

# **Welsh Ministers**

## **Local Government Finance Report (No.1) 2025-26 (Provisional Settlement - Councils)**

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## CONTENTS

<b>SECTION ONE: PURPOSE OF REPORT AND MAIN PROPOSALS .....</b>	<b>3</b>
Chapter 1: Purpose of report .....	3
Chapter 2: Main Proposals .....	4
<b>SECTION TWO: COUNCILS .....</b>	<b>5</b>
Chapter 3: Calculation of the amount of Revenue Support Grant for each Council .....	5
Chapter 4: Calculation of the amount of non-domestic rates for each Council .....	8
Chapter 5: Calculation of the Standard Spending Assessment for each Council .....	10
<b>SECTION THREE - ANNEXES TO THE REPORT .....</b>	<b>11</b>
Annex 1: Amounts of Revenue Support Grant to be paid to Specified Bodies .....	12
Annex 2 : Amounts of Revenue Support Grant to be paid for Rates retentions.....	13
Annex 3: Indicators and Values used in the Calculation of Councils' Standard Spending Assessments .....	144
Annex 4: Glossary and Explanatory Notes .....	299
Annex 5: Statutory Basis for the Report.....	311

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **SECTION ONE: PURPOSE OF REPORT AND MAIN PROPOSALS**

### **Chapter 1: Purpose of report**

- 1.1 This report is made in accordance with the requirements of the Local Government Finance Act 1988 (the 1988 Act). It sets out how much revenue support grant (RSG) the Welsh Ministers propose to distribute to county and county borough councils (Councils) in Wales in 2025-26. The report sets out how Non-Domestic Rates (NDR) will be distributed to Councils as well as the amount of RSG the Welsh Ministers propose to pay to specified bodies providing services to local government. It also sets out the level of retained rates deducted before setting the Aggregate External Finance (AEF) figure. The retained rates will be paid directly to the relevant Authorities, with the amount deducted reflecting the additional rates paid into the NDR pool and distributed through the settlement in prior years.
- 1.2 This report specifically relates to receiving authorities (other than Police and Crime Commissioners), and specified bodies. The Local Government Act 2003 (the 2003 Act) amended the 1988 Act to allow a separate Local Government Finance Report to be produced for Police and Crime Commissioners in Wales. The 1988 Act has been amended to make reference to Police and Crime Commissioners following the commencement of section 1 of the Police Reform and Social Responsibility Act 2011.
- 1.3 Before making determinations about the overall amount of RSG and the respective shares of RSG and NDR to be distributed amongst receiving authorities and specified bodies, the Welsh Ministers are consulting as required by the 1988 Act such representatives of local government as appear to them to be appropriate from 11 December 2024 to 24 January 2025.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **Chapter 2: Main Proposals**

### ***Revenue Support Grant***

2.1 The amount of RSG for Councils in 2025-26 is £4,994,976,273. In addition, £4,649,356 is to be paid to specified bodies and £268,371 for rates retention relating to the Swansea Bay City Deal.

2.2 Under the system of distribution determined in this report, the amount of RSG to be paid to an individual Council is determined by its standard spending assessment (SSA), taking account of the amount of NDR it will receive and also assuming the amount of council tax it is able to raise. Section 2, Chapter 3 of this report describes how this process works.

### ***Distributable Amount: Non-Domestic Rates***

2.3 The distributable amount of NDR available for 2025-26 is £1,137 million, defined as F in Section 2, Chapter 4. Therefore, the figure for Councils is £1,135.863 million (which is the total NDR less 0.1 per cent allocated to Police and Crime Commissioners). The basis upon which NDR is distributed to Councils is described in Section 2, Chapter 4.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## SECTION TWO: COUNCILS

### Chapter 3: Calculation of the amount of Revenue Support Grant for each Council

- 3.1 This chapter specifies the basis on which the Welsh Ministers will distribute the amount of RSG to be paid to Councils in 2025-26.
- 3.2 The method by which SSAs for Councils have been calculated is set out in Chapter 5. The calculation makes use of information reflecting the demographic, physical, economic, and social characteristics of each area.
- 3.3 In order to calculate the amount of grant to be paid to each Council, Welsh Ministers will first calculate the SSA for every Council. For this purpose, it is assumed that there is no use of, or contribution to, financial reserves.

The RSG entitlement for each Council is calculated by applying the formula:

$$(A - B - (C \times D)) + E$$

Where:

A is the SSA for the Council as calculated in accordance with Chapter 5

B is the Council's share of the distributable amount from the non-domestic rating account as calculated in accordance with Chapter 4

C is the standard tax element for the Council as specified in paragraph 3.4

D is the council tax base for RSG purposes for the Council's area as specified in Table 3.1

E is the additional RSG allocated to ensure all authorities receive a minimum percentage increase, as determined by the Cabinet Secretary for Housing and Local Government.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## ***Standard tax elements for calculating Revenue Support Grant entitlements***

3.4 The appropriate “standard tax element” for Councils is £1,726.03

## ***Council tax base for distributing Revenue Support Grant***

3.5 Each Council is required to calculate its council tax base in accordance with regulations made under section 33(5) of the Local Government Finance Act 1992 (these are the Local Authorities (Calculation of Council Tax Base) (Wales) Regulations 1995 (as amended)<sup>1</sup>). The calculation of the council tax base for the purpose of distributing RSG is made having regard to council tax base figures supplied to Welsh Ministers by Councils on Form CT1 on or before 28 November 2024.

