well as the financial risks arising.
113. The Council's procedures for budget monitoring are reinforced through close financial support to managers and services on an ongoing basis to ensure processes and controls are in place to enable tight financial control.

HR Implications

114. A large number of existing savings will impact on staff roles and responsibilities and where appropriate senior officers take advice from the Council's Human Resources team. This will include undertaking consultations with staff, trade unions and any other affected bodies as appropriate.

Equality Duty Considerations

115. In setting the budget the Council must have due regard to the three elements of the Public Sector Equality Duty namely to eliminate unlawful discrimination, advance equality of opportunity between people who share a protected characteristic and those who don't and foster or encourage good relations between people who share a protected characteristic and those who don't. An Equalities impact assessment will be completed to assess the impact of all relevant programmes and will ensure that Full Council has sufficient information to enable it to have due regard to the three elements of the Equality Duty when considering the budget. The Council continues to ensure best practice is followed regarding these requirements.

Risk Implications

116. The Cabinet report includes recommendations regarding the Council's forecast financial position for 2023/24 and the use of earmarked reserves and unspent grants.
117. There are normal risks regarding ensuring that appropriate qualifying expenditure is incurred, and that spending is within the cash limited for budgets. These risks are mitigated through the regular budget monitoring process. However, at this point of the process and as good practice on behalf of the Council the Chief Financial Officer has written to DLUHC and will continue dialogue to ensure they are aware of the significant financial challenges impacting on the Council in setting the budget for 2024/25.
118. It is key to note that the delivery of the refreshed MTFs will be even more challenging than usual. Some local authorities, which are better funded than Worcestershire, were already in financial difficulties before the cost-of-living crisis began, and over the last year many, have been publicly stating that their budgets are under unprecedented pressures. The number of Section 114 Notices issued by Section 151 Officers continues to grow and many commentators are saying that it will soon be the case that relatively well-run authorities may need to issue one of these.

Privacy and Public Health Impact Assessment

119. A Health Impact Assessment will be undertaken with regard to the final budget report and recommendations relating to new spending decisions to understand the potential impact they can have on Public Health outcomes across the county area.
120. This report is mainly about confirming the forecast financial position at this stage of the year reflecting existing Cabinet decisions and policies, and where appropriate utilising specific grant monies with spending restrictions associate with these grants.
121. Taking this into account, it has been concluded that there are no other specific health impacts as a result of new decisions arising from this Cabinet report.
122. A similar assessment has been undertaken with regard to privacy/data protection and has confirmed that there is no impact anticipated as a result of this report.

Supporting Information

Appendix 1 – 2023/24 to 2024/25 Budget Changes by Directorate

Appendix 2 – 2024/25 Savings, Reforms and Efficiencies

Appendix 3 – Medium-Term Financial Plan

Appendix 4 – Earmarked Reserves plans

Contact Points

County Council Contact Points

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Specific Contact Points for this Report

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Steph Simcox, Deputy Chief Financial Officer, 01905 846342 ssimcox@worcestershire.gov.uk

Chris Bird, Chief Accountant, 01905 846994, CBird1@worcestershire.gov.uk

Background Papers

In the opinion of the proper officer (in this case the Chief Financial Officer) the following are the background papers relating to the subject matter of this report:

[Previous Cabinet Resources Reports](#)

Appendix 1 - Budget Changes 2023/24 to 2024/25 by Directorate and Service Heading

Overall Summary

SERVICE	Revised Budget 2023/24	Directorate Virements	Changes in Grants & Funding	Structural Deficit	Pay Inflation	Contract Inflation	Growth (Investment)	Growth (Demand)	Rebase Budgets	Savings	Net Budget 2024/25
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
People Services	159,188	0	-9,900	6,415	2,574	6,978	194	3,500	2,723	-2,910	168,762
Public Health	115	0	-1,112	0	151	2	0	0	998	0	154
WCF Contract	111,113	-21,837	-800	19,100	2,519	4,698	0	2,900	300	-10,161	107,832
E&I	69,083	21,721	0	9,500	1,018	5,432	2,564	4,661	0	-2,950	111,030
COaCH	17,302	42	0	0	863	1,217	150	0	845	-2,726	17,692
Chief Executive	7,384	75	0	0	656	160	0	0	1,104	-1,401	7,978
Corporate	36,730	0	-100	0	0	50	5,210	0	0	0	41,890
Non-Assigned	-100	0	0	0	0	0	0	0	0	-5,250	-5,350
WCC Total	400,813	0	-11,912	35,015	7,781	18,538	8,119	11,061	5,971	-25,398	449,988
Savings still to be identified and agreed											-20,412
Net Budget Requirement											429,576

