

# **Mayor and Cabinet**

## Financial Outturn Report 2022/23

Date: Wednesday 21 June

Key decision: No

Class: Part 1

Ward(s) affected: None Specific

Contibutors: Executive Director for Corporate Resources

## **Outline and recommendations**

This report presents the financial outturn for the 2022/23 financial year.

The report covers the outturn position on the Council's General Fund, Dedicated Schools Grant, Housing Revenue Account, Collection Fund and Capital Programme.

The Council-wide outturn pressure for General Fund activity is an overspend of £22m. This position is partially mitigated by £2.4m of funding held corporately, drawdowns from Reserves and Provisions of £8.6m to cover the cost of the staff pay award and energy price increase and £4m of legacy covid funding. This leaves a remaining overspend of £7m.

This is an improvement (lower overspend) of £2.6m from the position reported to Mayor and Cabinet, reflecting the ongoing focus on delivering agreed savings and managing costs. The 2023/24 Budget addressed some of these pressures going forward but some of the remaining overspend of £7m, principally reflecting agreed undelievered social care overspend reduction and savings measures, and some continuing inflationary pressures remain to be addressed.

The Housing Revenue Account (HRA) has a surplus of £1.1m, this is primarily driven by slippage in the captial progammes leading to lower than anticipated borrowing costs. The underlying revenue position is an overspend £6.5m.

The Dedicated Schools Grant (DSG) has overspent by £2.5m after using £1.6m of one off funding, which leaves a cumulative deficit of £13m on the high needs block.

The General Fund Capital Programme spend is £33.8m or 70% compared to a revised budget of £48.1m (agreed in March 2023) and the HRA Capital Programme spend is £112.4m or 75% compared to a revised budget of £150.5m (agreed in March 2023). The unspent budget is largely due to delayed expenditure on the programme with the budget transferred into 2023/24, a full reprofiling exercise is currently underway.

At the 31 March, 92.8% of council tax due had been collected which remains (3.2% or £5.5m) below the targeted level of 96%, at the same date, 96% of business rates due had been collected which remains (3% or £2m) below the targeted level. Collection activities continue alongside billing for the new financial year in 2023/24. This reflects the challenges of recovering from the impact of the pandemic and subsequent cost of living crisis.

The Council routinely sets aside funding in the accounts for uncollectable debt consistent with the policies audited by the external auditors. The report seeks Mayor and Cabinet approval for £0.4m of individual debts each over £0.05m.

## Timeline of engagement and decision-making

February 2023 - Budget Report 2023/24 to Mayor and Cabinet

21 June 2023 – Financial Outturn report 2022/23 to Mayor and Cabinet

#### 1. EXECUTIVE SUMMARY

- 1.1 This report sets out the financial outturn for 2022/23 at the end of March 2023. The report compares the final outturn position to the position reported as part of the budget report to Mayor and Cabinet in February. The key areas to note are as follows:
- 1.2 There is a forecast overspend of £22m against the Directorates' net general fund revenue budgets, including £8.6m of costs arising from the staff pay award and energy price increases. These costs are funded from Provisions and Reserves, the overspend is further mitigated by £2.4m of funding held within Corporate Items and £4m of legacy covid grant funding. This leaves a remaining pressure of £7m, a £2.6m improvement (reduced overspend) on the position reported to Mayor and Cabinet in February as part of the Budget Report for 2022/23. The improvement is explained in detail in paragraph 4.2.
- 1.3 The Housing Revenue Account (HRA) has a surplus of £1.1m, arising from slippage in the capital programme leading to lower than budgeted interest charges, this is set out in more detail in section 12 of the report.
- 1.4 The Dedicated Schools Grant (DSG) following the high needs secondary transfer process has overspent by £2.5m, after using £1.6m of one off funding, which leaves a cumulative deficit on the high needs block of £13m. This is set out in more detail in section 13 of the report.
- 1.5 The General Fund Capital Programme spend as at 31 March 2023 is £33.8m, which is 70% of the revised budget (March 2023) of £48.1m. The HRA Capital Programme spend as at 31 March 2023 is £112.4m, which is 75% of the £150.5m budget revised in March 2023. The unspent budget is largely due to delayed expenditure on the programme with the budget slipped into future years, a reprofiling exercise across the capital programme is currently underway. This is set out in more detail in section 14 of the report.
- 1.6 As at 31 March, 92.8% of council tax due had been collected which remains (3.2% or £5.5m) adrift of the targeted level. At the same date, 96% of business rates due had been collected which remains (3% or £2m) adrift of the targeted level. This is set out in more detail in section 15 of the report.

#### 2. PURPOSE AND RECOMMENDATIONS

- 2.1 The purpose of this report is to set out the financial outturn for 2022/23 providing a comparison to the financial position reported to Mayor and Cabinet as part of the Budget Setting report and as part of the preparation of the draft financial statements underway to be available for audit from the 1 July 2023.
- 2.2 Mayor and Cabinet are asked to:

- 2.2.1 Note the Outturn Position for 2022/23, including the utilisation of Provision and Reserves funding, applied legacy Covid grant funding and money held within Corporate provisions to partially mitigate the service overspend. This is summarised in section 4 with additional detail in the subsequent sections of the report.
- 2.2.2 Note, as part of routine financial year closing work, the proposed write-off of debts totalling £0.2m under delegation as detailed in section 16.
- 2.2.3 Agree the proposed write off of the specific debts each over £50k totalling a further £0.4m as detailed in section 16, with supporting detail in Appendix B.