3.6 The council tax base figures for the purpose of distributing RSG are set out in Table 3.1. In order to ensure consistency across Wales no account is taken of Councils’ assumptions about collection rates. For the purpose of distributing RSG, collection rates are assumed to be 100 per cent. Changes to the tax-base resulting from the introduction of council tax premiums for second and long-term empty homes are also reversed out of the calculations<sup>2</sup>.

<sup>1</sup> S.I. 1995/2561 and see the Local Authorities (Calculation of Council Tax Base) (Wales) (Amendment) Regulations 1999 (S.I. 1999/2935) (W. 27), the Local Authorities (Calculation of Council Tax Base) and the Council Tax (Prescribed Classes of Dwellings) (Wales) (Amendment) Regulations 2004 (S.I. 2004/3094) (W. 268), the Local Authorities (Calculation of Council Tax Base) (Wales) (Amendment) Regulations 2016 SI 2016/969 (W. 238) (amendments in force from 28 October 2016).

<sup>2</sup> See Distribution Sub Group Report, 2015 – paragraph 27 and Distribution Sub Group Report, 2019 – paragraph 21.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

**Table 3.1: Council tax base – Number of Band D equivalent properties for 2025-26<sup>1</sup>**

<b>County and county borough councils</b>	<b>Number of Band D equivalent properties</b>
Isle of Anglesey	31,445
Gwynedd	50,993
Conwy	51,691
Denbighshire	41,532
Flintshire	66,473
Wrexham	55,467
Powys	64,040
Ceredigion	32,663
Pembrokeshire	57,504
Carmarthenshire	77,126
Swansea	95,426
Neath Port Talbot	49,879
Bridgend	56,533
The Vale Of Glamorgan	64,973
Rhondda Cynon Taf	80,940
Merthyr Tydfil	19,257
Caerphilly	63,166
Blaenau Gwent	21,990
Torfaen	35,285
Monmouthshire	48,705
Newport	63,323
Cardiff	153,175
<b>Wales Total</b>	<b>1,281,587</b>

*Notes: An explanation of Band D equivalent properties is given in Annex 3 – Explanatory Notes.  
Due to rounding, the sum of the tax-base for all the county and county borough councils may not add to the Wales total.*

<sup>1</sup> Council Tax Base for 2025-26 is used for the 2025-26 Provisional Settlement

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## Chapter 4: Calculation of the amount of non-domestic rates for each Council

4.1 This chapter specifies the basis on which Welsh Ministers will distribute among Councils the appropriate share of the distributable amount from the non-domestic rating account for 2025-26. It will be distributed pro rata to adult population in each Council's area, using the following formula.

$$(F \times 99.9\%) \times \frac{G}{H}$$

where:

F is the distributable amount, specified in paragraph 2.3 of Chapter 2 of this Report

G is the resident population aged 18 years and over in each Council area for the period up to June 2023 as derived from estimates by the Office for National Statistics and specified in Table 4.1

H is the population of Wales on the same basis as set out in respect of G



# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

**Table 4.1: Resident population aged 18 years and over at 30 June 2023<sup>1</sup>**

County and county borough councils	Prescribed figure (rounded)
Isle of Anglesey	56,220
Gwynedd	97,490
Conwy	93,937
Denbighshire	77,877
Flintshire	124,995
Wrexham	108,383
Powys	111,015
Ceredigion	61,618
Pembrokeshire	101,521
Carmarthenshire	153,399
Swansea	199,795
Neath Port Talbot	114,906
Bridgend	117,802
The Vale of Glamorgan	106,750
Rhondda Cynon Taf	192,277
Merthyr Tydfil	46,137
Caerphilly	140,377
Blaenau Gwent	54,032
Torfaen	73,991
Monmouthshire	77,533
Newport	126,592
Cardiff	307,789
<b>Wales total</b>	<b>2,544,436</b>

*Note: Figures shown in the above table are rounded to four significant figures of those actually used and, therefore, the sum of the population for all the county and county borough councils may not add to the Wales total*

<sup>1</sup> Mid-Year Population Estimates 2023 in Wales.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **Chapter 5: Calculation of the Standard Spending Assessment for each Council**

5.1 No part of the RSG for Councils is earmarked for particular services. The relevant tables referred to in this section do not form a basis for calculating a notional allocation of either SSA or grant to individual Councils for particular services.

5.2 The SSA of each Council is determined following the methodology recommended by the Distribution Sub Group (DSG), a subgroup of the Partnership Council for Wales:

- the DSG methodology has identified a set of need indicators;
- the SSA units are those that are appropriate to apply to the indicators given in the table, following the DSG methodology; the size of the unit gives an indication of the appropriate level of spending associated with that indicator;
- each SSA unit shown alongside a need indicator is multiplied by the value of that need indicator;
- the sum of the resulting figures, together with an amount for debt financing and boundary changes, comprises that Council's SSA.

5.3 The indicators used to determine the SSA for each Council, and their definitions, are set out in Section 3, Annex 3.

5.4 Table 4, Annex 3 sets out the SSA determined for each Council in Wales. The SSA units in Table 1, Annex 3 have been rounded to three decimal places as appropriate (if the fourth decimal place ends between 1 and 4 the figure is rounded downwards, otherwise rounded upwards). Therefore, the sum of the values calculated using Table 1, Annex 3, when added to the figures shown in Table 2, Annex 3 may not exactly equate with the amounts determined in Table 4, Annex 3.

LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26  
(Provisional Settlement – Councils)

**SECTION THREE - ANNEXES TO THE REPORT**

Annex 1: Amount of Revenue Support Grant to be paid to Specified Bodies

Annex 2: Amounts of Revenue Support Grant to be paid as rates retention

Annex 3: Indicators used in the Calculation of Councils' Standard Spending Assessments

Annex 4: Glossary and Explanatory Notes

Annex 5: Statutory Basis for the Report

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **Annex 1: Amounts of Revenue Support Grant to be paid to Specified Bodies**

The amount of RSG that Welsh Ministers will pay to each specified body is the amount shown against its name in the right-hand column of the following table.

<b>Specified Body</b>	<b>Amount in £s</b>
<b>Welsh Local Government Association</b>	4,649,356
<b>TOTAL</b>	<b>4,649,356</b>

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **Annex 2: Amounts of Revenue Support Grant to be paid as rates retention**

The amount of RSG that Welsh Ministers will pay to each relevant authority for rates retention agreements is the amount shown against its name in the right-hand column of the following table.

<b>Authority</b>	<b>Amount in £s</b>
Neath Port Talbot	11,600
Swansea	58,558
Carmarthenshire	198,213
Pembrokeshire	-
<b>TOTAL</b>	<b>268,371</b>

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## Annex 3: Indicators and Values used in the Calculation of Councils' SSAs

*Table 1: Indicators and data used to calculate SSAs for Councils*

<b>Need indicator</b>	<b>Note</b>	<b>Data Year</b>	<b>SSA Unit (£)</b>
Population, all ages	1	2023	273.04
Population aged 3 to 11	1	2023	107.65
Population aged 3 to 16	1	2023	649.47
Population aged 11 to 20	1	2023	53.46
Population aged 18 to 64	1	2023	280.21
Population aged 16 and over	1	2023	4.71
Population aged 18 and over	1	2023	6.12
Population aged under 60	1	2023	0.32
Population aged 60 and over	1	2023	7.34
Population aged 85 and over	1	2023	2243.64
Population aged 11 to 15 and secondary school pupils in year groups 12 to 14	2	2023 & 2024	273.49
Population aged 16 to 18 other than at school	3	2023 & 2024	48.34
Enhanced population	4	2023	70.04
Primary school pupils and modelled nursery school pupils	5	2024	4572.15
Secondary school pupils in year groups 7 to 11	6	2024	5321.98
Secondary school pupils in year groups 10 and 11	7	2024	1309.03
Primary school pupils eligible for free school meals	8	2024, 2023, 2022	1825.12
Secondary school pupils eligible for free school meals	9	2024, 2023, 2022	2389.66
Area per modelled primary school index	10	2024	644.74
Area per modelled secondary school index	11	2024	151.97
Dependent children in households where head is in a low occupational classification	12	2001	65.49
Dependent children in lone adult households	13	2001	95.42
Dependent children in social rented housing	14	2001	773.67
Dependent children in overcrowded housing	15	2001	1486.31
Pensioners living alone in households	16	2001	1692.60
Pensioners with a limiting long-term illness	17	2001	1030.13

**LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26**  
**(Provisional Settlement – Councils)**

<b>Households where head is aged 18 to 64 with no carer</b>	18	2001	142.85
<b>Adults aged 18 to 64 in non-white ethnic groups</b>	19	2001	310.21
<b>Population aged under 18 in wards with weighted density greater than the Welsh average</b>	20	2001	162.19
<b>Dispersion threshold 2,500 (1991)</b>	21	1991	0.01
<b>Dispersion threshold 5,000 (1991)</b>	21	1991	0.02
<b>Dispersion threshold 300 (2001)</b>	21	2001	14.98
<b>Dispersion threshold 7,500 (2001)</b>	21	2001	1.69
<b>Settlement threshold 1,000</b>	22	1991	132.36
<b>Settlement threshold 7,500</b>	22	1991	62.92
<b>Settlement threshold 12,500</b>	22	1991	5.82
<b>Settlement threshold 30,000</b>	22	1991	13.65
<b>Settlement threshold 40,000</b>	22	1991	18.13
<b>Population within settlement threshold 50,000</b>	23	1991	20.75
<b>Total income support, job seekers allowance, pension credit or universal credit (not in employment) claimants</b>	24	2024	125.04
<b>Dependent children in out of work families</b>	25	2017	5382.11
<b>Income support, job seekers allowance, pension credit or universal credit (not in employment) claimants, aged 18-64</b>	26	2024	184.30
<b>Income support, job seekers allowance or pension credit claimants, aged 65 and over</b>	27	2024	1679.28
<b>Severe disablement allowance or disability living allowance or personal independence payment claimants, aged 18 to 64</b>	28	2024	848.30
<b>Number of deaths from all causes</b>	29	2023	29.02
<b>Index-weighted working age population</b>	30	2004, 2023	19.50
<b>Total homelessness decisions</b>	31	2021-22 to 2023-24	1806.98
<b>Housing General Capital Funding</b>	32	2025-26	528.72
<b>Planning applications received</b>	33	2021-22 to 2023-24	434.64
<b>Urban road length</b>	34	2024	1957.83
<b>Weighted Road Length</b>	35	2024	1518.35
<b>Traffic flow</b>	36	2023	4314015.04
<b>Street lighting units</b>	37	2024	112.74

**LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26**  
**(Provisional Settlement – Councils)**

<b>Length of artificially protected coastline</b>	38	2024	25971.40
<b>Ships arriving at ports</b>	39	2024	76.12
<b>All dwellings</b>	40	2024	56.33
<b>Food premises</b>	41	2024	184.78
<b>Trading premises</b>	42	2024	25.15
<b>Land drainage levies</b>	43	2024-25	1.00
<b>National park levies</b>	44	2024-25	1.00
<b>Deprivation Grant</b>	45	2000	1000.00
<b>Housing Benefit Recipients</b>	46	2021-2023	76.13
<b>Council Tax Reduction Schemes Expenditure</b>	47	2023-24	0.81
<b>Council Tax Reduction Schemes Caseload</b>	48	2023-24	18.67
<b>Local Government Borrowing Initiative - Highways Improvement</b>		2016-17	0.08
<b>Gate Fees</b>	49	2025-26	1.00
<b>Asset Financing</b>		2025-26	1.00
<b>Local Government Borrowing Initiative - 21st Century Schools</b>		2018-19	1.00
<b>Debt Financing</b>		2025-26	1.00
<b>Coastal Risk Management Programme</b>		2025-26	1.00
<b>Fire Pensions</b>	50	2024	1.02
<b>Delivery of flood prevention</b>		2024	1.00
<b>Child Burials</b>		2024	1.00
<b>No One Left Out</b>		2024	1.00
<b>Discretionary Homelessness Prevention</b>		2024	1.00
<b>Strategic Coordinators</b>		2024	1.00
<b>Teachers Pay</b>		2024	1.00
<b>Teachers Pensions</b>		2024	1.00
<b>Fire Pay</b>		2024	1.00



# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **Notes to Table 1**

### **Definitions of Indicators used in the Calculation of Council SSAs**

*[Note: references to forms used to collect statistical data are Welsh Government forms]*

#### *1. Population*

For the purpose of this Report, the population of an area and, except where otherwise indicated, the number of persons of any description in an area shall be the 2023 Mid-Year Population Estimates in Wales.

#### *2. Population aged 11 to 15 and secondary school pupils in year groups 12 to 14*

The population of the Council area (see note 1) plus the number of pupils at January of the PLASC data year in year groups 12 to 14 at maintained secondary schools in the Council area (aggregated from information reported by maintained schools on the Pupil Level Annual School Census (PLASC) return, and information from Councils) plus those Educated Other Than At School (EOTAS) as at January 2024.

#### *3. Population aged 16 to 18 other than at school*

The projected population of the Council area (see note 1) less the number of pupils at January of the PLASC data year in year groups 12 to 14 at maintained secondary schools in the Council area (aggregated from information reported by maintained schools the PLASC return, and information from Councils) plus those EOTAS as at January 2024.

#### *4. Enhanced population*

The total population of the Council area (see note 1) plus the average nightly number of overnight visitors (including AirBnB stays) from within and outside the United Kingdom and the average daily number of day visitors, based on estimates provided by the Scarborough Tourism and Economic Activity Model (compiled from information collected by Global Tourism Solutions (UK) Ltd in the publication 'STEAM in Wales').

#### *5. Primary school pupils and modelled nursery school pupils*

The number of pupils aged 4 and over at January of the data year at maintained primary and nursery schools excluding special schools in the Council area, plus pupils aged 5 to 10 inclusive at independent schools excluding special schools and special education for which the Council pays full tuition fees plus those EOTAS as at January 2024. An estimate for nursery pupils aged 3 is also included by taking the population of that age group in the Council and scaling the number down by the proportion of 3-year-olds in nursery schools for Wales as a whole. Part-time pupils have been given a weighting of one-half (aggregated from information reported by maintained schools on the PLASC return, and information from councils).

#### *6. Secondary school pupils in year groups 7 to 11*

The number of pupils in year groups 7 to 11 in the data year at maintained secondary schools in the Council area excluding special schools; plus pupils aged between 11 and 15 at independent schools for whom the Council pays full tuition fees, excluding special schools and special education (aggregated from information reported by maintained schools on the PLASC return and information from councils) plus those EOTAS as at

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

January 2024.

## *7. Secondary school pupils in year groups 10 and 11*

The number of pupils in year groups 10 and 11 in the data year at maintained secondary schools in the Council area excluding special schools; plus pupils at independent schools for whom the Council pays full tuition fees, excluding special schools and special education (aggregated from information reported by maintained schools on the PLASC return and information from Councils) plus those EOTAS as at January 2024.

## *8. Primary school pupils eligible for free school meals*

A three-year average of the number of pupils registered on roll that were eligible for a free school meal and those transitionally protected pupils at maintained nursery and primary schools, attending reception year onwards, in the Council area (aggregated from information reported by maintained schools on the PLASC return) plus a three-year average of those EOTAS pupils under 11 years old eligible for free school meals of the data years.

## *9. Secondary school pupils eligible for free school meals*

A three-year average of the number of pupils registered on roll that were eligible for a free school meal and those transitionally protected pupils at maintained secondary schools, attending years 7 to 11, in the Council area (aggregated from information reported by maintained schools on the PLASC return) plus a four-year average of those EOTAS pupils aged 11-15 eligible for free school meals of the data years.

## *10. Area per modelled primary school index*

Land area divided by a modelled number of primary schools within the Council's area. Land area is defined as the high-water mark area of land in hectares as at the start of May of the year. The data are calculated by the Cartographic Unit, Welsh Government, using Ordnance Survey's Boundary Line data. The modelled number of schools is derived using regression methods, taking into account the number of pupils in maintained primary schools (see note 5) and the population settlement indicator with a threshold of 1,000 (see note 22). Modelled rather than actual school numbers are used to avoid perverse incentives. Distribution Sub Group paper 41 (2000) describes the calculation of modelled number of schools.

