

Cheltenham Borough Council

Cabinet 21 October 2025

Budget Strategy, Process & Timetable 2026-27

Accountable member:

Cllr Peter Jeffries, Cabinet Member for Finance and Assets

Accountable officer:

Jon Whitlock, Head of Finance (Deputy Section 151 Officer)

Ward(s) affected:

All

Key Decision: No

Executive summary:

The purpose of this report is to propose a broad strategy and outline a process for setting the budget and council tax for 2026-27. It outlines several principles that need to be established at this stage to enable budget preparation to commence.

Recommendations: That Cabinet:

- 1. approves the budget setting timetable at Appendix 2 and outlined in section 3 of this report.**
- 2. approves the outline budget strategy outlined in section 4.**
- 3. notes the £295k overspend reported to Cabinet in September 2025 and the large amount of work which will be required to close this gap and deliver the required savings and efficiencies in 2025/26.**
- 4. notes the intention for this Council to remain working together with the Gloucestershire Business Rates Pool in 2026-27 as outlined in section 7 if applicable.**

- 5. requests that the Section 151 Officer, Deputy Section 151 Officer and the Cabinet Member for Finance and Assets consider suggestions from the Budget Scrutiny Working Group in preparing the interim budget proposals for 2026-27.**
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1. Implications

1.1 Financial, Property and Asset implications

This report sets out the budgetary process for 2026-27 and the general financial parameters under which the budget will be prepared.

There are no property/asset implications arising from the content of the report or recommendations.

Signed off by: Jon Whitlock, Head of Finance (Deputy Section 151 Officer), jon.whitlock@cheltenham.gov.uk

1.2 Legal implications

None specifically arising from the report recommendations. The budget setting process is governed by the Budget and Policy Framework Rules (contained in the Council Constitution) and the process recommended in this report is designed to meet the requirements of those Rules.

Signed off by: One Legal, legalservices@onelegal.co.uk

1.3 Environmental and climate change implications

The annual budget aims to deliver the outcomes defined by the Council's corporate business plan, including the priority to be carbon neutral by 2030, and resourcing should be aligned to the delivery of corporate plan priorities.

Signed off by: Maizy McCann, Climate Officer maizy.mccan@cheltenham.gov.uk

1.4 Corporate Plan Priorities

This report contributes to the following Corporate Plan Priorities:

- Key priority 1: Securing our future
- Key priority 2: Quality homes, safe and strong communities
- Key priority 3: Reducing carbon, achieving council net zero, creating biodiversity
- Key priority 4: Reducing inequalities, supporting better outcomes
- Key priority 5: Taking care of your money

2 Background

- 2.1 The responsibility for preparing the budget in line with the Council's policy framework, taking proper account of technical and professional advice and presenting proposals to Council for approval, lies with the Cabinet.
- 2.2 It is customary for the Cabinet Member for Finance and Assets, at this time of year, to present a report on the budget process. Accordingly, this report aims to outline a process designed to arrive at an acceptable budget.
- 2.3 The budget and policy framework requires that the Council publish a timetable setting out the key dates in the budget setting process. A draft budget timetable, attached for approval at Appendix 2, sets out the sequence of events leading up to the setting of the budget and council tax level for 2026-27. The timetable allows sufficient time to consider alternative budget proposals or amendments put forward to the budget proposed by the Cabinet.

3 The Budget Setting Timetable and Process

- 3.1 The proposed key stages in the process for setting the budget for 2026-27 are summarised in the timetable at Appendix 2 and are detailed below. The timing of events may change as the process develops.

Budget Preparation

- 3.2 Between October and December 2025 the Cabinet Member for Finance and Assets and officers will work with the Cabinet towards the creation of 'interim budget' proposals which will make the following assumptions:
- The projection will be for a standstill budget, prepared under a general philosophy of no growth in levels of service.
 - Budgeted for employee pay inflation and an increase in member's allowances for 2026-27 which will include contingency for any pay award.
 - An inflationary increase of the relevant costs in the base budget.
 - The impact of prevailing interest rates on the investment portfolio will be assessed in preparing the budget. The Treasury Management Panel will consider the position in respect of treasury management activity during the budget setting cycle.
 - An assessment of the charges made to Cheltenham Borough Homes and the Housing Revenue Account will be incorporated in the budget proposals, including assessing the impact on the General Fund of the change in activity for 2025-26 and beyond following the transfer of housing services back in-house.
 - A council tax increase of 3% will be used for modelling purposes.