#### 3. POLICY CONTEXT

- 3.1 This financial position demonstrates the impact of the very severe financial constraints which have been imposed on Council services with the cuts made year on year, despite the increasing demand to deliver services to the borough's residents.
- 3.2 The Council's strategy and priorities drive the Budget with changes in resource allocation determined in accordance with policies and strategy. This report aligns with Lewisham's Corporate Priorities, as set out in the Council's Corporate Strategy (2022-2026):
  - Cleaner and Greener
  - A Strong Local Economy
  - Quality Housing
  - Children and Young People
  - Safer Communities
  - Open Lewisham
  - Health and Wellbeing
- 3.3 This financial position demonstrates the impact of the very severe financial constraints which have been imposed on Council services with the cuts made year on year, despite the increasing demand to deliver services to the growing number of borough residents. The Council's strategy and priorities drive the Budget with changes in resource allocation determined in accordance with policies and strategy.
- 3.4 The Council's strong and resilient framework for prioritising action has served the organisation well in the face of austerity and on-going cuts to local government spending. This continues to mean, that even in the face of the most daunting financial challenges facing the Council and its partners, we continue to work alongside our communities to achieve more than we could by simply working alone.
- 3.5 This joint endeavour helps work through complex challenges, such as the pressures faced by health and social care services, and to secure investment in the borough for new homes, school improvements, regenerating town centres, renewed leisure opportunities and improvement in the wider environment. This work has and continues to contribute much to improve life chances and life opportunities across the borough through improved education opportunities, skills development and employment. There is still much more that can be done to realise our ambitions for the future of the borough; ranging from our work to increase housing supply and business growth, through to our programmes of care and support to some of our most vulnerable and troubled families.

- 3.6 The pace, scope and scale of change has been immense: the current cost of living crisis is demanding agility, creativity, pace, leadership, organisational and personal resilience, strong communications and an unerring focus on the right priorities. The service and finance challenges following Covid are now blending with the wider economic implications of a decade of austerity and erosion of public services, the trading changes arising from Brexit, and the impacts from other global events (e.g. war in Ukraine, Covid lock downs in China, extreme climate events in India, etc..) on supply chains and inflation levels.
- 3.7 While we do not yet fully understand what all of the long-term implications of the above will mean for the borough, there have been many clear and visible impacts on our residents, Lewisham the place and also the Council. We know that coronavirus disproportionately affected certain population groups in Lewisham, matching patterns that have been identified nationally and internationally: older residents, residents born in the Americas & the Caribbean, Africa or the Middle East & Asia, and residents in the most deprived areas of the borough have considerably higher death rates. We know that more Lewisham residents are claiming unemployment benefits compared to the beginning of this year and that food insecurity has increased in the borough.

#### 4. GENERAL FUND OUTTURN POSITION

4.1 The Council is reporting an overspend on general fund activities of £22.0m. This includes £6.4m of salary costs arising from the staff pay award and £2.2m of increased energy costs due to tariff increases, both of which are met from Provision and Reserves. The overspend is further mitigated by £4.0m of legacy Covid grant funding and £2.4m of funding held corporately, £1.4m of which relates to inflation (fully allocated in 2023/24) and £1m set aside to fund Children and Young People's overspend. These mitigations were reported through the in-year monitoring and remain as planned, this leaves a remaining overspend of £7.0m, which is an improvement (reduced overspend) of £2.6m from the position reported to Mayor and Cabinet in February.

Table 1 – General Fund Outturn Position	Table 1 -	- General	Fund	Outturn	Position
---	-----------	-----------	------	---------	----------

General Fund	Net Budget Net Spend		Outturn Budget Variance	Budget Report Variance	Movement since Budget Report
	£m	£m	£m	£m	£m
Children & Young People	61.3	68.9	7.6	9.6	(2.0)
Community Services	82.4	84.0	1.6	2.1	(0.5)
Housing, Regeneration and Public Realm	21.7	26.4	4.7	6.0	(1.3)
Corporate Resources	33.8	32.9	(0.9)	0.0	(0.9)
Chief Executives	10.4	10.8	0.4	0.0	0.4
Salary Pressure	0.0	6.4	6.4	4.1	2.3
Energy Pressure	0.0	2.2	2.2	2.5	(0.3)
Directorate Totals	209.6	231.6	22.0	24.3	(2.3)
Corporate Items	39.0	36.6	(2.4)	(4.1)	1.7
Corporate Budget	39.0	36.6	(2.4)	(4.1)	1.7
Salary Pressure Provision and Reserves	0.0	(6.4)	(6.4)	(6.6)	0.2
Energy Pressure Provision and Reserves	0.0	(2.2)	(2.2)	0.0	(2.2)
Covid Funding from Reserves	0.0	(4.0)	(4.0)	(4.0)	0.0
Provisions and Reserves	0.0	(12.6)	(12.6)	(10.6)	(2.0)
Total	248.6	255.6	7.0	9.6	(2.6)

4.2 The movement since the position reported to Mayor and Cabinet in February is detailed below by Directorate:

- Children and Young People: £2m favourable movement due to reduced expenditure on placements following a detailed review of the recently developed service placement tracker, changes in need for individual children and less high cost placements than anticipated in the later part of 2022/23.
- Community Services: £0.5m favourable movement largely due to a one off refund the service have received from the multi-borough coroners court scheme relating to prior year activity.
- Housing, Regeneration and Public Realm: £1.3m favourable movement due to an improvement in the level of highways and transport income, increased rental income in regeneration and utilising the winter support grant funding against expenditure incurred within housing services.
- Corporate Resources: £0.9m favourable movement due to vacant posts across the Directorate, including the programme office and transformation teams which have transferred from the Chief Executives Directorate since the budget report.
- Chief Executives: £0.4m adverse movement due to both internal staff and externally commissioned expenditure on Legal Services, this had previously been offset by the underspend on services which have now transferred into Corporate Resources.
- 4.3 As in previous years, any overspend in service budgets must be funded through the use of corporate provision budgets where there is capacity or the use of reserves.

## 5. COVID GRANT FUNDING AND UTILISATION

## Is this report easy to understand?

Please give us feedback so we can improve. Go to <u>https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports</u> 5.1 The Council had some legacy Covid grant funding carried forward from 2021/22. The full remaining £4.0m has been utilised to mitigate some of the service pressures incurred during 2022/23. Namely, temporary accommodation costs and Children's and Adult Social Care demand pressures. For transparency (i.e. noting this is once off monies) this is shown within the Covid funding from reserves line as opposed to the service totals.

#### 6. SAVINGS

6.1 The table below shows the savings programme for 2022/23 by Directorate. In 2022/23, there were £25.8m of savings to be delivered, including £5.6m as yet undelivered from 2020/21, £8.4m undelivered from 2021/22 and £11.8m new savings for 2022/23.

