

Medium Term Financial Strategy 2026/27 to 2029/30

Contents

- [Introduction](#)
- [National and external factors](#)
- [Key financial assumptions and risks](#)
- [The financial challenge](#)
- [Conclusion](#)

Introduction

1.1 Aims and purpose of the Medium Term Financial Strategy

The purpose of the Medium Term Financial Strategy (MTFS) is to provide the strategic framework and a forward-looking approach to achieve long term sustainability. It is central to the delivery of priority outcomes in the Council Plan in an affordable and sustainable way over a four year period. It aids robust and methodical planning as it forecasts the council's financial position, taking into account known pressures, major issues affecting the council's finances, including international, national, sub-regional and the borough's economic influences as well as local priorities and factors.

It helps the council to respond, in a considered manner, to pressures and changes as a result of many internal and external influences. The MTFS recognises the key role that financial resources play in the future delivery of outcomes and in enabling the effective planning, management and delivery of services that contribute to the priorities in the Council Plan. The strategy concentrates on the principles that will provide a strong direction for the medium term.

An overarching MTFS is not only good practice but is required to provide the strategic financial framework for the authority at a time of considerable pressure and change, be this delivering key priorities and ongoing efficiency gains, closer budget scrutiny, the management of financial pressures or political change.

The key overriding aim of the MTFS is:

to provide a financial framework within which financial stability can be achieved and sustained in the medium term to deliver the council's key strategic outcomes, priorities and sustainable services.

The key objectives of the MTFS are:

to provide financial parameters within which budget and service planning should take place

to ensure the council sets a balanced budget

to focus and re-focus the allocation of resources so that, over time, priority areas receive additional resources

ensuring services are defined on the basis of a clear alignment between priority and affordability

to ensure the council manages and monitors its financial resources effectively so that spending commitments do not exceed resources available in each service area

The key objectives of the MTFS are:

to plan the level of fees, charges and taxation in line with levels that the council regard as being necessary, acceptable and affordable to meet the council's aims, objectives, policies and priorities whilst meeting the need to reduce the council's reliance on central government funding and

to ensure that the council's long term financial health and viability remain sound.

The MTFS sets out the council's strategic approach for using and managing its financial resources and provides a robust framework within which decisions can be made. It also supports all other council strategies, such as the Capital Strategy, the Strategic Asset Management Plan, the Property Investment Strategy and the Treasury Management Strategy. In particular, it acts as the framework linking the council's more detailed service plans, asset management plans and capital plans for the longer term to help ensure that the council's plans are financially achievable.

One of the main objectives of the MTFS is to plan for the delivery of services within an uncertain external environment and to ensure the achievement of value for money. The MTFS needs to set out a stable and sustainable financial plan over the medium term to allow the council to shape the way the borough responds to economic challenges whilst continuing to provide high-quality services.

By agreeing a four-year MTFS the council is identifying the financial pressures and opportunities that lie ahead at an early stage and is able to make better decisions as there is time to fully consider different options, engage with stakeholders, carry out risk assessments and develop contingency plans to manage future uncertainties.

1.2 Key strategies and plans

The Council Plan

The Council Plan for 2023 to 2027 is a high level, medium-term document that sits alongside the Medium Term Financial Strategy and these two documents set out the council's vision for future years, including how it will deliver key priorities. It links with other key strategies and plans by identifying the priorities that will guide service planning and contribute to the delivery of the objectives for the borough.

The Council Plan priorities for 2023 to 2027 are:



Financial strategies

> [Capital Programme Strategy_\(#\)](#)

The capital programme sets out the capital plans for the next four years, taking account of any capital investment required to deliver outcomes, transformational change and executive priorities. The capital programme covers the same timeframe as the MTFS to ensure all plans are coordinated and the focus is on the medium term. The programme is reviewed annually to ensure projects are still in line with outcomes, and that the programme is affordable.

The Capital Programme Strategy details the priorities of the council in terms of capital expenditure and provides a framework for the council's capital plans to be agreed and delivered within.

The Capital Programme Strategy and supporting capital programme are approved each year in February by Council.

➤ [Treasury Management Strategy \(#\)](#)

The Treasury Management Strategy is reviewed annually and provides the framework within which authority is delegated to the Chief Finance Officer (Section 151 Officer) to make decisions on the management of the council's investment of surplus funds.

The council can borrow on a long-term basis to finance capital expenditure and on a short-term basis to manage cash flow fluctuations. The council is also able to invest surplus funds.

The core elements of the 2026/27 Treasury Management Strategy are to maintain a balanced and diversified portfolio which has the flexibility to respond to changes in the interest rate environment, investing surplus funds prudently, with the council's priority being:

- security of invested capital
- liquidity of invested capital
- achieve an optimum yield which is commensurate with security and liquidity
- to record borrowing limits that provide for financing opportunities; and
- to minimise the cost of any temporary borrowing (which may be required for day to day cash flow reasons).

The council's objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income.

Where balances are expected to be invested for more than one year, the council will aim to achieve a total return that is equal to or higher than the prevailing rate of inflation, to maintain the spending power of the sum invested. However it should be noted that a lower rate is an acceptable offset for higher credit quality and less risk, for example treasury bills or covered bonds.

For internally managed direct investments the council has a minimum credit rating of A- or equivalent. Most of the council's investments are highly diversified through the use of externally-managed collective investment funds. The majority of cash used for cash flow purposes is invested in money market funds.

