Rotherham Metropolitan Borough Council

Public Report
Cabinet and Commissioners' Decision Making Meeting

Summary Sheet
Cabinet and Commissioners' Decision Making Meeting – 9 January 2017
Overview and Scrutiny Management Board – 13 January 2017

Title
November Financial Monitoring Report 2016/17 and Mid-Year Treasury Review

Is this a Key Decision and has it been included on the Forward Plan?
Yes

Strategic Director Approving Submission of the Report
Judith Badger – Strategic Director of Finance and Customer Services

Report Author(s)
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Ward(s) Affected
All

Executive Summary
This report sets out the financial position for both the Revenue Budget and the Capital Programme at the end of November and is based on actual costs and income for the first eight months of the financial year and forecast costs and income for the remaining four months of 2016/17. The report also includes a mid-year Treasury Review which incorporates changes to 2016/17 prudential indicators for subsequent consideration and approval by Council.

The revenue position, before adjusting for the additional budget allocation approved by Council on 7th December, shows a forecast overspend of £9.623m after currently identified management actions. The additional in year budget approval has reduced the forecast overspend down to £1.775m, however this additional budget approval has to be funded and the extent to which in year revenue spend across the whole Council cannot be reduced, will inevitably impact the Council's reserves and future financial sustainability.

The Council report approved additional in-year funding to address pressures, predominantly in Children's services (£7.848m) and £608k for new investments for Adults, Children's and Corporate services which will enable the delivery of significant savings in future years. The report also approved additional funding for 2017/18 of £11.005m which will be built into the Medium Term Financial Strategy and specific budget plans for next year.

To help mitigate the potential impact on reserves, robust controls have been implemented to drive down costs over the remaining months of the financial year. All Directorates are considering what spend could be stopped, scaled back or delayed. The key controls implemented are:

- The newly established Workforce Management Board which will scrutinise and decide on all requests for recruitment, the engagement of agency staff and consultants, and overtime requests.
- Procurement controls – all orders in respect of revenue spend on the Council's procurement system now require senior management (M3 or above) approval. The senior manager is also required to provide reasons to justify their authorisation.
- Budget 'deep dives' to look at all planned spend which has not yet happened but is included in Directorate's forecast outturns to determine what spend could potentially be stopped, scaled back or delayed.

The above actions will have due regard for the safeguarding of vulnerable children and adults, the needs of clients and the potential impact on the citizens of Rotherham.

The majority of the approved budget savings for 2016/17 have or are being achieved, the main exception being the £1 million saving from the review of staff terms and conditions of employment agreed by Council in March 2016 which will not now be delivered in 2016/17. Further work is in train to bring forward options for consideration in due course. There is a further £1m to be achieved within 2017/18 (£2m full year effect). The non-delivery of this saving is reflected in the forecast outturn in this report.

There is also a significant forecast overspend (£5.505m) on the Dedicated Schools Grant (DSG) High Needs Block. This is a forecast increase of £4.5m in an eight month period. Whilst this doesn't affect the Council's financial position directly at this time it is imperative that the recovery strategy reported in September Financial Monitoring Report to Cabinet is implemented in order to address this position and avoid any risk to the Council in the future. Options for consultation regarding addressing the High Needs overspend were taken to Schools Forum on the 9th December. A detailed Sufficiency Strategy and Financial Plan to address funding and provision will be discussed and consulted upon at the 13th January 2017 Schools Forum meeting.

Clifton Community School is scheduled to convert to a sponsored Academy in February 2017 and the school currently has a deficit of £1.2m. A reserve of £1.2m was created in finalising the 2015/16 accounts specifically to mitigate deficit balances falling on the Council as a result of sponsored academy conversions during 2016/17.

In response to reduced Government funding, the Council needs to reduce its net spending by around £42m over the next 3 years with at least £13m of that falling in 2017/18. Following Council approval of the MTFS update report on 7th December, the 2017/18 funding gap has increased by a further £11m; from £13m to £24m. Financial planning assumptions are currently being reviewed and revised where appropriate along with consideration of savings options which are currently out to public consultation. The intention is to propose a robust budget for 2017/18 for consideration by Cabinet in February and Council in March along with an updated medium term financial strategy setting out the clear direction for the future.

Control over spending is critical to a robust medium term financial strategy as unplanned spending impacts on reserves levels which are the bedrock of a financially stable organisation and unplanned spending depletes reserves..

Appendix 1 to this report shows the detailed reasons for forecast revenue under and over spends by Directorate after management actions which have/are already being implemented.

The Capital Programme is currently on target to deliver within the overall approved budget. This report provides a detailed update and seeks Cabinet support to recommend to Council the inclusion of £277k costs capitalisation in the 2016/17 programme and the re-profiling of some approved budgets to reflect revised timescales for project delivery.

Appendix 2 to this report provides details of key forecast variations by project within the Capital Programme and Appendix 3 provides details of variations for which approval is sought.

Appendix 4 to the report incorporates the needs of the Prudential Code to ensure adequate monitoring of the capital expenditure plans and the Council's prudential indicators (PIs). It is a requirement that changes to the PIs for 2016/17 are approved by Council.

Recommendations for Cabinet

Revenue

That Cabinet:

- Notes the current 2016/17 forecast overspend of £1.775m, after management actions and the allocation of additional in year budget. (Paragraph 3.1)

- Notes and endorses the specific actions being implemented to challenge planned spend between now and the end of March to reduce the forecast overspend and minimise the call on reserves. (Paragraph 2.7)

- Recommend any additional actions which could be implemented to help manage down the current forecast overspend.

- Notes that a detailed Dedicated Schools Grant (DSG) High Needs Sufficiency Strategy and Financial Plan to address funding and provision will be discussed and consulted upon at the 13th January 2017 Schools Forum meeting. (Paragraph 3.16)

Capital & Mid-Year Treasury Review
That Cabinet:

- Recommends to Council the inclusion of the following schemes in the 2016/17 Capital Programme (paragraphs 2.13):

    - Capitalisation of Building Repair and Maintenance Costs - £157,000
    - Capitalisation of costs relating to Pit House West - £85,000
    - Capitalisation of Grass Cutter - Rother Valley Country Park - £35,000

- Recommends to Council the approval of changes to budgets identified in Appendix 3 for projects which are already included in the Approved Capital Programme.

- Notes the position in respect of the Mid-Year Treasury Review and recommends that Council approves the changes to the 2016/17 prudential indicators.

