

CABINET 15 NOVEMBER 2018

RESOURCES REPORT – Budget Monitoring Period 6 2018/19

Relevant Cabinet Member Mr S E Geraghty

Relevant Officer Chief Financial Officer

Recommendation

- 1. The Cabinet Member with Responsibility for Finance (who is also the Leader of the Council) recommends that Cabinet:
 - (a) endorses his conclusions concerning revenue budget monitoring up to 30 September 2018;
 - (b) notes the current progress regarding savings plans approved by Council in February 2018;
 - (c) notes the current progress on the additional management savings plans to address the forecast position, in particular that the forecast overspend is reducing; and
 - (d) recommends Council approves the use of £2.4 million Adult Social Care Winter Pressures grant and updates the revenue budget cash limits accordingly.

Introduction

2. This report details the 2018/19 outturn forecast for the Council's £324 million net revenue budget as at Period 6 (30 September 2018) and progress to date on the savings and reforms programme.

3. The report identifies a forecast overspend for 2018/19 of £8.6 million (an improvement since Period 4 month's forecast of £14.2 million overspend) and notes that this is on course to reduce further to £5 million following the successful completion of a number of management actions to reduce expenditure. This could reduce further following the completion of the current voluntary redundancy scheme. Whilst there is risk that this may not be achieved in full, this will be managed closely to ensure the achievement of a balanced budget by the end of the financial year.

4. A recommendation is also being made for Council to approve use of a new one-off Adult Social Care Winter Pressures grant.

Summary Revenue Budget Monitoring 2018/19 Forecast at Period 6 (30 September 2018)

5. The County Council has a net budget of £324 million that was set by Full Council in February 2018.

6. This report covers the forecast financial position for the budget at the end of Period 6 (30 September 2018).

7. The overall outturn forecast, as set out in Table 1 below, is for a net overspend of £8.6 million at the end of 2018/19. This includes a £13.0 million forecast overspend on services. The majority of the services forecast overspend arises on Adult Services which totals £14.3 million. However, this is £1 million less than reported at Period 4 following management actions and savings starting to be realised from the full roll out of the three conversations model. The causes of these forecast variations are summarised in the following section at paragraphs 16 to 35, and variances by individual service area greater than £0.25 million are set out in more detail in Appendix 2.

8. Part of the projected overspend relates to non-delivery of some of the 2018/19 saving targets set by Council in February 2018. To date it is forecast that 62.9% (£23.5 million) will be delivered, with a further 5.9% (£2.2 million) classed as amber, and 31.2% (£11.7 million) as red. More detail is set out in the following sections and in detail at paragraphs 36 to 41, with details also set out of the RAG status for each proposal at Appendices 6 and 7.

9. The service forecast (£13.0 million) can be partly offset by a £4.4 million underspend for finance/corporate items, this is projected based on:

- A one-off saving of £3.3 million on Financing Transactions from deferring the need to take planned external borrowing
- A one-off saving of £0.5 million following a risk review of fire insurance liabilities and reducing carrying balance in the insurance earmarked reserve
- A one-off saving of £0.625 million by withholding expenditure from the £0.750 million corporate contingency.

