# **Bolton Council**

Report to:	Executive Cabinet Member – Children's Services		
Date:	13th August 2018		
Report of:	Ged Rowney Director of People S Johnson Director of Corporate Resources	Report No:	
Contact Officer:	Lisa Butcher Head of Finance – People Services	Tele No:	01204 336818
Report Title:	Department of People – Financial M One 2018/19	onitoring Re	port Quarter
Confidential / Non Confidential: (delete as approp)	( <i>Non-Confidential</i> ) This report does <b>not</b> warrants its consideration in the absence public		
Purpose:	This report provides the Executive Member financial position for the People portfolio f at Quarter One.		•
Recommendations:	<ul> <li>It is recommended that the Executive Mer</li> <li>Notes the financial position of the</li> <li>Agrees the revenue budget chang in quarter.</li> <li>Agrees changes within the capital</li> <li>Agree that the Director of People F on the framework(s) for the capital</li> </ul>	portfolio as at 3 es and savings programme as nas delegated a	s options realised detailed.
Decision:			
	Г		
Background Doc(s):			
(for use on Exec Rep) Signed:	L		
	Leader / Executive Member	Monitoring	Officer

Summary:

This report presents the financial position in respect of the Department of People services portfolio for the 2018/19 financial year, as at Quarter One.

#### Key Issues:

#### **Revenue Expenditure:**

The revenue outturn position for the Local Authority block is expected to be in line with budget following use of reserves of £3.298m.

Revenue expenditure for the Dedicated Schools Grant (DSG) is projected to be £1.3m greater than the grant available.

#### Capital Expenditure:

The original capital programme approved at Council in February 2018 totalled £38.3m. The programme has now decreased to £23.8m due to likely slippage into 2019/20 as the phasing of projects takes place. Expenditure at Quarter One was £5.6m.

#### <u>Reserves</u>

Reserves, including schools, are expected to be £46.7m at 31<sup>st</sup> March 2019. This is a decrease of £11.9m due to use of schools balances, funding of the current years capital programme and the estimated revenue position being offset by Schools Capital in year allocations.

#### 1 Introduction

This report provides the Executive Member with information relating to the financial position for the 2018/19 financial year.

The information included within the report is divided into three elements:

- Revenue expenditure
- Capital expenditure
- Reserve movements

#### 2 Revenue Expenditure

#### 2.1 Revenue Budget

Table One: Department of People – Approved Revenue Budget 2018/19 – As At Quarter One

£'000	Adults	Children's	Public Health	Total Budget
2018/19 Budget per Strategic Budget Report	70,642	53,059	19,352	143,052
Less Recharges	-3,558	-4,509	-220	-8,287
Budget Adjustments:				
Supported Employment Budget from EN	34			34
Business Support Virements	38	-38		0
Plus Recharges	3,558	4,509	220	8,287
Adjusted Budget at Quarter 1	70,713	53,021	19,352	143,086

£'000	DSG
Dedicated Schools Grant per Strategic Budget Report	186,797
Budget Adjustments:	
Academy DSG Recoupment Adjustment	-306
Academy Conversions PPG - 2017-18 Full Year Effect	-313
PPG - January 2018 Census Pupil Numbers Update	-29
Early Years - January 2018 Census Data update -	
Estimated	1,606
High Needs Place Deduction - March Update	-49
High Needs Import/Export Update	-384
Adjusted Grant at Quarter 1	187,322

Table One outlines the budget for the Department of People Services, including an analysis of amendments to the original budget.

There have been various budget adjustments within the first quarter.

There has been a movement of budgets from Place Department in relation to Supported Employment posts.

There has been an adjustment between Children's and Adult Services in relation to Business Support posts.

The DSG has seen changes in quarter one as a result of Academy adjustments relating to prior years, census numbers updates (particularly around Early Years) and High Needs updates all impacting upon the allocation from the EFA.

#### 2.2 Strategic Redirections

In February 2017, following consultation, the Council approved departmental savings options of  $\pounds$ 12.5m to be taken out of the budgets in 2017-18. For the People department this equated to  $\pounds$ 6.485m. The full breakdown is shown in Appendix C.

