



Report to Policy Committee

Author/Lead Officer of Report: Tony Kirkham,
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Report of: *Tony Kirkham*
Report to: *Education, Children & Families Committee*
Date of Decision: *21st June 2023*
Subject: *2022-23 Financial Outturn*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given? (<i>Insert reference number</i>)				
Has appropriate consultation taken place?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i>				

Purpose of Report:

This report brings the Committee up to date with the Council's final revenue outturn position for 2022/23

Recommendations:

The Committee is recommended to:

- a) Note the updated information and management actions provided by this report on the 2022/23 Revenue Budget Outturn.

Background Papers:

[2022/23 Revenue Budget](#)

Lead Officer to complete: -	
1	<p>I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.</p> <p>Finance: <i>Tony Kirkham, Interim Director of Finance and Commercial Services</i></p> <p>Legal: <i>David Hollis, Assistant Director, Legal and Governance</i></p> <p>Equalities & Consultation: <i>James Henderson, Director of Policy, Performance and Communications</i></p> <p>Climate: n/a</p>
<p><i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i></p>	
2	<p>SLB member who approved submission: <i>Tony Kirkham</i></p>
3	<p>Committee Chair consulted: <i>Cllr Zahira Naz</i></p>
4	<p>I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.</p>
	<p>Lead Officer Name: <i>Tony Kirkham</i> <i>Jane Wilby</i></p> <p>Job Title: <i>Interim Director of Finance and Commercial Services</i> <i>Head of Accounting</i></p>
	<p>Date: 31st May 2023</p>

1. PROPOSAL

1.1 This report provides the final revenue outturn monitoring statement on Sheffield City Council's revenue and capital budget for 2022/23

1.2 Summary

1.2.1 The Council's revenue budget was overspent by £5m as of 31st March 2023.

Full Year £m	Outturn	Budget	Variance
Corporate	(456.6)	(450.5)	(6.1)
City Futures	34.1	34.9	(0.8)
Operational Services	111.4	111.6	(0.2)
People	304.4	294.2	10.2
Policy, Performance Comms	3.6	3.2	0.4
Resources	8.1	6.6	1.5
Total	5.0	(0.0)	5.0

1.2.2 This overspend is due to a combination of agreed Budget Implementation Plans ("BIPs") not being fully implemented and ongoing cost / demand pressures that are partially offset by one-off savings.

Full Year Variance £m	One-off	BIPs	Trend	Total Variance
Corporate	0.0	0.0	(6.1)	(6.1)
City Futures	(0.1)	0.0	(0.7)	(0.8)
Operational Services	(4.8)	2.7	1.9	(0.2)
People	(0.5)	14.8	(4.1)	10.2
Policy, Performance Comms	(0.1)	0.4	0.1	0.4
Resources	(1.0)	1.6	0.9	1.5
Total	(6.5)	19.5	(8.0)	5.0

1.2.3 In 2021/22, the Council set aside £70m of reserves to manage the financial risks associated with delivering a balanced budget position. In 2021/22, the council overspent by £19.8m which was drawn from this pool, a further £15m was used to balance the 2022/23 budget, final 2022/23 outturn £5m leaving a remaining risk allocation of £30m as we move in to 2023/24

M12	£m
Allocated reserves	70.0
21/22 Budget overspend	19.8
22/23 Base budget committed	15.0
22/23 Budget overspend	5.0
Reserves used @ M12	39.8
Remaining reserves	30.2