## *11. Area per modelled secondary school index*

Land area divided by a modelled number of secondary schools within the Council's area. Land area is defined as the high-water mark area of land in hectares as stated above. The data are calculated by the Cartographic Unit, Welsh Government, using Ordnance Survey's Boundary Line data. The modelled number of schools is derived using regression methods, taking into account the number of pupils in maintained secondary schools (see note 6,7) and the population settlement indicator with a threshold of 7,500 (see note 22). Modelled, rather than actual, school numbers are used in order to avoid perverse incentives. Distribution Sub Group paper 50 (2000) describes the calculation of modelled number of schools.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## *12. Dependent children in households where head is in National Statistics Socio-economic Classification 6, 7 or 8*

The number of dependent children resident in households where the head of household is classed as being in a semi-routine occupation, routine occupation or never worked or long term unemployed (NS-SeC 6, 7 or 8) (2001 Population Census).

## *13. Dependent children in lone adult households*

The number of dependent children resident in households where there is only one resident adult (2001 Population Census).

## *14. Dependent children in social rented housing*

The number of dependent children resident in households in social rented housing (2001 Population Census).

## *15. Dependent children in overcrowded housing*

The number of dependent children resident in overcrowded housing (2001 Population Census).

## *16. Pensioners living alone in households*

The number of persons of pensionable age (males and females aged 65 and over) residing alone in households (2001 Population Census).

## *17. Pensioners with a limiting long-term illness*

The number of usually resident persons of pensionable age (males and females aged 65 and over) with a limiting long-term illness (2001 Population Census).

## *18. Households (where head is aged 18 to 64) with no carer*

The number of households containing a person with a limiting long-term illness (where the head of household is aged between 18 and 64) and no carer (2001 Population Census).

## *19. Adults in non-white ethnic groups*

The number of persons aged between 18 and 64 in non-white ethnic groups per head of the population aged 18 to 64 (2001 Population Census).

## *20. Population aged under 18 in wards with population weighted density greater than the Welsh average*

The total number of persons aged under 18 usually resident in the Council area who reside in wards where the result of multiplying the usually resident population aged under 18 by the usually resident population and dividing by the area in hectares is greater than the average over all Welsh wards (2001 Population Census).

## *21. Dispersion, with various thresholds*

This is a measure designed to capture the additional time and distance costs associated with service delivery to dispersed communities. The parameter is calculated to settlement centroids within each Council with “key” settlements defined on the basis of varying

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26

## (Provisional Settlement – Councils)

population threshold criteria (report commissioned by the National Assembly for Wales from Pion Economics and NWRRL “The Derivation of Population Distribution Measures for Use in the Calculations of SSAs in Wales”).

### *22. Settlement, with various thresholds*

The population in each Council area outside settlements above the specified threshold population size using the population figures from the 1991 Population Census (report commissioned by the National Assembly from Pion Economics and NWRRL “The Derivation of Population Distribution Measures for Use in the Calculations of SSAs in Wales”).

### *23. Population within settlement threshold*

The population in each Council area within settlements above the specified threshold population size using the population figures from the 1991 Population Census (report commissioned by the National Assembly from Pion Economics and NWRRL “The Derivation of Population Distribution Measures for Use in the Calculations of SSAs in Wales”).

### *24. Total number of Income Support Claimants (MIG and Non-MIG), Income Based Jobseeker’s Allowance Recipients, Pension Credit Claimants or people on Universal Credit (not in employment)*

The estimated number of claimants of Income Support (MIG and Non-MIG), recipients of Income Based Jobseeker’s Allowance (income and non-income based for the latest four quarters), claimants of Pension Credit or people on Universal Credit (not in employment), taken on a quarterly basis and averaged over the 12 quarters up to and including February of the data year (NOMIS and Stat-Xplore).

### *25. Dependent children in out of work families*

The estimated number of children in out of work families, during the data year (Her Majesty’s Revenue and Customs).

### *26. Number of Income Support Claimants (MIG and Non-MIG), Income Based Jobseeker’s Allowance Recipients, Pension Credit Claimants or people on Universal Credit (not in employment) aged 18-64*

The estimated number of claimants of Income Support (MIG and Non-MIG), recipients of Income Based Jobseeker’s Allowance (income and non-income based for the latest four quarters), claimants of Pension Credit or people on Universal Credit (not in employment), who are aged 18-64, taken on a quarterly basis and averaged over the 12 quarters up to and including February of the data year (NOMIS and Stat-Xplore).

### *27. Number of Income Support Claimants (MIG and Non-MIG), Income Based Jobseeker’s Allowance Recipients or Pension Credit Claimants aged 65+*

The estimated number of claimants of Income Support (MIG and Non-MIG), recipients of Income Based Jobseeker’s Allowance or Pension Credit, who are aged 65+, taken on a quarterly basis and averaged over the 12 quarters up to and including February of the data year (NOMIS).

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26

## (Provisional Settlement – Councils)

### *28. Number of Severe Disablement Allowance or Disability Living Allowance or Personal Independence Payment Claimants aged 18-64*

The estimated number of claimants of Severe Disablement Allowance, Disability Living Allowance or Personal Independence Payment, who are aged 18-64, taken on a quarterly basis and averaged over the 12 quarters up to and including February of the data year (NOMIS and Stat-Xplore).

### *29. Number of deaths from all causes*

Registered deaths by 'local authority of usual residence' compiled by the Office for National Statistics (ONS).

### *30. Index-Weighted Working Age Population*

An index derived from the statistical analysis of Gross Value Added multiplied by working age population (see note 1) set out in Distribution Sub Group paper 35 (2007).

### *31. Total homelessness decisions*

Uses the total number of households threatened with homelessness within 56 days (section 66) and the number of households assessed as homeless and owed a duty to secure accommodation (section 73), averaged over the past 3 years.

