Division(s): N/A

CABINET - 18 OCTOBER 2016

2016/17 FINANCIAL MONITORING & BUSINESS STRATEGY DELIVERY REPORT

Report by the Chief Finance Officer

Introduction

1. This is the second financial monitoring report for 2016/17 and focuses on the delivery of the Directorate Business Strategies that were agreed as part of the Service and Resource Planning Process for 2016/17 – 2019/20. Parts 1 and 2 include projections for revenue, reserves and balances as at the end of August 2016. Capital Programme monitoring and a programme update is included at Part 3.

Summary Position

2. The forecast directorate variation at this stage in the year is an anticipated overspend of +£5.8m or +1.4% against a net budget of £411.8m as shown in the table below. However, as in previous years, overspends are expected to be reduced by management action or the use of one – off funding during the year. The report to Cabinet in October 2015 set out an anticipated overspend of +£5.9m. The final year end position for directorates was an over spend of only +£0.7m or 0.2%.

Directorate	Latest	Forecast	Forecast	Forecast
	Budget	Outturn	Outturn	Outturn
	2016/17	2016/17	Variance	Variance
			2016/17	2016/17
	£m	£m	£m	%
Children, Education & Families (CE&F)	106.6	111.6	+5.0	+4.7%
Social & Community Services (S&CS)	212.5	212.2	-0.3	-0.0%
Environment & Economy (E&E)	71.0	71.3	+0.3	+0.4%
Corporate Services (CS)	21.7	22.5	+0.8	+3.5%
Public Health (*)	0.0	0.0	0.0	0.0%
Total	411.8	417.6	+5.8	+1.4%

Public Heath (*)				
Expenditure	32.1	32.1	+0.1	+0.4%
Grant and Other Income & Transfer to	-32.1	-32.1	-0.1	-0.4%
Reserves				
Total ¹	0.000	0.000	0.000	0.0%

3. The following annexes are attached:

Annex 1	Original and Latest Estimates for 2016/17
Annex 2	2016/17 Virements & Supplementary Estimates
Annex 3	Treasury Management Lending List
Annex 4	Forecast Earmarked Reserves

¹ In 2016/17 Public Health is funded by a ring-fenced grant of £32.1m from the Department of Health.

Annex 5	Forecast General Balances
Annex 6	Government Grants 2016/17
Annex 7	Capital Programme Monitoring
Annex 8	Updated Capital Programme

Annex 9 Planning Performance Agreements Officer Charging Approach

4. Directorate reports setting out the detail behind this report are available from the contact officers named at the end of this report or in the Members' Resource Centre.

Part 1 - Revenue Budget

Children, Education & Families (CE&F)

5. The directorate is forecasting an overspend of +£5.0m, which represents a variation of +4.7% against budget.

CEF1 Education and Learning

- 6. The Education & Learning service is forecasting to overspend by +£1.2m.
- 7. Home to School Transport is reporting a forecast overspend of +£1.7m. The overspend is mainly due to Special Educational Needs (+£1.4m). As has been reported previously, the cost of transporting SEN students is increasing for a number of reasons including an rise in the number of children with SEN (on average around 70 additional students per year), and a rise in more costly transport such as the need for passenger assistants.
- 8. This position will change when the information on the uptake resulting from the new school year is available. It is not yet known if the overspend will significantly increase or decrease as a result.
- 9. The overspends set out above are partly offset by forecast underspends on Service Management and Central Costs (-£0.2m) due to staffing savings; School Organisation and Planning (-£0.2m) due to savings on the Academies Conversion Costs; and Schools & Learning (-£0.1m) due to staffing budgets.

CEF2 Children's Social Care

- 10. Children's Social Care is forecast to overspend by +£3.2m.
- 11. The growth in the number of children requiring services from Children's Social Care has increased workloads across most services. The majority of the overspend of (+£0.6m) in Management and Central Costs is the result of significant growth in the legal costs relating to Children's Social Care.
- 12. Looked After Children and Leaving Care are forecasting an overspend of +£0.8m based on current clients. There is a risk demand will increase over the remainder of the year and careful monitoring will continue to identify any further growth in the forecast. There has been an increase of 38 in the number of Looked After Children (499 in April 2016 rising to 537 at the end of August 2016).