1.3 Committee Financial Position

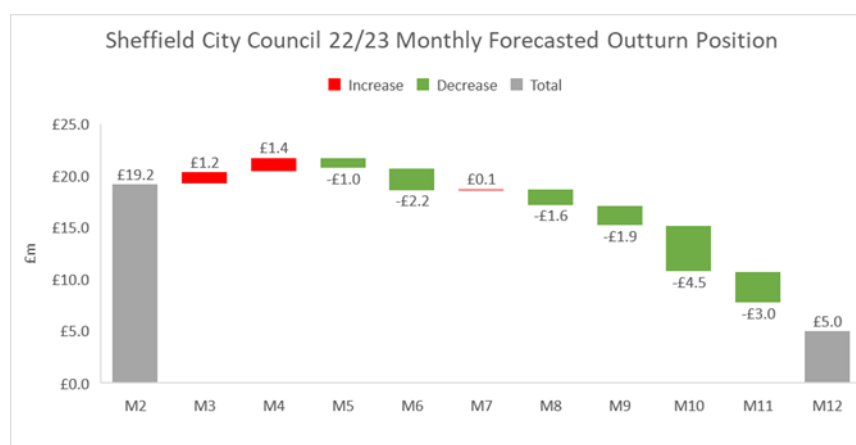
1.3.1 Overall Position - £5m Overspend

There is a £5.7m overspend in the Adult Health and Social Care Committee and a £5.8m overspend in the Education, Children and Families Committee

Full Year Forecast £m @ Month 12	Outturn	Budget	Variance	M11 Variance	Movement
Adult Health & Social Care	157.1	151.4	5.7	6.8	(1.2)
Education, Children & Families	134.2	128.4	5.8	7.1	(1.3)
Housing	6.2	6.0	0.2	(0.9)	1.1
Transport, Regeneration & Climate	28.4	29.7	(1.2)	(0.9)	(0.3)
Economic Development & Skills	10.7	11.1	(0.4)	(0.1)	(0.2)
Waste & Street Scene	54.7	55.0	(0.3)	(0.4)	0.1
Communities Parks and Leisure	44.2	45.9	(1.7)	(1.6)	(0.1)
Strategy & Resources	(430.5)	(427.5)	(3.0)	(2.1)	(0.9)
Total	5.0	(0.0)	5.0	7.9	(2.9)

The overall outturn position improved previous month's forecast overspend by £2.9m largely due to improvements in income in social care

The Council's forecast overspend has reduced by £14.2m from the M2 outturn position mainly due to unforeseen income



Substantial improvements have been made in the Council's financial position throughout 2022/23. The overspend in Adult Social Care was halved due to additional grant income, mainly from the Government's £500m discharge fund announced in November 2022.

	M2 Outturn	M12 Outturn	Movement
Full Year Variance £m			
Adult Health & Social Care	11.7	5.7	(6.0)
Education, Children & Families	5.6	5.8	0.1
Housing	0.0	0.2	0.2
Transport, Regeneration & Climate	1.2	(1.3)	(2.5)
Economic Development & Skills	(0.1)	(0.4)	(0.3)
Waste & Street Scene	(0.2)	(0.3)	(0.1)
Communities Parks and Leisure	(0.6)	(1.7)	(1.1)
Strategy & Resources	1.5	(3.0)	(4.5)

Total	19.2	5.0	(14.2)
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Transport, Regeneration and Climate Committee's improvement of £2.5m was mainly as a result of the mitigation of unachievable savings targets for 2022/23.

The Communities, Parks & Leisure Committee's overall improvement was due to the underspend in the Youth Service following a delay in the implementation of the new operating model and recruitment slippage.

Strategy & Resources saw a large recovery in income from interest on investments throughout the year. Cash balances remained strong and so did the bank rate. Careful management and investment of our funds resulted in a strong yield for the Authority.

Most of the overspend is due to shortfalls in Budget Implementation Plans (BIPs) delivery

Variance Analysis @ Month 12	One-off	BIPs	Trend	Total Variance
Adult Health & Social Care	(0.3)	8.7	(2.7)	5.7
Education, Children & Families	1.0	6.0	(1.2)	5.8
Housing	1.2	0.0	(1.0)	0.2
Transport, Regen & Climate	(2.1)	2.1	(1.2)	(1.2)
Economic Development & Skills	(0.1)	0.0	(0.3)	(0.4)
Waste & Street Scene	(3.5)	0.4	2.7	(0.3)
Communities Parks and Leisure	(1.5)	0.0	(0.2)	(1.7)
Strategy & Resources	(1.3)	2.2	(4.0)	(3.0)
Total	(6.5)	19.5	(8.0)	5.0

Whilst the overspend for the Council closed at £5m, we were reporting that £19.5m of savings targets were not achieved in year. This was mitigated through either income contributions from grants or reserves or other fees and charges.

