# Distribution Sub-Group (2024) Paper 16 – RO data for the 2025-26 Settlement

This discussion paper has been written by officials of the Welsh Government. Ministers have not had an opportunity to comment on the contents. Exemplifications of changes are provided simply to inform discussion by DSG members. They are not Welsh Government proposals or statements of Government policy for or against changes.

### **Updating the RO data for the 2025-26 Settlement**

### Summary

1. This paper considers the potential impact on the 2025-26 Settlement of updating the Revenue Outturn (RO) data from the current 2022-23 data to latest (2023-24) data, by reviewing the previous year's changes in Indicator Based Assessments (IBAs).

# Views sought

2. For DSG to consider the potential change in IBAs between years and to consider whether to use the latest 2023-24 RO data.

### Related paper

- 3. Distribution Sub-Group (2024) Paper 11 Latest RA Data for the 2025-26 Settlement
- 4. Distribution Sub-Group (2023) Paper 17 RO data for the 2024-25 Settlement
- 5. Distribution Sub-Group (2023) Paper 12 Latest RA data for the 2024-25 settlement
- 6. Distribution Sub-Group (2023) Paper 06 Updating the (21-22) RO data for the 2023-24 Settlement
- 7. Distribution Sub-Group (2022) Paper 21 Updating the (20-21) RO Data for the 2022-23 Settlement
- 8. Distribution Sub-Group (2021) Paper 26 Impact of updating the RO and RA data on 2021-22 Settlement

#### **Background**

- 9. The Revenue Account (RA) and Revenue Outturn (RO) are financial data collected and validated by Knowledge and Analytical services (KAS) within Welsh Government. These data are used in the Settlement to distribute Standard Spending Assessment (SSA) at a Wales level.
- 10. The Group has already confirmed the use of the latest (2024-25) RA data within the 2025-26 Settlement (*Distribution Sub Group (DSG) Paper 11 Latest RA Data for the 2025-26 Settlement* refers)
- 11. The RA data is used to apportion SSA between each high-level sector (i.e. schools, social services etc.). For example, we assign each service line within the RA data collection form to a settlement sector. We derive the total budgeted net expenditure for each

- settlement sector and calculate the percentage share from all sectors. This percentage is multiplied out by the total SSA (after removing sector actuals i.e. CTRS, debt financing).
- 12. The RO data is used to apportion the SSA values from each sector to each Indicator Based Assessment (IBA). Again, we assign each service line within the RO form to an IBA. Each service line in the RO form is uniquely mapped to an IBA. Using this data, we aggregate the total net current expenditure (less specific grant funding) at a Wales level for each IBA. The percentage shares of each IBA are calculated and multiplied out by the sector total to produce Wales level SSA values. The same process is done for all IBAs in the different sectors.

#### **Analysis**

#### The RO data collection

13. Since the 2022-23 RO expenditure data was last used in the SSA build, there have been **no changes** to the RO form. The revenue outturn form can be found on the Welsh government website.

# Updating the RO data

- 14. <u>Table 1</u> in <u>Annex A</u> shows the change in net current expenditure (less grant funding) between 2022-23 and 2023-24 by IBA. The largest relative share decrease in RO can be seen in the Nursery and primary school teaching and other services IBA (0.80 percentage points). The largest relative share increase can be seen in the Older adults' residential and domiciliary care IBA (0.72 percentage points).
- 15. <u>Table 2</u> shows the change in proportion of RA expenditure for each sector and the change from 2022-23. This shows that the 'PSS' sector had the largest increase (up 1.37 percentage points), and the 'Other' sector had the largest decrease (down 1.14 percentage points).

### **Redistribution implications**

- 16. Table 3 in Annex B shows the isolated impact on the 2024-25 Aggregate External Finance (AEF) when updating from the current 2022-23 RO data to the 2023-24 RO data. Swansea and Conwy have the largest monetary increases in AEF of £1,302k and £498k respectively. The largest monetary decreases in AEF are for Rhondda Cynon Taff (down £723k) and Vale of Glamorgan (down £676k).
- 17. <u>Table 4</u> in <u>Annex B</u> shows the combined impact in the 2024-25 Aggregate External Finance (AEF) when updating both the RO (2023-24) and RA (2024-25) data. Swansea and Neath Port Talbot have the largest monetary increases in AEF of £1,526k and £689k respectively. The largest monetary decreases in AEF are for Powys (down £1,165k) and Flintshire (down £1,159k).
- 18. Table 5 in <u>Annex B</u> shows the combined impact of the main 2024-25 SSA sectors when updating both the RO (2023-24) and RA (2024-25) data<sup>1</sup>. <u>Table 5a</u> shows the redistribution of £5.5m out of the education sector and <u>Table 5b</u> shows the redistribution of £97.9m into