P6 - 2018/19 SLT Revenue Budget Monitoring Forecast by Service												
Service	2018/19 Net Budget	Gross Forecast	Less Budgeted Grants	Less Budgeted Reserve Mvts	Variance Before One- Off's	Less - Capitalisation	Less - Use of Grants	Transfer to / (from) Reserves	Variance After Adjustments	Variance After Adjs	Variance Last Period	Change Since Last Period
	£000	£000	£000	£000	£000	£000	£000	£000	£000	%	£000	£000
Dedicated Schools Grant (DSG)	0	7,245	0	0	7,245	0	0	(7,245)	0	-	0	0
Children, Families and Communities (Excl DSG)	96,361	114,559	(15,071)	(1,623)	1,504	(494)	0	0	1,010	1.0%	1,110	(100)
Economy & Infrastructure	63,544	74,312	(6,102)	(5,476)	(810)	(1,560)	0	0	(2,370)	-3.7%	(2,084)	(286)
Commercial and Commissioning	8,047	8,534	(189)	(188)	110	0	0	0	110	1.4%	193	(83)
Chief Executive	532	533	0	0	1	0	0	0	1	0.2%	1	0
Adult Services	125,396	172,886	(30,420)	0	17,070	(1,290)	(1,490)	0	14,290	11.4%	15,188	(898)
Public Health	(831)	27,574	(28,437)	0	(32)	0	0	0	(32)	3.9%	(32)	0
Total : Services (Excl DSG)	293,049	398,398	(80,219)	(7,287)	17,843	(3,344)	(1,490)	0	13,009	4.4%	14,376	(1,367)
Finance / Corporate Items	31,143	22,585	(2,636)	0	(11,194)	(155)	0	6,953	(4,396)	-14.1%	(4,176)	(220)
Funding - Transfer From Reserves	0	0	0	0	0	0	0	0	0	-	0	0
Total (Excl DSG)	324,192	420,983	(82,855)	(7,287)	6,649	(3,499)	(1,490)	6,953	8,613	2.7%	10,200	(1,587)
Total - Funding	(324,192)	(324,192)	0	0	0	0	0	0	0	0.0%	0	0
Grand Total - Services and Funding (Excl DSG)	0	96,791	(82,855)	(7,287)	6,649	(3,499)	(1,490)	6,953	8,613		10,200	(1,587)
Dedicated Schools Grant (DSG)	0	7,245	0	0	7,245	0	0	(7,245)	0		0	0
Total	0	104,036	(82,855)	(7,287)	13,894	(3,499)	(1,490)	(292)	8,613	2.7%	10,200	(1,587)

Table 1: Summary Outturn Forecast as at Period 6 2018/19

10. To mitigate the forecast overspend, a range of alternative actions and savings are being implemented as follows:

- Review specific grant income to maximise where this money can be used to fund existing base budget expenditure whilst remaining within the grant conditions
- Review Better Care Fund and Improved Better Care Fund agreements and allocations between the County Council and Health
- Stop, or defer for a period, discretionary expenditure/projects; including tightening controls over spending such as removal of procurement cards and reducing the number of staff who are approved to commit monies
- Increase Fees and Charges mid-year where we can
- Implement a vacancy management process to delay recruitment whilst we review non-critical or change dependent areas or other staffing measures. This will seek where appropriate to remove vacant posts permanently to give rise to recurring savings.

11. In total the senior leadership has identified £12.7 million of additional reform proposals that are being worked through and progressively included in the forecast when appropriate due diligence has been completed.

12. If fully implemented these could, as shown in Table 2, reduce the services overspend forecast to £5 million.

Table 2: Period 6 Forecast Overspend before and after management savings

	£m
Services Overspend Forecast Period 6 before actions	18.0
Less New Savings Included at Period 6	(5.0)
Sub Total	13.0
Less New 18/19 Savings not in Period 6	(3.6)
Sub Total Services Overspend	9.4
Less Corporate Savings	(4.4)
Net Overspend Forecast	5.0

13. Progress is being made, recognising that at Period 6 £3.6 million of anticipated savings have still to be included in the forecast. If these are achieved in full there still remains a projected £5 million overspend, which is being addressed through a currently open voluntary redundancy scheme. Further action may be required to balance the 2018/19 budget without draw down from corporate reserves. Work on this and the additional management proposals, as well as managing cost pressures, is a key priority for senior management and Cabinet members, and an update will be provided to a future Cabinet meeting.

14. Any remaining overspend for 2018/19 could be funded by drawing down resources from Earmarked Reserves. As our external auditors (Grant Thornton) identified in their value for money opinion, the Council must look closely at its use of reserves to secure financial sustainability. A factor that is being raised on a national level. As such the focus is to identify savings that will reduce any need to draw further from these reserves, and on recurring proposals as opposed to one-off savings.

15. There are a number of significant cost pressures arising across services at Period 6. Whilst these have been provided to Cabinet previously this year, their updated positon is outlined below in more detail.

Children, Families and Communities – Forecast £1.010 million overspend

16. The Directorate is forecast to overspend, before any remaining management actions, its \pounds 96.4 million budget by \pounds 1.010 million at the end of the financial year. That is a reduction from the last Cabinet report.

