# Agenda Item 8



# **Report to Policy Committee**

Author/Lead Officer of Report: Philip Gregory, Director of Finance and Commercial Services

	Tel: +44 114 474 1438
Report of:	Philip Gregory, Director of Finance & Commercial Services
Report to:	Education, Children & Families Policy Committee
Date of Decision:	19 <sup>th</sup> March 2024
Subject:	2023-24 Q3 Budget Monitoring Report

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	No	x
If YES, what EIA reference number has it been given? (Insert reference)	erence n	umber)	
Has appropriate consultation taken place?	Yes	No	X
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	No	X
Does the report contain confidential or exempt information?	Yes	No	x
If YES, give details as to whether the exemption applies to the full report and/or appendices and complete below:-	report / p	oart of the	)
"The ( <b>report/appendix</b> ) is not for publication because it contains e under Paragraph ( <b>insert relevant paragraph number</b> ) of Schedu Government Act 1972 (as amended)."			

# Purpose of Report:

This report brings the Committee up to date with the Council's General Fund revenue outturn position for 2023/24 as at Q3.

### **Recommendations:**

### The Committee is recommended to:

Note the updated information and management actions on the 2023/24 Revenue Budget Outturn as described in this report.

Background Papers: 2023/24 Revenue Budget

Lea	nd Officer to complete: -				
1	I have consulted the relevant departments in respect of any relevant implications	Finance: Philip Gregory, <i>Director of Finance and Commercial Services</i>			
	been incorporated / additional forms completed / EIA completed, where required.	Legal: Sarah Bennett, Assistant Director, Legal Services			
		Equalities & Consultation: <i>Adele Robinson,</i> <i>Equalities and Engagement Manager, Policy, and</i> <i>Performance.</i>			
		Climate: n/a			
	Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.				
2	SLB member who approved submission:	Philip Gregory, Director of Finance and Commercial Services			
3	Committee Chair consulted:	Cllr Zahira Naz, Chair of the Finance Committee			
4	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.				
	Lead Officer Name: Philip Gregory	Job Title: Director of Finance and Commercial Services			
	Jane Wilby	Head of Accounting			
	Date: 1 <sup>st</sup> March 2024				

# 1. PROPOSAL

1.1. This report provides an update on the current outturn position for Sheffield City Council's revenue budget for 2023/24.

# 2023-24 Q3 Financial Position by Directorate

1.2. At the end of the third quarter of 2023-24, the Council's revenue budget shows a forecast overspend of £16.7m. This was an improvement of £700k from the previous quarter's outturn position.

Full Year £m	Q3 Outturn	Budget <sub>V</sub>	Q3 /ariance Va		loveme nt
Neighbourhood Services	148.9	146.8	2.1	3.3	(1.2)
Adults	146.7	144.2	2.6	3.4	(0.8)
Children's	142.5	131.3	11.2	8.8	2.4
City Futures	49.2	48.8	0.4	1.0	(0.6)
Strategic Support	15.0	10.6	4.5	4.4	0.0
Public Health & Integrated Commissioning	12.8	11.2	1.6	1.8	(0.2)
Corporate	(498.4)	(492.9)	(5.5)	(5.2)	(0.3)
Total	16.7	(0.0)	16.7	17.4	(0.7)

1.3. This overspend is due to a combination of factors. Agreed Budget Implementation Plans ("BIPs") are not forecast to fully deliver within the year. There are underlying cost and demand pressures faced by services that are partially offset by one-off items. These "one-offs" consist of grant income, draws from specific reserves or provisions and income from central government or external sources.

