



Meeting of East Renfrewshire Health and Social Care Partnership	Integration Joint Board
Held on	14 August 2024
Agenda Item	13
Title	Charging for Services 2024/25 and beyond
<p>Summary</p> <p>To provide the Integration Joint Board (IJB) with an update from the Income Generation Short Life Working Group (IGSLWG) and the proposed approach to extending the scope for charging for non-residential services. This will consider the potential impact to income for during 2024/25 and beyond, including in year increases for some existing charges.</p>	
Presented by	Lesley Bairden, Head of Finance and Resources (Chief Financial Officer)
<p>Action Required</p> <p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"> • Note the progress on the implementation of charging for non-residential care • Note the report to ERC Cabinet for 5 September 2024 that proposes increases to existing charges for Community Alarms and for Bonnyton House, per the recommendations of the IGSLWG, effective from 1 January 2025; <ul style="list-style-type: none"> • Increase charges for Community Alarms to £4.90 per week, increased from £3.25 • Increase charges for Bonnyton House to £960 per week, increased from £912.80 • Agree to receive a detailed report in September confirming the proposed approach for 2025/26 	
<p>Directions</p> <p><input type="checkbox"/> No Directions Required</p> <p><input type="checkbox"/> Directions to East Renfrewshire Council (ERC)</p> <p><input type="checkbox"/> Directions to NHS Greater Glasgow and Clyde (NHSGGC)</p> <p><input checked="" type="checkbox"/> Directions to both ERC and NHSGGC</p>	<p>Implications</p> <p><input checked="" type="checkbox"/> Finance <input checked="" type="checkbox"/> Risk</p> <p><input type="checkbox"/> Policy <input type="checkbox"/> Legal</p> <p><input checked="" type="checkbox"/> Workforce <input type="checkbox"/> Infrastructure</p> <p><input checked="" type="checkbox"/> Equalities <input type="checkbox"/> Fairer Scotland Duty</p>

EAST RENFREWSHIRE INTEGRATION JOINT BOARD

14 August 2024

Report by Chief Financial Officer

Charging for Non-Residential Care

PURPOSE OF REPORT

1. To provide the Integration Joint Board with a proposed approach to expanding charging for non-residential services for 2024/25 and beyond and confirming the recommendations from the IGSLWG to propose to ERC Cabinet an increase to existing charges for Community Alarms and for Bonnyton House.

RECOMMENDATIONS

2. The Integration Joint Board is asked to:
 - Note the progress on the implementation of charging for non-residential care
 - Note the report to ERC Cabinet for 5 September 2024 that proposes increases to existing charges for Community Alarms and for Bonnyton House, per the recommendations of the IGSLWG, effective from 1 January 2025;
 - Increase charges for Community Alarms to £4.90 per week, increased from £3.25
 - Increase charges for Bonnyton House to £960 per week, increased from £912.80
 - Agree to receive a detailed report in September confirming the proposed approach for 2025/26

BACKGROUND

3. The Income Generation Short Life Working Group (IGSLWG) was set up to explore the implementation of wider charging for non-residential care.
4. Some members of the IJB will recall that the original timing of this report, previously discussed and reluctantly agreed at the seminar on 29 May 2024, was to submit to East Renfrewshire Council Cabinet in June 2024. Given the election was announced shortly thereafter this timescale was revised. In order to promote transparency and good governance this report is being presented again with the revised timeline.
5. Within the existing legislation the Council has the statutory duty to set charges. In prior years the IJB considers a review of existing charges at its September meeting and is asked to endorse the approach and inflationary uplifts for Councils consideration. The Council sets its charges each November / December for the coming year. In the December 2023 report the Council was asked to consider proposals from the IJB out with this cycle during 2024/25, if required.
6. The additional report in-year is necessary as two existing charges need to be increased to ensure additional income is generated in line with the savings agreed as part of the 2024/25 budget agreed by the IJB in March 2024.
7. Some members of the IJB will recall there is an existing decision relating to a contribution model as part of the Individual Budget Calculator, set at 5% with agreement in place to increase up to 10%. This was not implemented recognising the conflict with

the Scottish Government policy to abolish non-residential charging in the term of this parliament.

