

Report To: EXECUTIVE CABINET

Date: 2 November 2020

Executive Member / Reporting Officer: Cllr Ryan – Executive Member (Finance and Economic Growth)
Dr Ash Ramachandra – Lead Clinical GP
Kathy Roe – Director of Finance

Subject: STRATEGIC COMMISSION AND NHS TAMESIDE AND GLOSSOP INTEGRATED CARE FOUNDATION TRUST FINANCE REPORT
CONSOLIDATED 2020/21 REVENUE MONITORING STATEMENT AT 31 AUGUST 2020

Report Summary: This report covers the Month 5 2020/21 financial position, reflecting actual expenditure to 31 August 2020 and forecasts to 31 March 2021. In the context of the on-going Covid-19 pandemic, the forecasts for the rest of the financial year and future year modelling has been prepared using the best information available but is based on a number of assumptions. Forecasts are subject to change over the course of the year as more information becomes available, the full nature of the pandemic unfolds and there is greater certainty over assumptions.

The CCG continues to operate under a 'Command and Control' regime, directed by NHS England & Improvement (NHSE&I). NHSE has assumed responsibility for elements of commissioning and procurement and CCGs have been advised to assume a break-even financial position in 2020-21.

As at Period 5, the Council is forecasting an overspend against budget of £3.678m. The £3.678m pressure is non-COVID related and reflects underlying financial issues that the Council would be facing regardless of the current pandemic.

Section 3 of this report includes details of proposals to extend the scope of the Aldwyn School extension project and requests a capital budget approval.

Section 4 provides an update on the extension of the Adult Social Care Infection Control Fund and proposals for allocation.

Recommendations: Members are recommended to :

1. Note the forecast outturn position and associated risks for 2020/21 as set out in **Appendix 1**.
2. Approve a capital funding allocation of £320,000 of available School Condition Grant Funding to fund the roof repair works at Aldwyn School as set out in **section 3** of this report.
3. Note the distribution of 80% (£1,705,278) of Infection Control grant as set out in **section 4** of this report.
4. Approve delegated authority be given to the Director of Adult Services, in discussion with the Director of Commissioning (Strategic Commission) and the Director of Operations at Tameside & Glossop Integrated Care NHS Foundation Trust (ICFT) to distribute the remaining 20% (minimum value of £426,320) of the infection control grant funding in an appropriate manner

5. Approve the creation of a £122k free school meals budget to fund a free school meal voucher scheme for all eligible pupil over the autumn half term break, to be funded from the general Covid support grant funding that has been received from Government.

Policy Implications:

Budget is allocated in accordance with Council/CCG Policy

Financial Implications:

(Authorised by the Section 151 Officer & Chief Finance Officer)

This report provides the 2020/21 consolidated financial position statement at 31 August 2020 for the Strategic Commission and ICFT partner organisations. The Council set a balanced budget for 2020/21 but the budget process in the Council did not produce any meaningful efficiencies from departments and therefore relied on a number of corporate financing initiatives, including budgeting for the full estimated dividend from Manchester Airport Group, an increase in the vacancy factor and targets around increasing fees and charges income.

The budget also drew on £12.4m of reserves to allow services the time to turn around areas of pressures. These areas were broadly, Children's Services placement costs, Children's Services prevention work (which was to be later mainstreamed and funded from reduced placement costs), shortfalls on car parking and markets income. Each of these services required on-going development work to have the impact of allowing demand to be taken out of the systems and additional income generated. There was additional investment around the IT and Growth Directorate Services, to invest in IT equipment, software and capacity and to develop strategically important sites for housing and business development, including key Town Centre masterplans. A delay in delivering the projects that the reserves were funding is likely to mean more reserves will be required in future years, placing pressure on already depleting resources.

Although the CCG delivered its QIPP target of £11m in 2019/20, only 40% of savings were delivered on a recurrent basis. Therefore the CCG was facing a significant challenge in order to meet the 2020/21 target before the COVID pandemic hit. Under command and control there was no requirement or expectation that the CCG would deliver efficiency savings in the first four months of the year. While this report assumes a year end break even position in line with national guidance, it is unclear what will happen with QIPP in future months or how savings will be achieved in the current climate.

It should be noted that the Integrated Commissioning Fund (ICF) for the Strategic Commission is bound by the terms within the Section 75 and associated Financial Framework agreements.

Legal Implications:

(Authorised by the Borough Solicitor)

Legislation is clear that every councillor is responsible for the financial control and decision making at their council. The Local Government Act 1972 (Sec 151) states that "*every local authority shall make arrangements for the proper administration of their financial affairs...*" and the Local Government Act 2000 requires Full Council to approve the council's budget and council tax demand.

Every council requires money to finance the resources it needs to provide local public services. Therefore, every councillor is

required to take an interest in the way their council is funded and the financial decisions that the council takes.

A sound budget is essential to ensure effective financial control in any organisation and the preparation of the annual budget is a key activity at every council. Budgets and financial plans will be considered more fully later in the workbook, but the central financial issue at most councils is that there are limits and constraints on most of the sources of funding open to local councils. This makes finance the key constraint on the council's ability to provide more and better services.