### *32. Housing General Capital Funding (GCF)*

GCF is provided to Councils for capital projects on an unencumbered basis. The calculation of the Housing funding is distributed on a formula basis using a variety of indicators such as total repair costs (2008 Living in Wales Survey), private dwelling stock estimates, amount of grants for completed Disabled Facilities Grants (DFGs) and 2001 Census data.

### *33. Planning applications received*

The number of planning applications received during each financial year averaged over the three financial years up to and including that ending in the data year (as reported by Councils as part of the Welsh Government Development Control Quarterly Survey).

### *34. Urban road length*

The total length in kilometres as at 31 March of the data year of those roads within the Council's area, excluding trunk roads, subject to a speed limit not exceeding 40 miles per hour (as derived from estimates reported by Councils on form TP1).

### *35. Weighted road length*

The total length in kilometres as at 31 March of the data year of those roads within the Council's area, excluding trunk roads, with weightings of 3.2 for principal roads and 1.0 for all other local roads (as derived from estimates reported by Councils on form TP1).

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## *36. Traffic flow*

The 'annual traffic flow' in vehicle kilometres for the data year on principal roads within the Council's area (as derived from estimates from the National Road Traffic Survey, Department of Transport).

## *37. Street lighting units*

The number of street lighting units reported within the Council area as at 1 April of the data year (as reported by Councils to the Welsh Government).

## *38. Length of artificially protected coastline*

This is defined as the aggregate of the lengths in kilometres of coastline as at 1 April of the data year where capital works have been carried out under the Coast Protection Act 1949 or any earlier similar legislation, exclusive of those lengths owned and maintained by private interests or by public bodies other than Councils.

## *39. Ships arriving at ports*

The estimated number of ships arriving at ports in the Council area in the data year, excluding vessels employed in supply, dredging, or dumping at sea (Department for Transport).

## *40. Dwellings*

The number of domestic hereditaments as at 31 March of the data year (Valuation Office Agency).

## *41. Food premises*

The number of business hereditaments falling within the classes Food (as defined by the Welsh Government and agreed by Distribution Sub Group (2000) (Paper 55) as at 31 March of the data year (Valuation Office Agency).

## *42. Trading premises*

The number of business hereditaments classified as commercial, industrial and leisure properties as at 31 March of the data year (Valuation Office Agency) and the number of economically active farm holdings as at the June prior to the data year.

## *43. Land drainage levies*

The amounts levied on the Council by the Internal Drainage Boards (IDBs) for the financial year taken from the Annual Reports for the IDBs provided to the Welsh Government.

## *44. National park levies*

The amounts to be levied on Councils by the National Park Authorities for the financial year stated. Where the levy is to be borne by more than one Council, the apportionment is according to the percentages specified in the National Park Authorities (Levies) (Wales) Regulations 1995 (S.I. 1995/3019 as amended)<sup>1</sup>.

<sup>1</sup> See (i) the National Park Authorities (Levies) (Wales) (Amendment) Regulations 1996 (S.I. 1996/2913); (ii) the National Park Authorities (Levies) (Wales) Amendment Regulations 2000 (S.I. 2000/244) (W. 2); the

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## *45. Deprivation Grant*

The former deprivation grant maintains a historic allocation based on the WIMD 2000.

## *46. Housing Benefit Recipients*

The data source takes a sum of the total number of households on Universal Credit (with housing entitlement and receiving payment) and the total number of households receiving housing benefit, averaged over 24 months, from June 2021 to May 2023.

## *47. Council Tax Reduction Schemes - Expenditure*

The indicator is based on Council Tax Reduction Schemes Expenditure for the data year collected by the Local Taxation Policy and Council Tax Support Branch within Welsh Government. This excludes the additional Covid-19 CTRS support provide to councils.

## *48. Council Tax Reduction Schemes - Caseload*

The indicator is based on Council Tax Reduction Schemes Caseload for the data year collected by the Local Taxation Policy and Council Tax Support Branch within Welsh Government.

## *49. Gate fees*

The indicator is based on a fixed profile of expenditure for the provision of waste management services undertaken.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26

## (Provisional Settlement – Councils)

**Table 2: Sum to be added to the value calculated using the formula set out in Table 1 for debt financing and other items**

County and county borough councils	£
Isle of Anglesey	£6,104,355
Gwynedd	£11,943,656
Conwy	£14,712,063
Denbighshire	£15,684,765
Flintshire	£11,265,352
Wrexham	£10,485,084
Powys	£13,238,827
Ceredigion	£10,134,247
Pembrokeshire	£11,566,558
Carmarthenshire	£15,455,480
Swansea	£19,320,860
Neath Port Talbot	£11,638,018
Bridgend	£11,947,183
The Vale of Glamorgan	£8,548,217
Rhondda Cynon Taf	£21,633,122
Merthyr Tydfil	£4,667,523
Caerphilly	£17,852,112
Blaenau Gwent	£6,417,194
Torfaen	£7,769,796
Monmouthshire	£6,802,478
Newport	£16,908,917
Cardiff	£25,703,128
<b>Wales<sup>1</sup></b>	<b>£279,798,935</b>

<sup>1</sup> Due to rounding, the sum of the debt financing and other items for all the county and county borough councils may not add to the Wales total.



# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **Notes to Table 2**

The sum shown for each council comprises the following items.

