

**THURSTON PARISH COUNCIL**

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Paper submitted by the Clerk to the Council at the meeting of 07.12.22

## **A briefing paper for Councillors on the Budget Preparation for 2023 - 2024**

### **Introduction**

The budget is a key part of the council's plans and must tie in with its policies. The council needs to be budget for a number of reasons:

- To plan its future activities
- To provide an opportunity to monitor progress during the year, by comparing what it actually spends against what it plans to spend.
- To assist the council in setting its precept
- To provide the framework authority for expenditure under various headings.

### **Precept – what is the precept and it's legal basis.**

The precept is the parish council's share of the council tax. The precept demand goes to the billing authority, the district council or equivalent, which collects the tax for the parish council.

Section 50 of the Local Government Finance Act 1992 specifies the calculation of the budget requirement for local precepting authorities. In accordance with the Accounts and Audit Regulations 2015, the Parish Council must also ensure that its financial management is adequate and effective and that it has a sound system of internal control.

During the process of calculating the precept, Council should be mindful that sums it sets must be sufficient to cover the following:

- Next year's expenditure, including an allowance for contingencies
- Outstanding expenditure in previous years
- Expenditure that is anticipated to be incurred before the precepted sum become available
- Payments to a sinking fund, capital fund or a renewal and repairs fund.
- Comparisons between expenditure and income

### **Risks associated with the setting of the budget**

#### **1. Risk 1 – Capping of Parish Council Precepts**

Capping is possible in the future. The Department for Levelling Up, Housing and Communities will be publishing in December the Provisional Local Government Finance Settlement for 2023-2024, which will confirm whether the government intends to propose extending to local councils the requirement to hold a referendum on increased council tax.

**Risk Assessment – low likelihood and high impact.**

## 2. Risk 2 – Sustainability of village amenities

The continuing operation of amenities in the parish relies upon efforts of the parish council to raise income whilst controlling costs. There are times and circumstances when the parish council will need to rely on external funding or where the parish council itself will be asked for financial assistance. With the continued growth of the village of Thurston there will be a greater call on the current facilities as well as the need for improved or a wider range available to the population.

Risk Assessment – medium likelihood and medium impact

## 3. Risk 3 – Personnel Costs

Council must be aware that it needs to comply with employment law and pension legislation. Annual pay awards and performance reviews should be built into budgets for future years. In addition, if any new employees “opt-in” to the local government pension scheme, there will be higher staff costs through employer contributions to the pension scheme. The Clerk and Deputy Clerk are currently the only members of staff enrolled into the Local Government Pension Scheme (as operated by Suffolk County Council) with employers contributions at 22% for 2023 - 2024. The detailed breakdown of the budget to be set (*Paper 7*) shows the hours covered by the budget and any associated employment costs (*known National Insurance Increase & unknown annual pay increase for 2022/2024. The costings for the annual pay award for 22/23 have been fully implemented in the current year*).

Risk Assessment – medium likelihood and medium impact

## 4. Risk 4 – Asset Replacement Reserve

Council should consider allocating on an annual basis a sum to be made as a contribution to an Asset Replacement Reserve to allow a reasonable sum to be maintained for the replacement of the assets held by the council on a rolling basis. Whilst the Annual Play Inspection Risk Assessment Reports for the Council owned and maintained play areas highlighted (in 2019) that all play equipment had a life expectancy of between 5 – 10 years, Council should ensure that it has sufficient reserves to allow for a partial replacement on a rolling basis. Currently Council has an earmarked reserve of £5,000 for asset replacement.

Risk Assessment – medium likelihood and medium impact

## 5. Risk 5 – Failure to Contribute to General Reserves

The Parish Council currently has a significantly low level of general reserves and should ensure that such reserves are held in accordance with Proper Practices which states that one of the key stages in determining the budget is to “provide for contingences and consider the need for reserves”. As with any financial entity, the parish council must ensure that it has sufficient reserves (both general and earmarked) to finance both its day-to-day operations and future plans. However, it should be remembered that given that the majority of its funds are generated from taxation / public reserves, it needs to ensure that such reserves are not excessive.

Risk Assessment – low likelihood and medium impact

## 6. Failure to Manage Restricted Reserves (CIL Funds)

A portion of CIL income is paid to the Parish Council to be spent by the parish council on offsetting the impacts of development in the area. These sums must be held in a designated reserve (restricted reserve) to support the expenditure on facilities and services to ensure that there is the capacity to sustain such growth. Over time this will lead to a reduction in the total reserve available and all

associated revenue costs will need to be brought into the revenue budgets funded by the Precept. Such Reserves have a time limit in which expenditure must be incurred.

### Risk Assessment – Medium likelihood and Medium impact

#### Precept Demand

The starting point for the preparation of the Draft Budget involves an examination of recent trends in respect of receipts and payments along with known associated costs for new assets and new expenditure incurred. Council has previously run with the presumption that any increase in Precept shall be less than 5% with an explanation for departure from such a trend.