Savings Programme by Directorate	2020/21 £m	2021/22 £m	2022/23 £m	Totals £m
Children & Young People	1.3	0.7	3.7	5.7
Community Services	2.9	7.0	2.8	12.7
Housing, Regeneration and Public Realm	1.2	0.0	3.7	4.9
Corporate Resources	0.2	0.7	1.4	2.3
Chief Executives	0.0	0.0	0.2	0.2
Totals	5.6	8.4	11.8	25.8

#### . Table 2 – Savings Programme by Directorate

6.2 The table below shows a summary savings delivery position at the end of 2022/23. At the end of of 2022/23, £7.9m of savings remained undelivered.

#### Table 3 – Savings Summary Position

Savings Summary Position	To be Delivered £m	Delivered £m	Shortfall £m
2020/21	5.6	(3.4)	2.2
2021/22	8.4	(4.6)	3.8
2022/23	11.8	(9.9)	1.9
Totals	25.8	(17.9)	7.9

6.3 The table below shows the undelivered prior year savings of £7.7m which remain to be delivered by Directorate (£0.2m deemed unachievable and removed as part of budget setting for 2023/24). There are also £12.6m of further savings approved as part of the 2023/24 budget setting process that also now need to be delivered – total to be delivered in 2023/24 of £20.3m. A detailed breakdown of the savings programme is provided in Appendix A.

#### Table 4 – Undelivered Savings by Directorate

Undelivered Savings by Directorate	2020/21 £m	2021/22 £m	2022/23 £m	Totals £m
Children & Young People	1.4	0.0	1.2	2.6
Community Services	0.4	3.4	0.4	4.2
Housing, Regeneration and Public Realm	0.1	0.0	0.0	0.1
Corporate Resources	0.0	0.4	0.4	0.8
Chief Executives	0.0	0.0	0.0	0.0
Totals	1.9	3.8	2.0	7.7

## Is this report easy to understand?

Please give us feedback so we can improve. Go to <u>https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports</u>

### 7. CHILDREN AND YOUNG PEOPLE

7.1 The Children and Young People's directorate is showing an overspend of £7.6m, this is before the planned application of £1m of corporate funding held within the corporate items budget to mitigate some of the overspend. The table below shows the variances by Division:

Children and Young People Directorate Projected Outturn	Net Budget Net Spend		Outturn Budget Budget Report Variance Variance		Movement since Budget Report
	£m	£m	£m	£m	£m
Children's Social Care	52.0	57.5	5.5	8.1	(2.6)
Education Services	13.4	17.2	3.8	2.8	1.0
Family, Quality Commissioning	(2.1)	(3.8)	(1.7)	(1.3)	(0.4)
Schools	(2.0)	(2.0)	0.0	0.0	0.0
Directorate Total	61.3	68.9	7.6	9.6	(2.0)

 Table 5 – Children and Young People Directorate Outturn

- 7.2 **Children's Social Care:** £2.6m favourable movement from the position reported to Mayor and Cabinet in February. The improvement is due to reduced placement expenditure following a review of the service placement tracker, changes in need for individual children and less high cost placements in the later part of 2022/23 than previously anticipated. However placement expenditure incurred still exceeds the budgeted level, placements is a demand led budget, with the cost of placements dependent on the needs of the child, there are currently 445 Children Looked After (CLA) at the end of March 2023, compared to 475 CLA's in March 2022. However, it is important to note that whilst edge of care preventative interventions helps to manage placement demand, the children who do enter care have more complex need and therefore require higher cost placements. The expenditure incurred is comparable with the level of expenditure in 2022/23 suggesting that additional costs airising due to Covid remain within the system or have been replaced by costs at a similar level.
- 7.3 Education Services: The final outturn position shows an adverse moment of £1m since the position reported to Mayor and Cabinet in February. The transport service is forecast to overspend by £2.2m, elsewhere within the service there is a £0.6m pressure on Education Psychology and £1m pressure on Children with Complex Needs. It should be noted that in line with the majority of Local Authorities, the number of Education Health Care Plans (EHCP's) and the associated severity of targeted need continues to increase year on year. All EHCP require assessment by Educational Phycologists as part of the statutory framework and approximately 1 in 3 pupils with a plan are likely to need transport support. The education service is currently working towards a mitigation plan, which aims to place more pupils in Lewisham and is also working with the Department for Education (DfE) as part of the Delivering Better Value support package.
- 7.4 **Families, Quality and Commissioning:** The service has an underspend of £1.7m, a further underspend of £0.4m since the position reported to Mayor and Cabinet in February. The underspend is due to contract effiencies on Children's centres of £0.5m, service

redesign and improved income on Child and Adolescent Mental Health Services of £0.4m and £0.4m reduced expenditure on Youth offending services due to effective interventions with young people at risk of entering the youth justice system. Staff vacancies and successful bids for additional grant funding have contributed towards the remaining underspend.

7.5 **Schools:** Unchanged from the position reported as part of the budget report in February in terms of any immediate impact on the General Fund.

#### 8. COMMUNITIES

8.1 The Communities Directorate is showing an overspend of £1.6m, an improvement of £0.5m compared to the position reported to Mayor and Cabinet as part of the budget report. The table below shows the variances by Division:

Community Services	Net Budget	Net Spend	Outturn Budget Variance	Budget Report Variance	Movement since Budget Report
Adults' Social Care	62.3	65.6	3.3	1.9	1.4
Integrated Commissioning	7.6	6.4	(1.2)	0.0	(1.2)
Public Health	(0.9)	(0.9)	0.0	0.0	0.0
Communities, Partnerships and Leisure	9.0	8.7	(0.3)	0.1	(0.4)
Culture, Learning and Libraries	3.5	3.3	(0.2)	0.1	(0.3)
Reserves and Provision	0.9	0.9	0.0	0.0	0.0
Directorate Total	82.4	84.0	1.6	2.1	(0.5)

#### Table 6 – Community Services Directorate Outturn

- 8.2 Adult Social Care and Integrated Commissioning: There is an adverse movement of £0.2m across these Services since the projected outturn was reported to Mayor and Cabinet in February (the services are best viewed together due to the links between the two). The service have funded £2.8m of payments to Newton Europe without significantly worsening the reported position, due in part to higher than forecast client contributions of £0.3m, a reduction in expenditure of Homecare packages of £0.4m and additional contributions from Health partners of £0.3m. Due to undelivered savings of £4.2m, a significant amount of one off health reserves (in agreement with Health) have been used to bring the pressure down to £2.1m, these savings will need to be delivered in 2023/24. The level of Adult Social Care debt is £17.4m from £14m in 2021/22, this has led to a contribution to the Adult Social Care bad debt provision in 2022/23 of £2.4m, the service area and the debtors team continue to work on collecting this debt.
- 8.3 **Public Health:** The grant has been fully spent on Public Health expenditure with a residual unused element added to the Public Health Reserve.
- 8.4 **Communities, Partnerships and Leisure:** An improvement of £0.4m since the position reported to Mayor and Cabinet as part of the budget report in February due to a refund from the Coroners Court for an overpayment made in prior years.