List of Appendices Included

Appendix 1 – Detailed Directorate analysis of revenue forecast under and overspends
Appendix 2 – Summary of key variances to the Capital Programme by Directorate
Appendix 3 – Summary of Budget Variations seeking Cabinet approval 2016/17 to 2020/21
Appendix 4 – Mid-Year Prudential Indicators and Treasury Management Monitoring

Background Papers
Revenue Budget and Council Tax Setting Report for 2016/17 to Council 2nd March 2016
Capital Programme Budget Setting Report - 2016/17 to 2020/21 to Council on 2nd March 2016
October 2016/17 Financial Monitoring Report to Cabinet – 12th December 2016
MTFS Update Report to Cabinet and Council - 14th November 2016 and 7th December respectively
Consultation with Strategic Directors

Consideration by any other Council Committee, Scrutiny or Advisory Panel
Yes – Overview and Scrutiny Management Board – 13 January 2017

Council Approval Required
No

Exempt from the Press and Public
No

November Financial Monitoring Report 2016/17 and Mid-Year Treasury Review

1. Recommendations for Cabinet

That Cabinet:

1.1 Notes the current 2016/17 forecast overspend of £1.775m, after management actions and the allocation of additional in year budget. (Paragraph 3.1)

1.2 Notes and endorses the specific actions being implemented to challenge planned spend between now and the end of March to reduce the forecast overspend and minimise the potential call on reserves. (Paragraph 2.7)

1.3 Recommend any additional actions which could be implemented to help manage down the current forecast overspend.

1.4 Notes that a detailed Dedicated Schools Grant (DSG) High Needs Sufficiency Strategy and Financial Plan to address funding and provision will be discussed and consulted upon at the 13th January 2017 Schools Forum meeting. (Paragraph 3.16)

Capital & Mid-Year Treasury Review

That Cabinet:

1.5 Recommends to Council the inclusion of the following schemes in the 2016/17 Capital Programme (paragraphs 2.13):

- Capitalisation of Building Repair and Maintenance Costs - £157,000
- Capitalisation of costs relating to Pit House West - £85,000
- Capitalisation of Grass Cutter - Rother Valley Country Park - £35,000

1.6 Recommends to Council the approval of changes to budgets identified in Appendix 3 for projects which are already included in the Approved Capital Programme.

1.7 Notes the position in respect of the Mid-Year Treasury Review and recommends that Council approves the changes to the 2016/17 prudential indicators.

2. Background

2.1 As part of its performance and control framework the Council is required to produce regular reports for the Strategic Leadership Team and Cabinet to keep them informed of financial performance on a timely basis such that where necessary, actions can be agreed and implemented to bring spend in line with the approved budget for the financial year.

2.2 Delivery of the Council's Revenue Budget and Medium Term Financial Strategy, and Capital Programme within the parameters agreed at the start of the current financial year is essential if the objectives of the Council's Policy Agenda are to be achieved. Financial performance is a key element within the assessment of the Council's overall performance framework.

2.3 This report sets out the financial position at the end of November and is based on actual costs and income for the first eight months of the financial year and forecast costs and income for the remaining four months of 2016/17.

2.4 The current position shows a forecast revenue overspend of £1.775m after currently identified management actions and the allocation of £8.456m additional budget in 2016/17 by Council on 7th December 2016. There is also a significant and increasing overspend on DSG which has now reached £5.6m.

2.5 This additional 2016/17 budget approval has to be funded and the extent to which in year revenue spend across the whole Council cannot be reduced, will inevitably impact the Council's reserves and future financial sustainability.

2.6 The majority of the approved budget savings for 2016/17 are being achieved, the main exception being the £1 million saving from the review of staff terms and conditions of employment agreed by Council in March which will not now be delivered in 2016/17. Further work is progressing to bring this matter to a conclusion and determine the final decision and necessary actions. The full year saving required is £2m from April 2017 and this is assumed within financial plans. The non-delivery of this saving in the current year is reflected in the forecast outturn in this report.

2.7 To reduce the significant forecast overspend the following controls have been implemented:

- The newly established Workforce Management Board which will scrutinise and decide on all requests for recruitment, the engagement of agency staff and consultants, and overtime requests

- Procurement controls – all orders in respect of revenue spend on the Council's procurement system now require senior management (M3 or above) approval. The senior manager is also required to provide reasons for justifying their authorisation.

- Budget 'deep dives' to look at all planned spend which has not yet happened but is included in Directorate's forecast outturns to determine what spend could potentially be stopped, scaled back or delayed.

2.8 This action is essential if the Council is to reduce spending as soon as possible and minimise the use of reserves. All actions implemented will have due regard for the safeguarding of vulnerable children and adults, the needs of clients and the potential impact on the citizens of Rotherham.

2.9 There is also a significant forecast overspend (£5.505m) on the Dedicated Schools Grant (DSG) High Needs Block. This is a forecast increase of £4.5m in an eight month period. Whilst this doesn't affect the Council's financial position directly at this time it is imperative that the recovery strategy reported in September Financial Monitoring Report to Cabinet is implemented in order to address this position and avoid any risk to the Council in the future. Options for consultation regarding addressing the High Needs overspend were taken to Schools Forum on the 9th December. A detailed Sufficiency Strategy and Financial Plan to address funding and provision will be discussed and consulted upon at the 13th January 2017 meeting.

2.10 Clifton Community School is scheduled to convert to a sponsored Academy in February 2017 and the school currently has a deficit of £1.2m. A reserve of £1.2m was created in finalising the 2015/16 accounts specifically to mitigate deficit balances falling on the Council as a result of sponsored academy conversions during 2016/17.

2.11 In response to reduced Government funding, the Council needs to reduce its net spending by around £42m over the next 3 years with at least £13m of that falling in 2017/18. Following Council approval of the recommendations in the MTFS update report on 7th December the revised 2017/18 funding gap is now £24m; an increase of £11m in 2017/18. Financial planning assumptions are currently being reviewed and revised where appropriate along with consideration of savings options which are currently out to public consultation. The intention is to propose a robust budget for 2017/18 for consideration by Cabinet in February and Council in March along with an updated Medium Term Financial Strategy setting out the clear direction for the future. control over spending is critical to a robust medium term financial strategy as unplanned spending impacts on reserves levels which are the bedrock of a financially stable organisation and unplanned spending depletes reserves.