8. The IGSLWG had initial discussions on all charges which include residential care, community alarms and premises, however the fundamental work of the group was to consider the options available to the IJB around charging for non-residential care. This paper provides an update on the approach along with a proposed increase to the charge for community alarms and Bonnyton House during 2024/25.
9. The 2024/25 budget includes a target of £0.2 million income as a saving, recognising this needs to increase in 2025/26 to £1.5 million. For 2024/25 we have achieved £0.058m so far from inflation and premises related income.

REPORT

10. There are two approaches open to the IJB to introduce charges for non-residential care:
 - A contribution model as previously agreed, but not implemented
 - The traditional approach which looks at payment towards the cost of care, normally on a per hour charge
11. Both approaches would be linked to the ability to pay and this would be established through a financial assessment process. There is a risk that some people may choose not to engage in this process and potentially pay the full cost of care, or withdraw from engagement with the HSCP. Given the East Renfrewshire population dynamic some people may opt to engage in private arrangements entirely.
12. When the contribution element from the Individual Budget Calculator was previously agreed this was set at a point in time and was based on the premise of a modest universal charge. This approach was not expected to lead to a significant increase in requests for financial assessment, nor would it generate the level of income we now require from charging for care. It was previously estimated that a 5% contribution would equate to c£0.17 million and 10% to £0.34 million.
13. Whilst the advantages of this model were around the ease of approach the subsequent move, during 2023/24, to the supporting people framework with a criteria basis means we are now operating very differently and in an incredibly challenging financial landscape.
14. The alternative approach applies a charge for the service provided. There is not a nationally agreed charge for a type of serve and each HSCP through its council will set its own level of charge depending on local policy. There is the "COSLA NATIONAL STRATEGY & GUIDANCE; Charges Applying to Social Care Support for people at home 2024/2025 guidance" which provides a recognised framework.
15. The ability to pay the identified charge is then linked to a financial assessment which looks at all income the person has, allows for a range of deductions recognising the costs of living incurred, identifies a "disposable amount" left over and then applies a taper to that disposable amount. The taper is used to determine the percentage of the disposable income the person should keep and the percentage that should go towards paying for their care.
16. This will allow a calculation that will show the maximum amount someone would pay towards the cost of their care. It is important that we identify an appropriate cap – a level which should not be exceeded – to ensure that those with the most complex needs, whose cost of care is normally higher, are not disproportionately disadvantaged. A

national benchmarking exercise has recently been undertaken and this will help inform the proposed charging levels for non-residential care and support.

17. Previous benchmarking work to establish the policy approach in other areas, with a focus on the taper income level being applied showed that this ranged from 50% to 75%. Again the recent national work will allow a further review of this
18. As we do not undertake financial assessments at present we modelled 10 people with a range of ages, types of support and income levels. We used an estimated 'ability to pay' at 25% and 20% (our initial "educated guess"). The 10 case studies show, after financial assessment, the combined disposable income for those people came to 28% of their chargeable weekly amount, so our modelled income values using between 20% and 25% holds, albeit on a small sample.
19. The table below uses £12.3m cost of care as our starting point (being our estimated budget cost of non-residential care, less all personal care, carers and adjusting out low and moderate costs per our Supporting People Framework). This shows the potential income level from different tapers assuming the 25% or 20% 'ability to pay'.
20. Using the 20% ability to pay could allow us to incorporate an element of bad debt too, a more prudent approach. In order to achieve an income target of £1.5 million we would need to set the taper at 60%.