- 13. An overspend of +£1.8m is forecast on the Placements budget. The overspend is partly caused by the completion of the new Children's Homes being behind schedule thereby delaying the savings which will arise from reducing the number of external placements.
- 14. The forecast does not include +£0.5m which it is estimated could arise from new placements during the rest of the year. Since May 2016 the projection for new placements during the year has decreased and placements in this area having reduced compared to the previous year to date. However, there has not been an overall reduction in demand as there has been a significant increase in the number of Corporate Parenting placements resulting in an increased forecast in that area. Corporate Parenting placements are less expensive than external placements.
- 15. There were 46 clients in mainstream residential placements at the end of August 2016, compared to 49 at the end of July 2016. There were 96 clients in independent foster agency placements at the end of August 2016, a decrease of two since the end of July 2016.
- 16. The Asylum service is reporting a forecast overspend of +£1.2m. This reflects the full year effect of 55 Unaccompanied Asylum Seeking Children (UASC) who are under 18 and have looked after children status, and 35 UASC care leavers aged 18-25 years. Whilst the Council does receive funding for these clients, it only covers approximately 50% of the cost. The number of clients that Oxfordshire is responsible for is likely to continue to increase as the Government is committed to a transfer scheme to move unaccompanied asylum seeking children from Kent to other local authorities.
- 17. The Early Intervention Service (including Hubs, Children's Centres, Youth and Engagement and Thriving Families) is forecast to underspend by -£1.7m. This is due to the current remodelling of the service. There are also forecast overspends in Family Support of +£0.3m and Referral & Assessment of +£0.2m.

CEF2 Children's Social Care Countywide Services

- 18. Children's Social Care is forecast to overspend by +£0.4m.
- 19. Corporate Parenting is forecasting an overspend of +£0.4m. The forecast is based on current clients. There is a risk demand will increase over the remainder of the year and careful monitoring will continue to identify any further growth in the forecast.
- 20. The Corporate Parenting forecast should be considered alongside the forecast for Placements. To date growth in the external placements budget has been below expectations, however growth within Corporate Parenting is exceeding the estimate resulting in this forecast overspend.

Dedicated Schools Grant (DSG)

21. Services funded from DSG are forecast to be on budget. However, the Special Educational Needs (SEN) service has a potential overspend of up to +£1.8m relating predominantly to significant increases in the number of out of county placements. A range of actions are being taken

to minimise costs in the service including: reviews of the SEN and Early Years SEN services; local authority support for new special free school applications; and through the capital programme, additional classrooms in special schools and new resource base provision. As this is a volatile budget it is likely that this forecast will vary in future months. In the event of an overspend there are three options; to carry the overspend forward into 2017/18, to fund it from DSG balances subject to discussion with Schools Forum or for the Council to fund the overspend. The preference is to fund from DSG balances, but this requires the agreement of Schools Forum.

22. The expected National Schools Funding Formula is likely to ring-fence the various DSG funding blocks making it increasingly difficult to manage such overspends within DSG going forward.

Social & Community Services (S&CS)

23. The directorate is forecasting an underspend of -£0.3m. An overspend on Adult Social Care of +£0.4m is offset by an underspend in Community Safety and Fire & Rescue of -£0.7m. The breakdown across Adult Social Care is shown below:

Adult Social Care & Joint Commissioning	Forecast Outturn Variance 2016/17 £m
Older People & Equipment Pool	+0.1
Physical Disabilities Pool	+0.9
Learning Disabilities Pool	+0.1
Other (ASC non pool, Joint Commissioning)	-0.7
Total Adult Social Care	+0.4

S&CS1 Adult Social Care

- 24. The Adult Social Care overspend includes the Council's element of the joint Council and Oxfordshire Clinical Commissioning Group (OCCG) variation on the Older People and Equipment Pooled budget along with the risk based shares of the variations on the Learning Disabilities, Physical Disabilities and Mental Health Pooled Budgets. As noted in the Cabinet report in July 2016, these remain subject to the formal agreement through the Section 75 agreement.
- 25. In August 2016, OCCG reported further in year pressures. They have put plans in place to mitigate £12m of the pressure leaving a shortfall of £5m. A savings plan has been developed by OCCG to meet this shortfall. The impact of these proposals on the partnership arrangements and risk shares within the pools varies. These will be considered as part of discussions about the risk shares and associated agreement of the Section 75 agreement for 2016/17 with the intention of resolving this in October.

Older People and Equipment Pool

26. The County Council element of the Older People and Equipment Pool is forecast to overspend by +£0.1m. This is after the permanent contribution of +£3.0m from the Adult Social Care precept agreed by Cabinet in September 2016 following completion of the National Living Wage consultation.

