Finance and Resources Committee

10am, Thursday, 29 October 2015

Revenue Monitoring 2015/16 – half-year position

Item number 7.3

Report number Executive/routine Wards

Executive summary

The report sets out the projected current-year revenue monitoring position for the Council, based on period five data. The full-year outturn forecast shows a balanced position across all areas, albeit there are significant risks and pressures to be managed throughout the remainder of the financial year to achieve this.

There continue to be significant pressures (totalling £16.9m), in particular, within Health and Social Care. An action plan has been developed to deliver £11.3m of expenditure reductions during 2015/16, of which £6.3m are currently assessed as being achievable.

As previously reported, £9.8m of one-off transitional savings measures have been identified across other service and corporate budgets and these were approved by Council on 17 September 2015. The combined impact of these measures (assuming full delivery) and the mitigating actions from the action plan that are currently assessed as achievable brings the forecast pressure down to £0.8m. Work continues to implement further actions to deliver the remaining savings required to allow a balanced Council-wide budget position to be achieved by the year end.

Links

Coalition pledges P30
Council outcomes CO25

Single Outcome Agreement SO1, SO2, SO3, SO4



Report

Revenue Monitoring 2015/16 - half-year position

Recommendations

- 1.1 Members of the Finance and Resources Committee are asked to:
 - 1.1.1 note the projected balanced position at month five, subject to delivery of additional savings within Health and Social Care as noted below;
 - 1.1.2 note the Health and Social Care forecast overspend of £0.8m after mitigating actions and instruct the service to report further to the Committee's meeting on 26 November, setting out progress in the delivery of mitigating measures within the action plan as necessary to deliver at least a further £0.8m of net savings;
 - 1.1.3 note the on-going risks and challenges in achieving the necessary offsetting savings across other areas of the budget which will require further management actions and active scrutiny for the remainder of the year; and
 - 1.1.4 note the balanced position projected on the Housing Revenue Account (HRA) after making a £17m contribution towards the construction of new homes.

Background

2.1 This report sets out the projected overall position for the Council's revenue expenditure budget for 2015/16 as at the half-year.

Main report

3.1 This report represents the second of the quarterly revenue monitoring reports for 2015/16. On-going analysis of the revenue position is undertaken in line with agreed, risk-based principles, with any material changes reported in the intervening periods as required. The introduction of monthly budget review and challenge meetings has also enhanced the focus on the prompt identification of, and development of appropriate mitigating action to address, service risks and pressures.

Overall position

3.2 As of period five, the Council is projecting a balanced position for the year, albeit this is subject to delivery of a further £0.8m of net savings within Health and Social Care. Most other service areas have, however, also highlighted a number of pressures and/or risks to achieving the projected outturns set out in Appendix 1. Directors have already implemented a range of management measures to control expenditure and work is ongoing to identify further actions to ensure identified residual pressures are contained. Service-specific issues and corresponding mitigating actions are highlighted in Appendix 2.

Health and Social Care

- 3.3 A report to this Committee on 24 September 2015 highlighted demand-led pressures within the 2015/16 Health and Social Care budget of £16.3m. As of period five, however, subsequent additional purchasing expenditure had increased this pressure slightly to £16.9m.
- 3.4 At the Council meeting on 17 September, £9.8m of one-off savings from other service and corporate budgets were approved to assist in alleviating the Health and Social Care pressures. The resulting changes are reflected in the revised budgets set out in Appendix 1. As corporate area budget transfers in particular were based on current-year expenditure projections at that time, no net variances are now projected.
- 3.5 The Chief Social Worker, on behalf of the Health and Social Care service, has developed a budget action plan which aims to deliver £11.3m of expenditure reductions during 2015/16. As shown in Appendix 3, £6.3m of the planned actions have thus far been assessed as being achievable, or represent funding streams expected to be received.
- 3.6 The impact of the £9.8m of one-off savings and £6.3m of planned actions against the £16.0m of identified pressures will leave a residual pressure of £0.8m in the service which will require delivery of further mitigating actions identified within the action plan during 2015/16.