Investment limits are set as part of the strategy to help mitigate and spread risk across a number of financial institutions. The Chief Finance Officer has the delegated authority to review these each year and they will be periodically updated in line with advice received from the council's treasury management advisors, MUFG Pension & Market Services.

The investment rates assumed in the MTFs are included in the section on key assumptions.

The council is also able to make non-treasury investments such as service investments (loans / shares) and commercial property investments. Further details of non-treasury investments can be found in the Investment Strategy (Non-Treasury) 2026/27.

The council's cash resources are forecast to fall from **£107.8M** to **£34.1M** by 2029/30 as capital receipts, contributions and reserves are used to finance the capital programme and revenue reserves are used to support the revenue budget.

The council currently has no plans or intentions to carry out any long-term external borrowing during 2026/27 because it has sufficient cash resources and can effectively "internally borrow" in the short term if required.

➤ [Strategic Asset Management Plan \(#\)](#)

The Strategic Asset Management Plan for 2026/27 to 2028/29, builds on the work of the previous plan, continuing the active asset management of the portfolio.

The Property Investment Strategy, forms part of the Strategic Asset Management Plan 2026/27 to 2028/29. Whilst the overall aim of this strategy is to maintain the current overall level of property investment, the council, assisted by its

property advisors (JLL), has identified a number of opportunities to generate improved long-term sustainable revenue by both working its existing capital asset base (for example through disposals or re-gearing of leases) or by making new property investments from the capital sums generated by the former activity.

The core aims and objectives of this strategy will be to achieve one or more of the following objectives:

- Generate improved sustainable revenue streams
- Diversify the existing asset base to reduce volatility and position for growth
- Modernise the estate and improve lot size
- Enhance the overall sustainability credentials of the portfolio towards net zero carbon
- Stimulate economic regeneration within the Basingstoke area

Internal context

The council is pressing ahead with its ambitious projects, working alongside partners to attract additional investment for Basingstoke and Deane. As well as providing additional income for the council to help fund services, our strategic projects are helping to shape the future of the borough to ensure it remains a great place to live and work.

Manydown Garden Communities LLP has been established to deliver a new garden community at Manydown with up to 3,520 homes, enabling infrastructure and a range of other community facilities. This reached a significant milestone in October 2024 with the purchase of the freehold of the northern part of the site. Following the purchase of the land, our development partner Urban&Civic, has been progressing with enabling works to get the site ready for development including construction access routes, preparation for the first access roads and installation of utilities, before new homes can be built.

Planning for the future, the council is working closely with partners to ensure the appropriate infrastructure is in place while ensuring this helps us to achieve our challenging targets of becoming a zero-carbon borough by 2045.

As an organisation, we are driving forward an ambitious transformation programme to speed up processes and improve customer access through better use of technology, giving customers more choice over how they communicate with and access council services. As part of this, we have created a more flexible working environment for our staff and making better use of technology to ensure we are working as efficiently as possible.

This council has a long track record of good financial planning and management. As a result of past decisions and innovations, the council is underpinned by excellent financial foundations and has a strong balance sheet with diversified investments and no borrowing. This financial position supports the delivery of high quality services with a very low level of council tax.

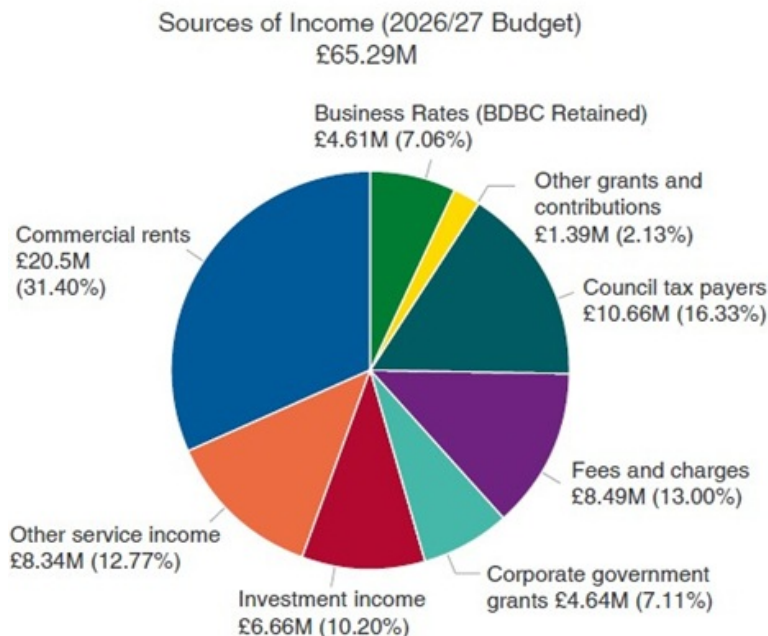
Since 2009 savings of £17.75M (28% of the gross underlying expenditure budget) have been achieved, within an extended period of national public expenditure reduction and historically low interest rates. These have been delivered with minimal impact on delivery of services.

In addition to making savings the council has also successfully implemented a Property Investment Strategy that has invested in modernising the council's property portfolio to generate additional rental income, supporting the delivery of our services.

This has improved the resilience of the council by diversifying funding sources and reducing reliance on government grants over which the council has little control or influence. As shown in chart 1 below, the council has a wide range of income sources including commercial rent, investments, fees and charges, business rates and council tax.

1.3 National and external factors

Chart 1 - Income sources



The MTF5 is set within the context of national economic and public expenditure plans and takes into account the national legislation setting out the council’s ability to borrow and to raise income from council tax and other sources.