Service Level Summary

SERVICE	Revised Budget 2023/24	Directorate Virements	Changes in Grants & Funding	Structural Deficit	Pay Inflation	Contract Inflation	Growth (Investment)	Growth (Demand)	Rebase Budgets	Savings	Net Budget 2024/25
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
PEOPLE SERVICES											
Older People	72,303	514	0	825	531	1,929	0	1,565	291	-1,035	76,923
Learning Disabilities	74,788	-303	0	3,961	92	3,412	0	1,249	0	-988	82,211
Mental Health	22,754	28	0	203	157	604	0	282	0	-300	23,728
Physical Disabilities	19,489	0	0	756	0	304	0	404	0	-257	20,696
Adults Commissioning Unit	1,008	40	0	407	75	0	0	0	1,732	-156	3,107
Support Services	718	18	0	403	268	0	0	0	0	-122	1,286
IBCF	-19,024	0	0	0	0	0	0	0	0	0	-19,024
Social Care Grant	-30,230	-297	-9,900	-655	0	0	0	0	400	0	-40,681
Adult Provider Services	8,600	0	0	12	669	62	0	0	0	0	9,343
Strategic Libraries	3,083	0	0	275	224	493	157	0	0	0	4,232
Museum Services	631	0	0	0	30	5	0	0	0	0	666
Archives & Archaeology	1,345	0	0	74	120	33	0	0	0	0	1,572
Greenspace & Gypsy Services	222	0	0	-6	61	0	0	0	0	0	278
Community Services Leadership Team	173	0	0	0	6	0	0	0	0	0	178
Skills & Inv inc. Adult Learning	51	0	0	0	100	3	0	0	0	0	155
Savern Arts Music	0	0	0	0	0	0	0	0	0	0	0
SENDIASS	38	0	0	0	25	0	0	0	0	0	63
Chs Comm & Partnership	741	0	0	130	89	0	0	0	0	-52	908
Buildings & Pension (Chs)	-5	0	0	0	3	13	0	0	300	0	310
Children's S75	2,100	0	0	-30	0	4	0	0	0	0	2,075
Registration & Coroner	401	0	0	60	124	116	37	0	0	0	738
Total People Services	159,188	0	-9,900	6,415	2,574	6,978	194	3,500	2,723	-2,910	168,762

SERVICE	Revised Budget 2023/24	Directorate Virements	Changes in Grants & Funding	Structural Deficit	Pay Inflation	Contract Inflation	Growth (Investment)	Growth (Demand)	Rebase Budgets	Savings	Net Budget 2024/25
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
PUBLIC HEALTH											
Public Analyst & Scientific Ad	0	0	0	0	0	0	0	0	0	0	0
Trading Standards	0	0	0	0	0	0	0	0	0	0	0
Public Health Grant Funded Services	115	0	-1,112	0	151	2	0	0	998	0	154
Total Public Health	115	0	-1,112	0	151	2	0	0	998	0	154

SERVICE	Revised Budget 2023/24	Directorate Virements	Changes in Grants & Funding	Structural Deficit	Pay Inflation	Contract Inflation	Growth (Investment)	Growth (Demand)	Rebase Budgets	Savings	Net Budget 2024/25
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
WCF Contract	111,113	-21,837	-800	19,100	2,519	4,698	0	2,900	300	-10,161	107,832

SERVICE	Revised Budget 2023/24	Directorate Virements	Changes in Grants & Funding	Structural Deficit	Pay Inflation	Contract Inflation	Growth (Investment)	Growth (Demand)	Rebase Budgets	Savings	Net Budget 2024/25
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
E & I											
Business Management	767	0	0	0	23	0	0	0	0	-1,700	-910
Economy & Sustainability	922	0	0	0	122	12	0	0	0	0	1,057
Waste Management	38,831	0	0	0	29	2,626	1,264	561	0	0	43,311
Major Projects	1,830	0	0	0	47	31	0	0	0	0	1,908
Infrastructure & Contracts	1,224	0	0	0	18	63	0	0	0	0	1,305
Highways Operations & PROW	8,934	0	0	0	137	816	0	0	0	0	9,887
Passenger Transport Operations	10,586	962	0	0	357	290	0	0	0	0	12,195
Home to School Transport	0	20,759	0	9,446	0	2,053	0	4,100	0	-1,250	35,108
Planning & Regulation	508	0	0	54	75	0	1,300	0	0	0	1,937
Development Management	69	0	0	0	48	0	0	0	0	0	117
Network Management	-394	0	0	0	153	53	0	0	0	0	-188
Road Lighting	5,807	0	0	0	10	-512	0	0	0	0	5,304
Total E & I	69,083	21,721	0	9,500	1,018	5,432	2,564	4,661	0	-2,950	111,030

SERVICE	Revised Budget 2023/24	Directorate Virements	Changes in Grants & Funding	Structural Deficit	Pay Inflation	Contract Inflation	Growth (Investment)	Growth (Demand)	Rebase Budgets	Savings	Net Budget 2024/25
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
COaCH											
COaCH Management	-55	-83	0	0	7	16	0	0	445	0	330
Legal & Democratic Services	3,258	-4	0	0	172	105	0	0	0	-200	3,330
Commercial, Management Information & Consumer Relations	2,555	52	0	0	199	0	0	0	0	-780	2,026
Property Services	5,242	117	0	0	122	867	150	0	400	-450	6,448
Digital, IT and Customer Services	5,331	0	0	0	307	229	0	0	0	-410	5,457
Programme Office	971	-40	0	0	56	0	0	0	0	-886	102
Total COaCH	17,302	42	0	0	863	1,217	150	0	845	-2,726	17,692

SERVICE	Revised Budget 2023/24 £000	Directorate Virements £000	Changes in Grants & Funding £000	Structural Deficit £000	Pay Inflation £000	Contract Inflation £000	Growth (Investment) £000	Growth (Demand) £000	Rebase Budgets £000	Savings £000	Net Budget 2024/25 £000
CHIEF EXECUTIVE'S UNIT											
Engagement & Communications	432	-57	0	0	53	4	0	0	0	0	433
Health and Safety	138	0	0	0	16	2	0	0	0	0	156
HR, OD & Engagement	2,610	140	0	0	238	6	0	0	204	-525	2,674
Financial Services	3,932	0	0	0	340	147	0	0	900	-876	4,443
Chief Executive	271	-9	0	0	9	0	0	0	0	0	272
Total Chief Executive	7,384	75	0	0	656	160	0	0	1,104	-1,401	7,978