MSDC has issued a statement dated 17<sup>th</sup> November 2022 which details an indicative tax base and whilst they do not anticipate any significant changes, the Final Tax Base will not be confirmed until early January 2023.

Council is therefore advised to be “minded to set” a budget on 12<sup>th</sup> December 2022 with formal approval of the budget and the precept to be set to be agreed at the meeting of 11<sup>th</sup> January 2023 (for the year commencing 1<sup>st</sup> April 2023 to 31<sup>st</sup> March 2024).

The Budget Proposal, summarized below, is recommended for adoption by the Policy and Resources Committee, following its meeting of 25<sup>th</sup> November and assumes a working budget to be set in the sum of £200,550.

| CATEGORY                  | Budget<br>2021-22 | Actual<br>2021-22 | Budget<br>2022-23 | Mid-term<br>2022-23 | Projected<br>2022-23 | Budget<br>2023-24 |
|---------------------------|-------------------|-------------------|-------------------|---------------------|----------------------|-------------------|
| STAFF                     | 60265             | 61458             | 68545             | 45092               | 68536                | 85,234            |
| STREET LIGHTING           | 5930              | 5405              | 6500              | 0                   | 6557                 | 4,500             |
| GROUND MAINTENANCE        | 2000              | 1259              | 2000              | 810                 | 1500                 | 8,500             |
| PLAY AREA MAINTENANCE     | 5700              | 3652              | 6000              | 515                 | 5802                 | 5,850             |
| VILLAGE MAINTENANCE       | 5940              | 9295              | 6000              | 10064               | 11071                | 12,485            |
| PCSO CONTRACT *           | 39300             | 39350             | 39300             | 39550               | 39550                | 43,300            |
| OFFICE ADMINISTRATION     | 13400             | 11672             | 16500             | 9423                | 14302                | 18,980            |
| AUDIT/ACCOUNTANCY         | 1130              | 1184              | 1800              | 1433                | 1890                 | 2,000             |
| LEGAL /PROFESSIONAL FEES  | 0                 | 36628             | 10000             | 19812               | 25000                | 15,000            |
| HEATH ROAD PLAY AREA      | 4055              | 722               | 3055              | 420                 | 2355                 | 3,055             |
| SUBSCRIPTIONS             | 1310              | 1338              | 1350              | 1448                | 1448                 | 1,646             |
| LIBRARY                   | 2700              | 3289              | 2700              | 2700                | 2700                 | CIL               |
| SMALL GRANT DONATIONS     | 5230              | 6071              | 3030              | 2879                | 3030                 | CIL               |
| COVID-19 / COST OF LIVING | 1000              | 101               | 1000              | 0                   | 1000                 | CIL               |
| <b>TOTALS</b>             | <b>147,960</b>    | <b>181,424</b>    | <b>167,780</b>    | <b>134,146</b>      | <b>184,741</b>       | <b>200,550</b>    |

| FUNDED BY                 |                |                |                |                |                |                |
|---------------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| PRECEPT                   | 105864         | 105864         | 125480         | 125480         | 125480         | 152920         |
| LCTS                      | 908            | 908            | 0              | 0              | 0              | 0              |
| RESERVES                  | 0              | 2500           | 0              | 0              | 0              | 0              |
| GRANTS                    | 0              | 3858           | 0              | 3600           | 3600           | 0              |
| CLEANSING GRANT           | 2988           | 3461           | 3000           | 1887           | 2830           | 4330           |
| CIL RESERVES PCSO FUNDING | 36000          | 36000          | 39300          | 39300          | 39300          | 43300          |
| MISC INCOME               | 0              | 409            | 0              | 960            | 1060           | 0              |
| <b>TOTALS</b>             | <b>145,760</b> | <b>153,000</b> | <b>167,780</b> | <b>171,227</b> | <b>172,270</b> | <b>200,550</b> |

## Tax Base

MSDC advised that the Taxbase calculator and Indicative Tax Base information as issued via email on 17<sup>th</sup> November 2022 may be subject to change and as such this has been used to assist in the likely calculation of the Precept to be set as per the detailed workings in Paper 7.

| Tax Base for 2023/2024 | Tax Base for 2022/2023 | % Change | Status     |
|------------------------|------------------------|----------|------------|
| £1645.31               | £1380.20               | 19.2%    | INDICATIVE |

If the above budget is approved by full Council, the Precept set for 2023/2024 could mean a charge of £92.94 on a BAND D property. This represents an increase of **£2.04 per annum** or **2.23%** on a BAND D property.