	Budget, less low, moderate, carers and personal care £k	Assume cost recovery based on 25% ability to pay £k	Percent of disposable income charged			Assume cost recovery based on 20% ability to pay £k	Percent of disposable income charged		
			50% £k	60% £k	75% £k		50% £k	60% £k	75% £k
Learning Disability	£8,402	£2,100	£1,050	£1,260	£1,575	£1,680	£840	£1,008	£1,260
Mental Health & Addictions	£917	£229	£115	£138	£172	£183	£92	£110	£138
Physical Disability	£1,097	£274	£137	£165	£206	£219	£110	£132	£165
Older People	£1,902	£476	£238	£285	£357	£380	£190	£228	£285
	£12,318	£3,079	£1,540	£1,848	£2,310	£2,464	£1,232	£1,478	£1,848

21. We need to identify the range of charges we will set to support charging such as an hourly rate for support (initial benchmarks for 2024/25 show c£15 to £20 per hour and the national benchmarking work should provide further information.
22. There will also be certain circumstances where it is not appropriate to charge for a service and the Charging Policy for the IJB (refreshed every September) sets this out.
23. We are in the early stages of setting up new processes and protocols for managing the costs of care in the new case recording system and this will include charging for services. Once we have a clearer understanding of all work flows this will allow us to assess the ongoing additional resource needed to operate charging and whether or not we will have any efficiency gains we can offset against new activity. The council has provided funding for a post for a 12 month period to support development and

implementation, as part of a package of £700k support for invest to save initiatives. This post is currently being recruited.

24. The phasing in of charging needs to be considered and we need to factor in income for 2024/25, consultation and engagement and ensuring we have a fit for purpose infrastructure to support this.
25. An engagement and communication timetable will be included in the September report. A Frequently Asked Questions has been developed and a refreshed equality, fairness and rights assessment will be included too. Engagement will be through a wide range of networks already in place and we will need a series of events.
26. For implementation of new non-residential care charges, the latest report date needs to be September 2024 to allow the IJB to consider the proposal. This will then be taken to the Council cabinet meeting in November as part of the annual cycle to set charges for 2025/26.
27. The IGSLWG indicated whether the IJB may wish to consider a “grace period” between supporting people framework (SPF) reviews and implementing charging for individuals, the alternative is a fixed start date. When the report is brought to the IJB in September we will have a clearer position on the end date for SPF timetable.
28. The workload to implement any change to the existing finance module would be time, capacity and cost prohibitive.
29. In the budget savings for 2024/25 we included £0.2 million and would expect full charging in place by April 2025 to generate c£1.5 million in 2025/26. Unless we are able to implement the finance module of the new system early (which will also need full implementation of other modules) then the only realistic option in the current year to generate significant additional income is to increase existing charges for community alarms and for Bonnyton House.
30. The IGSLWG had proposed the 1st of October 2024, as the date to increase these two existing charges. This allowed a 3 month period from any decision for detailed communication and allowing for implementation. This timescale has now been revised to 1 January 2025 to allow the same 3 month lead in period. This would generate 3 months of increased income for 2024/25.
31. Our current 2024/25 weekly charge for community alarms is £3.25 per week and the associated income budget is £0.38 million. Within the Greater Glasgow and Clyde partnerships the current charges are shown below and we are 2nd lowest:

HSCP	£ per week
Inverclyde	3.15
East Renfrewshire	3.25
Glasgow	3.96
Renfrewshire	4.07
East Dunbartonshire	4.85
West Dunbartonshire	6.50

32. It needs to be recognised that the costs of providing this service will change during 2025/26 with the move from analogue to digital with the cost to provide the service increasing by c£0.13 million by 2025/26. We expect this would be a £1.15 p/w increase plus a one off £7.50 for the move to SIM card based services. The IJB will need to decide on a policy approach for future years i.e. do we change the rate for everyone at a

fixed point in time or apply a change in rate as and when new units come online. This means the charge for 2025/26 could increase for inflation and the increased cost to deliver the service.

33. Options for an increase in community alarm charges for 2024/25:

Weekly Charge	Weekly Increase	% increase	Additional Income (full year)	Additional Income (3 months)
£4.00	£0.75	23%	£0.088m	£0.022m
£4.50	£1.25	38%	£0.146m	£0.036m
£4.75	£1.50	46%	£0.175m	£0.043m
£4.85 *	£1.60	49%	£0.187m	£0.047m
£4.90	£1.65	51%	£0.193m	£0.048m
£5.00	£1.75	54%	£0.205m	£0.052m

*Same rate as East Dunbartonshire

34. **The IGSLWG recommendation is the charge increases to £4.90 per week, effective from 1st January 2025.**

35. The weekly charge for Bonnyton House residential care is currently £912.80 p/w, subject to the ability to pay and the annual income is c£0.5m. In addition to the in-year increase proposed below, we will revisit charging for future years as part of our work to reduce costs.