2.12 Appendix 1 to this report shows the detailed reasons for forecast under and over spends by Directorate after management actions which have/are already being implemented.

2.13 The Capital Programme is currently on target to deliver within the overall approved budget. This report provides a detailed update and seeks Cabinet support to recommend to Council the inclusion of £277k costs capitalisation in the 2016/17 programme and the re-profiling of some approved budgets to reflect revised timescales for project delivery.

2.13 Cabinet is asked to recommend to Council the inclusion of the following schemes in the 2016/17 Capital Programme:

- Capitalisation of Building Repair and Maintenance Costs - £157,000
- Capitalisation of costs relating to Pit House West - £85,000
- Capitalisation of Grass Cutter - Rother Valley Country Park - £35,000

Mid-Year Treasury Review

2.14 Revisions to the regulatory framework of treasury management during 2009 introduced a requirement that the Council receive a mid-year treasury review, in addition to the forward looking annual treasury strategy and backward looking annual treasury report required previously.

2.15 This review as fully set out in Appendix 4 meets that revised requirement. It also incorporates the needs of the Prudential Code to ensure adequate monitoring of the capital expenditure plans and the Council's prudential indicators (PIs). The Treasury Strategy and PIs were previously reported to Audit Committee and Cabinet and Commissioners Decision Making meeting in February 2016 and approved by Council on 2 March 2016.

2.16 The review as set out in Appendix 4 keeps Members up to date and informs on performance against the plan. Key messages for Members are:

- Investments – the primary governing principle remains 'security' over return and the criteria for selecting counterparties continues to reflect this.
- Borrowing – overall this will remain fairly constant over the period covered by this report and the Council will remain under-borrowed against the borrowing requirement due to the cost of carrying debt. New borrowing will generally only be taken up as debt matures. This is in line with financial planning assumptions.
- Governance – strategies and monitoring are undertaken by Audit Committee

3. Key Issues

3.1 Table 1 below shows the summary forecast revenue outturn position by Directorate. The table shows the forecast outturn position after any management actions which have already been quantified and implemented. As Directorates agree further management actions to mitigate forecast overspends this will be incorporated within future budget monitoring reports. The annual budgets have been updated to include the additional Council budget approvals, agreed 7th December 2016. The Adult Social Care budget also now includes the £1m social care contingency budget which has transferred from Central Services following Cabinet approval on 12th December. A more detailed analysis of each of the Directorate's forecast under and overspends is included in Appendix 1.

Table 1: November Cumulative - Forecast Revenue Outturn 2016/17

Directorate / Service	Revised Annual Budget 2016/17	Forecast Outturn 2016/17	Forecast Variance (over (+) / under (-) spend) AFTER management actions
	£'000	**£'000**	**£'000**
Children & Young People's Services	63,875	64,423	+548
Adult Care & Housing	68,418	71,932	+3,514
Regeneration & Environment Services	46,193	45,025	-1,168
Finance & Customer Services	14,702	14,394	-308
Assistant Chief Executive	5,340	5,284	-56
Capital Financing, Levies and Central Services	9,449	8,694	-755
TOTAL	**207,977**	**209,752**	**+1,775**
Public Health (Specific Grant)	17,157	17,157	0
Dedicated Schools Grant (Non Delegated)	20,440	26,028	+5,588
Housing Revenue Account (HRA)	83,584	79,447	-4,137

It should be noted the above £1.775m forecast overspend is **AFTER** reflecting £8.5m use of £8.456m of reserves for 2016/17.

The following sections (paragraphs 3.2 to 3.38) provide key reasons for the forecast level of annual revenue under or overspend within Directorates. More detailed information is included in Appendix 1.

Children & Young People's Directorate (+£548k forecast overspend after additional funding for demand cost pressures of £7.578m)

3.2 The November revenue full year forecast is £548k over budget after adjusting for the additional in year budget allocation of £7.578m to address the Directorate's demand cost pressures.

3.3 The in-year budgetary position for Children's Services remains challenging and reflects the national picture of growing looked after children (LAC) numbers. The current LAC budget would support approximately 400 placements, 68 less than Rotherham's total of 468 LAC as at 30th November 2016. There has been a requirement to engage a significant number of agency social workers and team managers to fill vacant posts and to secure the right knowledge, skills and leadership and reduce average caseloads to a reasonable level. The staffing budget pressure will gradually reduce as new social care employees are appointed and allocated appropriate caseloads.

3.4 In addition Operation Stovewood, an active National Crime Agency (NCA) operation, is being progressed with the support of Children's Services. This operation will result in additional costs being incurred. A funding bid to address these additional resource requirements has been lodged with the Government and is receiving ministerial consideration. Should the funding not be received this will result in a further cost pressure of £124k in 2016/17. This pressure is reflected in the reported outturn position for Children's Services (net £548k overspend above).

3.5 First Response, which includes Rotherham's Multi-Agency Safeguarding Hub (The MASH), and the Child Sexual Exploitation Team (EVOLVE) are two examples of services that have had to engage temporary staff (£89k) with locality social work teams (£84k), Safeguarding and Social Care Management (£40k) being the other main areas of pressure within the Children's Social Care Service employee budget. These costs represent the additional cost of agency staff over the budget for the approved social care establishment.

3.6 The Children in Care Service is projecting an over spend of £518k. The adverse movement in the variation is due to additional staffing costs for reasons outlined above; a position accentuated for a time limited period resulting from dual working as recently appointed newly qualified social workers work alongside existing agency staff to ensure the smooth and successful transition of caseloads. There is mounting pressure on the LAC placements budget which includes the cost of Independent Fostering Placements, Out of Authority provision and Fostering Allowances. If numbers continue to increase then there will be further pressure on social care budgets and a risk that the reported position will worsen before the end of the financial year.

3.7 At the end of September with actual LAC numbers at 448, the service and finance agreed a forward projection up to 460 by the end of March 2017. This has subsequently been proven too low an estimate – the current number of LAC is 468 (30th November). Therefore the November forecast has been re-modelled to include further phased growth at approximately eight placements per month to 500 LAC by 31st March 2017.