Local Government Finance Settlement 2026/27

The 2026/27 Provisional Local Government Financial Settlement (PLGFS) was announced on 17 December 2025 and the implications of these announcements are detailed below and have been included within the updated MTF5 and budget position. A consultation on the 2026/27 PLGFS closed on 14 January 2026 and the outcome was used to inform the Final Local Government Financial Settlement (FLGFS).

The 2026/27 local government finance settlement is a multi-year settlement, covering the period to 2028/29, although the funding for 2027/28 and 2028/29 are only illustrative and are subject to change. While the provision of illustrative funding for future years is welcome and helps with the development of the MTF5, there is still uncertainty about the settlements in future years.

The Final Local Government Settlement in February 2026 confirmed the proposals in the PLGFS, with the addition of £0.10M of additional housing related grants in 2026/27.

The changes relevant to this council are as follows:

Fair Funding Assessment	The Ministry of Housing, Communities and Local Government (MHCLG) has published the provisional outcome of the Fair Funding Review which sets the underlying figures for the Fair Funding Assessment (FFA) (i.e. the redistributed 2025/26 totals). This has been split to the Baseline Funding Level (BFL) and Revenue Support Grant (RSG), with some additional funding beyond the redistribution of 2025/26 being added to local authority figures through BFL indexing and RSG increases.
Business rates reset, revaluation and multiplier reform	the split of FFA to BFL and RSG, and the new top-up and tariff amounts, reflects MHCLG’s latest analysis on the impact of the business rates revaluation, business rates reset and introduction of new business rates multipliers. The impact of these reforms does not change the outcome of how the Fair Funding Review redistributes 2025/26 funding, but with BFLs growing faster than RSG at a national level, a higher BFL share should potentially deliver more funding to councils, recognising the risk of not collecting the business rates baseline ‘target’.
Council Tax	As previously announced, the council tax referendum limit in 2026/27 will continue to be the higher of 2.99% or £5 for shire district councils. The calculation of core spending power has consolidated a number of grants that were previously paid.

The changes relevant to this council are as follows:

Homelessness, Rough Sleeping and Domestic Abuse grant	This grant is not new funding but will become part of core spending power. It brings together existing grants: Domestic Abuse Safe Accommodation new burdens (£160 million in 2025/26, already in spending power), part of Homelessness Prevention Grant (£321 million in 2025/26), Rough Sleeping Prevention and Recovery Grant (£254.4 million in 2025/26) and Rough Sleeping Accommodation Programme (£37.3 million in 2025/26). It will have its own bespoke distribution for each element and be ring-fenced. The overall total will grow by £110 million by 2028/29 and local authorities will be guaranteed a minimum cash flat amount.
--	--

MTFS funding assumptions

The MTFS reflects the allocations included within the Local Government Financial Settlement for 2026/27, 2027/28 and 2028/29, with the allocations in 2029/30 being a 2% uplift on the 2028/29 award.

The financial settlement sets a core spending power (CSP) total which has been updated to reflect the changes in calculation as part of the multi-year settlement. The CSP in 2026/27 has increased to £20.96M, compared with a revised figure of £19.54M in 2025/26. The CSP assumes that the maximum increase in council tax is applied in each of the next three financial years. The Fair Funding Allocation includes funding that was previously paid as separate grants, including New Homes Bonus, compensation for loss of business rates income and compensation for changes to employer national insurance. A number of grants relating to the council's statutory responsibilities in relation to homelessness, rough sleeping and domestic abuse are now included in the calculation of CSP.

	2025/26	2026/27	2027/28	2028/29
Core spending power	19.54	20.96	22.05	23.12
Made up of:				
Council Tax requirement	10.25	10.74	11.23	11.73
Fair Funding Allocation	8.26	8.93	9.52	10.08
Homelessness, Rough Sleeping and Domestic Abuse	1.03	1.29	1.30	1.31

Council tax referendum limits

The FLGFS confirmed that the council tax referendum limit would continue to be 2.99%. As in recent years the FLGFS has confirmed the flexibility for districts to increase council tax by up to £5 and this has been included in the MTFS for each year.

The council tax base was set by the S151 Officer on 5 January 2026 and is reflected in this MTFS.

Extended Producer Responsibility

In November 2024 the Department of Environmental, Food and Rural Affairs (Defra) shared provisional estimates of local authority income from the extended producer responsibility for packaging (pEPR) scheme. This income is derived from a levy charged on producers of packaging waste.

The indicative allocation for 2026/27 is £2.3M, although this amount is not guaranteed. The scheme is designed to encourage packing producers to redesign and reduce packaging, which is expected to reduce the amount of packaging waste and the levy collected. The MTFS has assumed a year-on-year reduction of income from the scheme, reducing to £1.5M by 2029/30 to reflect the expected decrease in the levy collected and passed onto local authorities. This will be kept under review as the operation of the scheme becomes established.

Interest rates

The Bank of England reduced their base rate to 3.75% at their December 2025 meeting. It is forecast that base interest rates are likely to remain at this rate in the early part of 2026, with a 0.25% cut in mid-2026 and a further 0.25% cut in late-

2026 to 3.25%, with the rate expected to then remain at that level for over the MTFS period.

1.4 Key assumptions

Local authority budgeting is by its very nature difficult to forecast with absolute certainty since there are so many variables that need to be assessed.

Table 1 summarises the key assumptions contained within the Medium Term Financial Strategy. These assumptions will be the standard assumptions used to drive all financial planning within the MTFS.