Publication of Initial Budget Proposals

- 3.3 The Cabinet will present its initial budget proposals and publish them for consultation in line with the advertised plan. The initial budget proposals will include all general fund revenue, capital and housing revenue account estimates to meet a balanced budget, together with assumptions made on future council tax and rent levels.
- 3.4 The Budget Scrutiny Working Group will also support the budget process during this consultation period by considering options for addressing any funding gap. The consultation process is outlined in more detail in Section 10. This also provides an opportunity for alternative budget proposals to be submitted to the Director of Finance & Assets assessment.
- 3.5 The Autumn Statement has been confirmed for Wednesday, 26 November 2025, later than usual due to procedural delays in notifying the Office for Budget Responsibility and the need to address complex fiscal challenges. This delay has a knock-on effect for local government, with the Local Government Finance Settlement for 2025/26 now expected to be published in late December, after the Council will have already submitted our initial budget proposals. We expect to receive an initial indication of the settlement once the policy statement is published, which should help inform initial budget decisions.

Final Budget Proposals and Council Approval

- 3.6 At the end of the consultation period, the Cabinet will draw up firm budget proposals having regard to the responses received. In drawing together its budget proposals to Council the report will reflect the comments made by consultees and the Cabinet's response. The firm budget proposals will be presented to Council at the budget setting meeting for decision in February 2026.

Housing Revenue Accounts

- 3.7 Draft proposals for the Housing Revenue Account will also form part of the same process for considering the General Fund revenue and capital budgets.

4 Cabinet Budget Strategy

- 4.1 The 2025-26 budget monitoring report presented in September 2025 reported a forecast net overspend against the budget of £295k for the current financial year. The variances will continue to be monitored through the year, in particular the progress on at risk saving targets.
- 4.2 Our current financial position demonstrates that even with the financial planning decisions taken by Officers and Members over recent years, we are still facing significant uncertainty and volatility in managing the resources available to the Council to deliver services to our residents and communities.
- 4.3 The proposal to fund the projected overspend using balances and reserves will

provide the council with a short term solution. However, the at risk savings for 2025-26 will still need to be delivered in 2026-27, this is not a sustainable funding mechanism.

4.4 Balances and reserves have reached their lowest levels in years and we cannot continue to rely on finite resources to meet the budget gap without restoring reserve levels closer to their 2019/20 levels. To continue providing high-quality services to residents, decisions need to be taken about savings and efficiencies in order to replenish the resources used since 2020/21.

4.5 The 2026/27 budget proposal and Medium Term Financial Strategy need to set out how the council will balance these long and short term pressures, ensure levels of reserves are maintained appropriately whilst also continuing to focus resources on our key priorities. This is a huge challenge and Officers and Members will need to continue to be proactive in reviewing efficiencies and prioritising resources to bridge the budget gap.

4.6 In 2025/26 a four-year savings strategy was approved which was weighted towards delivering £1.130m of base budget savings in year one. This is an ambitious target, particularly in the current economic environment and officers and Members have been working together to review options for re-aligning our resources.

4.7 Some proposals have already been implemented and key decisions taken where applicable in line with the constitution. Further proposals are being developed in consultation with the Cabinet to build a four-year plan to balance the budget gap. The four-year proposal will be available as part of the draft budget for consultation in December 2025.

5 Business Rates Retention – Pooling Arrangements

5.1 In October 2012, Council approved the principal of Cheltenham joining the Gloucestershire Business Rates Pool, subject to a thorough assessment of risks and rewards and agreement of satisfactory governance arrangements.

5.2 Continuation within the pool was delegated to the Section 151 Officer and Chief Executive and this is reviewed on an annual basis.

5.3 The Gloucestershire Business Rates Pool was set up in 2013/14 to maximise the business rate income retained within the County and to support economic growth within the area of the Local Enterprise Partnership.

5.4 The current membership of the Gloucestershire business rates pool is being reviewed on annual basis to benefit Gloucestershire as a whole, with a commitment that whatever the membership, all authorities would continue to receive a share of any pooling gain. However, it is likely that business rate pooling will end in 2026/27 because the government is planning a full reset of the business rate retention system from April 2026 which would remove the pooling arrangements to redistribute growth.

6 Reasons for recommendations

6.1 The Council is required to agree a budget process and timetable as part of the Financial Regulations set out in the council's constitution.

7 Alternative options considered

7.1 It is important that any political group wishing to make alternative budget proposals should discuss them, in confidence, with the Head of Finance (preferably channelled through one Group representative) to ensure that the purpose, output and source of funding of any proposed change is identified.

7.2 Given the financial pressures and the potentially very difficult decisions which will have to be made, it is very important that there is time for members to carefully consider and evaluate any alternative budget proposals. Political groups wishing to put forward alternative proposals are not obliged to circulate them in advance of the budget-setting meeting, but in the interests of sound and lawful decision-making, it would be more effective to do so, particularly given that they may have implications for staff.