3.8 Expenditure on Leaving Care allowances has doubled over the last two years. This is due to a number of reasons including: a reduction in Supporting People funding; closure of Nelson Street as the building was not fit for purpose - meaning six placements had to be commissioned through other providers at a premium; Staying Put costs exceed the grant support we receive (£71k grant compared with £188k costs due to higher numbers and higher costs of placements); and generally there are more placements at higher costs. Remedial action is being put in place to address the rising costs and includes: reviewing placements to ensure provision is appropriate; providing lower cost accommodation for over 18's through a transitional landlord scheme and in partnership with Housing; and increasing lower cost provision via new providers.

3.9 The financial position on Complex Needs has improved since last month following a realignment and apportionment of costs for the social care residential element on placements. The forecast outturn on the Special Educational Needs and Disabilities (SEND) budget, within Education and Skills, is now an under spend of £196k. There remains a forecast overspend on School Effectiveness due to reduced income assumptions (£197k) although this is offset by savings arising from vacancy management within Children's centres (-£258k).

3.10 The Commissioning, Performance and Quality Service are experiencing a £36k pressure due to additional Business Support Staff required to support the social work activity within Children's Social Care.

CYPS Recovery Strategy Update

3.11 In the September report the service committed to implementing management actions to mitigate the impact of the pressures reported above. In addition to those outlined in detail in the previous two budget monitoring reports to Cabinet, this month an additional £261k of planned spend has been put on hold until at least the new financial year. This includes:

- Vacancy freeze (circa 5 posts)
- Publicity
- Transfer of allowable expenditure to the DSG

3.12 A great deal of progress has been made in recruiting to permanent positions this year. To date 60 permanent positions have been filled which is testament to the success of the CYPS Resourcing Team who have brought new and innovative methods to the search for the best social care professionals. The team and the resourcing costs will be retrospectively funded in 2016/17 from the funding support agreed by Council on 7th December 2016.

3.13 There can often be a period of between two and four months from the end of the recruitment process to a new officer starting in post. The Social Care Service aim to release agency staff within two weeks of a permanent employee's start date. Recruitment activity was particularly successful over the summer and into autumn and so a net reduction in the number of agency staff will begin to show from December.

Dedicated Schools Grant

3.14 The Directorate is also currently forecasting an over spend on its Dedicated Schools Grant (DSG) High Needs Block of £5.505m. At the end of 2015/16 the outturn position showed an overall underspend of £24k on the non-delegated DSG, comprised as follows:

- Early Years Block: £0.430m Underspend
- Schools Block: £0.598m Underspend
- High Needs Block: £1.004m Overspend

3.15 The current forecast outturn for 2016/17 is estimating a £5.588m over spend:

- Early Years Block: £0.000m Balanced
- Schools Block: £0.083m Overspend
- High Needs Block: £5.505m Overspend

3.16 The service has developed a Recovery Strategy, which was included in the September and October Financial Monitoring Reports to Cabinet. The latest High Needs position was presented to Schools Forum on the 9th December. A detailed Sufficiency Strategy and Financial Plan to address funding and provision will be discussed and consulted upon at the 13th January 2017 meeting.

Adult Services (+£4.227m forecast overspend) and Housing (-£713k forecast underspend)

3.17 The Directorate is currently forecasting an overspend of £3.514m across the two main functions of Adult Care and Housing after mitigating actions agreed by the Directorate Management Team. This position also reflects the allocation of the £1 million Social Care contingency budget to Adult Social Care as approved by Cabinet on 12th December 2016.

3.18 Adult Care Services are currently forecasting an overall overspend of £4.227m after mitigating actions. The main budget pressures continue to be in respect of Direct Payments and Managed Accounts, Residential and Domiciliary care across all client groups.

3.19 The main budget pressure within the Directorate continues to be the increased demand for Direct Payments and Managed Accounts (£2.9m). This forecast pressure includes the full year impact in 2016/17 of the 29% increase in clients receiving a Direct Payment in 2015/16. The increase in client base is due to a mixture of demographic pressures and clients moving from a domiciliary care contract. In total this has seen 180 new clients in 2015/16, plus an additional net increase of 86 (+7%) new clients since April 2016.

3.20 A task group established to review Direct Payments is still in place and continues to analyse high cost care packages to ensure they are appropriately aligned to client need and to review the processes and procedures associated with assessment to ensure they are fit for purpose. An action plan is being developed by senior managers to address the ongoing issues, which includes reviewing Managed Accounts and capacity within the service to carry out the reviews. The expected financial impact of this action plan will be reflected in future financial monitoring reports.

3.21 There are also pressures on the residential and nursing care budgets across all client groups as a result of an increase in the average cost of placements and lower than forecast 'Continuing Health Care' income contributions against the approved budget (forecast overspend of £1m across all client groups). The Assistant Director of Commissioning is providing oversight on the review of Learning Disability high cost placements which is anticipated to make significant savings (£1.380m). As these are quantified they will be reflected in future financial monitoring reports, £115k has been achieved to-date. However, there have been a further three additional placements into Learning Disability residential and nursing care since last month, including one from Children's services which has resulted in increased costs.

3.22 There is also a forecast budget pressure of £1.2m in respect of the provision of Domiciliary Care across all client groups due to an increase in the number of clients (97) and a 7% increase in the number of commissioned and delivered hours plus a recurrent income pressure on fees and charges (£300k).

3.23 The above forecast overspends are being partially reduced by projected underspends within Learning Disability Day Care Services and Supported Living provision due to higher than anticipated staff turnover (-£512k) and higher than anticipated staff turnover in social work teams (-£319k).

3.24 Neighbourhood services' (Housing) latest forecast is an underspend of -£713k mainly due to the recruitment to staff vacancies being put on hold pending the outcome of a review of the Neighbourhood Partnerships service plus further additional income from the Furnished Homes scheme.

Adult Care & Housing – Recovery Strategy Update

3.25 The demand for residential placements is reducing however budget pressures remain due to the increasing cost of care packages. However, the demand for domiciliary care and direct payments is increasing. There are also underlying budget pressures from unachieved budget savings from previous years, for example, Continuing Health Care funding and a reduction in the level of client contributions to services after financial assessment. A number of management actions have been put in place to reduce the forecast overspend within the Adult Care and Housing Directorate.

3.26 The continued review of out of area and high cost care packages across all services to identify opportunities to reduce costs and rigorously pursue all Continuing Health Care funding applications with the Clinical Commissioning Group remains operational. To-date a total of £146k savings have been achieved against management actions. Weekly budget meetings are held with senior managers to review in detail the budget forecasts, monitor demographic pressures and identify further savings opportunities and mitigate the pressures. All spend is now being authorised by Heads of Service and above. Further progress continues on the delivery of the Adult Services Development Programme to improve the outcomes for service users and this is largely on track to deliver the 2016/17 approved savings included in the budget setting process.