17. The forecast overspend includes £0.7 million relating to children's social care placements. The current forecast is based on an estimated new demand and the assumption that savings can be achieved. A number of actions are being taken forward to bring the projected overspend down, including a panel review of top-up payments and the development of the edge of care strategy. However, it should be noted that there is a risk that the overspend could increase.

18. The overspend for Home to School Transport is forecast to be £0.6 million. This is based on the costs and activities data within the transport database (Routewise) and the Special Educational Need and Disabilities One System. However, sensitivities still exist within the overall forecast. A number of the children expected within the forecast have yet to

have a statement of their needs completed. There is also a risk that this will have an impact on the number of escorts needed.

19. The pressure on the Dedicated Schools Grant (DSG) has continued this month and is currently projected at £7.2 million, an increase in projection of £0.4 million since the last report to Cabinet. Detailed work is continuing on the budget pressures within the High Needs Block to ensure the accuracy of the forecasts and the impact this will have on the DSG in future years. There is a risk that the forecast overspend may increase further. At the start of the year there was £5.1 million held in DSG reserves, although this was not all earmarked for high needs activity. The pressures on this area were reported to the Schools Forum in July and September 2018 and there will be further discussion at the Schools Forum in November 2018.

Adult Services – Forecast £14.290 million overspend before management action

20. The Adult Social Care budget is forecast to overspend, before management action, its \pounds 125.4 million net budget by \pounds 14.3 million. That is a reduction of \pounds 0.9 million since Period 4. This overspend has arisen due to a combination of:

- Accumulated transformation targets which are no longer felt to be achievable in 2018/19. The base budget for the service included total savings to be achieved in 2018/19 of £14.9 million, including savings carried forward from 2017/18, and an additional adjustment of £4.2 million to reflect opportunities to maximise the benefit of specific grant income (e.g. Better Care Fund). Following a detailed review, £3.2 million of this programme has been identified as undeliverable with a further £5.1 million re-profiled to later years. The current forecast now reflects anticipated delivery of £6.1 million savings in 2018/19, thus placing a significant pressure on 2018/19.
- The Directorate used reserves and one-off grants in previous years to mitigate overspends and demand pressures, however all of these were fully utilised in 2017/18.

21. The causes of variations by specific services arising from changes in saving profiles and demand pressures are as follows:

- A key pressure is Learning Disabilities Residential and Nursing which equates to a forecast £4.2 million overspend. This is mainly due to a delay in achieving savings targets during 2018/19, resulting in an overspend of £1.8 million, and a budget transfer of £0.2 million to in-house Residential Homes to fund increased staffing. The remaining overspend is due to clients joining the service from Continuing Health Care (CHC), hospital placements funded by Health, and other sources.
- Learning Disabilities Supported Living is forecast to overspend by £2.2 million. This is mainly due to clients entering the service from CHC, in-house services, previous clients re-entering the service and clients previously only in receipt of replacement care but now requiring ongoing support, particularly as a result of parents/carers getting older.
- The remaining over spend of £0.3 million is due to a delay in achieving the savings target for In-house Day services.

- Older People Home Care overspend of £1.1 million, this is due to nonachievement of savings and an increase in client numbers from when the budget was approved.
- Older People Residential & Nursing is forecast to overspend by £0.9 million based on the number of clients in the system and allowing for winter pressures.
- Mental Health Residential, Nursing and Supported Living are forecast to overspend by £0.9 million due to an increase in client numbers from when the budget was approved.
- 22. The above pressures have been mitigated in part by:
 - Adult Social Care & Case Management service is forecasting an underspend of £0.4 million due to a number of vacancies that are currently being held within the teams
 - Older People Internal Homecare Service is showing an underspend projection of £0.5 million due to a large number of vacancies in this team, and
 - The Carers service is forecast to underspend by £0.3 million due to the reduction in flexible breaks.

Public Health – Forecast £0.032 million underspend before management action

23. The Public Health Service manages a c.£30 million specific grant and a core County Council budget of £0.1 million.

24. The Public Health Directorate is forecast to break even at this stage.

25. During 2018/19 the service have continued to review existing contracts in order to maximise effective use of the Public Health Ring Fenced Grant with savings of £1.04 million forecast to be achieved in line with the budget. This has allowed the service to increase investment in grant eligible services within other Council functions including Trading Standards and Family Support (Children's). In total around £5.6 million of the Public Health specific grant is being invested directly in eligible functions that sit in other services of the Council, in addition to the wider benefit to the Council through the ongoing commissioning of preventative public health services.