8.5 **Culture, Learning and Libraries:** An improvement of £0.3m since the position reported to Mayor and Cabinet due to a reduction in spend on operational budgets in relation to the Book Fund and to the running costs of the new Catford Library where final costs were lower than projected.

#### 9. HOUSING, REGENERATION AND PUBLIC REALM

9.1 The Housing, Regeneration and Public Realm Directorate is showing an overspend of £4.7m. The table below shows the variances by Division:

Housing, Regeneration and Public Realm	Net Budget	Net Spend	Outturn Budget Variance	Budget Report Variance	Movement since Budget Report
Strategic Housing	3.8	7.9	4.1	4.5	(0.4)
Public Realm	17.6	18.2	0.6	1.2	(0.6)
Regeneration	(0.4)	(0.5)	(0.1)	0.3	(0.4)
Planning	0.7	0.7	0.0	0.0	0.0
Directorate Total	21.7	26.4	4.7	6.0	(1.3)

Table 7 – Housing, Regeneration and Public Realm Directorate Outturn

- 9.2 Strategic Housing: £0.4m favourable movement from the position reported to Mayor and Cabinet in February. The improvement is utilising the Winter Homelessness Grant funding against qualifying temporary accommodation costs. The £4.1m pressure is due the number of people accommodated within nightly paid accommodation which has increased from 985 at the start of April 2022 to 1,068 at the end of March 2023. This increase in numbers has put additional pressure on recharges for Housing Benefit payments which have exceeded the caps and limits (otherwise known as HB limitation recharges) and therefore not payable through the DWP Housing Benefit claim. The final HB limitation recharge to the service for the financial year 2022/23 was £10.8m, some £3.1m over and above the budgeted level. The remainder of the pressure is due to £0.2m of incentive payments to Landlords over and above the budgeted level (£1.0m cost offset by £0.8m Winter Homelessness Grant), these payments are made to maintain housing arrangements for people at significant risk of needing Temporary Accomodation. A further £0.8m pressure is due to prior tenant arrears from unpaid rental income (over and above the housing benefit contribution) that people make towards their nightly paid accommodation.
- 9.3 **Public Realm:** £0.6m favourable movement since the position reported to Mayor and Cabinet in February. The favourable movement is due to an improvement in Highways and Transport income, the remaining pressure is due to the increased costs of providing an enhanced fly tipping service at £0.5m and £0.1m pressure on fuel costs.
- 9.4 **Regeneration:** £0.4m favourable movement since the position reported to Mayor and Cabinet in February. This is due to an increase in commercial rents across the estate and building control income improvement.
- 9.5 **Planning:** Nil movement since the position reported to Mayor and Cabinet in February. The Planning Service have experienced pressures with staffing costs increasing across London due to demand for planning, urban design, landscape and conservation staff. Alongside this, with cost of living increases and uncertainty due to proposed legislative changes, fee income has been volatile across all type of applications and many larger applications which attract high fees have been delayed. Slowing house sales have also affected land charges income, robust financial management and work to review expenditure and cost recovery has minimised the impact of this volatility to bring the overall

Planning Service in on budget.

#### **10. CORPORATE RESOURCES**

10.1 The Corporate Resources Directorate is showing an underspend of £0.9m, an improvement of £0.9m from the position reported to Mayor and Cabinet in February. The table below shows the variances by Division:

Corporate Resources	Net Budget	Net Spend	Outturn Variance	Budget Report Variance	Movement since Budget Report
Assurance	2.7	2.4	(0.3)	(0.1)	(0.2)
Financial Services	5.5	5.0	(0.5)	(0.2)	(0.3)
Resident & Business Services	16.8	17.0	0.2	0.3	(0.1)
IT & Digital Services	9.5	9.2	(0.3)	0.0	(0.3)
Reserves and Provision	(0.7)	(0.7)	0.0	0.0	(0.0)
Directorate Total	33.8	32.9	(0.9)	0.0	(0.9)

#### Table 8 – Corporate Resources Directorate Outturn

- 10.2 **Assurance:** The service outturn has improved by £0.2m since the position reported to Mayor and Cabinet in February. The underspend is due to staff vacancies across the teams.
- 10.3 **Financial Services:** An improvement of £0.3m since the position reported to Mayor and Cabinet in February, the underspend is due to staff vacancies across the service and underspends on non staffing expenditure budgets.
- 10.4 **Residents and Business Services:** An £0.1m improvement since the position reported to Mayor and Cabinet in February. The overspend is due to the delayed implementation of the service restructure leading to delayed delivery of savings, these will be fully delivered in 2023/24. This is partially negated by underspends on supported accommodation costs and cleaning services within Facilities Management.
- 10.5 **IT and Digital Services:** An underspend of £0.3m is reported at outturn, an improvement from the balanced position reported to Mayor and Cabinet in February. This is due to underspends on Strategic Transformation and the Programme Management office, two services recently transferred into Corporate Resources from Chief Executive's Directorate.
- 10.6 **Reserves:** Unchanged position with a planned drawdown relating to Insurance of £0.7m.