Throughout 2017/18, individual reviews were undertaken and budgets reduced within the relevant services once completed. This will continue for those reviews remaining in 2018/19.

#### Heaton Fold £150,000

Working with Place Department, an analysis of budgets has been undertaken and savings fully realised. The savings have resulted from a vacant post, additional income and a reduction in cash limited budgets.

## 2.3 Financial Position – Revenue Expenditure – Position at Quarter One

Table Two below outlines the Department of People's revenue position as at quarter one.

## Table Two –Department of PeopleFinancial Position 2018/19 – Quarter One

			Combined Re-	Year End
Service	Net Budget	Outturn	Allocated	Variance
Local Authority Budgets	£000s	£000s	£000s	£000s
Adult Services		04.000		
Older Adults	20,348	21,006		658
Integrated Services	-1,284	-1,498		-214
Adults Under 65 - LD/MH/PD	30,136	30,833		697
Care Management	8,986	8,953		-33
Supporting People	1,142	1,137		-5
AD Element of Combined Services			-1,611	-1,611
Subtotal	59,328	60,431	-1,611	-508
Children's Services				
Education & Learning Division	6,145	6,261		116
Positive Contributions Division	828	939		111
Staying Safe Division	32,965	36,918		3,953
Children's Transport	3,438	3,801		363
CH Element of Combined Services	3,430	3,001	-731	-731
Subtotal	43,376	47,919	-731	3,812
	45,570	47,515	-751	5,012
Public Health				
Public Health Core	3,754	3,351		-403
Social Inclusion	15,923	16,320		397
Healthy Communities	69	69		0
	19,746	19,740	0	-6
Combined Services	+ +			
Corporate Recharges and other central costs	10,654	9,169	1,485	0
Policy, Performance & Resources	9,982	9,125	857	0
Subtotal	20,636	18,294	2,342	0
	20,030	10,294	2,342	0
Total Local Authority Budgets	143,086	146,384	0	3,298
Reserve Movement				-3,298
People Department Projected Outturn	143,086	146,384	0	0

Service	Net Budget	Outturn	Year End Variance
Dedicated Schools Grant	£000s	£000s	£000s
Schools Block			
Nursery Schools	0	53	53
Primary Schools	94,044	94,816	772
Secondary Schools	35,968	36,183	215
Special Schools	1,169	1,191	22
De-delegation	0	55	55

Use of schools balances		-1,062	-1,062
Subtotal	131,181	131,236	55
Local Authority Retained Budgets			
Central Expenditure	5,469	5,363	-106
Early Years Block	21,682	21,465	-217
High Needs Block	28,990	30,558	1,568
Subtotal	56,141	57,386	1,245
Total Dedicated Schools Grant Budgets	187,322	188,622	1,300

#### Variance Analysis

Outlined below are details of significant variances between the projection at quarter one and the budget, analysed between the Local Authority Block and Centrally Held Dedicated Schools Grant.

#### 2.3.1 Local Authority Block

The revenue outturn position for the Local Authority block is expected to be in line with budget following use of reserves of £3.298m.

The most significant reasons for variances were as follows:

#### Adult Services

The budget is projected to balance or with a underspend by year end, this is largely due to the increased grant contribution which is a one off for 2018/19, it is to be noted that demand pressures have continued in Q1 for adults in both placements and home care.

Finances, performance and activity are monitored on a monthly basis to mitigate any peaks in demand or spend.

#### Children's Services

Looked After Children numbers have increased during the financial year and the associated financial pressures continue to increase particularly due to high costs of external placements. The vast majority of our looked after children are looked after in house, in our foster care and residential provision but we are seeing an increase in the use of Non LA foster carers and external residential provision due to a national gap in placement sufficiency. The review of Early Help and In house residential provision alongside a commitment to working differently with children and families and partners to divert children from the care system should see an improved picture by 2020. Work is being undertaken involving Commissioning and Placements NW to ensure value for money and appropriate placement are sourced but the local and national context is very challenging.

There is a small but growing cohort of complex young people whose needs are significant and they often require external placements. The costs of external provision

can be high. There is a national shortage of placements for complex young people (those who self-harm, go missing, are extremely challenging, have violent behaviour or have significant disabilities) and there is a limited pool to choose from. The complex needs of some young people who need a package of care that includes a high ratio of staffing can cost between £6k and £9k a week.