Table 1 – Key MTFS assumptions

Key Area	Central case 2026/27 to 2029/30
Pay	3.2% pa in 2026/27 and 2% pa from 2027/28
Inflation	0% pa except: 3% pa contracted services (any need that cannot be managed within budgets to be met from the MTFS Risk Reserve in the short term)
Fees and charges	Average increase of 3% pa except fees that are set by statute.
Interest rates	Base rate remains at 3.75% until mid-2026, with two 0.25% cuts expected in summer and autumn 2026, bringing the rate to 3.25%. It will then remain at this rate over the MTFS period.
Business rates income	Retained rates after allowing for inflation of 2.00% pa.
Council Tax increase	Higher of £5.00 or 2.99% increase each year.
Tax base (band D equivalent properties)	Increase of 407 band D properties in 2026/27 and c. 950 onwards from 2027/28 after adjustments for Council Tax Support and doubtful debts.
Core government funding	Core funding expected to align with amounts notified in the December 2025 settlement for 2026/27, 2027/28 and 2028/29, with funding in 2029/30 assumed to increase by 2%.
Contributions from revenue to fund future capital expenditure	£4.00M per year in all years of the MTFS.

Business Rate Retention Scheme

The Business Rate Retention (BRR) Scheme was introduced in April 2013 and represented a major change in the way in which local government is funded. It is seen by the government as providing a direct link between business rates growth and the amount of money local authorities have available to spend on local services.

Councils are able to retain a proportion of their growth in business rates and will also be taking the risk of reductions in business rates, although there are 'safety net' arrangements in place to protect against very large reductions. A "reset" of the system will take place in 2026/27, with transitional protections in place to protect income. It is not anticipated to have a significant impact on the MTFS in future years, this will be revised in future MTFS updates.

Council tax

As set out in Table 1, the assumption is that council tax will be increased at the current referendum limit of £5 in each year of the MTFS to 2029/30.

The tax base that has been assumed for each financial year is detailed in Table 1. This reflects the required adjustments as a result of the localisation of council tax benefits and changes to associated funding which was implemented from 2013/14. It also incorporates growth in the tax base arising from new developments.

The Local Council Tax Scheme (LCTS) was introduced in 2013/14 which, as a result of the localisation of council tax benefits, allows the council to set its own criteria for offering reduced council tax for those eligible.

Pay inflation

Assumptions have been made in the forecast about the likely level of pay inflation that will apply from April 2026. As a large proportion of the council's expenditure is pay related, this can have a significant impact if actual rates are much higher than predicated.

The assumptions assumed in the prior year MTFs has been updated for to assume a 3.2% in 2026/27, this is due to higher inflation in 2025/26, returning to the previously assumed 2% increase from 2027/28 onwards.

General inflation

Assumptions have been made in the forecast about the likely level of general inflation that will apply from April 2026, which have been trending downwards in recent months. If inflation were to increase at a higher rate than anticipated then this would have an impact on the council, not least because the council's major contracts are uplifted by indexation linked to inflation on an annual basis.

The risk has been mitigated by the inclusion of amounts in risk reserves to cover key elements of inflation, for example in relation to fuel and energy costs, which can be volatile. Beyond this provision, it is likely that this would be managed as an 'in year' issue and that services would be expected to absorb the difference.

1.5 Key risks

There is a significant degree of uncertainty, arising from both internal and external factors, which could have a significant impact on the key assumptions made within the MTFs. The macro financial systems within which the council operates are complex and highly sensitive to a range of variables and it is therefore important that risks, that could have a material effect on the financial position of the council, are identified and understood in terms of the potential impact (positive or negative) and the likelihood of occurrence. This foregoing recognises the importance of having adequate mechanisms in place to identify and manage risks in order to support the achievement of financial stability.

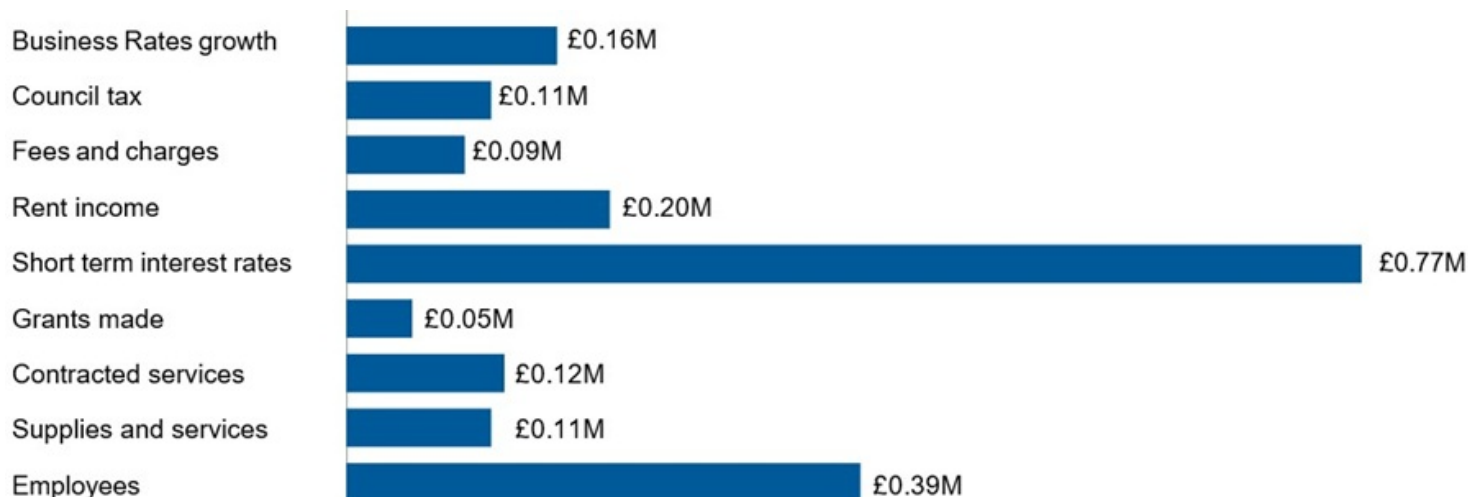
The key financial risks to the council's financial position over the short to medium term are reflected in the assessment of the adequacy of estimates and reserves. Factors that can have a material effect on the financial position of the council include:

- changes in function
- changes in how services are funded
- changes in the economy
- changes in councillors' priorities
- unmanaged service pressures and increases in demand
- council tax policy
- changes in legislation and government policy
- devolution agenda
- level of future pay awards and general inflation assumptions
- adequacy of contingencies in any one period
- business rate volatility, more frequent business rates revaluations
- and business rates retention
- treasury management and interest rate changes
- projected income levels from fees and charges
- non achievement of savings
- level of provision for insurances

- new burdens
- welfare reforms
- provider failure, and
- demographic changes

It is important to note that the revised forecast represents the most realistic forecast position moving forward. However, there are a number of risks associated with these revised forecasts, the main risks being as follows:

Chart 2 - Annual impact of 1% change in key sensitivities



Key risks explained:

1. Financial risk	The majority of the future years' financial strategy and model is based on a series of assumptions, the further into the future there is a higher risk that these assumptions are more volatile than usual in the current economic climate especially with the impact of the pandemic. The MTFS is reviewed annually and will need to remain flexible to respond to changing circumstances. A relatively small change in key underlying assumptions can produce a significant change in the forecast. The key sensitivities are employee costs, business rates income, rent income and investment income. These are outlined in chart 2.
2. Political risk	The ongoing uncertainty about the way in which local government funding will be determined and distributed remains a risk.
3. Treasury risk	The MTFS is based on a challenging global financial position. If the assumptions change it may have a major impact on the financial position of the council particularly around commercial rents, business rate income and interest payments. The Treasury Management Strategy sets the parameters in which borrowing can be undertaken and along with longer term forecasts for low interest rates. The council holds risk reserves for rents, business rates and interest to meet one-off shortfalls in income as the council's funding position becomes more reliant on these sources of funding.
4. Hampshire County Council (HCC) transformation savings	HCC has identified a budget gap of £102M in 2026/27, rising to £180M in 2027/28 due to rising costs and demand pressures, particularly around social care for vulnerable children and adults. As a key major service provider to the residents of this district, reductions in services provided by HCC can increase demands on the services provided by this council with potential financial impacts for our MTFS.

Key risks explained:

5. Local Government Reorganisation

In September 2025 the council submitted its proposal for reorganisation across Hampshire, this proposal comprised of replacing the existing councils with four unitary authorities in mainland Hampshire, with alternative proposals submitted by other councils in the area.

Under the proposal submitted the current Basingstoke and Deane Borough Council would be replaced by a North Hampshire Unitary, covering the existing boundaries of Hart DC, Rushmoor BC and Basingstoke and Deane BC.

A decision on which proposal will be progressed will be determined by government in spring 2026. It is expected that the new councils will be in place from April 2028, with elections to the new authority taking place in May 2027. The MTFs presented does not reflect the potential local government reorganisation, the forecasts for 2028/29 and 2029/30 should only be considered indicative budget positions as the budgets would be for a successor council to determine.

The financial challenge

2.1 Forecast financial position 2026/27 to 2029/30

The council's current forecast financial position is detailed below and includes the implications of the LGFS 2026/27, implementation of the transformation agenda and will be reviewed each year of budget setting to reflect any new pressures and any revision to the Council Plan.

Where possible factors described in the preceding sections have been built into the financial modelling to ascertain the forecast financial position.

Table 2 shows the summary position, with the detail being included in the following paragraphs and Annex 1. The updated MTFs shows a balanced budget in 2026/27, 2027/28 and 2028/29 and the council is required to make indicative savings of £1.93M in 2029/30.

Table 2 – Summary of Future Savings Required (Budget Gap)

	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M
Budget gap - Approved February 2025	0.00	0.00	2.90	3.99
Central items	(1.71)	(1.26)	(1.65)	(0.84)
Pressures - service investments	0.69	0.59	0.44	0.44
Pressures - unavoidable	0.62	0.55	0.63	0.65
Saving	(0.37)	(0.38)	(0.38)	(0.38)
Invest to save and transformation	0.00	(0.10)	(0.10)	(0.10)
Additional income	(0.09)	(0.10)	(0.07)	(0.09)
Impact of capital proposals	0.10	0.09	0.09	0.09
Transfer to/(from) MTFs risk	0.76	0.61	(1.37)	0.00
Revised budget gap – November 2025	0.00	0.00	0.49	3.76
MTFS update changes - February 2026				
Decrease in council tax base	0.08	0.08	0.10	0.09