## Analysis of Tax Base for Thurston since 2014-2015

| Year    | Tax base | Band D | Movement in £ | Movement in % | Precept in £ | LCTS Grant |
|---------|----------|--------|---------------|---------------|--------------|------------|
| 2014-15 | 1174.31  | 49.74  | 1.21          | 2.5           | 58,413       | 1,961      |
| 2015-16 | 1184.29  | 50.98  | 1.24          | 2.5           | 60,379       | 1,307      |
| 2016-17 | 1197.97  | 67.27  | 16.28         | 31.93         | 80,582       | 654        |
| 2017-18 | 1203.56  | 75.57  | 8.30          | 12.35         | 90,959       | Phased out |
| 2018-19 | 1206.53  | 77.96  | 2.39          | 3.17          | 94,067       | 0          |
| 2019-20 | 1219.82  | 79.43  | 1.46          | 1.88          | 96,889       | 0          |
| 2020-21 | 1228.87  | 85.58  | 6.15          | 7.74          | 105,162      | 0          |
| 2021-22 | 1220.96  | 86.71  | 1.15          | 1.32          | 105,864      | 908        |
| 2022-23 | 1380.20  | 90.91  | 4.20          | 4.84          | 125,480      | 0          |
| 2023-24 | 1645.31  | 92.94  | 2.04          | 2.23          | 152,920      | 0          |

## Reserves – Earmarked, Restricted and General

Council should be mindful of guidance given within the Practitioners’ Guide to Proper Practices to be applied in the preparation of Statutory Annual Accounts and Governance Statements (March 2021) which states that “The authority (parish council) needs to have regard to the need to put in place a General Reserve Policy and have reviewed the level and purpose of all Earmarked Reserves.”

As with any financial entity, it is essential that an authority has sufficient Reserves (General and Earmarked) to finance both its day-to-day operations and future plans. It is important, however, given that its funds are generated from taxation/public levies, that such reserves are not excessive.

## Earmarked Reserves

Earmarked and Other Reserves — none of the above in any way affects the level of Earmarked and/or Capital Receipts Reserves (EMR/CRRs) that a authority may or should hold. There is, in practice, no upper or lower limit to EMR/CRRs save only that they must be held for genuine and intended purposes, and their level should be subject to regular review and justification (at least annually) and should be separately identified and enumerated. Significant levels of EMRs in particular may give rise to enquiries from Internal and/or External Auditors.

## Restricted Reserves

Neighbourhood CIL is passed to parish or town councils by MSDC where development is taking place. The amount will be 15% or 25% depending on whether the community has an adopted Neighbourhood Development Plan (NDP). Thurston has an adopted NDP as of October 2019.

The CIL Regulations 2010 as amended state that the parish council must spend the CIL income they received from the District on either:

- The provision, improvement, replacement, operation or maintenance of infrastructure;
- or
- Anything else that is concerned with addressing the demands that development places on an area.

Providing CIL is spent in accordance with the above, CIL monies may be used to provide seed or match funding with other income streams and / or may be spent collaboratively with other parish councils, community interest companies or other providers to make the most efficient use of funding to benefit the community.

Thurston Parish Council has a five-year period in which to spend CIL monies from the date received, thus funds may be accumulated to provide for major projects.

### General Reserves

The generally accepted recommendation with regard to the appropriate minimum level of a general reserve is that this should be maintained at between (3) and twelve (12) months of net revenue expenditure. This (subject to any planned surplus or deficit) is effectively the precept less any loan amounts included in the precept for capital projects and transfers to earmarked reserves.

*The reason for the variation is to cater for the large variation in sizes of individual authorities. In practice any authority with a net revenue expenditure in excess of £200,000 should plan on three (3) months equivalent General Reserve.*

Council is therefore encouraged to adopt as a General Reserve, the level that is appropriate to its size and situation and plan its Budget so as to ensure that the adopted level is maintained.

| Current General Reserve | Level under 3-month equivalents to be held for contractual duties | Variance |     |
|-------------------------|---|----------|-----|
|                         |   | £        | %   |
| £9,921                  | £24,500   | £14,579  | 59% |

**The General Reserve Fund will be determined at 31<sup>st</sup> March 2023 (the end of the financial year) and Council is encouraged to ensure that it meets the three-month rule as outlined above.**

### Current Earmarked Reserves stand at:

| Earmarked Reserves (Designated Reserves) |                             |          |                         |                               |
|--|-----------------------------|----------|-------------------------|-------------------------------|
|  | Opening Balance<br>01.04.22 | Movement | Reasoning               | Closing Balance<br>30.11.2022 |
| Asset Replacement Fund                   | 5,000                       |          |                         | 5,000                         |
| Staff Reserve                            | 4,290                       |          |                         | 4,290                         |
| Parish Poll / Election                   | 3,645                       |          |                         | 3,645                         |
| Village Maintenance                      | 0                           | +10,000  | Reallocation            | 10,000                        |
| Newsletter Funds                         | 3,797                       | -1,779   | Increase in circulation | 1,658                         |
| Legal Expenses                           | 0                           | +10,000  | Reallocation            | 10,000                        |
| CIL Restricted Funds                     | 354,188                     | -90,841  | Income/expenditure      | 263,347                       |
| <b>TOTALS</b>                            | <b>370,920</b>              |          |                         | <b>297,940</b>                |