36. Within the Greater Glasgow and Clyde partnerships the current charges are shown below, to the nearest £, and we are in the mid-range, recognising we do not distinguish frail elderly and dementia.

HSCP	£ per week
Inverclyde	n/a
East Dunbartonshire	n/a
Glasgow – Frail Elderly	739
Renfrewshire – Frail Elderly	881
East Renfrewshire	913
Glasgow Dementia	1,074
Renfrewshire - Dementia	1,093
West Dunbartonshire	1,277

37. For context the weekly rate for non-local authority residential care homes in East Renfrewshire range from c£1,200 to £1,500 at 2023/24 rates.

38. Options for an increase to Bonnyton House charges for 2024/25:

Weekly Charge	Weekly Increase	% increase	Additional Income (full year)	Additional Income (6 months)
£940	£27	3%	£0.015m	£0.003m
£960	£47	5%	£0.026m	£0.006m
£980	£67	7%	£0.037m	£0.009m
£1,000	£87	10%	£0.048m	£0.012m
£1,020	£107	12%	£0.059m	£0.014m

39. **The IGSLWG recommendation is the charge increases to £960 per week, effective from 1st January 2025.**

40. Based on the IGSLWG recommendation if we increased community alarms to £4.90 p/w and Bonnyton House to £960 per week this would generate c£0.054m not allowing for any attrition from either service or any increase in debt levels. This would also generate a further £0.162m in 2025/26.
41. In order to generate this income during the current financial year, with lead in time to 1st January 2025, a report needs to go to Council Cabinet on 5th September with potential discussion at the full Council meeting on 11th September if called in. The draft report for Council Cabinet is included at Appendix 1.

CONSULTATION AND PARTNERSHIP WORKING

42. The Chief Financial Officer has consulted with our partners and will continue to work in partnership with colleagues to develop and implement the expansion of non-residential charging, recognising this was agreed as part of the budget process for 2024/25 and preparing for 2025/26.

IMPLICATIONS OF THE PROPOSALS

Finance

43. The proposals from the increase to existing charges will generate additional income of £0.054m for 2024/25 and a further £0.162m in 2025/26.
44. The likely income level from non-residential charging will continue to be assessed and included in the September report to the IJB, along with the proposed timetable.
45. Consideration needs to be given to the treatment of bad debt and any non-payment for services provided. Under the current arrangements the Chief Officer and Chief Financial Officer have the delegated authority to write off bad debt, although to date this has not been required at any material level.

Risk

46. If charging for non-residential services is not implemented then additional savings will be required to meet the targets required in 2024/25 and beyond. The in-year increases to existing charges are required to meet the savings included in the 2024/25 budget agreed by the IJB in March 2024.
47. There will be cumulative impacts on individuals as a result of implementing charging on top of other changes to care packages.
48. We may see a retraction from use of or engagement with statutory services.
49. There may be conflicts with Scottish Government policy intentions.
50. Managing the expectations of the people we support and their families may result in reputational damage.

Workforce

51. There will be additional work involved relating to setting up and operating the processes for charging for services. This will need to be considered alongside the system and process changes resulting from the implementation of a new case recording system and associated finance module. The council is supporting the IJB with "invest to save" funding for a post to support the implementation of non-residential charging for a 12 month period.

52. It is hoped that some of the new work may be contained through the introduction of new processes for existing workflows. As we work towards implementation of the Mosaic system this will become clearer.

Equalities

53. We will refresh the full equalities and fairness impact assessment relating to the charging proposals and engage in consultation with key stakeholders.

54. Engagement and communication needs to be mindful of multiple impacts on any group or individual following supporting people reviews and / or other service changes.