SERVICE	Revised Budget 2023/24 £000	Directorate Virements £000	Changes in Grants & Funding £000	Structural Deficit £000	Pay Inflation £000	Contract Inflation £000	Growth (Investment) £000	Growth (Demand) £000	Rebase Budgets £000	Savings £000	Net Budget 2024/25 £000
CORPORATE ITEMS											
Financing Transactions	18,222	0	0	0	0	0	1,774	0	0	0	19,996
MRP	17,854	0	0	0	0	0	3,435	0	0	0	21,289
Contributions & Precepts	267	0	0	0	0	0	0	0	0	0	267
Pension Fund Backfunding	0	0	0	0	0	0	0	0	0	0	0
Misc. Whole Org. Services	770	0	0	0	0	50	0	0	0	0	820
New Homes Bonus Grant Income	-383	0	-100	0	0	0	0	0	0	0	-483
COVID-19	0	0	0	0	0	0	0	0	0	0	0
Whole Organisation - Contingency	0	0	0	0	0	0	0	0	0	0	0
Total Finance & Corporate	36,730	0	-100	0	0	50	5,210	0	0	0	41,890

SERVICE	Revised Budget 2023/24 £000	Directorate Virements £000	Changes in Grants & Funding £000	Structural Deficit £000	Pay Inflation £000	Contract Inflation £000	Growth (Investment) £000	Growth (Demand) £000	Rebase Budgets £000	Savings £000	Net Budget 2024/25 £000
NON-ASSIGNED											
Cross-Council Initiatives	-100	0	0	0	0	0	0	0	0	-5,250	-5,350
Strategic Initiatives	0	0	0	0	0	0	0	0	0	0	0
Total Non-assigned	-100	0	0	0	0	0	0	0	0	-5,250	-5,350

Appendix 2 - Savings

Title	Directorate	TOTAL 2024/25 Savings (£000)	Full Year Effect Savings (£000)
Working Hours Review	Corporate	950	1,450
Reduction in Hours Scheme	Corporate	500	500
Voluntary Redundancy Scheme	Corporate	1,500	3,000
Review of Market Forces and Responsibility Allowances	Corporate	300	950
Senior Management Review (Council Wide)	Corporate	2,000	2,000
Business Support, Intelligence and Transformation Review	CoaCH	1,666	1,666
ICT and Customer Relations Team Review	CoaCH	410	410
Legal Services Review	CoaCH	200	200
Review of Property and Tenancy Income	CoaCH	450	450
HR, OD and Engagement Review	HR	375	720
Talent Management Programme	HR	150	150
Finance Review	Finance	876	1,104
Adult Services Review (including management)	Adults	410	410
Income increase for clients based on benefit increases	Adults	2,000	2,000
Increase in Continuing Health Care Income	Adults	500	500
WCF Resources Review	WCF	224	224
WCF Staffing review including Management, School Improvement, Family Contact and Business Support	WCF	1,453	1,677
Variable Payments Review	WCF	750	750
Social Worker Welcome payments	WCF	110	110
Workforce Development Funding	WCF	40	40
Pilot of Specialist Fostering placements to reduce reliance on Residential Care	WCF	4,088	4,088
CIN/Step-down Service creation in WCF	WCF	400	400
Early Help Review	WCF	1,750	1,750
School Improvement and Governor Services Review	WCF	145	145
Fostering Respite Provision	WCF	238	409
Early Years Grant income	WCF	180	180
Review of Childrens Placements Provision	WCF	782	782
Economy and Infrastructure Review	E&I	1,100	1,100
Discretionary spend review	E&I	600	600
Home to School Transport Review	HTST	1,250	2,500
		25,398	30,265

Directorate	TOTAL 2024/25 Savings (£000)	Full Year Effect Savings (£000)
HTST	1,250	2,500
E&I	1,700	1,700
WCF	10,161	10,555
Communities	0	0
Adults	2,910	2,910
Corporate	5,250	7,900
CoaCH	2,726	2,726
HR	525	870
Finance	876	1,104
Total	25,398	30,265

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Appendix 3
Financial Plan Update 2024/25

	2023/24	2024/25	2025/26	2026/27
	£000	£000	£000	£000
Net expenditure				
Base budget	373,199	400,815	429,587	447,154
Rebase Budgets	8,676	5,971	0	0
Pay Inflation	11,624	7,781	4,318	4,495
Contract Inflation	16,998	18,538	19,538	18,787
Growth - Demand & Pressures	24,334	11,061	16,000	15,600
Growth - Investment	6,255	8,119	8,300	5,154
Efficiencies	-22,398	-25,398	0	0
Change in Service Income & Grants	-17,873	-11,912	-5,000	-5,000
	400,815	414,974	472,742	486,190
Resources				
Council Tax	-317,337	-337,006	-356,628	-377,407
Collection Fund Deficit/(Surplus)	-852	-852	-852	-852
Business Rates Reserve Release	0	0	0	0
Reserves & Grants used to Support Funding	0	0	0	0
Business Rates Retention Funding	-77,107	-86,210	-89,674	-93,445
Transfer (from)/to Reserves	-5,520	-5,520	0	0
	-400,815	-429,587	-447,154	-471,704
Funding gap excluding structural deficit	0	-14,613	25,589	14,486
Structural Deficit	0	35,015	0	0
Funding gap	0	20,403	25,589	14,486