8 Consultation and feedback

8.1 The formal budget consultation period will be no less than four weeks and will take place during 16 December 2025 to 16 January 2026. The Cabinet will seek to ensure that the opportunity to have input into the budget consultation process is publicised to the widest possible audience. During the consultation period all interested parties will be welcome to provide feedback on the initial budget proposals. Groups, businesses, tenants, residents, staff and trade unions will be encouraged to comment on the draft budget proposals at this time. They will be asked to identify, as far as possible, how alternative proposals complement the Council's Corporate Plan, how they will be financed, and how they will help the Council to achieve best value. Presentations will be made to key business groups as part of the consultation process.

8.2 The Budget Scrutiny Working Group and Overview and Scrutiny Committee will be invited to review the interim budget proposals in the meetings scheduled for 7 January 2026 and feed any comments back to the Cabinet.

8.3 Whilst the Cabinet will be as flexible as possible, it is unlikely that any comments received after the consultation period can be properly assessed to consider their full implications and to be built into the budget. Accordingly, if alternative budget proposals are to come forward, this should happen as early as possible.

8.4 All comments relating to the initial budget proposals should be returned to the Head of Finance by the end of the consultation period for consideration by the Cabinet in preparing their final budget proposals. Consultation questionnaires will be available in key locations and for completion on line via the Council's website. Comments can be e-mailed to moneymatters@cheltenham.gov.uk.

9 Key risks

9.1 The key risks are set out in Appendix 1.

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Appendices:

1. Risk Assessment
2. Budget Setting Timetable

Background information:

Budget Monitoring Report 2025-26 - Q1

Appendix 1: Risk Assessment

Risk ref	Risk description	Risk owner	Impact score (1-5)	Likelihood score (1-5)	Initial raw risk score (1 - 25)	Risk response	Controls / Mitigating actions	Control / Action owner	Deadline for controls/ actions
52	If the Council is unable to come up with long term solutions which close the gap in the medium term financial strategy then it will find it increasingly difficult to prepare budgets year on year without making unplanned cuts in service provision.	Cabinet	5	4	20	Reduce	<ul style="list-style-type: none"> - Commercial strategy & activities - Quarterly budget monitoring - Cabinet engagement - budget proposals - Increased capacity in the finance team - Cabinet Away Day challenge and decisions Ongoing monitoring of targets for workstreams/service s	ED Finance and Assets	Ongoing
403	Prioritisation of capital resources – If CBC are unable to prioritise medium term projects and programmes which require significant capital financing, then it will increasingly have to rely of borrowing to fund service investments increasing	Cabinet	5	4	20	Reduce	<ul style="list-style-type: none"> - Ongoing review and alignment of the capital programme with the Corporate Plan - Quarterly budget monitoring - Cabinet engagement - budget proposals 	ED Finance and Assets	Ongoing

Risk ref	Risk description	Risk owner	Impact score (1-5)	Likelihood score (1-5)	Initial raw risk score (1 - 25)	Risk response	Controls / Mitigating actions	Control / Action owner	Deadline for controls/ actions
	the pressure on our revenue budgets to fund repayments.						<ul style="list-style-type: none"> - Gateway reviews of all projects through the Corporate Programme office - Cabinet Away Day challenge and decisions Business case and approval for all new projects, including allocation of resource and budgets		
53	If General Balances are not strengthened then insufficient reserves will be available to cover unanticipated spend or deficits resulting in the levels which will consequently fall below the minimum required level as recommended by the Section 151 Officer in the council's Medium Term Financial Strategy	Director of Finance & Assets	5	3	15	Reduce	The MTFs is clear about the need to enhance reserves and identifies a required reserves strategy for managing this issue. In preparing the budget for 2025/26 and in ongoing budget monitoring, consideration will continue to be given to the use of fortuitous windfalls	ED Finance and Assets	Ongoing

Risk ref	Risk description	Risk owner	Impact score (1-5)	Likelihood score (1-5)	Initial raw risk score (1 - 25)	Risk response	Controls / Mitigating actions	Control / Action owner	Deadline for controls/ actions
							and potential future under spends with a view to strengthening reserves whenever possible.		
199	If the Government review concludes significant changes to business rate retention, Government grant funding or Council Tax generation for Cheltenham then the MTFS budget gap may increase, requiring greater savings than already planned.	Director of Finance & Assets	5	4	20	Reduce	<p>The Council joined the Gloucestershire pool to share the risk of fluctuations in business rates revenues retained by the Council.</p> <p>The Gloucestershire S151 Officers continue to monitor business rates income projections and the performance and membership of the pool / pilot.</p> <p>Work with members and Gloucestershire LEP to ensure Cheltenham grows its business rate base.</p>	ED Finance and Assets	Ongoing

Risk ref	Risk description	Risk owner	Impact score (1-5)	Likelihood score (1-5)	Initial raw risk score (1 - 25)	Risk response	Controls / Mitigating actions	Control / Action owner	Deadline for controls/ actions
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