3.27 Other management actions include the introduction of a Practice Scrutiny Group (PSG) which meets bi-weekly to review and challenge all care assessments prior to discussion with users and carers.

3.28 Further investment has now been approved for a brokerage team and additional resources to review Direct Payments and Managed Accounts, which should lead to further reductions in expenditure in the final quarter of the financial year.

Public Health (Forecast balanced outturn)

3.29 The forecast outturn is to spend to budget at this stage including a transfer to the Public Health Reserve. This forecast outturn takes into account the Government's 2016/17 reduction in grant funding which has largely been mitigated through the use of the balance on the Public Health grant reserve.

Regeneration and Environment Services (-£1.168m forecast underspend)

3.30 The Regeneration and Environment Directorate Management Team have reviewed the forecast outturn position following the November monitoring cycle. The Directorate is now reporting a forecast underspend of £1.168m following the agreed implementation of a number of additional management actions to help address the Council's overall overspend position. This is an improvement of £704k on the position reported last month.

3.31 Detailed information on the key forecast variances that make up the overall underspend of £1.168m are included in Appendix 1. This net underspend consists of a number of overspends and underspends; in summary, the main forecast overspends within the Directorate remain within Street Scene Services (£187k), Transportation (£86k), Planning and Building Control (£146k), and Community Safety and Streetscene Corporate Accounts (£92k). These forecast overspends are fully mitigated by forecast underspends in other areas such as Facilities Management (-£312k), Rotherham Investment and Development Office (RIDO) (-£287k), Safer Neighbourhoods (-£265k) and Facilities Services (-£169k).

3.32 As a result of the first stage of the 2016/17 budget 'deep dive', an additional £376k of planned spend will not now be incurred in 2016/17. The process identified additional items that can be capitalised and expenditure that can be stopped or deferred, including the deferring of recruitment to vacant posts. Further work is ongoing to identify further options to reduce planned spend during the remainder of 2016/17.

3.33 The current Directorate forecast underspend excludes any pressure which may be incurred on the Winter Maintenance budget. This is weather dependent and is highlighted as a risk at this stage.

Finance & Customer Services (-£308k forecast underspend)

3.34 Overall the Directorate is forecasting an underspend of -£308k. The main pressures relate to a forecast overspend on statutory and planning notices (£38k) and unachievable income targets within central and planned print (£99k), partially offset by a vacant post (-£29k).

3.35 These pressures will be fully mitigated by underspends within Electoral Services (-£44k), staffing underspends within Procurement due to vacant posts (-£61k), reduced pension charges and training budget underspends (-£31k), staffing savings from vacancies within Internal Audit (-£26k) and Customer, Information and Digital Services (CIDS) (-£73k) and an underspend in the Revenues and Benefits service from vacant posts and maximising flexibility in the use of grant funding (-£195k).

Assistant Chief Executive (-£56k forecast underspend)

3.36 Overall the Directorate is forecasting to deliver a forecast underspend of -£56k. However, there are various forecast pressures and savings within this that should be noted. The main forecast pressure in Communications and Media of £121k is in respect of additional staff costs (£71k), subscription and system costs (£33k) and reduced income generation within the Design Studio (£17k). There are also increased staff cost pressures due to increased management support arrangements (£34k).

3.37 These pressures will be fully mitigated by staff cost savings within Policy and Partnerships -£73k, additional one year funding from Local Government Association (LGA) -£29k, reduced costs relating to members including Member Allowances -£146k, and from a number of management actions agreed across the Directorate to ensure spend is minimised where it is appropriate to do so.

Corporate & Central Services (-£755k forecast underspend)

3.38 The Corporate and Central services forecast now assumes that a £755k underspend will be delivered, and will be used to help mitigate the Council's current forecast overspend. £1m of the reduction in the level of forecast underspend on central services since the last report relates to the allocation of the social care contingency budget to Adult Social care as approved by Cabinet on 12th December 2016.

The net forecast underspend includes key components:

- Non-delivery in 2016/17 of the budgeted savings in relation to changes in staff terms & conditions of £1m;
- Cost of legal investigations (£140k);
- A forecast £1.4m underspend on the capital financing budget as a result of the Council being able to reschedule a market loan, changing interest rate forecasts post-Brexit Referenda, and a reduced borrowing need in year;
- Less superannuation payments to the South Yorkshire Pensions Fund than budgeted creating a forecast saving of £338k this financial year;
- The cost of the Integrated Transport Authority and Coroners levies are less than budgeted by £244k; and
- £304k forecast reduction in the level for Education Support Grant from the Department for Education due to the increased number of schools now expecting to convert to academies by the year end. (The grant is scaled back each quarter as further schools convert).

Housing Revenue Account (HRA) – (Forecast -£4.137m underspend)

3.39 The Housing Revenue Account is a statutory ring-fenced account that the Council has to maintain in respect of the income and expenditure incurred in relation to its council dwellings and associated assets. The forecast for the HRA is a transfer to reserves of -£4.137m mainly due to delays in the strategic acquisitions programme until 2017/18. There is also a forecast underspend in respect of lower than anticipated HRA capital financing costs (-£180k), a forecast underspend on the provision for bad debts (-£296k) and additional rental income due to more property acquisitions than budgeted plus a reduction in loss of income through void properties (-£575k).

Collection Fund

3.40 The Collection Fund is the technical term for the statutory fund into which Council Tax and Business Rates income and costs are accounted for. It is forecast that the budgeted level of Council Tax and Business Rates will both be achieved.

Capital Programme

Background

3.41 The Council's Capital Strategy and Capital Programme (2016-2021) was approved by Council on the 2nd March 2016. Further updates to the Capital Programme were approved by the Cabinet/Commissioners Decision Making Meeting of the 11th April 2016 in relation to the Housing Investment Programme 2016/17 and the CYPS Capital Programme 2016-2018. In addition, Cabinet/Commissioners Decision Making Meeting of the 11th July 2016 approved carry forwards totalling £4.363m from 2015/16 into the 2016/17 Capital Programme. In year financial monitoring reports have included requests for variations to the Capital Programme which have been approved by Council.