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Appendix 4 - Reserves

Directorate	Detail	Balance as at	Forecast Reserve	Forecast Reserve	Forecast Reserve
		31/03/2023	Balance At 31/03/2024	Balance At 31/03/2025	Balance At 31/03/2026
	Open for Business				
Finance	Revolving Investment Fund	0.505	0.000	0.000	0.000
E&I	Open for Business	12.831	9.457	4.186	1.348
E&I	Economic Development Strategic Projects	1.126	0.763	0.348	0.000
E&I	Network Management	0.189	0.189	0.000	0.000
E&I	LABGI	0.430	0.276	0.061	0.000
E&I	Mineral/Waste local plan	2.098	1.890	1.092	0.000
WLEP	LEP Reserve	0.714	0.588	0.000	0.000
WLEP	Growing Places	1.403	1.085	1.085	0.000
WLEP	Apprenticeship	0.033	0.033	0.033	0.000
E&I	Loans Fund Legacy	0.431	0.431	0.000	0.000
E&I	Shrub Hill	0.034	0.000	0.000	0.000
E&I	Worcester Parkway Reserve	0.035	0.069	0.069	0.000
		19.829	14.781	6.874	1.348
	Children & Families				
WCF	Safeguarding	2.000	0.000	0.000	0.000
WCF	Children's Revenue Grants	5.902	1.000	0.000	0.000
WCF	SEND Transport Risk Reserve	0.000	0.000	0.000	0.000
WCF	Education and High Needs	2.400	0.000	0.000	0.000
		10.302	1.000	0.000	0.000
	The Environment				
E&I	Whittington Footbridge Reserve	0.500	0.500	0.000	0.000
E&I	Wildmr Landfill Deposit	0.035	0.035	0.000	0.000
E&I	Waste Transformation Reserve	0.000	0.000	0.000	0.000
E&I	Infrastructure Project Support	1.037	0.000	0.000	0.000
E&I	E&I Revenue Grants	0.962	0.973	0.486	0.000
E&I	Concessionary Fares	5.061	0.000	0.000	0.000
E&I	E&I General	0.000	0.000	0.000	0.000
		7.595	1.508	0.486	0.000
	Health and Wellbeing				
Public Health	Public Health Ring-fenced Grant	9.340	5.820	4.140	3.884
Public Health	Adult Learning Grants	4.688	1.704	0.000	0.000
Communities	Libraries Grants	0.000	0.000	0.000	0.000
Public Health	Public Health Other Grants	0.000	0.109	0.000	0.000
Adults	Adult Social Care Revenue Grants	9.903	0.000	0.000	0.000
Communities	The Hive	0.033	0.000	0.000	0.000
Communities	Communities support reserve	4.289	1.400	0.700	0.000
Finance	Health and Wellbeing Reserve	2.873	1.081	0.334	0.000
		31.126	10.114	5.174	3.884
	Efficient Council				
COaCH	Corporate Services Earmarked	0.000	0.000	0.000	0.000
COaCH	LAA General	0.000	0.000	0.000	0.000
COaCH	Transformation Reserve	1.161	0.522	0.000	0.000
HR	HR Restructuring Specific Reserve	0.140	0.000	0.000	0.000
COaCH	Digital Council	0.000	0.000	0.000	0.000
Communities	Schools Library Services	0.003	0.000	0.000	0.000
WCF	Children's Other Reserves	0.000	0.000	0.000	0.000
COaCH	Digital Reserve	0.358	0.130	0.000	0.000
E&I	Broadband Programme	3.410	3.237	2.237	0.000
COaCH	Councillors Divisional Fund	1.199	1.140	0.570	0.000
E&I	Fleet Surplus	0.083	0.000	0.000	0.000
Finance	Smarter Ways of Working	2.000	0.000	0.000	0.000
Finance	Fin & Whole Council Rev Grants	0.082	0.029	0.000	0.000
		8.436	5.058	2.807	0.000

Directorate	Detail	Balance as at	Forecast Reserve	Forecast Reserve	Forecast Reserve
		31/03/2023	Balance At 31/03/2024	Balance At 31/03/2025	Balance At 31/03/2026
	Reserves Maintained for Risk				
COaCH	Council Elections	0.353	0.353	0.000	0.000
Communities	Coroners Major Inquests	0.360	0.000	0.000	0.000
Finance	Financial Services	1.551	0.000	0.000	0.000
COaCH	WCC Sinking Funds and OPE	0.526	0.385	0.385	0.385
Finance	Business Rates Pool Risk Reserve	9.964	0.000	0.000	0.000
WCF	High Needs Transformation	5.000	0.000	0.000	0.000
WCF	Children's Placements	0.551	0.000	0.000	0.000
Finance	Financial Risk Reserve	29.459	43.569	40.046	40.046
		47.764	44.307	40.431	40.431
	Reserves Maintained for Insurance				
Finance	WCC Fire Insurance Fund	1.468	1.468	1.468	1.468
Finance	WCC Liability Insurance	4.915	4.915	4.915	4.915
Finance	Schools Self Insurance	2.009	2.009	2.009	2.009
		8.392	8.392	8.392	8.392
	Reserve Committed for Capital				
Finance	Future Capital Investment	4.807	10.821	7.877	7.877
		4.807	10.821	7.877	7.877
	Other - Unusable				
WCF	Schools Balances	4.495	4.495	3.495	3.495
WCF	Schools ICT-PFI Reserve	0.000	0.000	0.000	0.000
WCF	Bromsgrove High School PFI Adv	1.360	0.069	0.000	0.000
E&I	Bus Lane Enforcement	0.000	0.203	0.203	0.203
E&I	TMA Permit Scheme	0.000	0.000	0.000	0.000
WCF	Dedicated Schools Grant	0.000	0.000	0.000	0.000
E&I	Waste Contract PFI Grant	0.000	0.000	0.000	0.000
		5.855	4.767	3.698	3.698
	Total	144.106	100.748	75.739	65.630
	Assume 2023/24 Overspend Funded by Reserve	-22.186			
	Revised Total	121.920	78.562	53.553	43.444