£6.5m of one-off savings mitigated the underlying overspend

Contributions from provisions for energy and waste inflation mitigated the in-year impact of rising baseline costs. In 2022/23 we saw a more than 100% increase in energy costs taking general fund energy costs from £2.5m to an annual bill of over £5m.

Year on Year		
Energy price increase	22/23	23/24
Gas	107%	5%
Electricity	111%	30%

Wholesale energy prices have fallen over recent months and the Council has secured energy prices until March 2024. The impact of this has been built into the 2023/24 budgeted baseline position at a 30% increase on electricity and 5% on gas.

Balancing the 2022/23 budget was only possible with £53m of BIPs, £33m were delivered this year

Budget Savings Delivery £m	Total Savings 2022/23	Deliverable in year	FY Variance
Portfolio			
People	37.7	22.9	14.8
Operational Services	7.1	5.0	2.1
PPC	1.2	0.8	0.4

Resources	6.7	4.5	2.2
Total	52.7	33.2	19.5

1.3.2 Key Committee Overspends:

Adult Health and Social Care overspent by £5.7m	The high cost of packages of care put in place during covid has increased our baseline costs into 2022/23. A huge amount of work has been done as part of an investment plan to tackle the underlying issues. Recruitment challenges reduced our ability to deliver targets in full in 2022/23. It is anticipated that 96% of savings will be delivered by 1st April 2024 within current plans, leaving £1.1m to be mitigated during 2023/24.
Education, Children and Families overspent by £5.8m	Under-delivery of budget implementation plans in the service are the main cause of overspends; plans to reduce staffing and increase income from Health were not achieved. Issues with staffing at Aldine House limited the capacity in the setting and affected the income for the service this year by £1.5m. Overspends in children’s residential services, placements, short breaks, and direct payments have also been issues for the service’s budgets.
The Housing Revenue Account is overspent against budget by £12m	A significant issue in the HRA this year is the level of vacant properties within the Council’s housing stock. This has led to a reduction in income (£2.7m) in rent plus additional costs for council tax to the HRA (£1.1m) from the empty properties. A backlog of repair jobs has led to gas servicing compliance issues and disrepair claims (£2.4m) for the service. The housing repairs service overspent against budget by £10m. There has been a significant investment in addressing the backlog of repairs (in particular gas servicing) which have led to costs in excess of budget due to a higher volume of jobs and a higher than anticipated cost of fulfilling the work due to market factors and inflationary uplifts in materials and subcontractor costs.

1.4 Education, Children & Families Committee - £5.8m overspent

The Education, Children & Families General Fund is overspent by £5.8m	Full Year Forecast £m @ Month 12	Outturn	Budget	Variance
	Children & Families	113.7	108.9	4.8
	Education & Skills (Access and Inclusion; Business Support; Operational and Portfolio Wide Budgets; School Budgets; Schools and Learning; SEN, EMTAS)	14.3	13.8	0.6
	Integrated Commissioning (Commissioning; Children's Public Health; Early Help and Prevention)	6.2	5.7	0.5
	Total	134.2	128.4	5.8

The position in Education, Children's & Families remained stable throughout the year

Whilst there was an improvement in the committee's financial position over the last few months, generally the underlying overspend for the committee has maintained a similar level to original forecasts.

There have been issues with staffing at Aldine House, our purpose-built secure children's home has suffered from a limitation to capacity in the setting and affected the income for the service this year by £1.4m. It is assumed income will not be adversely affected in 2023/24.

Other areas of overspends are within children's residential services, placements, short breaks, and direct payments.

The main cause of the overspend is under delivery of Budget Implementation Plans (BIPs)	Variance Analysis £m @ Month 12	One-off	BIPs	Trend
	Children & Families	1.1	5.4	(1.7)
	Education & Skills (Access and Inclusion; Business Support; Operational and Portfolio Wide Budgets; School Budgets; Schools and Learning; SEN, EMTAS)	0.1	0.0	0.5
	Integrated Commissioning	(0.1)	0.7	(0.0)
	Total	1.0	6.0	(1.2)

The impact of the pay award impacted the committee's budget by £0.8m

The pay award of £1,925 flat rate per employee was paid to employees in M8. The award impacted the Committee by £0.8m.