Current Summary Position

3.42 The table below shows the current forecast outturn positon for the approved Capital Programme (2016-2021) by Directorate. This is showing a forecast underspend of £3.603m in 2016/17. In addition, in respect of future years, the forecast against budget shows an underspend of £8.172m. The majority of this underspend relates to the Adult Care & Housing Directorate, following a review of current and future years HRA investment as a result of changes to Government policy leading to a reduction in available funding. Underspends in 2016/17 in the Regeneration & Environment and Children & Young People's Services Directorates have in the majority of cases been reprofiled into 2017/18. The key reasons for the underspends are identified in the Directorate commentaries below.

Directorate	Current Year				Future Years		
	Budget	Forecast	Variance		Budget	Forecast	Variance
Adult Care & Housing	31,699,956	30,352,488	-1,347,468		39,327,864	29,475,509	-9,852,355
Children & Young Peoples Services	8,311,136	8,016,993	-294,143		9,971,803	10,204,803	233,000
Finance & Customer Services	3,528,039	3,370,159	-157,880		2,365,600	2,396,775	31,175
Regeneration & Environment	17,880,012	16,076,915	-1,803,097		10,629,781	12,046,053	1,416,272
Total	**61,419,143**	**57,816,556**	**-3,602,587**		**62,295,048**	**54,123,140**	**-8,171,908**

Directorate	Total Project		
	Budget	Forecast	Variance
Adult Care & Housing	71,027,820	59,827,997	-11,199,823
Children & Young Peoples Services	18,282,939	18,221,796	-61,143
Finance & Customer Services	5,893,639	5,766,934	-126,705
Regeneration & Environment	28,509,793	28,122,968	-386,825
Total	**123,714,191**	**111,939,695**	**-11,774,496**

Appendix 2 shows the detailed Expenditure and Funding breakdown by Directorate.

Directorate Programme Area Commentaries

Adult Care and Housing (ACH) Capital Programme 2016/17 to 2017/18

3.43 The key element of the ACH programme is the Annual Housing Investment programme to maintain decency, carry out stock improvements, aids and adaptations and new stock provision, energy efficiency and environmental works to our 21,000 Council homes. These properties currently meet Rotherham decent homes plus standard and we continue to improve access and reduce CO2 emissions.

3.44 There have been significant national policy changes since the original Housing Investment Programme was set for 2016-17. These include a rent reduction of 1% per year for the period 2016-17 to 2019-20 and the introduction of a High Value Property Levy. As a result of these changes, there has already been a significant reduction in forecast income to the HRA. The pressures on HRA budgets will increase further once the Council has been informed from government how the High Value Property Levy will be calculated. Based on information published to date this may result in a charge of up to £3.5m per annum.

3.45 The policy changes in the Housing and Planning Bill and Welfare reform bill, will potentially also increase Right to Buy sales. Although this will generate capital receipts, over the longer term income to the HRA will reduce. This will mean there are fewer resources to invest in Council housing throughout the borough. As a result the Housing Investment Programme for 2016-17 and 2017/18 has been reduced to reflect this. Alongside the review of capital costs the Housing Service are also embarking on a review of HRA revenue costs.

3.46 The Adult Care and Housing (ACH) Capital Programme 2016/17 forecast programme outturn is £30.352m, which represents a projected underspend of £1.347m. The majority of the underspend relates to Aids and Adaptations (£903,000), External Insulation (£180,000) and re-profiling in respect of Neighbourhood Regeneration Projects and Assistive Technology which are highlighted below. In addition, following the work undertaken to refresh the HRA Business Plan it is proposed that the Housing Capital Programme Budget for 2017/18 is revised to £38.608m, a reduction of £9.952 from the previous approved budget. The detailed budget changes are shown in Appendix 5. However, the headline changes are as follows:

- Improving Council Housing – 2017/18 Current Budget - £34.008m; Revised Budget - £24.824m; representing a £9.184m budget reduction.
- Neighbourhood Regeneration – 2017/18 Current Budget - £0; Revised Budget - £132,000. As a result of slippage on the Bellows Road scheme and re-profiling of the Monksbridge Demolition project into 2017/18.
- Aids and Adaptations – 2017/18 Current Budget - £4.6m; Revised Budget - £3.7m; representing a budget reduction of £900,000. The revised budget has been set at a level where it is considered to be deliverable.
- Assistive Technology – 2017/18 Current Budget - £0; Revised Budget - £100,000.

Children and Young People's Services (CYPS) Capital Programme 2016/17 to 2017/18

3.47 The CYPS Capital Team's priorities for the available capital grant funding are;

- Schools to be kept safe, dry and warm for all its pupils;
- Sufficient pupil places for a rising population.

There are two main grant funding streams available, the details of which are below:

- **School Condition Allocation** is a grant fund that is devolved to local authorities to improve the infrastructure of the school estate in line with the local asset management plans. It places the emphasis on the local authority to prioritise essential building condition work within their school estate; which includes primary schools, secondary schools, special schools, City Learning Centres and Children's Centres. The projects which will benefit from this grant funding over the period are the capital maintenance projects. A budget is allocated each year and the individual school priorities are assessed according to need and the priority of keeping schools safe, dry and warm.

- **Basic Need** grant funding enables local authorities to provide additional school places to cope with growing numbers. This grant is allocated by the Department for Education (DfE) over 3 years and is in recognition of the unprecedented increase in pupil numbers being experienced by many local authorities.

3.48 The CYPS programme forecast outturn for 2016/17 is £8.017m, which represents a forecast underspend of £294,000. This reflects a re-profiling of expenditure on the Foster Care Adaptations project of £474,000 into 2017/18, a bringing forward of expenditure into 2017/18 on the Laughton J&I additional classrooms projects and 3 small overspends on projects which are highlighted in Appendix 4. The total forecast planned expenditure over the remaining year of the programme is £10.205m, which represents an increase of £233,000 from the previous budget.

Finance and Customer Services

3.49 The Finance and Customer Services programme 2016/17 forecast outturn is £3.370m, which represents a forecast underspend of £158,000. The total planned expenditure over the remaining years of the programme is £2.397m. Projects within this Directorate relate to the Council's ICT and Digital Strategy. The underspend relates to the Liquidlogic system implementation (£127,000), the budget for which is currently being reviewed, with a view to part of the budget being re-profiled into 2017/18 to address some post implementation issues and the Customer Access Delivery Plan (£31,000), where project slippage has occurred as a result of the project lead leaving.