CABINET
10 JANUARY 2024**WORCESTERSHIRE CHILDREN FIRST – CONTRACT
OPTIONS**

Relevant Cabinet Members

Councillor Tracey Onslow
Councillor Steve Mackay

Relevant Chief Officer

Chief Executive

Recommendation

1. **The Cabinet Members with Responsibility for Children Services and Education recommend that Cabinet approves:**
 - a) **Not to extend the contract with Worcestershire Children First beyond September 2024 when the contract is currently due to end after the initial five-year term and:**
 - b) **Subject to this approval, authorises the Chief Executive and the Director of Childrens Services, in consultation with the relevant statutory officers, to take appropriate steps on behalf of the council to progress the recommended approach.**

Background

2. In November 2016, Ofsted judged Children’s Services in Worcestershire to be ‘inadequate’, a finding that Worcestershire children services had a “persistent and systemic failures” and led to the DfE appointment of a commissioner to review the council’s ability to improve services.
3. The DfE subsequently appointed a Commissioner for Worcestershire to lead the further review. The review was completed in June 2017, and the Commissioner’s report was published in September 2017. The report concluded there was insufficient evidence to demonstrate that continuing to provide services in-house would deliver and sustain the necessary improvements.
4. This led to a further Statutory Direction, that the Council would move those services which were under direction into an Alternative Delivery Model (ADM), requiring the Council to carry out an options analysis with an outline recommended model by the end of December 2017 followed by the completion of a Full Business Case by 31 March 2018.

5. In March 2018, Cabinet noted the outcome of the full business case, and approved the recommended option to develop a wholly owned Company as the ADM to deliver Children's Social Care. This was subsequently approved at Council and the Department for Education (DfE) agreed to fund the start-up costs required.

6. It was agreed that in addition to services under statutory direction i.e., Children's Social Care, the children's services of Education and Early Help should also be transferred into the developing company so as to ensure best possible coordinated development and delivery of services to children in the county.

7. Ofsted returned for another inspection of Children's Services in June 2019. At this point, the Service was judged to 'require improvement to be good' in all areas, reflecting the strong progress made by Children's Services since the 2017 inspection, and ahead of the implementation of the ADM model.

8. Worcestershire Children First (WCF) was launched in October 2019. Since this launch date, further services pertaining to Schools Finance and Learning and Achievement have been moved into the Company, with staff transferring in from both WCC and Babcock Prime. As September 2023, the Company gross expenditure budget is £148.4m, with budgeted FTE of 942.01.

9. In July 2023, a full OFSTED inspection of Local Authority Childrens Services (ILACS) was undertaken with an outcome of Good for overall effectiveness of the services. Ofsted inspectors noted that there had been continued progress since the last inspection in 2019 and found that "the senior leadership team in WCF has continued to work effectively with political leaders to improve outcomes for children" and that "there is a coordinated drive to continue to improve children's experiences and relationships with key partners are effective."

10. The report recognised that children's outcomes have improved as a result of family focussed, child centred early help and proportionate statutory intervention when in the best interests of children.

11. The 2019 contract was signed for an initial term of five years from 1 October 2019 with a natural break, with the option for the Council to extend for a further five years from 1 October 2024, or for the contract to end at that date.

Financial Performance of Worcestershire Children First

12. The Company has successfully been able to deliver services 2019 – 2022 in budget with a small surplus (profit) in each of the first three years.

13. Subsequently, in year 2022/23 and most significantly in the current year 2023/24 the pressures seen nationally in the market for children's placements has had an adverse effect on the Company's budget performance as a result in the increase of the cost children's placements which is a national issue. Table 1 below shows the financial position for each year of the WCF contract.

Table 1 – Worcestershire Children First Annual Surplus/Deficit figures:

Year ending	March 2020	March 2021	March 2022	March 2023	March 2024
Actual/Forecast	£m (Actual)	£m (Actual)	£m (Actual)	£m (Actual)	£m (P6 Forecast)
(Surplus)/Deficit	(0.645)	(0.474)	(0.056)	7.647	28.578
Additional support from WCC	0.000	0.000	0.000	(7.647)	N/A
(Surplus)/Deficit reported in WCF accounts	(0.645)	(0.474)	(0.056)	(0.000)	N/A

Worcestershire Children First Key Performance Indicators (KPIs)

14. Appendix 1 shows the historical performance of WCF against the contractual KPIs. With the exception of SEND KPI's, the company has achieved consistently against its company targets for social care performance.

Proposal – Bring WCF Services back into the County Council

15. The current contract will cease on 30 September 2024 after its initial 5-year term.

16. The services delivered by WCF are largely statutory and therefore cessation of the WCF contract would require those services to come back 'in house' to WCC. This would include the transfer of existing WCF staff into the Council. This would be undertaken by a Transfer of Undertakings Protection of Employment Rights (TUPE) exercise. TUPE protects the employment rights and terms of conditions of staff on transfer to another employer. This will involve a consultation process with staff who are in scope to TUPE transfer This would be supplemented by engagement sessions.

17. There will be a need to obtain HR advice, to make changes to some IT systems, to novate any contracts held by WCF for the provision of services, and costs associated with banking and system changes. These will be one-off costs that WCC will be required to fund. There will also be costs to close the company down and produce final accounts. It is estimated that these costs will not exceed £100k.

18. Within WCF, there are areas (e.g., Finance, Performance and Communications) where work could commence on an earlier transfer of staff back to WCC. WCF could still access these resources, but through the support-service agreement with WCC. The benefit of this would be that WCF and WCC functions could be considered together in any review of capacity to best meet demand in the current challenging financial environment.