1. An adjustment in respect of the boundary changes that took place on 1 April 2005<sup>1</sup>, based on the transfers of total resident population between the areas affected as estimated using information from the 2001 Population Census.
2. Debt financing component of SSAs for Councils. The components of debt financing are repayments and interest for pre- and post-31/03/04 debt and a reduction in respect of capital financing grants. The rate of repayment assumed is at 4 per cent and the rate of interest used is the pool rate of interest for 2025-26, which is calculated at 3.8 per cent. A detailed description of the calculation is given in paragraphs (a) to (f) below.

Note: In paragraphs (a) to (f) wherever information is only available for areas other than the areas of the Councils, it is apportioned to the Councils on the basis of the number of persons at 30 June of the year in question, estimated by the Registrar General as usually resident in the areas concerned, except where different apportionments have been agreed between specific Councils (as notified by the Welsh Government).

(a) The amount of the notional credit ceiling in any one year is based upon that set out on the Capital Outturn Return forms for 31 March 2004 reported during 2005 for the Councils and fire authorities. The assumed credit ceilings are given in Table 3. An adjustment is made for two-year supplementary credit approvals not wholly taken up in the first year of issue and notified to the National Assembly.

(b) Councils are assumed to repay 4 per cent of any notional credit ceiling as at the start of the settlement year on a reducing balance basis. New debt is added to the notional credit ceiling in each year equivalent to each Council's allocation of supported borrowing for the relevant year available to the Welsh Ministers when their calculations were made. This method of rolling forward the notional ceiling is set out in Distribution Sub Group paper 26 (2009).

(c) Interest payments on any notional credit ceiling in respect of (a), as reduced by the annual repayment described in (b), are determined as the result of applying the pool rate of interest to the average notional total credit ceiling during 2025-26.

(d) The capital-financing component of each Council in respect of debts incurred is the sum of:

the repayments for 2025-26 described in (b) and the interest payments described in (c),

(e) The component in respect of pre-1990 leasing charges and attributed to Councils is derived from information collected from Councils to validate the leasing data provided on Revenue Outturn (RO) forms.

<sup>1</sup> The boundary changes made by the Neath Port Talbot and Powys (Cwmwrch) Order 2004 (S.I. 2004/2746) (W. 244).

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26

## (Provisional Settlement – Councils)

(f) The component in respect of capital financing grants from debts incurred on or before 31 March 1990 by probation committee areas and magistrate's court committee areas and attributed to Councils is derived from information on the amount payable to each probation committee area and magistrate's court committee area in the year 2025-26, provided by the National Offender Management Service and HM Courts Service.

The debt-financing component of each Council's SSA is the sum of the amounts described in (d) and (e), less the amount described in (f).

3. Funding for pre-determined commitments: Local Government Borrowing Initiative - Highways Improvement; Local Government Borrowing Initiative - 21st Century Schools; Asset Financing; Coastal Risk Management Programme.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

**Table 3: Notional credit ceiling as at 31 March 2004**

County and county borough councils	£000	£ per head of population <sup>1</sup>
Isle of Anglesey	74,510	1,093
Gwynedd	126,848	1,075
Conwy	103,051	926
Denbighshire	98,909	1,054
Flintshire	129,337	867
Wrexham	107,787	836
Powys	142,229	1,109
Ceredigion	78,589	1,040
Pembrokeshire	118,705	1,031
Carmarthenshire	171,392	973
Swansea	235,308	1,040
Neath Port Talbot	137,589	1,010
Bridgend	117,392	896
The Vale of Glamorgan	98,198	812
Rhondda Cynon Taff	239,134	1,029
Merthyr Tydfil	60,243	1,077
Caerphilly	152,277	889
Blaenau Gwent	91,140	1,317
Torfaen	96,562	1,064
Monmouthshire	70,115	810
Newport	138,990	999
Cardiff	283,897	906
<b>Wales</b>	<b>2,872,201</b>	<b>978</b>

*Notes: Figures include relevant apportionment of fire authority credit ceiling. Due to rounding, the credit ceiling for all the county and county borough councils may not add to the Wales total.*

<sup>1</sup> Population figures are 2023 Mid-Year Estimates

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

**Table 4: Total standard spending assessments for each council**

County and county borough councils	£	£ per head of population <sup>[1]</sup>
Isle of Anglesey	189,880	2,740
Gwynedd	334,834	2,810
Conwy	307,805	2,690
Denbighshire	286,907	2,953
Flintshire	389,514	2,500
Wrexham	345,249	2,536
Powys	360,718	2,683
Ceredigion	200,316	2,742
Pembrokeshire	332,219	2,658
Carmarthenshire	508,868	2,677
Swansea	633,176	2,566
Neath Port Talbot	392,310	2,745
Bridgend	374,217	2,550
Vale of Glamorgan	335,566	2,491
Rhondda Cynon Taf	660,983	2,741
Merthyr Tydfil	166,386	2,840
Caerphilly	483,007	2,738
Blaenau Gwent	192,487	2,858
Torfaen	253,119	2,709
Monmouthshire	217,770	2,303
Newport	438,607	2,681
Cardiff	938,954	2,448
<b>Wales</b>	<b>8,342,891</b>	<b>2,636</b>

**Notes:**

*Due to rounding, SSA for all the county and county borough councils may not add to the Wales total*

<sup>1</sup> Population figures are 2023 Mid-Year Estimates

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **Annex 4: Glossary and Explanatory Notes**

This glossary offers explanations of some of the key technical terms used in the report.

**Band D equivalent properties:** For the purposes of the council tax, each property has been given a valuation in terms of a band. These bands range from band A up to band I and the council tax bills for each band vary according to a set of multipliers. These multipliers vary from sixth ninths for a band A property to two and three-ninths for a band I property while the multiplier for a band D property is one. The number of band D equivalent properties in an authority is the total number of domestic dwellings expressed in terms of their relation to band D. For example, one band H property is equivalent to two band D properties, because it pays twice as much council tax.