Children and Families

- 3.7 The Director of Children and Families is forecasting a break-even position, albeit the service continues to be subject to a number of demand-led pressures in such areas as fostering, out-of-Council residential schools and units and various impacts of increasing pupil rolls.
- 3.8 Current budget pressures and undelivered savings total £10.3m, of which mitigating actions and one-off savings of £7.9m have been delivered, leaving a net pressure of £2.4m. The service's contribution to addressing pressures within Health and Social Care has made the position more challenging. The Senior Management Team remains committed to putting in place additional measures as appropriate to ensure a balanced position is achieved by year-end, however

there is a risk that Children and Families will have an overspend in the current financial year.

Services for Communities

3.9 The Acting Director of Services for Communities is reporting a balanced position at period five. Service-wide pressures of £8.25m have been identified. With mitigating actions in place to address £7.78m of these, however, it is anticipated that the remaining pressure will be managed through further senior management scrutiny of overspending areas to identify potential cost reductions and reviewing areas of underspend in 2014/15 for instances of recurring savings and/or increased income.

Housing Revenue Account

3.10 The Housing Revenue Account continues to forecast a break-even position after making a £17m contribution towards housing investment, as reported at month three. The favourable position is due to (i) the delay in the implementation of temporary accommodation-related welfare reforms which has mitigated the reduction in income anticipated in this area and (ii) treasury management savings as a result of additional debt write-off made in 2014/15.

Savings delivery

- 3.11 The savings of £39.903m approved by Council on 12 February 2015 as part of the approved budget for 2015/16 have been subject to ongoing progress assessments at both Senior Management Team and Corporate Leadership Group level.
- 3.12 The assessments categorise progress with savings implementation on a red, amber, green status based on degree of certainty of delivery. The assessments at period five indicate that 84% of these are classified as green, with a further 7% on target subject to additional measures being taken to ensure delivery. For those savings where in-year delivery is now considered unlikely, corresponding mitigating actions have been developed. A summary of the assessments by service area is shown in Appendix 4, with further details being reported to respective Executive Committees. Following the approval by Council of additional savings measures to address pressures in Health and Social Care, delivery of these will also now be monitored by Senior Management Teams and progress reported as part of Committee's wider consideration of the third quarter's position.

Pay award

3.13 A final, two-year employer's pay award offer has now been made and accepted by the non-teaching trade unions, comprising a 1.5% increase on all salary spinal points effective from 1 April 2015 and a further 1% from 1 April 2016, alongside an uprating to the level of the Living Wage. As of the time of writing, whilst members of the Educational Institute of Scotland had voted in favour of

- acceptance of a similar offer, formal confirmation from the Scottish Negotiating Committee for Teachers was not anticipated until the end of October.
- 3.14 Although the approved 2015/16 budget provided only for a 1% in-year increase across all staff groups, the potential for a higher level of settlement was previously recognised. Council Tax income is now forecast to be higher than originally budgeted and Council Tax Reduction Scheme payments can be contained within the level of expenditure underpinning the Local Government Finance Settlement. Taken together, these factors release sufficient funds to manage the financial impact of the additional 0.5% award in 2015/16, with ongoing provision for this increase also made within the budget framework. The budget framework already includes provision for a 1% award for all staff groups in 2016/17.

Council Priorities Fund

3.15 Further details of the planned movements on the Council Priorities Fund were requested at the Governance, Risk and Best Value Committee meeting on 24 September. These planned uses and approvals are as set out below. Members should note that the opening balance shown includes the full amount of the restated underspend for 2014/15 and, as such, based on previous approvals, the fund is essentially fully committed.

	£ '000	£ '000	Approval
Balance at 1 April 2015		3,318	
Planned uses			
Early Years Change Fund	(98)		Council, 26 September 2013
Statutory Repairs – legacy service costs	(2,250)		Council, 13 February 2014
Tram feasibility study balance	(287)		Council, 11 December 2014
City Deal Business Case	(250)		Council, 28 May 2015
KPMG – Health and Social Care Phase 2 report	(166)		Council, 25 June 2015
Health and Social Care transitional funding	(200)		Council, 17 September 2015
		(3,251)	
Projected balance at 31 March 2016	=	67	

Measures of success

4.1 Achieving a balanced overall budget outturn position for 2015/16 and successful delivery of approved savings.

Financial impact

5.1 The report's contents point to a balanced overall position for the year as a whole, although this is dependent upon delivery of further savings within Health and Social Care and management of other risks and pressures.