	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M
Extend Producers Responsibility income	(0.30)	(0.30)	(0.30)	(0.40)
Net increase in grant income	(0.38)	(0.72)	(1.32)	(1.44)
Business Rate Reset	0.23	0.23	0.23	0.23
Adjustments to assumed treasury management income	(0.25)	(0.01)	0.07	(0.18)
Adjustments assumed rent income	(0.18)	(0.12)	(0.13)	(0.12)
Adjustment to saving proposals	0.24	0.22	0.24	0.20
Additional Insurance Costs	0.15	0.15	0.15	0.15
Net adjustments to employee budgets	0.06	0.29	0.23	0.23
Council Budget Amendments	0.33	0.04	0.04	0.04
To/(From) MTFs Risk Reserve	0.22	0.14	0.20	(0.63)
To/(From) Business Rates Risk Reserves	(0.20)	0.00	0.00	0.00
Budget Gap - February 2026	0.00	0.00	0.00	1.93

Additional cost pressures

Table 3 summarises the updated pressures that have been included in the medium term financial forecast. These are pressures that have been identified via the individual service areas through regular financial monitoring and budget setting.

Table 3 – Summary of pressures

Service Area	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M
Central Services and Climate Change	0.00	0.00	0.00	0.00
Customers, Digital and Improvement	0.23	0.26	0.27	0.29
Regeneration	0.00	0.00	0.00	0.00
Resident Services	1.21	0.92	0.84	0.84
Total	1.44	1.18	1.11	1.13

Savings and additional income

Tables 4 and 5 summarise the updated savings and additional income identified as part of annual review of budgets.

Table 4 - Summary of saving and invest to save proposals

Service Area	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M
Central Services and Climate Change	(0.16)	(0.16)	(0.16)	(0.16)
Customers, Digital and Improvement	0.00	(0.10)	(0.10)	(0.10)

Service Area	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M
Regeneration	(0.06)	(0.07)	(0.07)	(0.07)
Resident Services	(0.15)	(0.15)	(0.15)	(0.15)
Total savings 2026/27 and future years	(0.37)	(0.48)	(0.48)	(0.48)

Table 5 – Summary of additional income proposals

Service Area	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M
Central Services and Climate Change	(0.03)	(0.03)	0.00	0.00
Customers, Digital and Improvement	0.00	0.00	0.00	0.00
Regeneration	(0.02)	(0.02)	(0.02)	(0.02)
Resident Services	(0.04)	(0.05)	(0.05)	(0.07)
Total overall savings 2026/27 and future years	(0.09)	(0.10)	(0.07)	(0.09)

Overall position

Table 6 – Summary of overall pressures, savings and additional income

Service Area	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M
Central Services and Climate Change	(0.19)	(0.19)	(0.16)	(0.16)
Customers, Digital and Improvement	0.23	0.16	0.17	0.19
Regeneration	(0.08)	(0.09)	(0.09)	(0.09)
Resident Services	1.02	0.72	0.64	0.62
Total	0.98	0.60	0.56	0.56

2.2 Collection Fund

The assumptions made around council tax and NDR are reflected initially in the Collection Fund Account, which is a statutory account that records the collection and distribution of taxation.

The forecast position for the council's share of the Collection Fund, utilising the Key Assumptions is shown in Table 7 below.

Table 7 – council tax and business rates retained income

	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M
Council tax	10.71	11.22	11.75	12.31
Business rates	4.61	4.71	4.81	4.90

2026/27
£M

2027/28
£M

2028/29
£M

2029/30
£M

Total From Collection Funds 15.32

15.93

16.56

17.21

2.3 Capital

Planned capital expenditure and the associated financing is detailed within the Capital Programme Update and Capital Programme Strategy which is to be approved by Council in February 2026. The proposed programme for 2026/27 to 2029/30 totals £129.276M and is detailed in Annex 2, which also shows how the programme is financed.

The main service based capital projects are; home improvement financial assistance (disabled facilities grants) of £9.62M; rolling IT and operational vehicle replacement programme £5.94M; Council owned asset management plan works of £11.62M; replacement waste vehicles to meet legislative changes £6.78M; improvements to sport and recreation schemes £2.93M; redevelopment of the Leisure Park, £59.68M; play area and open space enhancements of £2.47M; community facilities of £4.66M; Community Infrastructure Fund schemes of £1.82M; and parking and access schemes of £1.41M.

Plans for the funding of the capital programme are also set out in the in the Capital Programme Update and Strategy. In summary the main sources of funding are capital receipts generated by the council, external capital grants and contributions direct revenue financing and internal borrowing. There is no external debt financing. All the revenue implications of the capital projects are built into the General Fund Estimates.

2.4 General fund balance

In accordance with the best practice guidance issued by CIPFA, the minimum level of general fund balances is reviewed and risk assessed on an annual basis.

The General Fund Balance is forecast to be £1.50M at the end of 2025/26.

The required level of balance is determined by assessing the level of risk the council faces taking into account consideration both risk and affordability. This is currently assessed by the Chief Finance Officer (S151 Officer) at £1.50M. This equates to around 3.25% of the Net Direct Cost of Services and is broadly comparable to other borough councils.

The General Fund Balance should only be used to fund one-off revenue expenditure and is held to meet unforeseen expenditure. Use of the general fund balance should be prudent and is subject to the agreement of the S151 Officer.

2.5 Earmarked reserves

As well as maintaining a risk based General Fund balance the council can also set aside Earmarked Reserves for specific items.

Reserve balances are derived by taking a risk-based approach to assessing the council's key financial risks including reviewing key areas and assumptions within the estimates, realism of income targets, interest rate exposure, third party provider risks, and any other potential issues which may need to be taken into consideration.