The expected benefits of this proposal are:

- There would be no requirement for a Director of Resources, a WCF board Chair, or Non-Executive Directors. The requirement for corporation tax services – currently provided by KPMG – would also cease. There may also be a saving relating to the External Audit Fee. Overall, the savings that could be released specifically from the winding down of the Company would total £200k.

- Any forthcoming developments of WCC will incorporate Children Services and present WCC as “one council”
- The improvements achieved in WCF can be used as lessons learned and approaches used to achieve improvements inform the future development and delivery of WCC
- Planned integration of the existing leadership team back in to WCC

Whereas potential risks include:

- The changes this would require could increase staff insecurity, impact on the single children’s services focus and change the business planning and resourcing in place. These changes may impact causing disruption or delay to ongoing improvement and delivery of the business plan. Mitigation to this risk is the time factor, giving nine months transition time to support positive planned communications and practical logistics to take place enabling staff at all levels to prioritise front line business.

19. Disruption to the current effective model could result in service quality decline and this decline being identified by further Ofsted and other statutory body audits and inspections which could bring an association with the change and as such reputational risk to WCC as an employer and provider of Children’s services as identified in 2016/17. Mitigation to this risk is the planned integration of the existing management and leadership structure back into WCC.

20. Alternative options have been considered including extending the WCF Contract for a further period of anything up to five years. This option would not realise the benefits of the proposal to bring WCF services back into the Council, including the release of recurrent revenue savings.

Views of the WCF Board

21. The WCF Board consists of an Independent Chair, the WCF Chief Executive (who is also Director of Children’s Services) six Non-Executive Directors (two of which are Worcestershire County Council Councillors), and five Executive Directors who are senior manager operational leads of WCF services. The Board met on 28 November 2023 and the view of the Board on the options presented was sought. Paragraphs 25-32 outline the feedback from WCF Board.

22. The WCF Board fully appreciate the requirement for the Council to consider service delivery options at the end of the current contract period.

23. As stated in the report, the requirement for the formation of the company, which was fully underwritten by the DfE, arose out of many years of poor performance.

24. Extremely strong leadership with considerable focus on performance and continuous improvement has reversed this position and delivered a rating of Good in the recent ILAC Inspection. Whatever option for service delivery is adopted in the future the Board are all agreed that this hard-won status must not be relinquished with a consequential return to poor service and negative outcomes for children, young people and families.

25. The stability of continuing with the current senior leadership arrangements cannot be empathised enough. The senior leadership have forged positive working relationships with a wide range of stakeholders including the regulators and any change may be considered detrimental by stakeholders and be an unwanted distraction given the challenges we face in trying to reduce our budget overspends in residential care and improving our SEND performance.

26. The savings quoted in the report need to be identified more robustly to assist the decision-making process. Compared to our baseline budget the savings identified are small and will not immediately aid our overspend situation and some of our financial challenges, which are driven by national market conditions.

27. It is welcoming to note that the approach adopted in the company could be utilised in other parts of the Council particularly robust business planning and performance management.

28. The Board acknowledge that certain support services (finance, HR, etc) could be returned to the Council earlier than the end of the contract period to assist in savings and restructuring of Council services. The Board have given approval to the Executive team to implement any changes that are identified and enter into service level agreements to provide those services in the future, a model that is already supported. However, there is a consensus view in the Board that support services providing frontline support to social service business units should be retained in the company.

29. In conclusion, the Board ask that any option for change is implemented at the end of the current contract to provide adequate time for robust planning and consultation with staff and stakeholders to affect an orderly change to avoid potential disruption to delivering service and the potential negative views of key stakeholders. It is our view that services should remain intact although we acknowledge that continuous improvement and innovation in delivery will continue to assist the company and the council to meet their respective financial challenges.

Legal, Financial and HR Implications

30. In accordance with Section 17 of the Childrens Act 1989 (1) It shall be the general duty of every local authority (in addition to the other duties imposed on them by this Part)— (a) To safeguard and promote the welfare of children within their area who are in need; and (b) so far as is consistent with that duty, to promote the upbringing of such children by their families, by providing a range and level of services appropriate to those children's needs.

31. As is set out within the body of the report, by virtue of a Secretary of State Direction in 2017 the Council were required to establish an alternative delivery model company (WCF) and transfer to it the delivery of certain specified Children's Services functions. The Council completed an options analysis and Cabinet, having noted the full business cases approved the recommendation to develop a wholly owned company as an ADM to deliver Children's Social Care.

32. That Direction was subsequently lifted and the Council is free to consider how best to deliver those functions. The legal powers and duties in relation to safeguarding children

have remained with the Council throughout the period of the WCF arrangement and this will not change. The current contract with WCF for the provision of services runs until September 2024.

33. Cessation of the WCF contract and transfer of services back into WCC will allow for some release of revenue savings for WCC, relating to the costs for WCF Director of Resources, WCF Non-Executive Director costs, and WCF Audit and Tax Computation fees. The recurrent savings for these items are estimated at £0.200m. In Year One, savings will be partly mitigated by cost of change e.g. systems changes and legal advice.

34. Under the proposal outlined in this report WCF staff currently carrying out the services, will transfer to the Council in accordance with the provisions of the Transfer of Undertakings (Protection of Employment) Regulations (TUPE). TUPE imposes obligations on the incoming and outgoing employers of transferring staff. Specific legal advice should be sought regarding the obligations of the receiving employer and in relation to an appropriate consultation process involving affected staff. Specific legal advice should also be sought in relation to company matters and the assignment of any contracts held by WCF. WCF will need to seek their own legal advice, if considered necessary.