Risk, policy, compliance and governance impact

- 6.1 The delivery of a balanced budget outturn for the year is the key target. The risks associated with cost pressures, increased demand and savings delivery targets are regularly monitored and reviewed and management action is taken as appropriate.
- Ongoing communications by the Council's section 95 Officer have reinforced the respective responsibilities of Directors to maintain expenditure within approved levels in accordance with the Financial Regulations. Directors also have a requirement to ensure that savings identified are both achievable and delivered to maintain a sustainable budget across the Council. With this in mind, structured plans are in place for review and feedback on current and future years' savings proposals.

Equalities impact

7.1 While there is no direct additional impact of the report's contents, all budget proposals are now subject to an initial Equalities and Rights Impact Assessment. The equalities and rights impacts of any substitute measures identified to address savings shortfalls are similarly assessed.

Sustainability impact

8.1 While there is no direct additional impact of the report's contents, the Council's revenue budget includes expenditure impacting upon carbon, adaptation to climate change and contributing to sustainable development. In addition, all budget proposals are now subject to an upfront Carbon Impact Assessment.

Consultation and engagement

9.1 There is no external consultation and engagement arising directly from this report, although the Council's budget continues to be subject to a process of annual consultation and engagement.

Background reading/external references

Revenue Monitoring 2015-16 - Month 3 position - referral from the Finance and Resources Committee, City of Edinburgh Council, 17 September 2015

<u>Health_and_Social_Care_201516_revenue_budget_- action_plan_update</u>, Finance and Resources Committee, 24 September 2015

Service monitoring statements for period five

Alastair D Maclean

Deputy Chief Executive

Contact: Hugh Dunn, Head of Finance

E-mail: hugh.dunn@edinburgh.gov.uk | Tel: 0131 469 3150

Links

Coalition pledges	P30 – Continue to maintain a sound financial position including long term financial planning
Council outcomes	CO25 – The Council has efficient and effective services that deliver on objectives
Single Outcome Agreement	SO1 – Edinburgh's economy delivers increased investment, jobs and opportunities for all
	SO2 – Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health
	SO3 – Edinburgh's children and young people enjoy their childhood and fulfil their potential
	SO4 – Edinburgh's communities are safer and have improved physical and social fabric
Appendices	Appendix 1 – Period five service analysis
	Appendix 2 – Significant pressures, key risks and mitigating actions
	Appendix 3 – Health and Social Care 2015/16 budget action plan: progress in delivery of mitigating actions
	Appendix 4 – Savings assurance assessment
	actions Appendix 3 – Health and Social Care 2015/16 budget action plan: progress in delivery of mitigating actions