Every council must have a balanced and robust budget for the forthcoming financial year and also a 'medium term financial strategy (MTFS)' which is also known as a Medium Term Financial Plan (MTFP). This projects forward likely income and expenditure over at least three years. The MTFS ought to be consistent with the council's work plans and strategies, particularly the corporate plan. Due to income constraints and the pressure on service expenditure through increased demand and inflation, many councils find that their MTFS estimates that projected expenditure will be higher than projected income. This is known as a budget gap.

Whilst such budget gaps are common in years two-three of the MTFS, the requirement to approve a balanced and robust budget for the immediate forthcoming year means that efforts need to be made to ensure that any such budget gap is closed. This is achieved by making attempts to reduce expenditure and/or increase income. Clearly councillors will be concerned with any potential effect that these financial decisions have on service delivery.

The detailed finance rules and regulations for local councils are complex and ever-changing. However, over the past few years, there has been a significant change in the overall approach to local government funding.

Since 2010 – Government has sought to make the local government funding system more locally based, phasing out general government grant altogether. One of the key implications of this change in government policy is that local decisions affecting the local economy now have important implications on council income. Therefore, the policy objectives and decision making of the local council plays a far more significant role in the council's ability to raise income than before.

The councillor's role put simply, it is to consider the council's finance and funding as a central part of all decision making and to ensure that the council provides value for money, or best value, in all of its services.

There is unlikely to be sufficient money to do everything the council would wish to provide due to its budget gap. Therefore, councillors need to consider their priorities and objectives and ensure that these drive the budget process. In addition, it is essential that councils consider how efficient it is in providing services and obtaining the appropriate service outcome for all its services.

A budget is a financial plan and like all plans it can go wrong.

Councils therefore need to consider the financial impact of risk and they also need to think about their future needs. Accounting rules and regulations require all organisations to act prudently in setting aside funding where there is an expectation of the need to spend in the future. Accordingly, local councils will set aside funding over three broad areas: Councils create reserves as a means of building up funds to meet known future liabilities. These are sometimes reported in a series of locally agreed specific or earmarked reserves and may include sums to cover potential damage to council assets (sometimes known as self-insurance), un-spent budgets carried forward by the service or reserves to enable the council to accumulate funding for large projects in the future, for example a transformation reserve. Each reserve comes with a different level of risk. It is important to understand risk and risk appetite before spending. These reserves are restricted by local agreement to fund certain types of expenditure but can be reconsidered or released if the council's future plans and priorities change. However, every council will also wish to ensure that it has a 'working balance' to act as a final contingency for unanticipated fluctuations in their spending and income. The Local Government Act 2003 requires a council to ensure that it has a minimum level of reserves and balances and requires that the Section 151 officer reports that they are satisfied that the annual budget about to be agreed does indeed leave the council with at least the agreed minimum reserve. Legislation does not define how much this minimum level should be, instead, the Section 151 officer will estimate the elements of risk in the council's finances and then recommend a minimum level of reserves to council as part of the annual budget setting process.

There are no legal or best practice guidelines on how much councils should hold in reserves and will depend on the local circumstances of the individual council. The only legal requirement is that the council must define and attempt to ensure that it holds an agreed minimum level of reserves as discussed above. When added together, most councils have total reserves in excess of the agreed minimum level.

In times of austerity, it is tempting for a council to run down its reserves to maintain day-to-day spending. However, this is, at best, short sighted and, at worst, disastrous! Reserves can only be spent once and so can never be the answer to long-term funding problems. However, reserves can be used to buy the council time to consider how best to make efficiency savings and can also be used to 'smooth' any uneven pattern in the need to make savings.

Risk Management:


Associated details are specified within the presentation.

Failure to properly manage and monitor the Strategic Commission's budgets will lead to service failure and a loss of public confidence. Expenditure in excess of budgeted resources is likely to result in a call on Council reserves, which will reduce the resources available for future investment. The use and reliance on one off measures to balance the budget is not sustainable and makes it more difficult in future years to recover the budget position.

Background Papers:


Background papers relating to this report can be inspected by contacting :

Tom Wilkinson, Assistant Director of Finance, Tameside Metropolitan Borough Council

 Telephone:0161 342 5609

 e-mail: tom.wilkinson@tameside.gov.uk

Tracey Simpson, Deputy Chief Finance Officer, Tameside and Glossop Clinical Commissioning Group

 Telephone:0161 342 5626

 e-mail: tracey.simpson@nhs.net

1. BACKGROUND

- 1.1 Monthly integrated finance reports are usually prepared to provide an overview on the financial position of the Tameside and Glossop economy.
- 1.2 Capital Monitoring Reports covering the whole capital programme are usually prepared on a quarterly basis, with progress updates on Directorate areas reported to Strategic Planning and Capital Monitoring Panel. Only capital items requiring approval outside of this reporting timetable are included within this report.
- 1.3 The report includes the details of the Integrated Commissioning Fund (ICF) for all Council services and the Clinical Commissioning Group. The total gross revenue budget value of the ICF for 2020/21 is £973 million.
- 1.4 Please note that any reference throughout this report to the Tameside and Glossop economy refers to the three partner organisations namely:
 - Tameside and Glossop Integrated Care NHS Foundation Trust (ICFT)
 - NHS Tameside and Glossop CCG (CCG)
 - Tameside Metropolitan Borough Council (TMBC)