- 27. There is continuing pressure within the pool relating to care home placements where the forecast outturn is an overspend of +£0.9m after the use of funding from the Adult Social Care Precept. The average number of new placements is 12.6 per week, above the budgeted level of 10 per week. This is offset by forecast underspends elsewhere within the pool.
- 28. The 2% Adult Social Care Precept agreed by Council in February 2016 has resulted in a budget of £5.9m to fund pressures within Adult Social Care including the National Living Wage. To date, £0.9m has been allocated to the Older People's Pool to fund the outcome of the Care Home Fee Consultation, Home Support Price Review and new Help to Live at Home contracts. As set out above, Cabinet agreed to use £3.0m to increase the Council's contribution to the Older People's Pooled budget to fund the pressure on care home placements.
- 29. The balance of £1.0m is held as a contingency to support specific in year pressures in Adult Social Care. At this stage £0.5m is assumed to be available to support identified pressures but this will be updated as the year progresses.

Learning Disabilities Pool

30. The Learning Disabilities Pool is forecast to overspend by +£0.1m.

Adult Social Care: Non – Pool Services

There is a forecast overspend of +£0.7m for services outside of the Pools. This includes a forecast overspend of +£0.3m on the Emergency Duty Team and a consultation is underway to redesign this service. The overspend on the Mental Health Pooled budget contribution is estimated at +£0.4m. This reflects an anticipated overspend on service users who do not fall within the Outcomes Based Contract but are eligible for Social Care and are appropriately care managed by the Community Mental Health Teams.

SCS3 Fire & Rescue and Emergency Planning

32. There is a forecast underspend of -£0.7m, which relates to Fire & Rescue and Emergency Planning. This includes an underspend of -£0.4m relating to vacancies for whole time firefighters and a forecast underspend on fuel costs. There is also a -£0.2m underspend for Gypsy and Traveller sites.

Environment & Economy (E&E)

33. The directorate is forecasting an overspend of +£0.3m which represents +0.4% against budget.

EE1 Strategy & Infrastructure and EE2 Commercial Services

34. There is a small forecast underspend of -£0.1m in Strategy & Infrastructure. Commercial Services are reporting a forecast overspend of +£0.4m. There are pressures in Delivery with +£0.4m for defect repairs (potholes) due to updated data showing a 20% increase in activity. Highways Contract and Performance Management are projecting an

overspend of +£0.9m which is offset by an underspend in Supported Transport through early achievement of bus subsidy savings.

Corporate Services

- 35. The directorate is forecasting an overspend of +£0.8m which represents +3.5% against budget.
- 36. Transformation is forecasting to overspend by +£1.0m in ICT. This is due to rationalisation savings not being fully realised and continuing pressure from the cost of the data centre. The Transformation overspend is partly offset by an underspend in Policy (-£0.2m) due to staffing vacancies.
- 37. Legal services are forecasting a breakeven position. However, there is increased counsel spend as a direct result of a significant number of childcare proceedings coming to Legal Services. This has created a pressure of £0.3m which will be funded from council balances.

Public Health

38. Public Health is forecasting an underspend of -£0.1m. In accordance with accounting requirements, any underspend at the end of the year will be placed in the grants and contributions reserve and will be used to meet Public Health expenditure in future years.

Virements and Supplementary Estimates

- 39. Annex 2a sets out the virements larger than £0.5m or that relate to unringfenced grants that require Cabinet approval under the Virement Rules agreed by Council on 16 February 2016. None of these virements represent a change in policy as the service is unchanged.
- 40. Annex 2d shows virements Cabinet need to note.
- 41. Cabinet is recommended to approve the supplementary estimate of £0.12m for Network & Asset Management as requested in Annex 2e. From 2016/17, there is a change to the way the Council is required value its highway network on the balance sheet under CIPFA's Transport Infrastructure Code. In order to implement the requirements of the code, one-off investment of £0.1m is required to comply with the data, systems and process requirements of the code.
- 42. Cabinet is recommended to approve the supplementary estimate of £0.3m for Legal Services as requested in Annex 2e. This is due to the increase in the number of childcare proceedings coming to Legal Services. The estimate is based on the latest forecast position and will be updated during the year.

Government Grants

43. As set out in Annex 6, ring-fenced grants totalling £299.3m are included in Directorate budgets and will be used for the specified purpose. After the budget was agreed by Council in February 2016, notification was received of the Public Health Grant for 2016/17. It was confirmed as

- £32.1m, £1.7m more than estimated. Any grants unspent at year end will be held in the Grants & Contributions Reserve for use in 2017/18, or returned to the funding body.
- 44. At the time of setting the 2016/17 budget in February 2016 several unringfenced grant notifications still had not been received. Annex 6 also sets out the latest unringfenced grant allocations.