The focus on improved permanence planning will deliver clearer long term plan for children and a commitment to return children to their families where possible, reducing longer term placement costs.

The proposed review of our approach to short breaks for children with complex needs, which will incorporate a review of the current eligibility for short breaks, should deliver an enhanced but more focus offer beyond the age of 18 ,with the ability to reduce the costs of purchasing expensive external short break provision.

Transport costs as a result of the high needs pressures began to grow in 16/17 and this trend is continuing in 18/19.

#### Public Health

Public Health is projected to underspend due to vacant posts across core teams offsetting delays in savings due to timing of contract start dates.

#### 2.3.2 Dedicated Schools Grant

#### Centrally Retained Budgets

Dedicated Schools Grant is projected to exceed the grant available by £1.3m.

The significant variance relates to the High Needs Block due to increases in external placements and increased special school placements. Approval was given by the Secretary of State to contribute £2m of Central Expenditure block towards the High Needs block in 2018/19.

A High Needs Strategic group is ongoing to look at the pressures within this area and new ways to contain the overspend and begin to pay back the deficit.

#### Delegated Schools Budgets

Following the submission of the original budget plans by schools, schools balances are expected to reduce by £1.1m in 2018/19 mainly in the Primary sector. This may increase should there be further Academy transfers.

Schools balances are projected to total £5.8m at the end of the financial year, which is felt to be prudent but cost pressures are an ongoing factor for schools.

#### 3 Capital Programme

Appendices Ai and Aii detail the capital programme, and this is summarised below.

	<b>Original Programme</b>	Change	<b>Revised Programme Q1</b>	Actual at Quarter 1
	£000s	£000s	£000s	£000s
Adult Services	268	85	353	12
Children's Services	38,063	-14,630	23,433	5,601
Total Programme	38,331	-14,545	23,786	5,613

The original capital programmes for the Department of People Services were reported in the Cabinet reports of February 2018. The schemes have since been amended due to the following:-

- Slippage in both programmes from 2017-2018 £11.9 million
- Reprogramming of schemes resulting in a reduction of £26.5 million

At the end of quarter one expenditure was £5.6m.

It is recommended that the Director of People is authorised to call off under any available framework(s) to enable the capital programmes to progress for schemes under the limit of  $\pounds$ 300k.

#### 4 Reserve Movements

## Table Three – Summary of Reserves Position

Outlined in the table below are the projected movements on the Department's reserves in the current year. Further detail of these reserves is shown in Appendix B.

	Balance 1st	Outturn	Other	Balance 31st
Revenue Reserves	April 2018	Movements	Movements	March 2019
	£'000	£'000	£'000	£'000
Adults Services Reserves				
To cover known areas of key future spend	-2,744	0	2,143	-601
To cover key areas of risk	-1,108	0	126	-982
Legal requirements	-563	0	152	-411
Existing commitments	-2,987	0	2,004	-983
Service general contingencies	-143	-508	0	-651
Total Adult Services Reserves	-7,545	-508	4,425	-3,628
Children Services Reserves				
To cover known areas of key future spend	-1,985	0	231	-1,754
To cover key areas of risk	-849	0	364	-485
Legal requirements	-3,905	1,000	-193	-3,098
Existing commitments	-2,319	210	909	-1,200
Service general contingencies	-301	2,602	-2,611	-310
Total Children Services Reserves	-9,359	3,812	-1,300	-6,847
Schools & DSG Reserves				
To cover key areas of risk	-130	0	41	-89
Legal requirements	-652	1,300	694	1,342
Existing commitments	-7,340	0	321	-7,019
Total Schools & DSG Reserves	-8,122	1,300	1,056	-5,766
Public Health Reserves				
To cover known areas of key future spend	-230	0	212	-18
Existing commitments	0	0	0	0
Service general contingencies	-1,586	-6	30	-1,562
Total Public Health Reserves	-1,816	-6	242	-1,580
Total Revenue Reserves	-26,842	4,598	4,423	-17,821

	Balance 1st	Outturn	Other	Balance 31st
Capital Reserves	April 2018	Movements	Movements	March 2019
	£'000	£'000	£'000	£'000
Adults Services Reserves				
Existing commitments	-1,410	0	342	-1,068
Total Adult Services Reserves	-1,410	0	342	-1,068
Schools & DSG Reserves				
Existing commitments	-29,308	0	2,553	-26,755
	20.200	0	0.550	00.755
Total Schools & DSG Reserves	-29,308	0	2,553	-26,755
Total Capital Reserves	-30,718	0	2,895	-27,823

The outturn movements' column represents the impact upon reserves of the projected outturn position shown in Table 2 of this report.