Dedicated Schools Grant (DSG) is underspending by £1.5m	DSG Full Year Forecast £m @ Month 12	Outturn	Budget	Variance
	Children & Families	6.1	6.3	(0.2)
	Education & Skills	214.5	214.5	(0.0)
	Integrated Commissioning	8.2	9.4	(1.3)
	Total	228.7	230.2	(1.5)

	<p>£1.5m underspend relates to Early Help & Prevention spend on the Exclusion Prevention Programme not going ahead as planned in 22/23, budget over allocation on SEN Locality and vacancies within MAST. SEN budgets overspent in year by £2m due to rising numbers of placements and EHCP top up costs. However, SEN, in addition to £0.2m additional staffing costs in Educational Psychology from January plus £0.3m other overspends in Learn Sheffield, Music, insurance/other have been offset by unallocated funding from DSG and a small element of PFI surplus confirmed at year end.</p>
<p>Plans to reduce business support staffing have been delayed with costs offset by difficulties in recruiting social workers</p>	<p>£0.4m of the BIP shortfall relates to reduction in business support staffing linked to the investment in support workers in Fieldwork not happening as planned.</p> <p>Difficulties in recruiting Fieldwork staff resulted in a £1.3m underspend which helped offset the BIP shortfalls.</p> <p>There were £0.6m other staff related savings not delivered where it was not possible to replace agency with permanent staffing.</p>
<p>Placement budgets were the main cause of overspends in 2022/23</p>	<p>Placements were overspent by £1.2m against a £39.5m budget. £750k of this related to a saving to reduce placement costs following opening a new children's residential home for children with disabilities. Slippage on this saving falls into 2023/24. Other pressures in placements were in semi-independent and residential placements.</p>
<p>The residential strategy (c£2.7m savings) was not delivered</p>	<p>The £2m saving relating to a new secure unit was a longer term saving requiring capital and planning approvals to be in place before building/renovations would be able to commence.</p> <p>Earlier in the year it was reported that the proposal was no longer a viable due to the lack of available external funding coupled with high costs of developing a secure facility. This budget pressure has been accounted for in the 2023/24 baseline budget for the service</p>
<p>£1.4m savings from contributions from Health were not delivered this year</p>	<p>Whilst discussions have taken place with Health partners, no firm agreement was reached in 2022/23. There is an underlying pressure in the budget until an agreement is formalised.</p>

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The recommendations in this report are that the Education, Children & Families Policy Committee notes their 2022/23 outturn and takes action on overspends in budgets in preparation for the 2023/24.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 There has been no consultation on this report, however, it is anticipated that the budget process itself will involve significant consultation as the Policy Committees develop their budget proposals

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

- 4.1.1 There are no direct equality implications arising from this report. Individual Committees will use equality impact analyses as a basis for the development of their budget proposals in due course.

4.2 Financial and Commercial Implications

- 4.2.1 The primary purpose of this report is to provide Members with information on the City Council's revenue outturn position for 2022/23.

4.3 Legal Implications

- 4.3.1 Under section 25 of the Local Government Act 2003, the Chief Finance Officer of an authority is required to report on the following matters:

- the robustness of the estimates made for the purposes of determining its budget requirement for the forthcoming year; and
- the adequacy of the proposed financial reserves.

- 4.3.2 There is also a requirement for the authority to have regard to the report of the Chief Finance Officer when making decisions on its budget requirement and level of financial reserves.

- 4.3.3 By the law, the Council must set and deliver a balanced budget, which is a financial plan based on sound assumptions which shows how income will equal spend over the short- and medium-term. This can take into account deliverable cost savings and/or local income growth strategies as well as useable reserves. However, a budget will not be balanced where it reduces reserves to unacceptably low levels and regard must be had to any report of the Chief Finance Officer on the required level of reserves under section 25 of the Local Government Act 2003, which sets obligations of adequacy on controlled reserves.

4.4 Climate Implications

- 4.4.1 There are no direct climate implications arising from this report. It is expected that individual Committees will consider climate implications as they develop their budget proposals in due course.

4.4 Other Implications

- 4.4.1 No direct implication

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The Council is required to both set a balance budget and to ensure that in-year income and expenditure are balanced. No other alternatives were considered.

6. REASONS FOR RECOMMENDATIONS

- 6.1 To record formally changes to the Revenue Budget.