THE CITY OF EDINBURGH COUNCIL

REVENUE MONITORING 2015-16

PERIOD 5 REPORT

SERVICE ANALYSIS

	Revised	Budget	Actual	Variance		Projected Projected		
A	Budget	to Date	to Date	to D		Outturn	Varia	
Account Children and Families	£000 394,363	£000 159,612	£000 155,587	£000 (4,025)	% (2.5%)	£000 394,363	£000	% 0.0%
Corporate Governance	74,260	40,711	40,711	(4,023)	0.0%	74,260	0	0.0%
Economic Development	11,742	7,239	7,167	(72)	(1.0%)	•	0	0.0%
Health and Social Care	210,573	105,446	108,851	3,405	3.2%	210,573	0	0.0%
Services for Communities	131,493	50,807	52,345	1,538	3.0%	•	0	0.0%
Valuation Joint Board Requisition	3,744	1,560	1,560	0	0.0%	131,493 3,744	0	0.0%
Direct Service Expenditure	826,175	365,375	366,221	846	0.2%	826,175	0	0.0%
Council-wide - Energy Costs	774	0	0	0	n/a	774	0	0.0%
Council-wide - Living Wage	1,032	0	0	0	n/a	1,032	0	0.0%
Council-wide - Non-Domestic Rates	468	0	0	0	n/a	468	0	0.0%
General Fund Services Subtotal	828,448	365,375	366,221	846	0.2%	828,448	0	0.0%
Net Cost of Benefits	(62)	(26)	-4,576	-4,550	n/a	(62)	0	0.0%
Modernising Pay and related employee cost and other contingencies	4,478	0	0	0	n/a	4,478	0	0.0%
Pension Auto Enrolment	237	0	0	0	n/a	237	0	0.0%
Pension Fund - Lump Sum Payment	3,064	1,277	1,277	0	0%	3,064	0	0.0%
Non-Domestic Rates - Discret. Relief	350	0	0	0	n/a	350	0	0.0%
Carbon Tax	1,200	1,200	1,218	18	1.5%	1,200	0	0.0%
Insurance Excesses	175	0	0	0	n/a	175	0	0.0%
Loans Charges / Interest on Rev Bals	117,875	0	0	0	n/a	117,875	0	0.0%
Dividend and Investment Income	(5,000)	0	0	0	n/a	(5,000)	0	0.0%
Unallocated budget motion funding	(3)	0	0	0	n/a	(3)	0	0.0%
Prior Year and Other Adjustments	4,221	0	0	0	n/a	4,221	0	0.0%
Total General Fund	954,984	367,825	364,140	(3,686)	(1.0%)	954,984	0	0.0%
Funding								
General Grant Funding	(338,113)	(140,880)	(140,880)	0	0%	(338,113)	0	0.0%
Non Domestic Rates	(404,108)	(168,378)	(168,378)	0	0%	(404,108)	0	0.0%
Council Tax	(238,113)	(99,214)	(99,214)	0	0%	(238,113)	0	0.0%
Less: Council Tax Reduction Scheme	27,052	11,272	11,272	0	0%	27,052	0	0.0%
Operating Deficit / (Surplus)	1,702	(29,375)	(33,061)	(3,686)	n/a	1,702	0	0.0%
Contribution to / (from) Reserves								
Earmarked Reserves								
- BT Efficiencies Fund	1,662	0	0	0	n/a	1,662	0	0.0%
- Dilapidations Fund	717	0	0	0	n/a	717	0	0.0%
- Council Priorities Fund	(4,081)	0	0	0	n/a	(4,081)	0	0.0%
Total Contribution to / (from) Reserves	(1,702)	0	0	0	n/a	(1,702)	0	0.0%
In-year Deficit / (Surplus)	n/a	2222 2	7,7,7,7, 7	8888	*****	0	0	n/a
in your behole? (ourplus)	11/4	00000	XXXXXX	XXXXXX	20000	<u> </u>	- U	11/4
Housing - HRA	0	(26,439)	(28,682)	(2,243)	n/a	0	0	n/a

Note: Net cost of Benefits variance reflects expenditure that will be recovered from the Department for Work and Pensions at period six or seven

seven.

HRA period variance is related to a delay in implementation of temporary accommodation-related welfare reforms.

The control of temporary accommodation-related welfare reforms. The control of temporary accommodation related welfare reforms.

Children and Families period variance reflects various premises budgets that are due to be transferred to Services for Communities as part of IPFM, along with centrally-held staffing budgets which are not fully aligned to spend.

Service Area	Significant Pressures	Mitigating Actions/Key Risks
challenges relating to delivery of approved savings, in total amounting to £10.3m (after £2.025m contribution to address Health and Social Care pressures). Areas of significant budget pressure include:		Mitigating management actions have been put in place to address the projected pressures, including strict controls on vacancies and discretionary expenditure, and largely one-off savings such as postponing spend. Currently, a net pressure of £2.4m remains.
	 out-of-Council residential schools and secure units; fostering, adoption and kinship placements; and demographic pressures within the schools budget. 	The Senior Management Team is fully committed to identifying further actions to address these. However, the scale of management action which has already been implemented and the necessity to deliver additional savings limits the scope for additional management action to offset the residual budget pressures. There is therefore a risk that there will be an overspend in the current financial year.
Corporate Governance	No pressures are currently foreseen in this service area which cannot be contained within the approved budget.	A service-specific contingency has been created to mitigate budget pressures arising during 2015/16. One-off or accelerated savings proposals have been developed to meet savings of £0.995m to offset Health and Social Care budget pressures, as agreed by Council. These comprise: - £0.1m increased income - Usher Hall, Summer Wheel and monuments one-off; - £0.05m reduction in required provision for ICT contract inflation;
		 £0.2m Transformation Programme acceleration; £0.2m use of contingency; and £0.445m reflecting current demand and further controls on discretionary spend.
		There is a risk of demand for payment of Discretionary Housing Payments exceeding available resources. This will continue to be monitored.
		Other risks include costs of supernumerary staff and costs of COGNOS; options to address these are currently being looked at.