#### **11. CHIEF EXECUTIVE'S**

11.1 The Chief Executive's Directorate is showing an overspend of £0.4m compared to a balanced position reported to Mayor and Cabinet in February. The table below shows the variances by Division:

#### Table 9 – Chief Executive's Directorate Outturn

Chief Executive's	Net Budget	Net Spend	Outturn Variance	Budget Report Variance	Movement since Budget Report
Communications & Engagement	2.7	2.5	(0.2)	0.0	(0.2)
Law & Corporate Governance	5.2	6.0	0.8	0.0	0.8
People & Organisation Development	2.5	2.3	(0.2)	0.0	(0.2)
Reserves and Provision	0.0	(0.0)	(0.0)	0.0	(0.0)
Directorate Total	10.4	10.8	0.4	0.0	0.4

- 11.2 **Communications and Engagement:** The position has improved by £0.2m since the position presented to Mayor and Cabinet in February. This is due to staff vacancies within the service.
- 11.3 **Law and Corporate Governance:** An adverse movement off £0.8m compared to the position reported to Mayor and Cabinet in February. This is due to additional expenditure on Legal Services arising from recruitment challenges leading to additional agency usage and payments to external firms. This external work is planned to be completed in house during 2023/24, it should be noted that this was partially mitigated in previous reports by underspends on the services that have recently transferred to Corporate Resources.
- 11.4 **People & Organisational Development:** An underspend of £0.2m compared to a balanced position reported to Mayor and Cabinet in February. This is due to staffing vacancies within the service.

### 12. HOUSING REVENUE ACCOUNT (HRA)

12.1 The table below shows the HRA Outturn Position, which is a surplus of £1.1m due to reduced expenditure on capital leading to lower than budgeted interest charges, this surplus will be transferred to the HRA reserves for use in future years leaving the HRA account with a zero balance for the year. The revenue operational overspend was £6.5m. Capital underspent by £9.6m, this is due to slippage in the works schedule and the capital expenditure will be incurred in future years. There are several key movements within the reported position which are detailed below:

#### Table 10 – HRA Outturn

Housing Revenue Account	Net Budget	Net Forecast	Outturn Variance	Budget Report Variance	Movement
	£m	£m	£m	£m	£m
Housing, Regeneration and Public Realm – Housing	15.2	16.1	0.9	0.2	0.7
Lewisham Homes & Repairs & Maintenance	46.0	47.8	1.8	0.0	1.8
Resources	1.8	2.1	0.3	0.0	0.3
Centrally Managed Budgets	(63.0)	(67.1)	(4.1)	2.4	(6.5)
Total	0.0	(1.1)	(1.1)	2.6	(3.7)

- 12.2 **Housing, Regeneration and Public Realm (Housing):** The £0.9m overspend is due to additional costs incurred for the settlement of the 2022/23 pay deal across the service including Lewisham Homes. Within this position are £1.7m of development costs which could not be capitalised against the Building for Lewisham programme. This was partly offset by additional hostel income of £0.1m, underspends on rehousing and lettings of £0.1m and other small underspends across the service of £0.1m.
- 12.3 Lewisham Homes & Repairs & Maintenance Repairs & Maintenance: The pressure is due to repairs and maintenance expenditure over and above the budget figures, this has arisen due to the volume of repair requests on the service and repair/material costs being higher than anticipated.
- 12.4 **Resources**: The net impact on these budgets is a overspend of £0.3m which mainly relates to additional insurance costs following retendering of the insurance contract.
- 12.5 **Centrally Managed Budgets:** There is a significant income target from the charging of major works at properties owned by leasehold tenants, currently work undertaken on a leasholder's property is charged to them upon completion, as opposed to in advance based on estimates. At 31 March, there was a shortfall of £2.4m against the income target with £3.6m of leasehold charges raised for 2022/23. It is anticipated that the remaining works will be billed in 2023/24, Lewisham Homes are planning to move to billing in advance as oppose to in arrears on leaseholder works from August 2023.
- 12.6 The income shortfall of £2.4m is mitigated by the following underspends/income received to leave a surplus of £4.1m:
  - A reduction in the forecast interest charges of £1.5m due to the reduction in capital expenditure reducing the need for any external borrowing as well as a lower cash return on investment (CRI) on based on an actual rate of 3.7%.
  - An additional income of £0.9m from tenant's rents and service charges due to void levels being lower than the budgeted rates.
  - An additional income of £0.2m from other rental charges on non-dwelling stock.
  - Additional income of £0.3m from Leaseholder charges.
  - An overspend on the energy budget of £0.8m, off-set by a drawdown from reserves held for that purpose.

### Is this report easy to understand?

Please give us feedback so we can improve. Go to <u>https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports</u>

- Other underspends of £0.5m.
- Bad debt impairments charged to the HRA were underspent by £3.1m due to an reduction in overall debt following the adjustments for the Thames Water refunds.
- 12.7 Lewisham Homes final capital expenditure was £55.3m against the general capital allocations re-profiled budget of £64.9m (was £77.8m). This is a forecast underspend of £9.6m against the re-profiled programme (or £22.5m against the original allocation). In addition, the development programme costs were £57.1m against an original allocation of £72.5m.
- 12.8 The HRA budgeted contribution from reserves is £17.5m. The forecasted contribution will now increase by £1.0m to reflect the £0.8m drawdown from the Energy Reserve and £0.2m for redundancy costs. This will leave the HRA in a balanced position for financial year 2022/23.

#### 13. DEDICATED SCHOOLS GRANT (DSG)

13.1 The table below shows the final position for the DSG in 2022/23:

#### Table 11 – DSG Outturn

DSG Outturn	Schools Block £m	Central School Services Block £m	High Needs Block £m	Early Years Block £m	Total DSG Allocation £m
Gross	180.8	3.7	69.6	24.7	278.8
In year Virements	(0.7)	0.0	0.7	0.0	0.0
General Fund Resources	0.0	0.5	0.0	0.0	0.5
DSG Budget	180.1	4.2	70.3	24.7	279.3
Expenditure	180.1	4.8	73.8	24.7	283.4
Total Spend	180.1	4.8	73.8	24.7	283.4
Net Position	0.0	0.6	3.5	0.0	4.1
Application of funding	(0.1)	(0.6)	(0.9)	0.0	(1.6)
Final Position	(0.1)	0.0	2.6	0.0	2.5

13.2 The DSG has overspent by £2.5m in 2022/23, after the application of £1.6m one off funding.

- 13.3 The pressure is within the High Needs Block, the final position is after the transfer of £0.7m from the schools block and £0.9m of early years funding relating to 2021/22 which was confirmed in 2022/23.
- 13.3 The EY block position remain provisional until the Department for Education DfE has confirmed the final figures pending pupil number data validation. There is a potential underspend of £0.6m however this cannot be included until the DfE has formally advised the LA.
- 13.5 The table below shows the overall deficit on the DSG:

#### Table 12 – DSG Overall Position

DSG Overall	Schools Block £m	Central School Services Block £m	High Needs Block £m	Early Years Block £m	Total DSG Allocation £m
DSG Variance 2022/23	(0.1)	0.0	2.6	0.0	2.5
DSG Variance 2021/22	0.0	0.0	5.4	(1.3)	4.1
DSG Variance Prior Years	(0.3)	0.0	5.0	(0.2)	4.5
Deficit/(Surplus) at end of 2022/23	(0.4)	0.0	13.0	(1.5)	11.1

- 13.6 The DSG variance at the end of 2022/23 was less than previously anticipated due to the application of £1.6m of one off funding, explained above. It should be noted that at present the DSG remains a ringfenced grant and is not offset against the general fund position in the statement of accounts. The ringfenced status is expected to remain for a further 3 year period, after this point there is a strong possibility that the ringfenced status could cease. This would provide wider challenges for the councils overall financial position, it should be noted that Lewisham is not alone in this predicament.
- 13.7 The DfE is currently working with several Local Authorities (LA) using two different approaches. The first is known as the "safety valve" which is for LA's with currently large levels of deficit, the second approach is the delivering better value (DBV) which has three tranches and covers 55 Local Authorities. Lewisham is in the third tranche of the second approach which is expected to commence during the summer 2023. The programme will enable Lewisham to benefit from any best practice as well as being able to evidence the challenges Local Authorities face which is not suitably funded. Lewisham has further requested that the review is not solely restricted to Special Educational Need costs but extended to cover associated areas including Transport.
- 13.8 The overall schools position is a surplus of £19m, down from a surplus of £26m in 2021/22. There are now 21 schools are now in a deficit position; 2 nursery schools, 1 special school, 1 secondary school and 17 primary schools.
- 13.9 Schools Finance continues to work closely with Schools to support where this is possible. All schools in deficits will be required to progress a deficit recovery plan where one is not already in place.

#### 14. CAPITAL

14.1 The revised budgeted 2022/23 capital programme was £198.5m. This is made up of £48.1m General Fund (GF) budget and £150.5m Housing Revenue Account (HRA) budget. The GF expenditure was £33.8m or 70%, and the HRA expenditure was £112.4m or 75%. This gives a full programme outturn of £146.2m or 74% of revised budget. A breakdown of the 2022/23 Capital Programme can be seen in Table 13:

#### Table 13 – Capital Outturn

2022/23 Capital Programme	Revised Budget - March 2023	2022/23 Outturn	Spend against Budget
GENERAL FUND	£m	£m	%
CCTV Modernisation	0.5	0.0	0%
ICT - Tech Refresh	0.6	0.5	91%
Schools - School Places Programme	0.7	0.8	118%
Watergate School	0.2	0.2	114%
Greenvale School	2.1	2.2	108%
Riverside Youth Club	0.1	0.0	22%
Schools – Minor Works	3.9	3.9	100%
Schools – Other	0.2	0.2	99%
Highways & Bridges – TfL	1.0	1.0	97%
Highways & Bridges – LBL	4.7	2.3	48%
Asset Management Programme	0.8	0.9	111%
Corporate Estate Maintenance	1.7	0.9	52%
Other AMP Schemes	1.0	0.7	74%
Broadway Theatre	6.2	5.6	91%
Catford Phase 1 – Thomas Lane Yard/ CCC	0.3	0.2	67%
Catford Station Improvements	0.1	0.0	29%
Travellers Site Relocation	0.0	0.1	181%
Lewisham Gateway (Phase 2)	2.9	0.8	28%
Beckenham Place Park (Inc. Eastern Part)	0.7	0.7	94%
Catford Library (Winslade Way)	0.4	0.4	97%
Catford Town Centre	0.3	-0.1	-36%
Public Sector Decarbonisation	1.9	1.7	92%
A205 Road Realignment	1.8	0.6	36%
Other Miscellaneous Schemes	2.0	1.0	49%
Other General Fund Housing Schemes	2.6	1.6	64%
Deptford Southern Sites Regeneration	1.0	0.5	52%
Milford Towers Decant	0.3	0.3	119%
Edward St. Development	1.3	0.2	19%
Achilles St Development	0.8	1.5	197%
Place Ladywell	1.0	0.6	59%
Temporary Accommodation - Mayow Rd	5.9	3.6	61%
Temporary Accommodation - Canonbie Rd	0.6	0.2	38%
Temporary Accommodation - Morton House	0.1	0.0	80%
Temporary Accommodation - Manor Avenue	0.2	0.0	20%
Private Sector Grants and Loans	0.6	0.5	88%
TOTAL GENERAL FUND	48.1	33.8	70%
HOUSING REVENUE ACCOUNT			
Building for Lewisham Programme (BFL)	72.7	57.2	79%
Decent Homes Programme	74.7	54.1	72%
Housing Management System	2.2	0.8	35%
Other HRA Schemes	0.9	0.4	43%
TOTAL HOUSING REVENUE ACCOUNT	150.5	112.4	75%
TOTAL PROGRAMME	198.6	146.2	74%

- 14.2 There are numerous schemes with in-year overspends, these schemes all have budget in future years and the overspend is due to the project being ahead of schedule. Additional commentary on high value schemes and schemes with large underspends is provided:
- 14.3 **Greenvale school:** The final cost of the Greenvale School Expansion project is £11m which has delivered a new secondary special education needs school building for 93 students. The project was completed, and the school opened in time for the start of the academic year. The project spent slightly more than budgeted in year, however there is some budget remaining in 2023/24 for any final costs.
- 14.4 **Broadway Theatre:** The Broadway Theatre Works project addresses the urgent health and safety, mechanical and electrical, Disability Discrimination Act and compliance requirements within the building, along with the overdue upgrade/refurbishment of identified areas throughout the building. This project is nearing completion as the Theatre is now in operation.
- 14.5 **Catford Town Centre:** This project had previously been used to fund the A205 realignment project, and the underspend this year comes from the re-imbursement to this budget.
- 14.6 **Edward Street Development:** The project involves the delivery of high-quality two-bed apartments and units for affordable commercial uses, using modular construction methods. The original contractor for this project has gone into administration meaning that this project is currently on hold whilst the next steps are determined.
- 14.7 **Temporary Accommodation Mayow Rd:** The project involves the demolition of premises at Mayow Road to facilitate the planned redevelopment of the site and construction of a 6 or 7 storey building, comprising of temporary accommodation and supported living homes. The contractor has experienced impaired productivity due to material and labour shortages and the anticipated completion has been pushed back.