Full Year Variance £m	One-off	BIPs	Trend	Total Variance
Neighbourhood Services	(4.7)	2.9	3.9	2.1
Adults	(11.2)	3.5	10.3	2.6
Children's	(5.0)	4.0	12.2	11.2
City Futures	(0.1)	0.4	0.1	0.4
Strategic Support	(1.1)	0.1	5.5	4.5
Public Health & Integrated Commissioning	(0.5)	0.0	2.0	1.6
Corporate	0.0	0.0	(5.5)	(5.5)
Total	(22.7)	10.9	28.5	16.7

1.4. In 2021/22, the Council set aside £70m of reserves to manage the financial risks associated with delivering a balanced budget position. Overspends against general fund budgets in 2021/22 and 2022/23 have meant we have drawn almost £40m from this reserve to date. Current overspends of £16.7m would deplete this reserve to just £14m for budget overspends for 24/25 and beyond. Given this challenging position and likely requirement in the next few years to draw on this reserve, a further £12.5m has been identified from a one-off surplus from our collection fund. This is subject to approval at full council on 6<sup>th</sup> March.

# 1.5. **2023-24 Q3 Financial Position by Committee**

1.5.1. The major budget risk areas are in Childrens & Adults Social Care and in Homelessness services:

Full Year £m	Q3 Outturn	Budget	Q3 Varianc e	Q2 Varianc e	Moveme nt
Adult Health & Social Care	154.6	152.5	2.1	3.1	(1.0)
Communities Parks and Leisure	46.8	47.1	(0.4)	0.8	(1.2)
Economic Development & Skills	11.1	11.1	0.0	(0.0)	0.1
Education, Children & Families	145.6	132.4	13.2	10.9	2.3
Housing	11.1	8.2	2.9	3.2	(0.3)
Strategy & Resources	(462.7)	(462.5)	(0.2)	0.6	(0.8)
Transport, Regeneration & Climate	43.6	43.6	(0.0)	(0.0)	0.0
Waste & Street Scene	66.6	67.6	(1.0)	(1.1)	0.1
Total	16.7	(0.0)	16.7	17.4	(0.7)

1.5.2. In 22/23, the Council's overspend improved by over £14m from the first quarter's forecasts to final outturn. This was mainly due to additional income received rather than underlying improvements in budgets and cost reductions. Whilst there is a likelihood we may receive some additional government funding in the final quarter of 2023/24, it is unlikely we will see an improvement on this scale.

Many underlying budget issues in social care services still remain and this is reflected in the current forecast position.

1.5.3. Most of the overspend is due to underlying cost and demand pressures in services. We estimate that £28.5m is embedded in the baseline costs but is somewhat mitigated by one-off income:

Full Year Variance £m	One- off	BIPs	Trend	Total Varian ce
Adult Health & Social Care	(11.5)	3.5	10.1	2.1
Communities Parks and Leisure	(0.2)	0.1	(0.2)	(0.4)
Economic Development & Skills	0.1	0.0	(0.1)	0.0
Education, Children & Families	(5.2)	4.0	14.4	13.2
Housing	(1.7)	0.2	4.4	2.9
Strategy & Resources	(3.6)	2.8	0.6	(0.2)
Transport, Regeneration & Climate	0.0	0.1	(0.2)	(0.0)
Waste & Street Scene	(0.6)	0.3	(0.7)	(1.0)
Total	(22.7)	10.9	28.5	16.7

1.5.4. Balancing the General Fund 2023/24 budget was only possible because the Council identified £47.7m of savings:

Committee	Total Savings	Financial Savings Deliver- able in Year	In Year Gap	Financial Savings Deliverable Next Year (Slippage)	Undelivera ble Savings
Adult Health & Social Care	31.6	28.0	3.5	3.5	0.0
Comm, Parks & Leisure	2.0	1.9	0.1		0.1
Economic Dev & Skills	0.5	0.5	0.0		0.0
Ed, Children & Families	6.9	2.9	4.0	0.3	3.6
Housing	0.6	0.5	0.2		0.2
Strategy & Resources	4.1	1.4	2.7	2.5	0.2
Transport, Regen & Climate	0.8	0.7	0.1		0.1
Waste & Street Scene	1.1	0.8	0.3		0.3
Grand Total	47.7	36.8	10.9	6.4	4.5

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The current forecasts show  $\pounds 10.9$ m savings plans are undeliverable this year. This represents a delivery rate of 77% against target with a further 14% set to be delivered in the following year.