Service Area	Significant Pressures	Mitigating Actions/Key Risks
Economic Development	No pressures are currently foreseen in this service area which cannot be contained within the approved service budget.	
Health and Social Care	A number of significant pressures amounting to £16.9m have been identified, including:	£11.3m of mitigating actions have been identified, of which £6.3m has been assessed as green.
	 Care at Home, Residential and Nursing, Day Care and Direct Payments - £12.3m Supplies and Services - £1.7m Care Homes and Home Care staff costs - £1.6m 	A planned programme of mitigation is being progressed in partnership with external partners, including demand management. However at this stage it is too early to quantify the impact of this work in addressing the expenditure pressures identified.
		Council approved on 17 September one-off funding of £9.8m from across other Council budgets to assist with the pressures, leaving a further £0.8m of savings requiring to be delivered.
	- Respite income shortfall - £0.8m	
	- Transport and Premises costs - £0.5m	Stringent management controls remain in place in respect of staff
		Stringent management controls remain in place in respect of staff recruitment and the filling of vacancies.
Services for Communities (SfC)	The most significant of the £8.25m budget pressures within the service are: - Corporate Property £4.0m - mainly related to £7.3m of unachieved	One-off budget reductions of £3m have been made across the SfC budget to create a contingency to manage an element of the pressures.
	iPFM savings, offset in part by increased income and reserves drawdown - Waste Services £2.3m - driven by additional landfill tax, removal of food waste	
	grants, staffing budget pressures, vehicle costs, recycling redesign delays and delays in implementation of savings in public conveniences.	various elements of the SfC budget.
		Further management action is required to balance the overall budget position, which will include:
		 cost reductions in areas currently projecting overspends; reviewing areas of underspend from 2014/15; and further cost reduction exercises if required.
		There are potential further risks which have not been reflected in the pressures above:

Service Area	Significant Pressures	Mitigating Actions/Key Risks				
		- EBS - potential shortfall of £2m against budgeted				
		contribution due to reduced level of				
		housing repairs and reduced productivity following				
I		removal of bonus scheme;				
		- Mortonhall Crematorium - temporary closure for				
		essential repairs, resulting in loss of income; and				
		- Repairs and Maintenance - risk that additional				
		funding of £2m will not be sufficient to cover				
		health and safety and wind and watertight				
		expenditure demands.				
		Management action and assessments are ongoing to				
		contain these potential risks.				

2015/16 Health and Social Care budget action plan: progress in delivery of mitigating actions

Ref	Mitigating Action	£'000	RAG status	Details
1	Use remaining unallocated demography monies	-1,690	Green	Demography monies for older people (£470k), learning disabilities (£400k), and mental health problems and assessment (£820k) have been used for existing unfunded care at home packages, not new demand in year: increase in waiting lists.
2	Additional Housing Revenue Account (HRA) contribution to telecare	-200	Green	Agreed increase in Housing Revenue Account's contribution to TeleCare.
3	Use unallocated Integrated Care Fund monies	-300	Green	Agreement reached in June with NHS and Third Sector partnership
4	Do not fill Home Care and Reablement vacancies as they arise in year	-1,055	Green	Impact of cessation of temporary NHS/SG funding for additional Reablement staff in 2014/15. Loss of 1,100 hours of Home Care & Reablement service by end of year: negative impacts on delayed discharge and waiting lists.
5	Cease purchasing 20 Step Down Beds via natural turnover	-720	Green	Transfer funding for 20 purchased step down beds (as people are discharged) to reduce care at home budget pressures. Agreed by Integrated Care Fund Core Group, 16/6/15. Assumes phased bed reduction completed by November.
6	Constrain new purchased Residential/ Nursing Home places to available budget	-800	Amber	Full year effect of 2014/15 overspend reduces budget available for new care home placements – some impact likely on delayed discharges
7	CEC share (8%) of £10m Scottish Government funding for National Care Home Contract fees increase	-801	Green	Scottish Government is paying funding to councils via Health Boards. Sum confirmed: awaiting payment.
8	Integration Transition Funding	-160	Amber	Share of one-off Scottish Government funding for Health and Social Care implementation planning
9	Procurement saving - Additional Monies from Intensive Housing Benefit	-400	Green	Saving from reducing purchased care for amount of IHB that can be claimed to fund certain services is larger than estimate already included in 2015/16 savings
10	Additional procurement savings	-150	Green	Contract management savings
11	Reprovisioning of Silverlea Care home	-420	Green	Reprovision 11 remaining long-stay beds. Relocate residents to vacancies in CEC Care Homes as they arise, and staff redeployed. Saving assumes completed by August: on track.
12	Cease Carers payment	-200	Green	One-off payments have been made for the past two years to carers to assist them with their mental health and well-being and to support them in a caring role.
13	Further procurement savings	-352	Green	Contract management savings