The financial risks facing the council in the medium term are assessed within the MTFS. This includes assessing the risk of continuing reductions in central government funding; budget shortfalls that the council faces and overall local and national economic factors which can affect the financial stability of the council.

In light of the level of risk and uncertainty identified within the MTFS, a full review of useable reserves and provisions has been undertaken. Each year as part of closing the accounts a view is taken on maintaining and strengthening, where necessary, those reserves specifically earmarked to support the highest areas of risk resulting in the rationalisation of reserves and provisions where possible and in some cases additional funding being set aside, funding being set aside.

The most significant reserves are listed below with the expected value of the reserve at the end of the MTFS period:

Rent Risk Reserve (£2.00M)	covers the risk of not achieving the required amount of rent income supporting the revenue budget.
--------------------------------------	--

The most significant reserves are listed below with the expected value of the reserve at the end of the MTFS period:

Business Rates Risk Reserve (£3.10M)	covers the increased risk and volatility from the impact of the localisation of business rates and council tax benefits.
Interest Risk Reserve (£1.00M)	covers the risk of not achieving the required amount of interest income supporting the revenue budget.
Medium Term Financial Strategy (MTFS) Risk Reserve (£6.35M)	covers the increased volatility and financial risk from legislative and statutory changes, for example Local Government Reorganisation, economic pressures and delays or failing to achieve future years savings or income targets.
Insurance Reserve (£0.25M)	provides funds to cover the risk of future payments to Municipal Mutual Insurance Company resulting from future claims and any uninsured losses.

General Fund Reserves	Forecast balance 31 March 2026 £M	Forecast balance 31 March 2027 £M	Forecast balance 31 March 2030 £M
Reserves for Future Capital Expenditure	5.53	4.82	4.05
Reserves for Future Revenue Expenditure	16.75	18.74	0.00
Total earmarked reserves	22.28	23.56	4.05
Rent Risk Reserve	2.00	2.00	2.00
Business Rate Risk Reserve	2.52	3.61	3.10
Interest Rate Risk Reserve	1.00	1.00	1.00
MTFS Risk Reserve	14.22	11.62	6.35
Insurance Reserve	0.25	0.25	0.25
Total risk reserves	19.99	18.48	12.70
Reserves Invested to Earn Interest	6.47	6.08	5.03
General Fund Balance (Unearmarked)	1.50	1.50	1.50
Total risk reserves	50.24	49.62	23.28

The table above provides a forecast of useable reserves balances at the end of the current financial year and the next. The overall level of earmarked revenue reserves that will be held at the end of the MTFS period is forecast to be £21.78M, along with a £1.5M General Fund Balance.

2.6 CIPFA Resilience Index

In light of local authorities facing increasing financial pressures as demand for services increase alongside increased cost for services and cuts in funding the Chartered Institute of Public Finance and Accountancy (CIPFA) has introduced an authoritative measure of local authority financial resilience through the creation of a new index to aid a clearer understanding of areas of financial risk.

The index uses a range of indicators associated with financial risk including the rate of depletion of resources, level of resources generally, demographic and social services pressures and level of borrowing.

The index is used as an indicator for whether an appropriate and robust independent challenge and support could be given to some councils on financial strategy and trajectories which is intended to provide challenge where needed so that appropriate action can be taken at a local level.

The index forms part of a broader strategy that CIPFA has for ensuring that S151 Officers have the support needed to achieve a balanced budget linked a concern that financial management capabilities and sharing good practice have at times been hollowed out by the repeated need to cut budgets.

The index was first published in December 2019, with the latest update provided in December 2025 with no material changes for the council.

2.7 Addressing the budget gap

The council has an indicative budget gap of £1.93M in the final year of the MTFS in 2029/30. The approach to addressing this gap can be seen within a number of work programmes:

- growth and development opportunities within the borough
- commercialisation - understanding what this means for the council and what opportunities are there for income generation
- review of all services - are there efficiencies that can be achieved with possible links major transformation projects such as Digital
- improved asset management
- review of central activities such as treasury management
- reviewing our policies around things such as council tax and
- use of reserves, and
- understanding our capital spend needs and how best to meet the cost of these.

2.8 Managing budgets and forecasts

In setting the annual budget and the MTFS the council will ensure potential risks are assessed and managed so that their impact is minimised or accounted for either via contingencies, balances or earmarked reserves as is necessary.

In year, the council will monitor its revenue and capital budgets on a monthly basis and report to Cabinet on a quarterly basis.

Accountability and responsibility

Whilst the responsibility lies with the Chief Finance Officer for reporting to Cabinet the financial position, the responsibility and accountability for the financial position of each service lies with the budget holder.

All budget holders are responsible for ensuring external income is maximised for their service and for seeking out new opportunities to generate income. If the budget holder cannot resolve issues within their own service area budgets these should be dealt with by Directors.

Where pressures are identified action plans are required to be agreed and implemented in year which look to address in year pressures and identify ongoing pressures that may need to be addressed as part of setting the budgets over the medium term.

2.9 Governance framework for updating and monitoring the medium term financial forecast model

The Medium Term Financial model is a dynamic model and as such will be changing constantly. It is anticipated that this model will be updated on a quarterly basis via the quarterly financial monitoring reports. A major review will be undertaken each year following the announcement of the council's settlement funding, when a review of the financial model and assumptions will need to be undertaken.