In 22/23, less than 65% of savings targets were delivered. Whilst we are improving upon overall delivery performance, we are still falling short of targets meaning further draws could be required from our reserves to meet these overspends if they are not managed and mitigated. Delivering in year budgets must be a key focus for all services for the Council to retain financial sustainability.

1.5.5. Inflation is continuing to fall; from April 2023 CPI at 7.8% to 4.2% in December (month 9). Whilst we are seeing some stabilisation in the cost base, the fall in inflation does not mean that our costs will now reduce, higher costs are now embedded in baseline expenditure. There is an increased demand for services alongside cost pressures in social care, home to school transport and homelessness services.

#### 1.6. Key Committee Overspends:

1.6.1.	Adult Health and Social Care are forecast to overspend by £2.1m	The main area of overspend in the service sits in staffing budgets. The high cost of packages of care put in place during covid increased our baseline costs and this carries into 23/24. Work to review packages of care has continued throughout 23/24 which has helped to reduce baseline costs in Homecare. This work and one-off funding has mitigated the position again this year leaving a £0.5m overspend in the purchasing budgets. However, there remains an underlying pressure of around £10m, a significant aspect of which is within Learning Disabilities, plus £3.5m savings undelivered in 23/24 which will need to be resolved through the Recovery
		position again this year leaving a £0.5m overspend in the purchasing budgets. However, there remains an underlying
		within Learning Disabilities, plus £3.5m savings undelivered in 23/24 which will need to be resolved through the Recovery
		Plan for 2024/25. This was presented to Committee 31 January 2024 detailing how underlying issues, which are estimated at around £17m including additional staff pressures, will be addressed. Action owners and responsible Assistant
		Directors are currently working through implementation plans to ensure the requisite staff capacity and any additional resources are made available.

1.6.2. **Education**, The key overspends in the service relate to placements with external residential placements a particular issue which are

support in temporary and exemptpayments made by the Council even though it sets the rules that determine the amount the Council has to pay. In 2022/23, the Council incurred a loss of £5.9m as a result of the legislation relating to temporary homelessness and supported accommodation. The Council is essentially bridging the gap between the amount the accommodation costs to procure and the amount we are able to recover via housing benefits.In 2023-24, this is forecast to cost the Council £4.5m for temporary accommodation. The shortfalls are split between the Housing		
<ul> <li>placements this year is forecast to not be delivered. Marketing is taking place, but our number of foster carers remains static. Nationally this has been an issue since the pandemic as older foster carers decided to exit the market and there has not been the like for like recruitment to new foster carers. Overall looked after children numbers have remained stable with increased demand being met, where possible, through family based placements.</li> <li>Further demand in home to school transport costs are forecast to create a £3.6m overspend against budgets this year. Since the start of the new school year, the overspend has increased due to a further 180 children now requiring transportation to school. Sheffield City Council are now supporting over 2,365 children with transportation to school, this has increased by almost 1,000 children in 4 years, and demand is forecast to continue to increase. An overarching SEND review, including Home to School Transport, is currently underway. Outcomes from the review will bring about longer-term changes to reduce pressures but the underlying cost base will be difficult to reduce due to the rising demand for the service.</li> <li>Integrated Commissioning budgets are forecast to overspend by £2m in recognition of the unachieved saving from 2022/23 relating to leveraging additional funding from Health partners.</li> <li>1.6.3. Homelessness support in temporary and exempt accommodation is forecast to concil incurred a loss of £5.9m as a result of the legislation relating to temporary homelessness and supported accommodation. The shortfalls are split between the Housing</li> </ul>	forecast to overspend by	has increased to £5,800 per week but due to a limited number of places in the city, placements for the most complex children can cost much more. Actions are being taken to ensure that costs for placements are being met by all elements including education and where possible health. High-cost placements
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respectively.		temporary accommodation and £3.5m for supported accommodation. The shortfalls are split between the Housing General Fund and Strategy and Resources budgets
	The Budget Imp	lementation Group