Ref	Mitigating Action	£'000	RAG status	Details
14	Equivalency model for supporting people at home	-250	Amber	New policy proposal that care at home packages would usually not exceed equivalent cost of residential care. (Based on practice in many English LAs and in at least one Scottish council). Savings estimate is for 6 months only - to be clarified following further implementation planning currently underway. The HSCH Committee will be asked to make a decision in late 2015.
15	Revised practitioner guidance for new cases and reviews	-1,450	Red	Revised practitioner guidance intended to reinforce current eligibility criteria and reduce the cost of care packages has been issued, and further revised following workshops with managers and staff.
16	Review packages of care	-2,000	Red	Four sector review teams have been established to review cases including Direct Payments, day care, and mid/high-cost care at home packages, using revised practitioner guidance - commencing last week of May. (This saving, and the one above, also require some recalibration of the Financial Allocation System which derives indicative budgets from the assessment information to assist personalised care planning. This work is in two phases, one completed, the second underway).
17	Respite Policy - reduce annual maximum respite from 42 days to 35 days	-200	Red	Any carer assessed as requiring more respite care than 35 days in a year will require this package to be approved by a senior manager.
18	Care Home dependency levels	-200	Amber	Higher staffing levels required to meet higher dependency levels of individuals in care homes.
	TOTAL	-11,348		

	11,348
Green	6,288
Amber	1,410
Red	3,650

	R				
Services	Total	Red	Amber	Green	Notes and/or actions
	£000	£000	£000	£000	
Children and Families	(14,075)	(700)	(390)	(12,985)	The majority of the current "red" status saving relates to a partial shortfall in increased budgeted income resulting from greater and more efficient community and other use of school facilities and is reflected as a pressure within the overall service monitoring. Risks around full delivery have also been identified for an element of the savings associated with the looked-after children transformation plan. A number of green savings are being achieved through substitutes and one-off solutions which will require long-term plans to allow them to be addressed on a sustainable basis.
Corporate Governance	(6,969)			(6,969)	The full value of the service's approved savings is projected to be delivered during the year.
Economic Development	(869)			(869)	The full value of the service's approved savings is projected to be delivered during the year.
Health and Social Care	(7,515)	(704)	(641)	(6,170)	A number of green savings are being achieved through substitutes and one-off solutions. Management actions are being taken to progress delivery of red and amber savings (most of which relate to organisational review-dependent, or other workforce control-related, savings) or identify alternative options.
Services for Communities	(10,475)	(2,182)	(1,901)	(6,392)	Red status savings, the majority of which relate to the Corporate Property functions, are incorporated in pressures in monitoring. There are some delays in progressing savings options and ongoing negotiations with staff on deliverability. Mitigating actions have been developed to manage the red status savings on a one-off basis.
Total	(39,903)	(3,586)	(2,932)	(33,385)	-
					=
		9.0%	7.3%	83.7%	

Savings and mitigating actions to offset Health and Social Care pressures

Transitional corporate funding	Total	Red	Amber	Green
	£000	£000	£000	£000
Children and Families	(2,025)			(2,025)
Corporate Governance	(995)			(995)
Economic Development	(250)			(250)
Services for Communities	(1,650)			(1,650)
Corporate funding	(4,865)			(4,865)
Total	(9,785)			(9,785)