	Budgets							
Capital Expenditure	2023/24	2024/25	2025/26	2026/27	2026/27 Future Years			
	£m	£m	£m	£m	£m	£m		
General Fund	71.3	28.9	52.8	10.3	0.0	163.2		
Housing Revenue Account	183.1	146.1	87.6	8.1	0.0	424.8		
Total Programme	254.4	174.9	140.4	18.4	0.0	588.0		

Table 14 - Future Capital Programme Budgets

#### 15. COLLECTION FUND

15.1 **Council Tax** - The collection rate for 2022/23 was 92.8% against a target of 96% which is £5.5m below the targeted level. Work to collect the debt due continues, with enforcement activity where necessary, and it is anticipated that this will increase the collection rate for the year by between 1-1.5%. The remaining shortfall will be factored into future year Collection Fund budget as a deficit, reducing the budget available for service spending on those years.

#### Table 15 – Council Tax Collected

Council Tax	Cash Collected (cumulative)	Cash needed to meet 96% Profile	Difference between collected and 96% profile	Current Year Collection Rate%	Required Collection Rate to reach 96%	Difference	2021/22 % Collected
Mar-23	157,787,389	163,257,795	5,470,406	92.8%	96.0%	-3.2%	92.4%

15.2 **Business Rates -** The collection rate for 2021/22 was 96% against a target of 99% which is £2m below the targeted level. Work on collection continues as noted above for CTax.

Table 16 – Business Rates Collected

Business Rates	Cash Collected (cumulative)	Cash needed to meet 99% Profile	Difference between collected and 99% profile	Current Year Collection Rate%	Required Collection Rate to reach 99%	Difference	2021/22 % Collected
Mar-23	62,389,614	64,359,486	1,969,872	96.0%	99.0%	-3.0%	94.0%

#### 16. DEBT

- 16.1 The Council works hard to collect the monies owed to it for services provided and, where individuals may be struggling to pay, engages early and often over extended periods to work with customers to assist them pay. Only as a last resort will the Council use enforcement and court action to collect monies owed to it.
- 16.2 However, as for all organisations, it is not always possible to recover all debts owed. For example, some businesses stop trading or individuals leave the Borough and cannot be traced. The Council therefore routinely sets aside funding in the accounts for uncollected debt, consistent with the policies and judgements set out and audited by the external auditors. At the 31 March 2021, the most recent audited accounts, the balance being held against all uncollected debts (Sundry Debts, Council tax, Business Rates and Housing Benefit overpayment recovery) was £99.6m.
- 16.3 In 2021/22, £126.1m of debt was outstanding across the 4 categories, write offs of £42m were proposed and agreed. This was aimed at some specific debts that were no longer deemed recoverable and largely focussed on clearing the accounts of the older debts. These were typically over six years old (or four years in the case of Sundry debts), with some going back more than ten years. This will enable recovery work to be concentrated on live accounts to ensure the most success in collecting monies owed to the Council.

#### Table 17 – Debt Write Offs agreed in 2021/22 outturn report

Debt Summary	Amount Outstanding at 31 March 2022	Write Offs Agreed by M&C
	£	£
General Fund Sundry Debtor	21,922,842	2,141,936
Housing Benefit Overpayments	23,817,821	10,543,640
Council Tax	73,222,018	28,742,709
Business Rates	7,161,208	527,698
Total	126,123,889	41,955,983

- 16.4 Due to some resourcing and system challenges only £7.1m has been written off on the system (although it has been from the financial statements) at 31 May 2023. The bulk of the debt not yet written off is within Council Tax system and it is expected these will be actioned in the coming months.
- 16.5 As a result there is currently £133.5m of debt showing as outstanding within the system. This debt value will decrease by at least £28.3m once the remaining Sundrey Debt and Council tax debt write offs have been processed. Business rates write offs were fully actioned in-year and the Housing benefit overpayment write offs require additional work. Therefore the level of unpaid on the various financial systems will be approximately £105m.
- 16.6 At this stage until those write offs have been actioned within the system, it is not proposed to recommended further Sundry Debt, Council Tax or Housing Benefit overpayment write offs. These will be actioned in the Period 4 report to Mayor and Cabinet later in the year and in quarterly reports moving forward.
- 16.7 At this stage £0.2m of Business Rates debt which was raised before the 31<sup>st</sup> March 2017 is proposed for write off, there is also £0.4m of debt for 4 companies who owe the council more than £0.05m individually. These are detailed further with explanations in Appendix B.

#### **17. FINANCIAL IMPLICATIONS**

17.1 This report concerns the projected financial outturn for 2022/23. Therefore, any financial implications are contained within the body of the report.

#### **18. LEGAL IMPLICATIONS**

- 18.1 The Council is under a duty to balance its budget and cannot knowingly budget for a deficit. It is imperative that there is diligent monitoring of the Council's spend and steps taken to bring it into balance.
- 18.2 The individual debts recommended for write off in section 16 of the report and detailed at Appendix C are presented in compliance with the delegations as set out in the Constitution:

Part 2 Articles, under Article 16, section 16.2 Key Decisions, paragraph c, point (xiv) which state;

- writing off any bad debt in excess of £50,000, unless the Council has within the last 3 years already written off debts for the person/organisation concerned totalling that amount in which case any further write off would be a key decision.

#### **19. CRIME AND DISORDER, CLIMATE AND ENVIRONMENT IMPLICATIONS**

19.1 There are no specific crime and disorder act or climate and environment implications directly arising from this report.

#### **20. EQUALITIES IMPLICATIONS**

- 20.1 The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 20.2 There are no equalities implications directly arising from this report.