1.6.4.A working group<br/>is in place to<br/>driveA senior officer working group has been established to help<br/>drive delivery of the budget. The purpose of the Budget<br/>Implementation Group (BIG) is to improve the delivery of the

	improvements in budget delivery Transformation	Council's annual Revenue Budget (both General Fund and Housing Revenue Account), challenge and drive delivery of the Budget Implementation Plans (BIPs) and make recommendations for the allocation of transformation funding. It will look to facilitate Council wide learning. The group is jointly chaired by the Director of Finance and Commercial Services and the Chief Operating Officer. The group has a nominated core member from each Directorate.
1.6.5.	The Council identified £4m to support transformation activity	As part of 2023-24 budget setting, the Council identified a £4m fund that would be used to support programmes of transformational change in the organisation, expedite the delivery of savings plans or support where delivery of savings has become "stuck". The "BIG" group has provided advice, challenge, and recommendations for allocation of the transformation funding to the Council's Performance and Delivery Board.
		In August 2023, the Performance & Delivery board approved bids to support delivery of programmes in Adult Social Care, Housing, Children's services, ICT, HR, and Organisational Strategy to build upon the Future Sheffield programme. These key projects are working to stabilise the organisation and bring budgets back to a steady footing for the future. Each programme of work is being monitored, and progress reported to the Council's Performance & Delivery board to ensure activity remains on track. Overall performance will be reported to the finance committee as part of in-year budget monitoring briefings, with relevant policy committees overseeing progress on programmes in their areas.
	Medium Term F	inancial Analysis (MTFA) & 2024/25 Budget
1.6.6.	By law, the council must set a balanced budget	The Council is facing a challenging financial position. The Strategy and Resources Committee on 5 <sup>th</sup> September received the Councils Medium-Term Financial analysis, highlighted the financial pressures facing the Council over the coming 4 years and the potential gap of £61.2m in resources. Each Committee has worked to reach savings targets to achieve a balanced budget for 2024/25. On February 21 <sup>st</sup> 2024, the Strategy and Resources committee recommended the budget to full Council on 6 <sup>th</sup> March.
		For 2024/25 we are forecasting pressures of £79m for Committees budgets. These pressures result from rising demand for services but also significant increases in contract and price inflation due to the current economic backdrop. Approximately £49m of these pressures relate to Social Care Services. Through our 2024/25 Business Planning Process, Committees managed to identify £8m of savings to help deliver the balanced budget. Delivery of these savings will require steadfast commitment, and targeted resources from the Council to be successful.

inc ch go dif	addition to these savings, increases in Business Rates come and associated grants, uplifts to sales fees and arges where appropriate, additional funding from vernment (mainly ringfenced to social care) along with the ficult decision to increase Council Tax by 4.99%, means we
	e able to set a balanced budget for 2024/25.