**Billing Authorities** are local authorities empowered to set local charges and issue bills for the council tax and the non-domestic rates on behalf of itself and other authorities in the area. In Wales, the billing authorities are county and county borough councils.

**Council Tax Base** of an area is equal to the number of band D equivalent properties, after adjustment for discounts and exemptions. Discounts are available to people who live alone, and to owners of homes that are not anyone's main home. Council tax is not charged for certain properties, known as exempt properties, such as those lived in only by students. The description of how the tax-base is calculated and used in the calculation of RSG is at paragraph 3.5 in section 2 of this Report.

**Council Tax for Standard Spending** is the level of council tax for a band D property which would be charged in all parts of Wales if all Councils and police force areas spent at the level of their SSA. This figure is used to work out how the amount of RSG payable to Councils should be shared among them, and similarly how the amount of RSG payable to Police and Crime Commissioners should be shared out.

**Distribution Sub Group (DSG)** is a working group of the Partnership Council's Consultative Forum on Finance. Copies of its reports, remits and details of membership are available from the Welsh Government's Local Government Finance Policy and Sustainability Division.

**Non-Domestic Rates** are the property tax paid by owners and occupiers of non-domestic property. All non-domestic rates are paid into a central pool administered by the Welsh Government for redistribution to Councils and Police and Crime Commissioners.

**Qualifications affecting council tax calculation** RSG is distributed to enable each Council to set broadly the same council tax for dwellings listed in the same valuation band. For each Council it is assumed that the council tax base used for RSG distribution is calculated in accordance with the relevant secondary legislation (The Local Authorities (Calculation of Council Tax Base) (Wales) Regulations 1995 SI 1995/2561 (as amended))<sup>1</sup>.

<sup>1</sup> S.I. 1995/2561 and see the Local Authorities (Calculation of Council Tax Base) (Wales) (Amendment) Regulations 1999 (S.I. 1999/2935) (W. 27), the Local Authorities (Calculation of Council Tax Base) and the Council Tax (Prescribed Classes of Dwellings) (Wales) (Amendment) Regulations 2004 (S.I. 2004/3094) (W. 268), the Local Authorities (Calculation of Council Tax Base) (Wales) (Amendment) Regulations 2016 SI 2016/969) (W. 238) (amendments in force from 28 October 2016).

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

Secondly, it is assumed that the application of section 35 of the Local Government Finance Act 1992 (“special items”) will result in the same council tax for dwellings listed in the same valuation band across the whole of a Council’s area.

**Receiving Authorities** are Councils. RSG is paid to each receiving authority.

**Retained rates** are the share of any net NDR revenue generated as a direct result of the actions of the City and Growth Deal. As this revenue cannot be distributed directly from the NDR pool, an equivalent figure has been calculated and shared amongst relevant Councils through the Revenue Support Grant. For 2025-2026 this relates to Swansea Bay City Deal.

**Specified bodies** are bodies which provide services for local authorities and are specified in the Revenue Support Grant (Specified Bodies) (Wales) Regulations 2000 (S.I. 2000/718) (W. 25) (as amended).

**SSAs** (Standard Spending Assessments) are notional assessments for RSG distribution purposes of each Council's need to spend on revenue services, excluding specific grants.

**Standard tax element** is the portion of the council tax for standard spending attributable to each class of receiving authority. It is a common figure for each receiving authority within a class. The two classes of receiving authorities in Wales are Councils and Police and Crime Commissioners.

# LOCAL GOVERNMENT FINANCE REPORT (No.1) 2025-26 (Provisional Settlement – Councils)

## **Annex 5: Statutory Basis for the Report**

1. The Local Government Finance Report is made under section 84G (Local government finance reports) of the 1988 Act as amended by the 2003 Act. Sections 84D to 84P were inserted into the 1988 Act by section 40 and paragraph 1 of Schedule 2 to the 2003 Act. The report will have effect for the financial year 2023-24 if approved by resolution of the Senedd.

### ***Amount of RSG and redistributed non-domestic rates***

2. Section 84F (Determination of grant) of the 1988 Act requires Welsh Ministers to determine the amount of RSG for each financial year; how much they propose to pay to receiving authorities (county and county borough councils) and how much they propose to pay to specified bodies.
3. Specified bodies are bodies which provide services for local authorities and are specified in Revenue Support Grant (Specified Bodies) (Wales) Regulations 2000 (as amended by the Revenue Support Grant (Specified Bodies) (Wales) (Amendment) Regulations 2003 (S.I. 2003/706) (W. 85) and the Revenue Support Grant (Specified Bodies) (Wales) (Amendment) Regulations 2006 (S.I. 2006/764) (W. 73)).

### ***Basis of distributing RSG***

4. Section 84G requires Welsh Ministers to make a report setting out its determinations under section 84F and to specify the basis on which RSG is to be distributed amongst the receiving authorities and specified bodies.

### ***Redistributed non-domestic rates***

5. Paragraphs 9A, 11A, 11B, 11C and 14A were inserted into Schedule 8 to the 1988 Act by section 40 and Schedule 2 to the 2003 Act. Paragraph 9A (Years where two local government finance reports prepared for Wales) requires the Welsh Ministers to specify in the first report the distributable amount from the non-domestic rating account. Under paragraph 11A (Distribution: local government finance reports) of the same Schedule the Welsh Ministers are required to set out in the report the basis (the basis of distribution) on which the distributable amount will be distributed among receiving authorities.