Equality Impact Considerations

34. A full Equality Impact Assessment has been carried out in respect of the recommendations – Appendix 2. This identified potential negative impact for a range of protected characteristics, as detailed within the appendix. Notwithstanding the potential negative impact, the recommended course of action can be justified because: positive financial implications, continuous provision of statutory services. The mitigating actions have been identified both within the report proposal and within the EIA itself, pending further potential detail and enhancement upon decision. Relevant findings will contribute to future service commissioning.

Supporting Information

- Appendix 1 – WCF KPI History October 2020 – October 2023
- Appendix 2 – Equalities Impact Assessment

Contact Points

Paul Robinson, Chief Executive

Background Papers

In the opinion of the proper officer, in this case the Chief Executive there are no relevant background papers relating to the subject matter of this report.

EIA Feedback Form: Contract Cessation / Non-Renewal - WCF

Considering the potential, anticipated, probable and definite impacts of **negative, neutral, and positive** outcomes – when known - and evidencing our due regard on each of the protected characteristics listed below; as per our Public Sector Equality Duty, in line with The Equality Act 2010. Additional factors such as those likely to impact on wellbeing and other categories held within a Public Health assessment detail can be provided upon request* and the below meets the requirements for compliance.

General themes or considerations: impact on children and families, impact on wider community / county, impact on staff, impact on strategic level business planning, delivery of services / operational activity.

WCF services include fostering, education, social care, early help, SEND. Further Equality Impact Assessment may be developed or added to following decision sign off, and this document is intended to provide an evidence of due regard to each of the protected characteristics, prior to informing a proposal or decision.

Age: children and families will remain a priority and service provision for statutory duty delivery of services will continue. The nature of the proposal means that children are the main audience and highest impact. The impacts could be negative and positive dependent on this protected characteristic and children (and their families) will feel the largest impact, as well as staff being transferred (via TUPE regulations). Statutory services will continue, however the potential negative impact of a change in delivery and standards of care, support etc during a change over period or longer term, could mean that children and families receive an inconsistent approach to services (short term), are concerned about changes to care plans, change of social worker or family support (and frontline staff) etc. Assurance will be made that children should not receive changes in care. Reputation from a family and stakeholder perspective may be negative about the proposed cessation / non-renewal of contract, due to historic issues with provision and service, however staff, strategies and care should be minimally disrupted and positive changes will be apparent if managed through effective communication with stakeholders and partners (including families).

Mitigation: having strong and effective leadership across service areas will aim to reduce any negative impacts felt by children and families. Learnings from historic key development areas will be considered at every stage of change, and positive approach to continuous improvement methods will be taken into account and best practice shared at senior levels, to ensure a consistent leadership continues and drives the current levels of service. Communication and effective engagement will be prioritised to inform and support children and families across this change period. If / when further impacts are identified, these will be managed at a strategic and service area level. Strategies and business plans that are valid will remain in place until their natural expiry, and subsequently will benefit from a wider input of specialist areas within WCC when renewed. Option of renewing contract may also mitigate some of the potential impacts, such as consistent provision. "...children's outcomes have improved as a result of family focussed, child centred early help and proportionate statutory intervention when in the best interests of children" within the current contract and this will aim to be continued and further improved under WCC. The main positive impact for this proposal is that there will be a positive financial impact and subsequently better provision for children and families across the county.

Disability: children and families will remain a priority and provision for statutory duty delivery of services will continue. The nature of the proposal means that children are the main audience. The impacts could be negative and positive dependent on this protected characteristic of disability, and disabled children (and their families whether disabled or non-disabled) may experience negative impacts, some high level potential impacts may be; changes to delivery of services for SEND children, changes to communication method or style, new / additional information being requested due to system changes, staff learning and accessing new systems.

There may be concerns that children and young people requiring support and / or an EHCP may be delayed in an already lengthy and often stressful process of receiving support, in addition to the noted potential impacts within the 'age' category above.

The duties the council will be responsible for, will align and comply with all statutory requirements, and The Equality Act 2010 outlines what local authorities, educational settings and early help should do for, and to, support disabled children.

Mitigation: similarly to the age category above, having strong and effective leadership across service areas will aim to reduce any negative impacts felt by children and families. Learnings from historic key development areas will be considered at every stage of change, and positive approach to continuous improvement methods will be taken into account and best practice shared at senior levels, to ensure a consistent leadership continues and drives the current levels of service. Communication and effective engagement will be prioritised to inform and support children and families across this change period. If / when further impacts are identified, these will be managed at a strategic and service area level. Strategies and business plans that are valid will remain in place until their natural expiry, and subsequently will benefit from a wider input of specialist areas within WCC when renewed. Communication can be provided in multiple / varied formats, as well as the option for 'Easy Read' for families. Option of renewing contract may also mitigate some of the potential impacts, such as consistent provision. "...children's outcomes have improved as a result of family focussed, child centred early help and proportionate statutory intervention when in the best interests of children" within the current contract, and this will aim to be continued and further improved under WCC. The main positive impact for this proposal is that there will be a positive financial impact and subsequently better provision for children and families across the county.

Accessibility to engagement sessions, online access for information and physical access to infrastructure will remain at the forefront of any new development, and priorities for positive action relating to disability is paramount to providing an inclusive service. Due to the varying and personal nature of disability, there may be individual impacts unknown and undetermined, and therefore unable to provide evidence, understand potential impact or mitigate each requirement, however the professional staff, support services and stakeholders are on hand to provide adequate effective support at individual levels and as and when negative impacts occur, we aim to understand them and where possible and practical implement new ways of working, in conjunction with offering reasonable adjustments.