#### 5 Equality Impact Assessment

This report does not require an Equality Impact Assessment.

#### 6 Conclusions and Recommendations

This report presents the financial position in respect of the Department of People services portfolio for the 2018/19 financial year, as at Quarter One.

It is recommended that the Executive Member:

- Notes the financial position of the portfolio as at 30<sup>th</sup> June 2018.
- Agrees the revenue budget changes and savings options realised in quarter.
- Agrees changes within the capital programme as detailed.
- Agree that the Director of People has delegated authority to call off on the framework(s) for the capital programme.

## <u>Appendix Ai</u>

#### Adult's Services – Detailed Capital Programme – Quarter One 2018/19

				Scheme	Revised	
Adult Services Capital Programme	<b>Original Budget</b>	New Schemes	Slippage	Reprogramming	Programme Q1	Expenditure Q1
	£000s	£000s	£000s	£000s	£000s	£000s
Scheme	2018/19	2018/19	2017/18	2018/19	2018/19	2018/19
Day Care	80		10	5	95	1
Supported Housing Developments	188		166	-188	166	
New Lane Refurbishment			8		8	
Winifred Kettle			6		6	
Wilfred Geere			4	16	20	9
FFE Across Adult Sites				6	6	2
Various IT in AD Services			52		52	
Total Expenditure	268	0	246	-161	353	12
				Scheme	Revised	
Adult Services Capital Programme	Original Budget	New Schemes	Slippage	Reprogramming	Programme Q1	Expenditure Q1
	£000s	£000s	£000s	£000s	£000s	£000s
Financed By:	2018/19	2018/19	2017/18	2018/19	2018/19	2018/19
Capital Grant	268		246	-172	342	9
Revenue Reserves				11	11	3
Total Financing	268	0	246	-161	353	12

## Children's Services – Detailed Capital Programme – Quarter One 2018/19

				Scheme	Revised	
Children's Services Capital Programme	Original Budget	New Schemes	Slippage	Reprogramming		Expenditure Q1
Children's Services Capital Programme	£000s	£000s	£000s	£000s	£000s	£000s
Scheme	2018/19	2018/19	2017/18	2018/19	2018/19	2018/19
Building Maintenance Programme	1,960	2010/19	460	158	2018/19	-
Capital Support Fund	1,900		400	-3	2,378	70
Access	100		70	-5	107	
Devolved Formula Capital	1.000		759	-933	826	
Primary Expansion Programme	9,700		5,752	-8,619	6,833	
Special School Expansion Programme	4,250		1,783	-4,000		1,726
	4,230		2,573	-	8,524	1,093
Secondary Expansion Programme	250		2,573	-12,749 230	8,524 508	,
Primary Places	250 500					
Youth and Play Centres			126	-420	206	1
Free Breakfast Clubs	211		70		211	
Leisure and Youth Provision	452		79	-9		49
Two year old funding	250				250	
Children Social Care	90				90	
Funding Short Breaks				26	26	
Children's Centres	500				500	-
Surface Pro Purchase			59		59	20
Total Expenditure	38,063	0	11,689	-26,319	23,433	5,601
				Scheme	Revised	
Children's Services Capital Programme	Original Budget	New Schemes	Slippage	Reprogramming		Expenditure Q1
	£000s	£000s	£000s	£000s	£000s	£000s
Financed By:	2018/19	2018/19	2017/18	2018/19	2018/19	2018/19
Section 106					0	
Basic Need Grant	32,650		8,648	-25,534	15,764	4845
Devolved Formula Grant	1,000		759	-933	826	
School Condition Grant	2,160		384		2,544	79
Schools BMP Contributions			398		398	
Schools Capital Grants	250		1,500		1,750	500
Revenue Contributions to Capital - Schools				12	12	
Revenue Contributions to Capital - LA	297			24	321	9
Revenue Contributions to Capital - Corporate	956			-164	792	70
SEND Capital Grant				276	276	
Start Well Capital Reserve	500				500	48
Two Year Old Funding	250				250	
Total Financing	38,063	0	11,689	-26,319	23,433	5,601
Balance	0	0	0	0	0	0