#### **21. BACKGROUND PAPERS**

Short Title of Report	Date	Location	Contact
Outturn Report 2021/22	22 <sup>nd</sup> June 2022	1 <sup>st</sup> Floor Laurence House	David Austin
Monitoring Report Period 7 2022/23	7 <sup>th</sup> December 2022	1 <sup>st</sup> Floor Laurence House	David Austin
Budget Report 2022/23	1st March 2021 (Council)	1 <sup>st</sup> Floor Laurence House	David Austin

#### 22. REPORT AUTHOR AND CONTACT

David Austin, Director of Finance <u>david.austin@lewisham.gov.uk;</u> or Nick Penny, Head of Service Finance <u>nick.penny@lewisham.gov.uk</u>

## APPENDIX A – 2022/23 Savings Tracker

Year	Ref	Directorate	Director	Proposal	Savings Shortfall	Risk Rating of Saving in 2022/23	Finance View
2020/21	CYP01	СҮР	Lucie Heyes	More efficient use of residential placements	300		
2020/21	CYP03	СҮР	Lucie Heyes	More systematic and proactive management of the market	600		Elements of these savings may have been achieved but have been negated by increased demand/cost arising within the service. A review is to be undertaken in early 2023/24.
2020/21	CYP04	СҮР	Lucie Heyes	Commission semi-independent accommodation for care leavers	250		

2020/21	CYP05	СҮР	Lucie Heyes	Residential framework for young people. Joint SE London Commissioning Programme	200	
2022/23	E-05	СҮР	Angela Scattergood	Traded services with schools	50	No agreement in place with schools as yet
2022/23	E-06	СҮР	Lucie Heyes	Reduce care leaver costs	100	Elements of these savings may have
2022/23	F-02	СҮР	Lucie Heyes	Children Social Care Demand management	500	been achieved but have been negated by increased demand/cost arising within the service. A review is to be undertaken in early 2023/24.

2022/23	F-03	СҮР	Lucie Heyes	Children Service reconfiguration - fostering	250	Delivery slower than anticipated, no achievement in 22/23.
2022/23	F-05	СҮР	Lucie Heyes	VfM commissioning and contract management - CSC	250	Elements of this savings may have been achieved but have been negated by increased demand/cost arising within the service. A review is to be undertaken in early 2023/24.
			CYP Subt	otal	2,500	

2020/21	COM2A Comm	Joan Hutton	Ensuring support plans optimise value for money	400		Task group set up aimed at progressing this saving. Savings delivered in part due to optimising value for money have been badged against F01 - Adult Social Care Demand Management in the first instance
---------	------------	-------------	---	-----	--	---

2021/22F-01CommJoan HuttonAdult Social Care Demand management1,100the level of packages is correct. It is now expected that this saving will be delivered in 23-24 as the programe a processes get more embedded in care team and management. There is also more resources dedicated to ths	2021/22	1/22 F-01 Com	mm Joan Hutton		1,100		now expected that this saving will be delivered in 23-24 as the programe and processes get more embeded in care team and management. There is also
---	---------	---------------	----------------	--	-------	--	---

2021/22	F-24	Comm	Joan Hutton	Adult Social Care cost reduction and service improvement programme	2,249	This is the saving being delivered as part of the Newton programme, the programme delivered £1.6m savings in 22/23 with the remainder delivered in 23/24.
2022/23	F-24	Comm	Joan Hutton	programme	430 <b>4,179</b>	Continuation of the review savings across COM1A and F-01

2020/21	CUS04	HRPR	Zahur Khan	Income generation - increase in commercial waste charges	100	£100k still to be delivered in 23/24
2020/21	RES15	HRPR	Patrick Dubeck	Commercial estate growth	300	£300k unachievable and removed as part of 23/24 budget setting
	-	Housir	ng, Regen and	Public Realm	400	
2021/22	A-05	Corp	Mick Lear	Revs and Bens - additional process automation	400	Delayed implemetation of the service restructure, full delivery expected in 23/24

2022/23	A-06	Corp	Mick Lear	Revs and Bens - Generic roles	400	Delayed implemetation of the service restructure, full delivery expected in 23/24
	Corporate Resources				800	
Total					7,879	

#### APPENDIX B – Business Rates: Individual debts over £50k to be written off

#### Shop and premise at 40B Lewisham Centre, Riverdale, Lewisham, London SE13 7EP

#### Total: £67,506 Period 1/6/22 - 1/4/24

The account was opened further to the company entering Administration on 1st June 2022. Bills were issued to the insolvency practitioners. No dividends were received and cannot continue recovery past final notice with the company being in administration. The Joint Administrators' First Progress Report published on 23 December 2022 confirms there are expected to be insufficient funds to enable a distribution to unsecured creditors

#### Retail Warehouse and Premises at Unit 3 Lewisham Retail Park, Loampit Vale, London SE13 7SN

#### Total: £155,592 Period 27/9/18 - 15/11/19

The account was opened in 2018 and bills were issued to the property address. No payment was received and as such, the debtor defaulted on their statutory instalments and recovery proceedings commenced. The Council subsequently obtained a Liability Order in August 2019, and the account was passed to Newlyn the Council's Enforcement Agents for collection. However, the debtor still failed to make payment. The Charity subsequently became insolvent and therefore Council are unable to continue to pursue the debt.

#### Retail Warehouse and Premises at Unit 3 Bromley Road Retail Park, 124 to 138 Bromley Road, London, SE6 2QU

#### Total: £112,012 Period 30/6/20 - 16/4/21

The account was opened further to the company entering Administration on 30 June 2020. Bills were issued to the insolvency practitioners. No dividends were received and cannot continue recovery past final notice with the company being in administration. The Council received a letter from the Insolvency Practitioners detailing a full and final dividend amount for the previous account confirming that no further dividends will be issued.

#### Shop and Premises at 104 to 106 Rushey Green, Catford, London, SE6 4HW

#### Total: £62,104 Period 10/12/21 - 30/5/23

Account was opened further to the lease agreement received. The account was set to empty as it had been confirmed as empty for a while. The bills were being returned from the registered office. A forwarding address was not able to be located but the company was still active on companies house so continued to send bill to their registered office. During summons vetting in May 2023, it was noticed that the company had recently dissolved on 30 May

2023. The account was closed on this date and the balance to be written off is for the period the company was active.