DIRECTIONS

55. There are no specific directions at this time.

CONCLUSIONS

56. The IGSLWG have identified in-year increases to two charges to support the delivery of required savings for 2024/25. The IJB will receive a further report in September that will set out the impacts and implementation process for non-residential charging for 2025/26 along with the associated report to be considered by Council for setting all charges for 2025/26.

RECOMMENDATIONS

57. The Integration Joint Board is asked to:

- Note the progress on the implementation of charging for non-residential care
- Note the report to ERC Cabinet for 5 September 2024 that proposes increases to existing charges for Community Alarms and for Bonnyton House, per the recommendations of the IGSLWG, effective from 1 October 2024;
 - Increase charges for Community Alarms to £4.90 per week, increased from £3.25
 - Increase charges for Bonnyton House to £960 per week, increased from £912.80
- Agree to receive a detailed report in September confirming the proposed approach for 2025/26

REPORT AUTHOR

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30 July 2024

Chief Officer, IJB: Julie Murray

EAST RENFREWSHIRE COUNCIL

CABINET

5 September 2024

Report by Chief Officer – Health and Social Care Partnership

HEALTH AND SOCIAL CARE PARTNERSHIP
CHARGING FOR SERVICES 2024/25 AND BEYOND

PURPOSE OF REPORT

1. To update Cabinet on the progress of moving to implementation of charging for non-residential services and to request an increase to existing charges for Community Alarms to £4.90 per week increased from £3.25 and for Bonnyton House to £960 per week increased from £912.80 in the current financial year. The increases would be effective from 1 January 2025 and are subject to the ability to pay.

RECOMMENDATION

2. The Cabinet is asked to:
 - (a) Note this update on charging within the HSCP;
 - (b) Agree the proposed increase to existing charges for Community Alarms to £4.90 per week and Bonnyton House to £960 per week, effective from 1 January 2025; and
 - (c) Note the usual annual report in November / December will provide the detail on new charges as well as the usual approach to annual inflation

BACKGROUND

3. The charging for services report to Cabinet is usually report is produced annually and identifies the proposed charging increases for the coming year. In the report setting the charges for 2024/25 the HSCP requested the ability to bring a report during this financial year if required.
4. The legislation supporting the integration of health and social care determines that the authority and approval for setting charges for social care remains with the Council, this function was not delegated to the Integration Joint Board.
5. This recommendations in this report are a result of the Income Generation Short Life Working Group (IGSLWG) established at the request of the IJB. This group was set up to explore the implementation of wider charging for non-residential care as well as review of existing charges. **The IJB endorsed / did not endorse the recommendations of the IGSLWG at its meeting on 14 August 2024.**
6. The additional report in-year is necessary as two existing charges need to be increased to ensure additional income is generated in line with the savings agreed as part of the 2024/25 budget agreed by the IJB in March 2024.

7. The 2024/25 budget includes a target of £0.2 million income as a saving, recognising this needs to increase in 2025/26 to £1.5 million. For 2024/25 the HSCP has achieved £0.058m so far from inflation and premises related income
8. The IJB received a progress report at its meeting on 14 August, with a previous update at a seminar on 29 May on the wider work of the IGSLWG on the implementation of expanding the charges for non-residential care, with the detailed report due in September. This in turn will inform any request to Cabinet as part of the annual charging for services report for 2025/26.
9. The original intention was to bring this report to Cabinet in June, however the timescale was revised given the timing of the recent general election.

REPORT

10. The HSCP budget savings for 2024/25 includes £0.2 million for additional income.
11. The savings target for 2025/26 for will include new charging for non-residential care and support to be in place by April 2025. Given the implementation timeframe for the new case recording system and associated finance module the only realistic option in the current year to generate additional income is to increase existing charges for community alarms and for Bonnyton House.
12. The IGSLWG had previously proposed the 1st of October 2024, as the date to increase these two existing charges. This allowed a 3 month period from any decision for detailed communication and implementation. This timescale has now been revised to 1 January 2025 to allow the same 3 month lead in period. This would give 3 months of increased income for 2024/25.
13. Our current 2024/25 weekly charge for community alarms is £3.25 per week and the associated income budget is £0.38 million. Within the Greater Glasgow and Clyde partnerships the current charges are shown below and we are 2nd lowest:

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15. Options for an increase in community alarm charges for 2024/25:

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16. The IGSLWG recommendation is the charge increases to £4.90 per week, effective from 1st January 2025.