3.50 Projects relating to the Council's Internet Firewall Replacement and Network Infrastructure Refresh, approved by the Cabinet and Commissioners Decision making Meeting of the 12th September 2016 have now been included in the monitoring report.

Regeneration and Environment

3.51 The key themes for capital expenditure within the Regeneration and Environment (R&E) Directorate include:

- Investment in Highways infrastructure projects and maintenance. This includes £2m investment in 2016/17 in the Borough's unclassified roads network, as part of a programme to permanently repair 50km of the network, building on the £3m investment in 2015/16 with works being clearly targeted at maximising the improvement to the durability and condition of the network.
- Works focussed on maintaining the operational functionality of Council-owned buildings such as office spaces, schools, markets, libraries and museums. This includes works to CYPS properties (£900,000).

3.52 The R&E forecast programme outturn is £16.077m, which represents an underspend of £1.803m. The majority of spend in relation to the Holmes Tail Goit Pumping Station (£1.388m) has been re-profiled into 2017/18, as the tender process has not yet commenced, as referenced in the report to Cabinet/Commissioners' Decision Making Meeting of the 14th November 2016. In addition, issues with the SCR approval processes in respect of the Sustainable Transport Exemplar Programme (STEP 2), have led to delays in projects commencing. Currently we are forecasting an underspend of £482,000 on the programme in 2016/17. No decision has been made on whether any unspent monies can be carried forward into 2017/18. Clarification from the SCR is awaited.

3.53 The R&E forecast for future years is £12.046m, an increase of £1.416m from the budget, representing the re-profiling. In addition, there is some small re-profiling of expenditure on 3 play area schemes, which are referenced in Appendix 5. The capitalisation of replacement damaged waste bins, approved in the September Financial Monitoring Reports, has been added to CP and now included in the report.

3.54 In addition, there are a number of projects, referred to in Appendix 5, for which approval is sought to add them to the Capital Programme. These include an increase in the cost of the Riverside House LED lighting project from £340,000 to £369,000 following the outcome of the tender process. As a result the funding mix for this project has changed, with an increase in the loan from the LAEF Fund to £121,000 from £78,000 and a reduction in the prudential borrowing requirement to £248,000 from £262,000. In addition, approval is sought to capitalise expenditure that has been identified as part of the first stage of the revenue budget 2016/17 deep-dive. This relates to repair and maintenance expenditure on Council operational buildings that is capital in nature and site surveys in respect of land adjacent to the Gulliver's development site at Pit House West.

Funding of the Capital Programme

3.55 The table below shows the current forecast outturn positon for the funding of the approved Capital Programme (2016-2021) by Directorate. This reflects the forecast underspend of £3.602m in 2016/17 and the forecast underspend in future years of £8.172m. In 2016/17 funding changes reflect the reduction in the element of the Aids and Adaptations Programme that is funded through HRA Capital Receipts and the re-profiling of other elements of the Capital Programme into 2017/18 that are funded by General Fund Capital Receipts and Prudential Borrowing. In addition, changes to future years funding in relation to the HRA funding reflect the reduced programme, principally in the use of the MRA and Revenue Contributions.

Funding Stream	Current Year				Future Years		
	Budget	Forecast	Variance		Budget	Forecast	Variance
Grants And Contributions	16,976,883	16,596,555	-380,328		14,597,276	14,597,601	325
Major Repairs Allowance	21,050,352	20,748,379	-301,973		23,466,000	15,473,509	-7,992,491
Prudential Borrowing	13,147,492	12,065,990	-1,081,502		8,345,908	9,209,030	863,122
Revenue Contribution	5,465,685	5,143,618	-322,067		13,041,864	11,150,000	-1,891,864
Usable Capital Receipts	4,778,731	3,262,013	-1,516,718		2,844,000	3,693,000	849,000
Total	**61,419,143**	**57,816,555**	**-3,602,588**		**62,295,048**	**54,123,140**	**-8,171,908**

Funding Stream	Total Project		
	Budget	Forecast	Variance
Grants And Contributions	31,574,159	31,194,156	-380,003
Major Repairs Allowance	44,516,352	36,221,888	-8,294,464
Prudential Borrowing	23,244,400	23,026,020	-218,380
Revenue Contribution	18,507,549	16,293,618	-2,213,931
Usable Capital Receipts	5,871,731	5,204,013	-667,718
Total	**123,714,191**	**111,939,695**	**-11,774,496**

Pipeline Projects

3.56 The following projects were approved for inclusion in the Capital Programme at the Cabinet and Commissioners' Decision Making Meeting of the 14th November 2016.

- Bassingthorpe Farm Development
- Town Centre Regeneration – Riverside Precinct Acquisition

3.57 The following projects were approved for inclusion in the Capital Programme at the Cabinet and Commissioners' Decision Making Meeting of the 12th December 2016.

- Operational Property Maintenance Programme
- Boston Park Reservoir Improvement Works
- Barkers Park Changing Facility
- Wath C of E Expansion
- Upgrading of Fluorescent Street Lighting to LEDs

3.58 In addition, work has progressed on a number of projects that were included in the Capital Strategy (2016-2021), in particular as part of the Stage 2 – Agreed in Principle projects, for which reports are either on this agenda or will be presented to future Cabinet and Commissioners Decision Making Meetings as part of the refresh of the Capital Strategy. These include:
Stage 2: Agreed in Principle

- Highways Improvement Plan – Unclassified Road Network - £10m
- Traffic Signal Renewal Programme - £1m
- Development Fund - £5m

3.59 Work is now progressing on the development of the town centre master plan, which will inform the additional schemes being put forward for consideration in respect of the £17m funding identified for town centre regeneration.

General Fund Capital Receipts Position as at 28th November 2016

3.60 The Council is continuing to undertake a comprehensive review of its assets and buildings portfolio with the aim of rationalising both its operational and non-operational asset holdings. This will contribute future capital receipts which can be used to support the revenue budget, using the new capital receipts flexibilities introduced from the 1st April 2016 aimed at generating revenue savings. Within the 2016/17 Revenue Budget, an assumption has been made that Capital Receipts of £2m will be generated in 2016/17, to fund expenditure relating to transforming Council services to generate future revenue efficiency savings. The table below provides the latest estimated General Fund capital receipts position as at 28th November 2016. There are £2.587m of brought forward uncommitted capital resources as at 1st April 2016. In addition, £18.614m of capital receipts were committed to part finance the capital expenditure plans set out in the approved Capital Strategy.