Gender reassignment: children and families will remain a priority, and provision for statutory duty delivery of services will continue. The nature of the proposal means that children are the main audience. The impacts should be neutral based on this sole category and protected characteristic of gender reassignment, and children (and their families) should / would not feel a differential impact

based on their gender identity or reassignment status. Provision and delivery of all services will remain positively respectful and inclusive of all gender identities, regardless of transition journey.

Marriage & civil: neutral or no impact based on marriage or civil partnership status. (Protected characteristic covered only in employment law). Provision and delivery of all services will remain positively respectful and inclusive of all family make-ups and settings.

Pregnancy & mat: children and families will remain a priority and service provision for statutory duty delivery of services will continue. The nature of the proposal means that children are the main audience. The impacts could be negative and positive dependent on this protected characteristic of pregnancy and maternity (up to 6 months post birth), as well as staff being transferred (via TUPE regulations) who will be subject to the same terms and conditions within WCC policy. Statutory services will continue, however the potential negative impact of a change in delivery and standards of care, support etc during a change over period or longer term, could mean that children and families receive an inconsistent approach to services (short term), are concerned about changes to care plans, change of social worker or family support (and frontline staff) etc. Assurance will be made that children should not receive changes in care.

Reputation from a family and stakeholder perspective may be negative about the proposed cessation / non-renewal of contract, due to historic issues with provision and service, however staff, strategies and care should be minimally disrupted and positive changes will be apparent if managed through effective communication with stakeholders and partners (including families).

Based on being pregnant or in a period of maternity, the impact will be neutral – dependant on each individual, the service will be equitable and in a way that is right for them. With significant home changes likely due to pregnancy and or birth, an approach that is balanced to the needs of the family unit will be developed in any service delivery or support plans, with them and understanding of their time, requirements and level of support needed, or requested. This can be changeable and the service will aim to be flexible and adaptive of new family situations.

Mitigation: having strong and effective leadership across service areas will aim to reduce any negative impacts felt by children and families. Learnings from historic key development areas will be considered at every stage of change, and positive approach to continuous improvement methods will be taken into account and best practice shared at senior levels, to ensure a consistent leadership continues and drives the current levels of service. Communication and effective engagement will be prioritised to inform and support children and families across this change period. If / when further impacts are identified, these will be managed at a strategic and service area level. Strategies and business plans that are valid will remain in place until their natural expiry, and subsequently will benefit from a wider input of specialist areas within WCC when renewed. Option of renewing contract may also mitigate some of the potential impacts, such as consistent provision. "...children's outcomes have improved as a result of family focussed, child centred early help and proportionate statutory intervention when in the best interests of children" within the current contract and this will aim to be continued and further improved under WCC. The main positive impact for this proposal is that there will be a positive financial impact and subsequently better provision for children and families across the county.

Race: neutral or no impact based on race. Provision and delivery of all services will remain positively respectful and inclusive of all family make-ups and settings. In this Equality Impact Assessment we will additionally clarify that we acknowledge and value cultural, national and ethnic diversity across the service for children, families and communities in Worcestershire, and this is also notable within the section relating to the protected characteristic of religion and or belief, where there are often overlaps in impact.

Based on race or ethnic, cultural or national background, the impact will be neutral – dependant on each individual child and family, they will be able to use and access the service equitably and in a way that is right for them. In the instance that a translator is required for individuals or families who can't / don't communicate in English, a translator can be sought. Acknowledging there could be differences in the home, type of care, support requirements, based on cultural identity, WCC aims to value and support this on an individual level based on needs. This can be changeable and WCC will aim to continue to be flexible and adaptive of family situations.

Strategies and business plans that are valid will remain in place until their natural expiry, and subsequently will benefit from a wider input of specialist areas within WCC when renewed. Option of renewing contract may also mitigate some of the potential impacts, such as consistent provision. "...children's outcomes have improved as a result of family focussed, child centred early help and proportionate statutory intervention when in the best interests of children" within the current contract and this will aim to be continued and further improved under WCC. The main positive impact for this proposal is that there will be a positive financial impact and subsequently better provision for children and families across the county.

Religion & belief: neutral or no impact based on religion and or belief, including no belief. Provision and delivery of all services will remain positively respectful and inclusive of all families and settings. In this Equality Impact Assessment we will additionally clarify that we acknowledge and value cultural and religious diversity across the service for children, families and communities in Worcestershire, and this is also notable within the section relating to the protected characteristic of race, where there are often overlaps in impact.

Based on a child and or families religion or belief, the impact will be neutral – dependant on each individual, the service will be equitable and delivered in a way that is right for them. Acknowledging there could be differences in home settings, type of care, support requirements based on cultural or religious beliefs or identity, the service aims to value and support this on an individual level based on needs. This can be changeable and WCC will aim to continue to be flexible and adaptive of family situations.

Strategies and business plans that are valid will remain in place until their natural expiry, and subsequently will benefit from a wider input of specialist areas within WCC when renewed. Option of renewing contract may also mitigate some of the potential impacts, such as consistent provision. "...children's outcomes have improved as a result of family focussed, child centred early help and proportionate statutory intervention when in the best interests of children" within the current contract and this will aim to be continued and further improved under WCC. The main positive impact for this proposal is that there will be a positive financial impact and subsequently better provision for children and families across the county.

Sex: neutral or no impact based on biological sex. Provision and delivery of all services will remain positively respectful and inclusive of all family make-ups and settings, and individual identities.

Sexual orientation: neutral or no impact based on sexual orientation. Provision and delivery of all services will remain positively respectful and inclusive of all family make-ups and settings, and individual identities and orientation.

*Either via adding in to this document for consideration, or as a separate assessment from Public Health or EDI Lead

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