26. The Council currently holds earmarked reserves for Public Health totalling £5.76 million for which there are plans for a significant reduction over the next 3 years to manage the overall reduction in the grant payment smoothly.

<u>Economy and Infrastructure</u> – Forecast £2.370 million underspend as a result of management action

27. It is forecast that at the end of the financial year 2018/19 the Economy and Infrastructure Directorate will underspend its £63.5 million budget by £2.370 million, which is a £0.286 million improvement on Period 5.

28. There has been significant management action undertaken to reduce the Month 4 forecast overspend of £0.5 million to a £2.4 million underspend position. This is mainly as a result of further capitalisation of highways works and associated staff time.

29. It is currently estimated that waste services could overspend against its \pounds 30 million budget by around \pounds 0.2 million (0.8%).

<u>Commercial and Commissioning</u> – Forecast £0.110 million overspend

30. It is forecast that at the end of the financial year 2018/19 the Commercial and Change (COaCH) Directorate will overspend its £8 million budget by £0.110 million, which is £0.083 million less than forecast at Period 5.

31. The budget for Property Services is forecast to overspend by £0.4 million, with £0.15 million relating to savings targets not forecast to be achieved, and £0.35 million on property maintenance costs, which has been offset by a £0.1 million reduction relating to project feasibility costs.

32. The budget for Systems and Customer Access was reduced by £0.25 million following the decision to commence the insourcing of the DxC contract. This activity was delayed to take account of more realistic and achievable timescales, thereby putting the achievement of this budget reduction at risk of non-delivery in the current financial year. The service has now been insourced and the savings will be realised for next financial year.

33. The Directorate position has been partially mitigated by in-year actions, including vacancy management in the Human Resources, Research & Communications team and Commercial Services teams, and work continues to identify solutions to mitigate the overall £0.110 million overspend.

Finance / Corporate Items – Forecast £4.396 million underspend

34. The Financial Services budget includes corporate items such as Debt Interest.

The \pounds 31.5 million budget for Finance/Corporate items is forecast to underspend in total by \pounds 4.396 million as follows:-

- £3.271 million underspend Financing Transactions Borrowing Costs. An initial forecast for the deferment of borrowing on the assumption that cash balances are maintained across the County Council and that there is no forecast for rises in borrowing interest rates
- £0.5 million underspend Insurance. Following a financial risk review, the Fire Insurance Earmarked Reserve can be reduced by £0.5 million to around £1 million. The Council's maximum financial exposure in any one year under existing insurance policies is £0.5 million
- £0.625 million underspend Corporate Contingency. A £750k corporate contingency is maintained for 2018/19, against which spending allocations of £125k have been approved. The balance is uncommitted and therefore it is proposed that this contingency will not be used for new spending but will

reported as an underspend to address the current forecast overspend elsewhere across the Council's services.

35. Details of variations for each Directorate are included in Appendices 1 to 4.

Savings Update

36. The transformation savings target for 2018/19 is \pounds 37.432 million. This comprises \pounds 31.579 million that was originally planned for 2018/19 and \pounds 5.853 million of projects carried forward from previous financial years.

37. Compared with the target of \pounds 37.432 million, \pounds 23.549 million will be delivered, with a further \pounds 2.221 million classed as amber and \pounds 11.662 million as red, of which \pounds 8.690 million is scheduled to be either carried forward to future years or alternative measures found.

38. Given the Council's limited usable and unspent Earmarked Reserves, discussed later in this report, this forecast position with regard to savings being supplemented by use of reserves is unsustainable.