2. FINANCIAL SUMMARY (REVENUE BUDGETS)

- 2.1 At Month 5, the Council is overspending by £5.2m on a YTD basis, with a forecast that this pressure will be reduced to £3.7m by the end of the year. The £3.7m pressure is not COVID related and reflects underlying financial issues that the Council would be facing regardless of the current pandemic. This includes continuing significant financial pressures in Children's Social Care, Adults services and income shortfalls in the Growth Directorate. **Appendix 1** provides further detail of the financial position at Month 5.
- 2.2 The CCG continues to operate under a 'Command and Control' regime, directed by NHS England & Improvement (NHSE&I). NHSE has assumed responsibility for elements of commissioning and procurement and CCGs have been advised to assume a break-even financial position in 2020-21. **Appendix 1** provides a more in depth explanation of these issues.

3. EDUCATION CAPITAL PROGRAMME

- 3.1 Strategic Planning and Capital Monitoring Panel receive regular update reports on the Education Capital Programme. Included within the Education Capital Programme is a scheme to increase capacity at Aldwyn School from a 45-pupil intake to 60. The Scheme has a total approved budget of £2.716m.
- 3.2 In addition to the proposed extension works at Aldwyn School, the project scope will also include resurfacing of the flat roof area of the existing school. The proposed extension works require the new roof and existing roof to connect. Rather than forming a joint to a poor quality roof, it is recommended that given the age and condition of the existing roof (including ongoing leaks) it would be more cost effective and less disruptive to the school to renew the roof covering at the same time. This will reduce the potential future leak risk and water damage to the new extension. The estimated roofing cost is £320k. This will need to be funded from School Condition grant as the works relate to repairs and maintenance of the existing building.
- 3.3 The Council has £2,399,149 of School Condition funding available to be spent during the 2020/21 financial year, to improve and maintain the school estate. Grant has previously been earmarked for schemes totalling £1,900,000 and there is a balance of unallocated

School Condition funding of £499,149. This unallocated balance will reduce to £179,149 if this additional funding for Aldwyn is approved.

4. ADULT SOCIAL CARE INFECTION CONTROL FUND – ROUND 2

- 4.1 The purpose of this fund is to support adult social care providers, including those with whom the local authority does not have a contract, to reduce the rate of COVID-19 transmission within and between care settings, in particular by helping to reduce the need for staff movements between sites. The government announced on 1 October 2021 that the Adult Social Care Infection Control Fund has been extended until March 2021, with an extra £546 million of funding. This is a new grant, with revised conditions from the original Infection Control Fund. Tameside has been allocated a total of £2,131,598. The split of the funding has been determined as follows:

Allocation to care homes	£1,100,512
Allocation to community care providers	£604,766
Allocation for other care settings and IPC measures (20% discretionary element)	£426,320
Total allocation amount	£2,131,598

- 4.2 Local authorities should pass 80% of each instalment to:
- care homes within the local authority's geographical area on a 'per beds' basis
 - CQC-regulated community care providers (domiciliary care, extra care and supported living) within the local authority's geographical area on a 'per user' basis
- 4.3 The other 20% of the funding must be used to support care providers to take additional steps to tackle the risk of COVID-19 infections but can be allocated at the local authority's discretion. It is expected that any funding allocated through this 20% will be used to support the full range of social care providers regardless of whether the local authority already commissions care from them. The Council is currently engaging with Action Together and other local voluntary and community groups to determine the discretionary allocation of the 20% funding. The details of this will be included in the report that is submitted to Executive Cabinet. It is expected that the funding will be distributed to providers within 20 working days of receiving the funding allocation.

5. FREE SCHOOL MEALS FUNDING FOR OCTOBER HALF TERM

- 5.1 Following the provision of free school meals for pupils throughout the school summer holidays and the ceasing of the scheme by central government, the Council is seeking to protect its most vulnerable children during the October half term by introducing a voucher scheme for those eligible pupils. Based on the October census there 8,174 pupils eligible to receive free school meals and based on a £15 voucher for the week this will cost a maximum of £122k. The additional support can be funded from the general Covid Grant support that has been provided by central government to support Councils in their response to the pandemic. If approved an Executive Decision will follow setting out the implementation strategy.

6. FINANCIAL OUTLOOK 2020/21

- 6.1 The COVID-19 pandemic is unprecedented and whilst its impact on local public service delivery is clearly significant, the full scale and extent of the health, socio-economic and financial impact is not yet fully understood. The immediate demands placed on local service delivery will result in significant additional costs across the economy, and the economic impact is expected to have significant repercussions for our populations, resulting

in losses of income for the Council across a number of areas, potentially for a number of years. Whilst the immediate focus is quite rightly to manage and minimise the impact of the virus on public health, the longer term financial implications and scenarios do need to be considered.

7. RECOMMENDATIONS

7.1 As stated on the front cover of the report.