## Appendix Bi

## Adult Services Projected Reserves Position – 2018/19 Financial Year

Service	Balance		Other	Balance
	1st April 2018	Outturn Movements	Movements	31st March 2019
Adult Service's Revenue Reserves	£'000	£'000	£'000	£'000
Carers Funding	-120			-120
Health & Social Care Funding	-1,150		1,150	0
Social Care Funding	-954		954	0
LD Fast Track Funding	-119		39	-80
Prevention Funding	-401			-401
Important to cover known areas of key future spend	-2,744	0	2,143	-601
High Cost Placements	-750		126	-624
DPA Contingency	-358			-358
Important to cover key areas of risk	-1,108	0	126	-982
Supported Housing - Networks	-71			-71
Amenity Funds	-1			-1
LD Joint Team	-241		152	-89
Care Act (DOLS)	-250			-250
Legal requirements	-563	0	152	-411
Capital	-2,921		2,030	-891
Adult Safeguarding Board	-66		-26	-92
Reserve with existing commitment	-2,987	0	2,004	-983
General Reserves	-143	-508		-651
Service General Contingencies	-143	-508	0	-651
Total Revenue Reserves	-7,545	-508	4,425	-3,628

Service	Balance		Other	Balance
	1st April 2018	<b>Outturn Movements</b>	Movements	31st March 2019
Adult Services Capital Reserves	£'000	£'000	£'000	£'000
Transforming Social Care	-1,410		342	-1,068
Reserve with existing commitment	-1,410	0	342	-1,068
Total Capital Reserves	-1,410	0	342	-1,068

#### Children's Services Department Reserves Position – 2018/19 Financial Year

Service	Balance		Other	Balance
	1st April 2018	Outturn Movements	Movements	31st March 2019
Children' Services Revenue Reserves	£'000	£'000	£'000	£'000
Schools ICT	-1,486		71	-1,415
Start Well	-427		160	-267
Youth Offending Team	-72			-72
Important to cover known areas of key future spend	-1,985	0	231	-1,754
Children's Social Care	-764		364	-400
Schools Insurance Contingency	-85			-85
Important to cover key areas of risk	-849	0	364	-485
Public Sector Reform and Troubled Families	-3,030	1,000	-422	-2,452
Safeguarding Board	-199			-199
School Improvement	-676		229	-447
Legal requirements	-3,905	1,000	-193	-3,098
Capital	-546	210	-166	-502
Early Implementer Grant	-71			-71
Education Psychology	-171		5	-166
LATC Reserve	-191		191	0
SACRE	-3		3	0
Workforce Development - Grant	-158			-158
Managed Funds	-4		1	-3
Music Service	-102		-19	-121
GM Music Hub	-43			-43
Regional Adoption Agency	-146		37	-109
Performance Policy and Resources	-27			-27
Youth Services	-107		107	0
Capital Grants	-750		750	0
Reserve with existing commitment	-2,319	210	909	-1,200
General Reserves	-301	2,602	-2,611	-310
Service General Contingencies	-301	2,602	-2,611	-310
Total Revenue Reserves	-9,359	3,812	-1,300	-6,847

#### Schools and DSG Reserves Financial Position – 2018/19 Financial Year

Service	Balance		Other	Balance
	1st April 2018	Outturn Movements	Movements	31st March 2019
Schools and DSG Revenue Reserves	£'000	£'000	£'000	£'000
High Needs Strategic Planning	-130		41	-89
	-150		41	-65
Important to cover key areas of risk	-130	0	41	-89
Centrally Retained DSG	6,481	1,300		7,781
Other Schools Balances	-554		-73	-627
Schools Balances	-6,579		767	-5,812
Legal requirements	-652	1,300	694	1,342
Capital	-6,683		321	-6,362
Bolton Supported School Improvement Group	-160			-160
Harvey Early Years				0
Two Year Old Funding	-497			-497
Reserve with existing commitment	-7,340	0	321	-7,019
Total Revenue Reserves	-8,122	1,300	1,056	-5,766