39. The following table shows the current savings programme, carry forwards from 2017/18 and RAG status for 2018/19.

		18/19	18/19						
	17/18	Cabinet	Revised	C/fwd to	18/19	18/19	18/19	18/19	18/19
	C/wd	Approved	Target	19/20	Total	Delivered	On Target	Amber	Red
Directorate	£000	£000	£000	£000	£000	£000	£000	£000	£000
DAS	5,416	9,479	14,895	8,690	6,205	2,927	1,477	1,731	70
PH	0	1,040	1,040	0	1,040	0	0	0	1,040
CFC	337	885	1,222	0	1,222	627	543	0	52
E&I	0	1,900	1,900	0	1,900	0	0	300	1,600
COACH	0	1,100	1,100	0	1,100	100	600	190	210
Finance	100	1,475	1,575	0	1,575	1,525	50	0	0
Accounting Adj	0	15,700	15,700	0	15,700	9,000	6,700	0	0
	5,853	31,579	37,432	8,690	28,742	14,179	9,370	2,221	2,972
	% of Rev	ised Target	100.0%	23.2%	76.8%	37.9%	25.0%	5.9%	7.9%

Table 3: Summary RAG Assessment at Period 6 of the 2018/19 Savings

40. The entire £8.690 million of savings carried forward to 2019/20 related to DAS, and this covers 23.2% of the Savings Programme.

41. The full programme with RAG status for each project is included at Appendices 6 and 7. In addition, Appendix 8 sets out the delivery of the additional savings targets approved by Cabinet in September 2018 to address the forecast overspend at Period 4. At this stage £4.9 million (39%) of the £12.7m target has been delivered.

Corporate Income – Council Tax, Business Rates, Revenue Support Grant

42. The Council's overall budget is funded by a number of corporate income streams, the forecast being shown in Table 4. Corporate income is forecast to achieve the budget and it not expected to change during the year.

P6 - 2018/19 SLT Revenue Budget Monitoring Forecast by Service							
Service		2018/19 Net Budget		Gross Forecast	Variance After Adjustments	Variance After Adjs	
		£000		£000	£000	%	
Revenue Support Grant		(9,436)		(9,436)	0	0.0%	
Business Rates Retention Scheme		(61,136)		(61,136)	0	0.0%	
Council Tax Income		(251,536)		(251,536)	0	0.0%	
Collection Fund (Surplus) / Deficit		(2,084)		(2,084)	0	0.0%	
Total - Funding		(324,192)		(324,192)	0	0.0%	

Table 4: Summary of outturn forecast for Corporate Income 2018/19

General Balances

43. The County Council's General Balances are a contingency sum available to pay for unforeseen or exceptional circumstances. External auditors often refer to the level of general balances when considering an organisation's financial health.

44. Worcestershire's General Fund Balance stand at £12.2 million, or 3.8% of net expenditure. There is no defined minimum balance. It is the responsibility of the Section 151 Officer to advise the Council of that level based on an assessment of risk. At this stage a fuller review is underway against the current forecast use of Minimum Revenue Provision (MRP), and the extent that earmarked reserves are committed. An update will be provided to Cabinet in a future Resources Report.

45. Given the County Council's drawdown of Earmarked Reserves in recent financial years it is important to ensure that General Fund Balances are maintained at least at the current level to support the County Council's financial resilience as it continues to balance the need to deliver services within a challenging medium term cash limit. This was identified by our external auditors in the 2017/18 statutory accounts opinion, and is an issue the Council is keen to address.

Earmarked Reserves

46. All earmarked reserves are retained either under the delegated authority given to Chief Officers in the Financial Regulations or by Cabinet/Cabinet Member approval, this is subject to recommendations jointly by a Chief Officer in agreement with the Chief Financial Officer for carry forward each year.

47. Given that the County Council is forecasting an overspend, this must be a first call on Earmarked Reserves once all options to reduce expenditure during 2018/19 have been exhausted.

48. This will enable the budget to be balanced at the year-end but would require a review of Earmarked Reserves. Management are reviewing earmarked reserves in light of this possibility and this will be included in future Resources Reports to establish the extent to which they already have spending commitments and whether these commitments could be stopped, and to review where reserves are maintained for risk whether they could be prudently reduced.

49. It is important to recognise that to some extent these Earmarked Reserves are already committed as a result of the forecast overspend.

50. Following a review of the Minimum Revenue Provision (MRP) charge for 2018/19, a recurring (but time limited) saving of £7.5 million has been added to a financial risk reserve as approved as part of the 2018/19 February Cabinet Budget report, and reported in the Resources Report to Cabinet in September. This forecast arises from full implementation of last year's policy change after taking account of expected residual consultation outcomes from the Ministry of Housing, Communities and Local Government. This forecast is subject to the professional judgement by the S.151 Officer with regard to making a 'prudent provision' in the accounts in consideration of future capital expenditure plans.