<sup>&</sup>lt;sup>1</sup> The Group has already approved the use of the latest (2024-25) RA data in the 2025-26 Settlement model (ref: 2024 Paper 11 - Latest RA Data for the 2025-26 Settlement)

the PSS sector. <u>Table 5c</u> shows the redistribution of around £81.1m out of the other services sector.

### **Options**

19. Members are asked to consider the following two options for the 2025-26 Settlement:

# Option A: Continue to use 2022-2023 RO data

20. The limitation of freezing the dataset for a year is that it increases the risk that when the data is next updated the changes are larger, resulting in a greater re-distribution of funding. However, this option would be appropriate if members had concerns over using the updated data.

### Option B: Use the latest 2023-24 RO data

21. This option would be appropriate if members had no or very limited concerns over using the updated data completely.

#### Conclusion

22. Members are asked to consider the 2023-24 RO data as set out below in <u>Annex A</u> and whether this data reflects the current financial environment and decide on an option for the 2025-26 Settlement.

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# Annex A

Table 1: Changes in RO net current expenditure (less grant funding), 2023-24 vs 2022-23

					2022-23		2023-24	ļ	
						RO		RO	
					RO Amount	share	RO Amount	share	Relative change
	IBA Service Area	Form	Row(s)	Columns	(£000s)	(%)	(£000s)	(%)	(pp)
1	Nursery and primary school teaching and other services	RO1	430+431+98	10+11					
<b>1</b> a	(less delegated nursery and primary school catering):	RO1	7+206	5+8					
1b	(less additional learning needs):	RO1	300+301+360+361	10+11	1,215,102	19.8%	1,263,567	19.0%	-0.80
4	(less school transport):	RO1	390+391	10+11					
1c	(less non-delegated nusery and primary school catering):	RO1	316.1+316.2	10+11					
2	Secondary school teaching and other services	RO1	432	10+11					
2a	(less delegated secondary school catering):	RO1	18	5+8					
2b	(less additional learning needs):	RO1	302+362	10+11	1,024,186	16.7%	1,078,145	16.2%	-0.48
5	(less school transport):	RO1	392	10+11					
<b>2</b> c	(less non-delegated secondary school catering):	RO1	316.3	10+11					
3	Special education	RO1	433	10+11					
<b>3</b> a	(less delegated special school catering):	RO1	29	5+8					
1b	(plus pre and primary additional learning needs):	RO1	300+301+360+361	10+11	325,267	5.3%	362,608	5.4%	0.15
2b	(plus secondary additional learning needs):	RO1	302+362	10+11					
3b	(less non-delegated special school catering):	RO1	316.4	10+11					
4	Nursery and primary school transport services	RO1	390+391	10+11	40,453	0.7%	44,611	0.7%	0.01
5	Secondary school transport services	RO1	392	10+11	68,010	1.1%	80,112	1.2%	0.10
6	School meals (School catering):	RO1	7+18+29+206+256	5+8	67,357	1.1%	83,368	1.3%	0.16
7 7b 7a	Adult and continuing education	RO1	99+101+103+103.1+104+105+106	10+11	3,894	0.1%	3,822	0.1%	-0.01
8	Adult and continuing education transport	RO1	102	10+11	9,948	0.2%	10,484	0.2%	0.00
9	Youth services	RO1	100	10+11	15,949	0.3%	17,496	0.3%	0.00
10	Education administration	RO1	97+97.6+107+107.5	10+11	2,555	0.0%	283	0.0%	-0.04
11	Children and young persons (PSS)	RO3	26	10+11	682,409	11.1%	767,063	11.5%	0.41
11a	(less administration):	RO3	21.4	10+11	082,409	11.1/0	707,003	11.5/0	0.41
12	Younger adults' personal social services	RO3	82	10+11	702,260	11.4%	775,263	11.6%	0.21
13 13a 13b	Older adults' residential and domiciliary care	RO3	27+28+29+30+31+32+33+34+35+36	10+11	743,324	12.1%	853,485	12.8%	0.72
14	PSS administration	RO3	21.4+26.5	10+11	6,495	0.1%	6,059	0.1%	-0.01
15	Road maintenance	RO2	1+2+3+13+14+16+16.5	10+11	159,944	2.6%	152,023	2.3%	-0.32
				1 -					