# 23-24 Q3 Committee Budget Outturn Position

# 1.7. Education, Children & Families Committee - £13.2 overspend

1.7.1.	The Education,	Full Year £m	Outturr	n Bu	dget	Variance
	Children & Families General Fund is overspent by	Children & Families Education & Skills (Access and Inclusion; Business	121.0	) 1	113.6	7.4
210.21	£13.2m	Support; Operational and Portfolio Wide Budgets; School Budgets; Schools and Learning; SEN, EMTAS) Integrated Commissioning	20.6	3	16.8	7.4 3.8 2.0 13.2 3.2 as 22 marily
		(Commissioning; Children's Public Health; Early Help and Prevention)	4.0	)	2.0	2.0
	Total	145.6	5 1	32.4	13.2	
1.7.2.	The 2023/24	at Q3, this position has worsene outturn position; £1.9m worse ir placements and our in house re increase in home to school tran	n children sidential sport cos	& fami facility	ilies, pri and a f	marily urther
	settlement provided additional "one-off"	Full Year Variance £m	One- off	BIPs	Trend	
	funding for social care	Children & Families Education & Skills (Access and Inclusion; Business	(5.0)	3.5	8.8	
		Support; Operational and Portfolio Wide Budgets; School Budgets; Schools and Learning; SEN, EMTAS)	0.0	0.4	3.3	3.8 2.0 13.2 3.2 as 22 imarily urther 7.4 3.8 2.0 7.4 3.8 2.0 13.2 Using lement vere These al
		Integrated Commissioning Total	(0.2) (5.2)	0.0 <b>4.0</b>	2.2 <b>14.4</b>	
		In February 2023 the Department for Levelling Up, Housing and Communities (DLUHC) approved the 2023/24 settlement for Local Government. Included within the Settlement were some funding and taxation commitments for 2024/25. These included details of Council Tax thresholds and additional funding for social care.				
		Beyond 2024/25 the picture is general acknowledgement that will be very little, if any, increas unprotected services such as remaining period of the Medium settlement has been treated as uncertainty.	due to fis se in pub s Local n-Term Fi	scal co lic sec Author nancia	nstraint tor spe rities o I Analys	s, there nding in ver the sis. This
		In January 2024 the Govern announce additional measures million. This included £500 mill	for local a	authorit	ies, woi	rth £600

with responsibility for adults and children's social care, distributed through the Social Care Grant. There has been an allocation of £5.6m for Sheffield that will be applied against current spend within the Children's directorate budgets in 2024/25.

### 1.7.3. Budget Savings (BIPs) £m

Service	Financi al RAG	Total Savings	Savings Deliver able in Year	In Year Gap	Savings Deliver able Next Year	Undeliv erable Savings
CHILDREN & FAMILIES	Red	4.6	1.3	3.3	0.3	3.0
	Amber	0.2		0.2		0.2
	Green	1.2	1.2	0.0		0.0
<b>CHILDREN &amp; FAMILIES Total</b>		6.0	2.4	3.5	0.3	3.2
EDUCATION & SKILLS	Red	0.4		0.4		0.4
	Amber	0.1	0.0	0.1		0.1
	Green	0.4	0.4	0.0		0.0
EDUCATION & SKILLS Total		0.9	0.4	0.4		0.4
INTEGRATED						
COMMISSIONING	Green	0.1	0.1	0.0		0.0
INTEGRATED						
COMMISSIONING Total		0.1	0.1	0.0		0.0
Grand Total		6.9	2.9	4.0	0.3	3.6

Of the committee's  $\pounds$ 6.9m Budget Implementation Plans (BIP)  $\pounds$ 4m are forecast to fall short this year representing a 42% delivery rate.

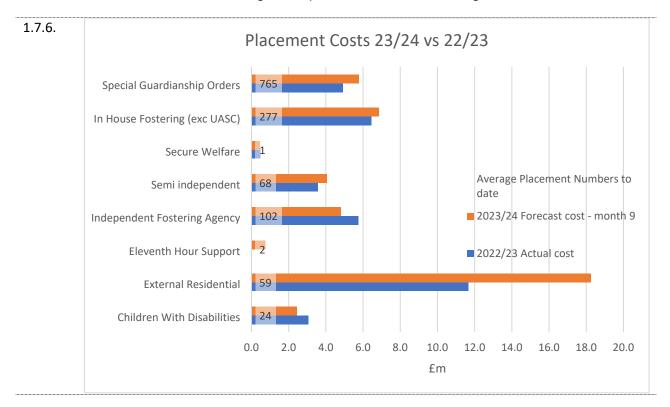
### 1.7.4. Details of the BIPs set to fall short of the target are shown below:

Financial RAG	Description	Total Savings	Saving s Deliver able in Year	In Year Gap	Saving s Deliver able Next Year	Undeli verabl e Saving s
	A targeted campaign to increase					
Red	numbers of fostering places available by 40 by OCT 2023	1.6		1.6		1.6
	Engage with partner to more cost effective way of working	0.3		0.3		0.3
	Edge of Care Staffing	0.2	0.0	0.1	0.0	0.1
	On-call service review	0.3		0.3		0.3
	Rebase the MAST budget	1.2	1.1	0.1	0.1	0.0
	Review care leaver offer to ensure access to support continues post 21 Sufficiency and Placement Mix - identify and transition 18 year-old Care	0.4	0.2	0.2	0.2	0.0
	expedite transfer to Council / Social Housing	0.5		0.5		0.5