Table 2: Capital Receipts and current planned usage to 2020/21

	2016/17	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**Total**
	£000	£000	£000	£000	£000	£000
General Fund Capital Receipts B/F 01/04/2016	21,201					21,201
Capital Receipts Allocated to Capital Strategy (2016-2021)	18,614					18,614
Unallocated Capital Receipts as at 01/04/2016	2,587	0	0	0	0	2,587
Completed	615	0	0	0	0	615
Low Risk	1,687	175	0	0	0	1,862
Medium Risk	720	240	0	1,325	41	2,326
High Risk	603	1,700	4,280	1,030	0	7,613
Maximum Total Capital Receipts	**6,212**	**2,115**	**4,280**	**2,355**	**41**	**15,003**

3.61 As can be seen from the table above, the Council is on track to exceed the required £2m sales in 2016/17. On the basis of received and low risk receipts, total receipts of £2.302m are being forecast. This rises to £3.022m when medium risk receipts are factored in and could be as much as £3.625m if high risk receipts are included. It is anticipated that capital receipts will form a key part of the future financial strategy to be proposed in February as part of the Budget report.

3.62 The completed sales in the year to date include land at Rawson Road, (Eastwood), Maltby Crags Nursery site and 49-53 St. Ann's Road. In addition, major receipts are expected this financial year in respect of Parkstone House, Greasbrough Road Depot and Kirk House.

4. Options considered and recommended proposal

4.1 With regard to the current forecast revenue overspend, significant management actions have been implemented (paragraph 2.7) and the impact of these will be included in future financial monitoring reports to Cabinet.

4.2 It is inevitable that to the extent that spend cannot be reduced in year or be legitimately capitalised, there will be an impact on the Council's reserves.

4.3 The Mid-Year Treasury Review as set out in Appendix 4 indicates performance is in line with the plan and there are no proposals to vary the approach for the remainder of the year.

5. Consultation

5.1 Budget Managers, Holders and Operators across the Council and the Strategic Leadership Team (SLT). Monthly budget challenge meetings are taking place to review the forecast positions for each Directorate before they are finalised with the aim of improving the Council's overall forecast position. These involve each Directorate Management Team, the relevant Cabinet Members, the Cabinet Member for Finance and the Assistant Director of Finance.

5.2 The continuing approach to treasury management has been discussed with the Council's External Treasury Management Advisors, Capita Asset Services, who have confirmed that this is a prudent approach given current market conditions.

6. Timetable and Accountability for Implementing this Decision

6.1 Strategic Directors, Managers and Budget Holders will ensure continued close management and scrutiny of spend for the remainder of the financial year.

6.2 Financial Monitoring reports will be taken to Cabinet and Overview and Scrutiny meetings during the year. The next Financial Monitoring Report to Cabinet on13th February 2017 will be the Estimated Outturn report.

7. Financial and Procurement Implications

7.1 There is currently a projected overspend of £1.775m after management actions and specific financial details and implications are set out within section 3 of this report. It is imperative that this forecast overspend is fully addressed and in addition strict management of spend is in place within all Directorates in order that the required use of reserves to fund the additional budget approval by Council on 7th December is minimised.

7.2 In addition to the need to identify £42m of further savings and cost reductions over the next 3 years, Council approval of the recommendations in the MTFS Update report on 7th December has now increased the 2017/18 funding gap by an additional £11m to £24m.

7.3 Recognising the likely need to use reserves to fund some or all of this in the short term, the Council's current financial (financing) plans are being reviewed to consider a variety of options for re-profiling the current planned use of reserves and to identify any areas of spend that can be properly capitalised in order to reduce the pressure on the revenue budget. There will be choices in this regard all with different implications on the Medium Term Financial Plan and respective annual budget gaps.

7.4 The means of funding the in-year additional budget approval will be contained within the Outturn report once the final position is known. The proposed means of funding the additional 2017/18 £11m investment will be included in the 2017/18 Budget Setting Report to Cabinet on 13th February and to Council on 1st March 2017.

7.5 Treasury Management forms an integral part of the Council's overall financial arrangements. The assumptions supporting the capital financing budget for 2016/17 and for future years covered by the Council's MTFS were reviewed in light of economic and financial conditions and the capital programme. At this stage the Treasury Management and Investment Strategy is not forecast to have any further revenue consequences other than those identified and reported in the 2016/17 Revenue Budget monitoring.

8. Legal Implications

8.1 It is a requirement that changes to the Council's prudential indicators are approved by Council.

9. Human Resources Implications

9.1 No direct implications.

10. Implications for Children and Young People and Vulnerable Adults

10.1 This report includes reference to the cost pressures on both Children's and Adults Social care and refers to investments in those services.

11 Equalities and Human Rights Implications

11.1 No direct implications.

12. Implications for Partners and Other Directorates

12.1 No direct implications. As management actions are developed some of these may impact Partners. Timely and effective communication will therefore be essential in these circumstances.

13. Risks and Mitigation

13.1 At a time of economic difficulty and tight financial constraints, managing spend in line with the Council's Budget is paramount. Careful scrutiny of expenditure and income across all services and close budget monitoring therefore remain a top priority if the Council is to deliver both its annual and medium term financial plans while sustaining its overall financial resilience.

13.2 Any potential further cost of CSE claims over and above that already provided for in the 2015/16 accounts or identified in-year to date is not included in this report.

13.3 Potential pressures on the winter maintenance budget arising from adverse weather are not reflected in this report.

13.4 There is a risk that the costs falling on the Council for sponsored academy conversions in- year may exceed the funding set aside for this purpose.

13.5 Although both Council Tax and Business Rates collection levels are on target there is a minimal risk that this could change during the remaining months of the year.

13.6 The Council's 2016/17 Budget included a requirement to fund the first £2m of severance costs from in-year capital receipts. The forecast level of receipts for 2016/17 is circa £2.302m however the confirmed level of capital receipts for the first eight months of 2016/17 is £615k. £1.687m receipts are yet to be delivered during the remainder of 2016/17.

14. Accountable Officer(s)

Pete Hudson – Chief Finance Manager

Approvals Obtained from:-

Strategic Director of Finance and Customer Services:- Judith Badger

Assistant Director of Legal Services:- Dermot Pearson

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