16	Street lighting	RO2	15	10+11	29,011	0.5%	43,092	0.6%	0.17
17	Public transport revenue support	RO2	25+29	10+11	19,363	0.3%	20,230	0.3%	-0.01
18	Concessionary fares	RO2	26	10+11	10,069	0.2%	6,968	0.1%	-0.06
19	Road safety education and safe routes	RO2	17.1	10+11	3,748	0.1%	4,087	0.1%	0.00
20	Electoral registration	RO9	10	10+11	10,810	0.2%	6,638	0.1%	-0.08
21 21a	Recreation	RO4	+11	10+11	130,721	2.1%	144,146	2.2%	0.04
22	Library services	RO4	1+7	10+11	44,706	0.7%	45,822	0.7%	-0.04
23	Cultural services	RO4	2+3+4+5	10+11	28,662	0.5%	30,236	0.5%	-0.01
24	Economic development (Tourism):	RO4	12	10+11					
24a	(plus economic and community development):	RO6	12+13	10+11	27,724	0.5%	22,225	0.3%	-0.12
24b	(plus Business Support and Economic Research):	RO6	9+10	10+11					
25	Cemeteries and crematoria	RO5	1	10+11	-1,331	0.0%	848	0.0%	0.03
26	Coast protection	RO5	2	10+11	1,367	0.0%	2,469	0.0%	0.01
27	Consumer protection	RO5	22	10+11	12,410	0.2%	13,783	0.2%	0.00
28	Planning	RO6	1+4+7	10+11	27,694	0.5%	31,308	0.5%	0.02
29	Street cleansing	RO5	8	10+11	63,284	1.0%	64,483	1.0%	-0.06
30	Food safety	RO5	3	10+11	13,342	0.2%	13,804	0.2%	-0.01
31	Other environmental health and port health	RO5	6.1+25.55	10+11	37,934	0.6%	39,425	0.6%	-0.03
32 32a 32b	Refuse collection	RO5	25.1+25.3+25.4	10+11	197,377	3.2%	209,154	3.1%	-0.07
33 33a	Refuse disposal	RO5	25.2+25.5	10+11	90,512	1.5%	105,941	1.6%	0.12
34	Non HRA housing	RO8	1+2+3+4+7+7.1+13+18+25	10+11	71,462	1.2%	101,124	1.5%	0.36
35	Council tax administration	RO9	7	10+11	47,608	0.8%	50,340	0.8%	-0.02
36a 36	Other services (Community safety plus agricultural services	RO5	13+14+19	10+11					
36b 36c	W			10+11	112,843	1.8%	115,649	1.7%	-0.10
36d 36e 36f	(plus emergency planning plus other central services and co	RO9	11+12+13+13.5+14+30	10+11	112,043	1.070	113,043	1.770	0.10
36g	,	RO9		10+11					
	General administration (General administration for roads)			10+11	97,925	1.6%	89,737	1.3%	-0.25
37a	(plus other general administration):	RO9	19	10+11	37,323	1.070	33,737	1.570	5.23
	Outturn Services Total				6,144,390		6,659,895		

Table 2: RA data, by sector, all Wales: 2023-24 to 2024-25

£'000

Service Sector	2023-24	2024-25	Difference	Difference (%)	2023-24 % share	2024-25 % share	Difference percentage points (pp)
Schools	2,900,221	3,057,788	157,566	5.43%	41.68%	41.63%	-0.04
Non-Schools	40,958	40,633	- 325	-0.79%	0.59%	0.55%	-0.04
PSS	2,301,086	2,529,301	228,215	9.92%	33.07%	34.44%	1.37
Transport	227,088	223,209	- 3,879	-1.71%	3.26%	3.04%	-0.22
Fire	182,919	197,795	14,876	8.13%	2.63%	2.69%	0.06
Other	1,306,691	1,295,627	- 11,064	-0.85%	18.78%	17.64%	-1.14
CTRS	295,244	300,550	5,306	1.80%	4.24%	4.09%	-0.15
Debt financing	361,538	367,273	5,736	1.59%	5.20%	5.00%	-0.19
Total (Excl CTRS & Debt Financing)	6,958,963	7,344,353					