17. The weekly charge for Bonnyton House residential care is currently £912.80 p/w, subject to the ability to pay and the annual income is c£0.5m. In addition to the in-year increase proposed below, we will revisit charging for future years as part of our work to reduce costs.

18. Within the Greater Glasgow and Clyde partnerships the current charges are shown below, to the nearest £, and we are in the mid-range, recognising we do not distinguish frail elderly and dementia.

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20. Options for an increase to Bonnyton House charges for 2024/25:

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21. The IGSLWG recommendation is the charge increases to £960 per week, effective from 1st January 2025.

22. Based on the IGSLWG recommendation if we increased community alarms to £4.90 p/w and Bonnyton House to £960 per week this would generate c£0.054m not allowing for any attrition from either service or any increase in debt levels. This would also generate a further £0.162m in 2025/26.

23. The HSCP has a non-residential care charging policy in place to support these charges. This was last reviewed and agreed by the IJB at its meeting on 27th September 2023. This will be reviewed again in September 2024.

FINANCE AND EFFICIENCY

24. The proposals from the increase to existing charges will generate additional income of £0.054m for 2024/25 and a further £0.162m in 2025/26
25. The likely income level from the introduction of non-residential charging will continue to be assessed and will be included in the September report to the IJB, along with the proposed timetable for implementation, communication and engagement.
26. Consideration needs to be given to the treatment of bad debt and any non-payment for services provided. Under the current arrangements the Chief Officer and Chief Financial Officer have the delegated authority to write off bad debt, although to date this has not been required at any material level.

CONSULTATION

27. The Chief Financial Officer has consulted with our partners and will continue to work in partnership with colleagues to develop and implement the expansion of non-residential charging, recognising this was agreed as part of the budget process for 2024/25 and preparing for 2025/26
28. The in-year changes will be clearly communicated and wider consultation with a range of stakeholders will be undertaken for the implementation of new non-residential charges. The previous equalities impact assessment will be refreshed.

PARTNERSHIP WORKING

29. The setting of fees and charges remains a responsibility of East Renfrewshire Council under the legislation.

IMPLICATIONS OF THE PROPOSALS

30. A full equalities impact assessment was undertaken as part of the development of the Individual Budget implementation. This is being refreshed in advance of any changes for 2025/26.
31. There are no direct implications in relation to staffing, property, legal, sustainability or IT as part of this paper. However it should be noted that Council are supporting the HSCP with Invest to Save funding for a fixed term post to support the implementation of non-residential charging for services.
32. There is a significant risk to the ability of the HSCP to deliver required savings without these changes.

CONCLUSIONS

33. The ISLWG have identified in year increases to two charges to support the delivery of required savings for 2024/25. The IJB will receive an update report in August and a further report in September that will set out the impacts and implementation process for non-residential charging for 2025/26 along with the associated report to be considered by council for setting all charges for 2025/26.

RECOMMENDATIONS

34. The Cabinet is asked to:

- (a) Note this update on charging within the HSCP;
- (b) Agree the proposed increase to existing charges for Community Alarms to £4.90 per week and Bonnyton House to £960 per week, effective from 1 January 2025; and
- (c) Note the usual annual report in November / December will provide the detail on new charges as well as the usual approach to annual inflation

REPORT AUTHOR AND PERSON TO CONTACT

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Chief Officer, IJB: Julie Murray

30 July 2024

BACKGROUND PAPERS

Cabinet 14.12.2023 – Item 5. Summary of Departmental Charging Proposals for 2024/25

https://www.eastrenfrewshire.gov.uk/media/9805/Cabinet-Item-05-14-December-2023/pdf/Cabinet_Item_05_-_14_December_2023.pdf?m=1701424127080

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