SENDSARS for collaboration work to drive efficiencies in Home to School					
Max opportunities across TS, C&F and	4.0	1.5	3.3	0.3	3.0
Children & Families Total	4.6	1.3	3.3	0.3	3.0
Decentralise funding to increase efficiency	0.2	0.0	0.2	0.0	0.2

1.7.5.Placement costs<br/>continue to create<br/>overspends for the<br/>serviceThe key overspends in the service relate to placements with<br/>external residential a particular issue. These are forecast to<br/>exceed the previous year's costs by £7.4m. This sits alongside<br/>undelivered targets from the previous year of £2m.

The average placement is £5,800 per week. However, due to a limited number of places in the city, the most complex children can cost much more. Actions are being taken to ensure that the right costs for placements are being met by all elements including education and where possible health. High-cost placements are also being reviewed.



The chart shows a comparison in costs year on year by placement type. The significant difference is noticeably in our external residential placements which are forecast to cost £18.3m in 2023/24 compared with £11.7m in 2022/23. There has been an increase in the number of placements in external residential this year which is more expensive than other placement types.

		therefore more expensive.		
1.7.8.	We are struggling to recruit foster carers	The savings proposal for £1.6m to in placements this year is also forecas Marketing is taking place, but our nu remains static. Nationally this has b pandemic as older foster carers dec there is not the like for like recruitme	st to not be delive umber of foster c been an issue sir cided to exit the r	ered. arers is nce the market and
		Foster placements has dropped from caused the major rise to the number children's homes, secure units, and independent living) from 19.0% to 2 higher than comparators (range 12%	r of children plac hostels (includin 25.1%, which is la	ed in ng semi-
		This needs to be seen in the change more young people who we look aft seeking children – who historically h placed within family-based care. A p increase Supported Lodgings – whi of semi-independent living. Whilst w offer across the city, we are specific communities who have expressed a young people from asylum seeking have not historically reached effective	ter are young asy have been less lil project is underw ch should impact ve want to increa cally working to ta an interest in sup backgrounds and	/lum- kely to be vay to t the use se the arget porting
1.7.9.	£2m undelivered savings proposal from 22/23 adds to the committee overspend	Integrated Commissioning budgets by £2m in recognition of the unachie which reduced the base budgets thi to leveraging additional funding from	eved saving from is year. The savir	n 2022/23 ng related
1.7.10.	Home to school transport is set to cause a £3.6m overspend this year	Further demand in home to school to to create a £3.6m overspend agains new school year has increased this 89 children now requiring transport City Council are now supporting 2,3 transportation to school, this has inco children in 4 years.	st budgets this ye overspend with a ation to school. S 365 children with	ear. The a further sheffield
		An overarching review of home to so commenced to drive actions to redu	uce costs and no	
		provided. The impact of this work is measurable results this year but sho in the longer term.	-	er

forecast to	Education & Skills	230.3	229.4	0.9
overspend by £1.0m	Community Services	0.6	0.6	0.0
	Integrated Commissioning	4.2	4.1	0.1
	Organisational Strategy P&D	0.2	0.2	0.0
	Total	243.0	242.0	1.0
	The main cause of overspend in increases in Early Years EHCP   Needs.			

# 2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 The recommendations in this report are that the committee notes their 2023/24 budget forecast position and takes action on overspends.

# 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. It is expected that individual Committees will use equality impact analyses as a basis for the development of their budget proposals in due course.
- 4.2 <u>Financial and Commercial Implications</u>
- 4.2.1 The primary purpose of this report is to provide Members with information on the City Council's revenue budget monitoring position for 2023/24.
- 4.3 <u>Legal Implications</u>
- 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 <u>Climate Implications</u>
- 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 <u>Other Implications</u>

## 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.

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