### **Annex B**

Table 3: Exemplification of the isolated impact of the 2023-24 RO data on the 2024-25 settlement AEF

£'000 Difference Value Difference % Settlement 2024-25 RO 2022-23 RO 2023-24 **Unitary Authority** data data Angelsey 127,586 127,775 189 0.15% Gwynedd 233,666 349 0.15% 233,317 204,024 Conwy 203,526 498 0.24% Denbighshire -99 -0.05% 200,795 200,696 Flintshire 258,527 257,726 -802 -0.31% 232,865 232,591 -274 -0.12% Wrexham Powys 235,865 235,722 -143 -0.06% Ceredigion 135,286 135,729 443 0.33% Pembrokeshire 218,870 219,031 161 0.07% 350,646 350,608 -38 -0.01% Carmarthenshire 435,021 436,323 1,302 0.30% Swansea 285,594 285,717 123 0.04% **Neath Port Talbot** Bridgend 258,925 258,663 -261 -0.10% -676 Vale of Glamorgan 209,781 209,105 -0.32% Rhondda Cynon Taff 485,567 484,843 -723 -0.15% -38 Merthyr 123,492 123,454 -0.03% Caerphilly 348,864 348,328 -536 -0.15% 294 144,044 144,338 0.20% Blaenau Gwent Torfaen 178,733 -57 -0.03% 178,675 53 Monmouthshire 126,019 126,072 0.04% Newport 303,912 304,045 -133 -0.04% 368 Cardiff 623,158 0.06% 623,526 **Total Unitary Authorities** 5,720,524 5,720,524

Table 4: Exemplification of the combined impact of the 2023-24 RO and 2024-25 RA data on the 2024-25 settlement AEF

			£'000				
	Settlemei RARO 23-24	nt 2024-25	Difference Value	Difference %			
Unitary Authority	& 22-23	and 23-24					
Angelsey	127,586	127,482	-105	-0.08%			
Gwynedd	233,317	232,737	-580	-0.25%			
Conwy	203,526	203,954	428	0.21%			
Denbighshire	200,795	200,772	-22	-0.01%			
Flintshire	258,527	257,368	-1,159	-0.45%			
Wrexham	232,865	232,827	-38	-0.02%			
Powys	235,865	234,700	-1,165	-0.49%			
Ceredigion	135,286	135,266	-20	-0.01%			
Pembrokeshire	218,870	218,643	-228	-0.10%			
Carmarthenshire	350,646	350,351	-295	-0.08%			
Swansea	435,021	436,547	1,526	0.35%			
Neath Port Talbot	285,594	286,283	689	0.24%			
Bridgend	258,925	258,757	-168	-0.06%			
Vale of Glamorgan	209,781	208,895	-886	-0.42%			
Rhondda Cynon Taff	485,567	485,718	151	0.03%			
Merthyr	123,492	123,849	357	0.29%			
Caerphilly	348,864	348,857	-7	0.00%			
Blaenau Gwent	144,044	144,664	620	0.43%			
Torfaen	178,733	179,112	379	0.21%			
Monmouthshire	126,019	125,667	-352	-0.28%			
Newport	304,045	304,299	254	0.08%			
Cardiff	623,158	623,777	620	0.10%			
<b>Total Unitary Authorities</b>	5,720,524	5,720,524					

Table 5a: 2023-24 RO and 2024-25 RA data Impact on the 2024-25 SSA, Education sectors

£'000

	School Services 2024-25 RARO		Ot 2024-25	on		
Unitary Authority	Settlement	Changes	Difference	Settlement	RARO Changes	Difference
Angelsey	67,735	67,859	124	1,039	979	-60
Gwynedd	117,675	117,861	185	1,824	1,722	-102
Conwy	101,337	101,322	-15	1,544	1,454	-90
Denbighshire	101,764	101,651	-113	1,279	1,190	-89
Flintshire	146,708	146,304	-404	2,082	1,955	-127
Wrexham	123,868	123,694	-173	1,884	1,779	-105
Powys	124,770	125,125	354	1,837	1,724	-112
Ceredigion	68,311	68,650	339	1,076	1,018	-58
Pembrokeshire	116,713	116,737	25	1,835	1,733	-102
Carmarthenshire	183,010	182,821	-190	2,628	2,469	-159
Swansea	221,084	220,536	-548	3,066	2,883	-182
Neath Port Talbot	136,685	136,567	-118	1,986	1,872	-114
Bridgend	136,474	136,241	-232	1,857	1,741	-117
Vale of Glamorgan	132,310	131,904	-406	1,569	1,455	-114
Rhondda Cynon Taff	237,276	236,947	-330	3,344	3,144	-200
Merthyr	58,545	58,502	-43	772	723	-50
Caerphilly	175,001	174,686	-315	2,516	2,367	-150
Blaenau Gwent	61,551	61,537	-13	960	907	-53
Torfaen	92,167	91,986	-181	1,192	1,113	-79
Monmouthshire	77,713	77,723	11	1,263	1,194	-68
Newport	162,646	162,310	-336	1,903	1,766	-137
Cardiff	331,584	331,000	-584	4,558	4,304	-254
Total Unitary Authorities	2,974,927	2,971,963	-2,963	42,013	39,493	-2,520