Service	Balance		Other	Balance
	1st April 2018	<b>Outturn Movements</b>	Movements	31st March 2019
Schools and DSG Capital Reserves	£'000	£'000	£'000	£'000
S.106	0			0
Capital Grants	-29,308		2,553	-26,755
Reserve with existing commitment	-29,308	0	2,553	-26,755
Total Capital Reserves	-29,308	0	2,553	-26,755

Note: School Balance Reserves do not take into account any impact of Academisation of schools in year which will result in further balance changes.

## Appendix Biiii

#### Public Health Reserves Position – 2018/19 Financial Year

Service	Balance		Other	Balance
	1st April 2018	Outturn Movements	Movements	31st March 2019
Public Health Revenue Reserves	£'000	£'000	£'000	£'000
Ageing Well	-3			-3
Employment	-5			-5
Special School Nursing	-40		40	0
Healthy Living Pharmacies	-10			-10
Mutual Aid Peer Support	-10		10	0
Health and Impovment Team with the FT	-162		162	0
Important to cover known areas of key future spend	-230	0	212	-18
Capital	0			0
Reserve with existing commitment	0	0	0	0
General Reserves	-1,586	-6	30	-1,562
Service General Contingencies	-1,586	-6	30	-1,562
Total Revenue Reserves	-1,816	-6	242	-1,580

## 2017-19 Budget Options – Children's Services

Savings Option	Budget Saving £000
Review of Corporate Parenting Board Officer/Virtual Schools Manager role	61.9
Financial remodelling and efficiencies of children's residential and respite provision	75
Review and redesign of the Leaving Care Service	53
Review of controllable budgets at Bolton Science Technology Centre	65
Review and redesign of Connexions, Early Intervention & Associated Services	230
Review and redesign of Secondary Education Improvement Services	65
Review and redesign of Primary Education Improvement Services	230
Development of an Asset Management traded service	50
Review of Workforce Development	80
Review of Positive Activities, free play service and youth service provision	300
Review of Positive Activities Sport Development provision	115
Review of Grants to the independent and voluntary sectors	180
Creation of Integrated Commissioning & Provider Service	100
Redesign and restructure of back office support services within PPR	150
Review of business support including development of digitalisation options	300
Management of Cash Limited budgets	185.1
ICT system rationalisation	100
Review of nursery service provision	40
Total Savings	2,380

## Appendix Cii

Savings Option	Budget Saving £000	
Review and re-provision of Commissioned Day Services	200	
Reconfigure and develop new partnership delivery model for Heaton Fold	150	
Develop a new Learning Disability Supported Housing Strategy and re-model provision	250	
Review of the fairer charging policy; including the charging cap and weekly charges	550	
Ongoing service delivery efficiencies – Bolton Council's provider services to deliver ongoing efficiencies in line with national requirements, some remodelling of care hours will be involved	445	
Income generation through remodelling to create discharge to assess capacity in line with national requirements	250	
Review and re-provision of external extra care housing	160	
Review of Community Meals charges	100	
Total Savings	2,105	

## 2017-19 Budget Options – Adult Services

#### Appendix Cii

## 2017-19 Budget Options – Public Health Services

Savings Option	Budget Saving £000	
Review the early years intervention in Children's Public Health Services	545	
Review oral health prevention services	180	
Review Council provided Public Health programmes	90	
Review/redesign Public Health workforce	269	
Review sexual health and contraceptive services	160	
Review/redesign smoking cessation provision	46	
Review substance misuse service	100	
Review/redesign local and GM voluntary sector services	80	
Review/reduce contribution to the GM Manchester Public Health Network	66	
Review School Meals Subsidy	75	
Review Council contribution to Think Positive	180	
Review Food and Health Service	118	
Review community weight management service	91	
Total Savings	2,000	