Conclusion

This MTFS provides a robust framework for setting the budget for 2026/27 and ensuring the council remains in a sustainable financial position over the medium term, recognising that the final years of the MTFS may be post local government reorganisation, and therefore subject to significant change.

Medium Term Financial Forecast summary position	Original budget 2025/26 £M	Forecast budget 2026/27 £M	Forecast budget 2027/28 £M	Forecast budget 2028/29 £M	Forecast budget 2029/30 £M
Service Costs	46.81	49.65	49.26	49.45	50.04
Homelessness, Rough Sleeping and Domestic Abuse Grant	(1.03)	(1.28)	(1.30)	(1.31)	(1.34)
Extended Producer Responsibility Income	(1.22)	(2.30)	(2.00)	(1.70)	(1.50)
Net cost of services	44.56	46.07	45.96	46.44	47.20
Investment Property Trading Accounts	(19.12)	(19.60)	(19.80)	(19.90)	(19.91)
Interest and Investment Income	(6.44)	(6.64)	(5.80)	(5.17)	(4.89)
Council Tax Income (base)	(10.25)	(10.25)	(10.25)	(10.25)	(10.25)
Council Tax Growth	0.00	(0.06)	(0.21)	(0.34)	(0.50)
Council Tax £5 Increase	0.00	(0.35)	(0.71)	(1.09)	(1.47)
Collection Fund (Surplus)/Deficit (council tax)	(0.05)	(0.05)	(0.05)	(0.05)	(0.05)
Legacy Grants	(7.87)	0.00	0.00	0.00	0.00
Fair Funding Allocation - Baseline Funding Level	0.00	(4.33)	(4.81)	(5.27)	(5.38)
Fair Funding Allocation - Revenue Support Grant	0.00	(4.61)	(4.71)	(4.81)	(4.90)
Additional retained business rates	(0.65)	(0.18)	(0.27)	(0.05)	(0.05)
Other Grant Income	(0.35)	(0.31)	(0.31)	(0.29)	(0.28)
Corporate income	(44.73)	(46.38)	(46.92)	(47.22)	(47.68)
Use of revenue budget to finance future capital spend	4.00	4.00	4.00	4.00	4.00
Net expenditure (surplus) / deficit	3.83	3.69	3.04	3.22	3.52
Contribution to / (from) reserves:					
Infrastructure Reserves	(0.47)	(0.50)	(0.50)	(0.50)	(0.50)
Earmarked Revenue Reserves	(1.16)	(0.86)	(0.45)	(0.23)	(0.23)
Risk Reserves	(2.20)	(2.33)	(2.09)	(2.49)	(0.86)

Medium Term Financial Forecast summary position	Original budget 2025/26 £M	Forecast budget 2026/27 £M	Forecast budget 2027/28 £M	Forecast budget 2028/29 £M	Forecast budget 2029/30 £M
Total contribution to (from) reserves:	(3.83)	(3.69)	(3.04)	(3.22)	(1.59)
Future savings requirement	0.00	0.00	0.00	0.00	1.93
Council tax base	70,025.3	70,432.5	71,392.6	72,333.8	73,384.5
Band D council tax	146.42	151.42	156.42	161.42	166.42

Capital Programme by Service Area 2025/26 to 2029/30

Directorate	2025/26 £M	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M	Total £M
Central Services and Climate Change	0.292	0.494	0.666	0.325	0.340	2.117
Customers, Digital and Improvement	0.948	0.855	0.613	0.537	0.143	3.096
Regeneration	4.799	7.559	6.102	4.078	1.576	24.114
Regeneration - Manydown	1.209	0.676	0.908	0.751	0.718	4.262
Regeneration - Leisure Park	0.467	1.500	23.400	20.110	14.200	59.677
Resident Services	9.651	10.587	9.182	3.687	2.903	36.010
Proposed Capital Programme	17.366	21.671	40.871	29.488	19.880	129.276

Capital Programme Financing 2025/26 to 2029/30

	2025/26 £M	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M	Total £M
Capital Receipts	7.963	11.610	6.424	16.352	1.146	43.495
Other Capital Grants and Contributions	5.116	3.242	2.527	1.989	2.013	14.887
S106 developer contributions	2.262	2.004	1.658	1.016	0.000	6.940
Community Infrastructure Levy	0.467	2.427	11.536	2.843	1.007	18.280
Neighbourhood CIL - Non-Parished Areas and Parish Meetings	0.000	0.000	0.000	0.000	0.000	0.000
Revenue Reserve - General/AMP	0.000	1.192	17.937	6.887	5.720	31.736
Revenue Reserve - Local Infrastructure Fund Reserve	0.019	0.000	0.000	0.000	0.000	0.019
Revenue Reserve - Efficiency, Transformation and Digital	0.186	0.187	0.050	0.000	0.000	0.423
Revenue Reserve - Climate Change/Green Initiatives	0.472	0.515	0.150	0.000	0.000	1.137
Revenue Reserve - Housing and Homelessness	0.000	0.110	0.000	0.000	0.000	0.110

	2025/26 £M	2026/27 £M	2027/28 £M	2028/29 £M	2029/30 £M	Total £M
Internal Borrowing - Manydown (B Loan Note)	0.881	0.384	0.589	0.401	0.334	2.589
Internal Borrowing - Redevelopment of the Leisure Park	0.000	0.000	0.000	0.000	9.660	9.660
Total use of resources	17.366	21.671	40.871	29.488	19.880	129.276

Reviewer: **Jess Bave**

Magda Bonney

© 2026 Basingstoke and Deane Borough Council