Table 5b: 2023-24 RO and 2024-25 RA data Impact on the 2024-25 SSA, PSS sector

£'000

	1		£ 000
	2024-25	PSS RARO	
Unitary Authority	Settlement	Changes	Difference
Angelsey	52,089	54,322	2,233
Gwynedd	89,202	93,039	3,837
Conwy	89,659	93,600	3,940
Denbighshire	79,252	82,649	3,397
Flintshire	102,383	106,569	4,185
Wrexham	100,527	104,667	4,140
Powys	96,595	100,793	4,197
Ceredigion	53,591	55,893	2,303
Pembrokeshire	92,893	96,842	3,949
Carmarthenshire	143,282	149,398	6,116
Swansea	185,746	193,470	7,724
Neath Port Talbot	117,144	122,052	4,907
Bridgend	105,272	109,582	4,311
Vale of Glamorgan	88,010	91,636	3,626
Rhondda Cynon Taff	192,084	200,004	7,920
Merthyr	50,548	52,618	2,069
Caerphilly	140,081	145,805	5,724
Blaenau Gwent	59,706	62,188	2,482
Torfaen	74,602	77,684	3,082
Monmouthshire	58,407	60,884	2,477
Newport	122,495	127,406	4,911
Cardiff	267,669	278,090	10,421
<b>Total Unitary Authorities</b>	2,361,239	2,459,190	97,952

Table 5c: 2023-24 RO and 2024-25 RA data Impact on the 2024-25 SSA, Transport and Other services sector

£'000 **Transport** Other services 2024-25 RARO 2024-25 **RARO Unitary Authority** Changes Changes Settlement Difference Settlement Difference Angelsey 6,879 6,356 -523 32,131 30,151 -1,980 Gwynedd 14.108 12,941 -1,16760,304 56,797 -3,507 Conwy 10,131 9,418 -713 50,566 47,703 -2,863 Denbighshire 8,745 8,015 -730 42,657 40,026 -2,631 Flintshire 11,394 10,663 67,834 63,522 -4,311 -731 Wrexham 8,666 8,019 -647 54,343 50,891 -3,451 Powys 14,945 64,452 60,258 -4,194 16,553 -1,608 Ceredigion 8,070 7,264 34,770 32,866 -1,904 -805 Pembrokeshire 10,943 -980 56,481 -3,302 11,923 53,179 16,753 15,312 -1,441 82,052 77,152 -4,899 Carmarthenshire 14,436 13,573 -863 103,877 98,916 -4,961 Swansea **Neath Port Talbot** 9,389 8,875 59,170 55,488 -3,682 -514 Bridgend 9,723 9,149 -574 58,637 54,866 -3,771 Vale of Glamorgan 8,891 8,291 -599 53,059 49,470 -3,589 Rhondda Cynon Taff 15,516 14,589 -927 100,513 93,848 -6,664 Merthyr 3,277 3,135 -142 24,169 22,605 -1,564 Caerphilly 11,664 67,046 -4,953 12,236 -572 71,999 Blaenau Gwent 4,946 4,784 29,463 27,732 -1,731 -163 5,057 35,007 -2,370 Torfaen 5,266 -209 37,378 7,318 6,771 -547 38,130 35,767 -2,363 Monmouthshire Newport 9,048 8,597 66,741 62,770 -3,971 -451 Cardiff 157,377 148,951 -8,425 19,669 18,583 -1,086

216,944

232,937

**Total Unitary Authorities** 

1,346,099

1,265,012

-81,087

-15,993