51. Looking forward, the County Council's ability to manage the in-year financial risk is challenging. It is vital that the Council delivers services within cash limits on a recurrent basis and that transformation savings are also achieved in full recurrently and not by one off actions.

New One-Off Grant – Adult Social Care Winter Pressures

52. The County Council has been awarded a £2.4 million one-off Adult Social Care Winter Pressures grant as part of a national £240 million funding allocation from the Department of Health and Social Care.

53. This grant is intended to fund new spending on Adult Social Care services in order to reduce delayed discharges from hospitals through preventative measures, speeding up the process of assessing and agreeing what social care is needed for patients in hospitals or from directly investing in social care packages. In the Chancellor of the Exchequer's statement to the House of Commons on 29 October 2018, he noted that this grant will be recurring for a further year (2019/20). At the time of drafting though it is unclear of any conditions attached and if they are the same as apply to 2018/19.

54. The County Council will work closely with health colleagues to optimise best use of this new funding.

55. Cabinet is asked to recommend Council approves use of this grant and updates the revenue budget cash limits.

Legal Implications

56. Legal advice will be provided to support any changes in service delivery in accordance with the requirements of the Council's policies and procedures.

Financial Implications

57. Members are required under Section 25 of the Local Government Act 2003 to have regard to the Chief Financial Officer's report when making decisions about the budget calculations for each financial year. Specifically this is undertaken through the approval of the annual budget in February each year.

58. Section 25 of the Act also covers budget monitoring and this process monitors the robustness of budgets, adequacy of reserves and the management of financial risk throughout the year. This Cabinet report highlights forecast variances arising from current financial performance and the possible impact of existing pressures on future expenditure so that appropriate action may be taken.

59. In discharging governance and monitoring roles, Members are asked to consider the issues arising and the potential impact on the budget as well as the financial risks arising.

60. The Council's procedures for budget monitoring is reinforced through close financial support to managers and services on an ongoing basis to ensure processes and controls are in place to enable tight financial control.

HR Implications

61. A number of existing and new proposed savings may impact on staff roles and responsibilities and where appropriate senior officers take advice from the Council's Human Resources team.

62. This will include undertaking consultations with staff, trade unions and any other affected body as appropriate.

Environmental and Climate Change Implications

63. There are no significant environment and climate change implications arising from this report.

Equality Duty Considerations

64. The Council will continue to have due regard to proactively addressing the three elements of the Public Sector Equality Duty in all relevant areas – in particular the planning and delivery of our services. The Council will continue to assess the equality impact of all relevant transformational change programmes and will ensure that Full Council has sufficient equalities assessment information to enable it to have due regard to the three elements of the Equality Duty when considering any changes to the budget for 2018/19. The Council will continue to ensure best practice is followed with regard to these requirements.

Health and Privacy Impact Assessments

65. A Health Impact Assessment has been undertaken with regard to this report and recommendations relating to new spending decisions to understand the potential impact they can have on Public Health outcomes across the county area.

66. This report is mainly about confirming the forecast outturn financial position for the end of the financial year reflecting existing Cabinet decisions and policies, and requesting approval for spending a Winter Pressures grant impacting directly on those moving from hospital into social care support.

67. Taking this into account, it has been concluded that there are no other specific health impacts as a result of new decisions arising from this Cabinet report. There are no privacy impacts identified.

Supporting Information

The following Appendices are available electronically:

- Appendix 1 Budget Monitoring Outturn Forecast for Month 6 30 September 2018
- Appendix 2 Budget variances greater than £0.250 million
- Appendix 3 Capitalisation
- Appendix 4 Use of Grants
- Appendix 5 Provisional Transfers to/from Earmarked Reserves
- Appendix 6 Savings RAG Summary 2018/19
- Appendix 7 List of Savings Agreed Budget Plan 2018/19

• **Appendix 8** - Monitoring of 2018/19 additional savings reported to Cabinet in September 2018

Contact Points

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Background Papers

In the opinion of the proper officer (in this case the Chief Financial Officer) the following are the background papers relating to the subject matter of this report:

• Previous Cabinet Resources Reports