Business Strategy Savings

- 45. The forecasts shown in this report incorporate Business Strategy savings that were agreed by Council in February 2016 and previous years. At this stage, 85% of the planned savings are expected to be delivered.
- 46. £5.3m of the £5.7m Children Education & Families savings for 2016/17 are expected to be achieved. The £0.4m saving on placements is expected to be delayed until 2017/18 due to delays in opening the new homes. However, the offsetting funding for the cost of prudential borrowing pressure will not be needed in 2016/17 either.
- 47. Adult Social Care savings total £10.5m. It is expected that there will be slippage of around £0.8m on the delivery of savings, primarily within the Older People's Pool. This relates to the implementation of a panel, and associated review team within the new Responsible Localities structure that will go live on 1 October 2016, to agree packages of care within the Older People's Pooled budget. Further work is on-going to assess whether the £1.0m efficiency saving resulting from the implementation of Responsible Localities will be achievable in 2016/17. Because of the timing of the go-live for the new teams, it is likely that the majority of this will slip into 2017/18. Underspends elsewhere mean that this does not have a significant effect on the overall position for adult social care which currently has a forecast overspend of £0.4m.
- 48. £4.9m of the £5.6m in Environment & Economy are expected to be achieved. Due to interim contract arrangements being needed and the time lag associated with realising the benefits of the LED replacement programme, the £0.4m energy saving in Street Lighting will not be achieved. The £0.2m saving from in-year mothballing of Speedwell House will not be realised. However, this is mitigated through the early release of the lease at Unipart. Increases in forecast income for parking charges of £0.1m are also at risk of being achieved.
- 49. In Corporate Services, it is unlikely that the ICT rationalisation savings of £0.4m will be realised due to a delay in vacating premises and £0.2m for the self-funding Customer Service Centre model is also at risk.
- 50. Savings of £1.25m are built into Public Health for 2016/17. The savings were agreed by Council in February 2014 contingent on the expectation that the ring-fenced grant would cease from 2016/17. The retention of the ring fence has been confirmed, and this means that these savings cannot be delivered on an ongoing basis against the Public Health budget. Funding of up to £0.5m from the public health reserve is expected to contribute to the saving of £1.25m in 2016/17 on a one off basis.

51. Progress against delivery of savings will be monitored on a regular basis by the Delivery Board and action taken where savings are not expected to be achieved. Any on-going pressures will be considered as part of the 2017/18 Service & Resource Planning process.

Bad Debt & Loan Write Offs

52. There were 16 general write - offs to the end of August 2016 and these totalled £1,838. In addition Adult Social Care has written off 48 Client Charge debts totalling £73,252.

Treasury Management

- 53. The latest treasury management approved lending list (as at 31 August 2016) is shown in Annex 3.
- 54. The following table displays average in-house cash balances and average rates of return for June to August 2016. Interest receivable for 2016/17 is currently forecast to be in line with the budgeted figure of £3.2m. Interest payable is currently forecast to be in line with the budgeted figure of £17.6m.

Month	Average cash balance	Average rate of return
June	£331.3m	0.88%
July	£345.5m	0.84%
August	£337.1m	0.79%

Part 2 – Balance Sheet

- 55. Annex 4 sets out earmarked reserves brought forward from 2015/16 and the forecast position as at 31 March 2017. These reserves are held for specified one off projects, contractual commitments and to support the Medium Term Financial Plan. Directorate reserves are expected to reduce from £52.9m to £44.4m at 31 March 2017.
- 56. Other Reserves, which include Insurance, Capital and Cash flow reserves, are forecast to total £53.2m at 31 March 2017. This includes £8.7m in the Budget Reserve and £2.9m in the Efficiency Reserve.

Efficiency Reserve

57. An integrated Adult Social Care and Finance system went live in November 2015. Cabinet is recommended to approve £0.15m funding from the efficiency reserve to fund further system improvements in 2016/17.

<u>Balances</u>

58. As set out in Annex 6 general balances were £19.0m as at 31 March 2016. This compares to £17.5m as set out in the Medium Term Financial Plan (MTFP) approved by Council in February 2016. The Annex also sets out the position pending approval of supplementary estimates recommended in this report.

Contingency

59. The 2016/17 budget agreed in February 2016 included a contingency of £4.2m. £1.8m of this has been required to offset a loss of recharge income to the Council from the Dedicated Schools Grant (DSG) following a ruling by the Secretary of State for Education. A further £0.6m has been used to offset the pressure in Education Support Services arising from the loss of income from school's converting to academies. The ongoing impact of this pressure will be addressed through the 2017/18 Service & Resource Planning process.

Part 3 - Capital Programme

Capital Monitoring

60. The capital monitoring position set out in Annex 7a, shows the forecast expenditure for 2016/17 is £143.6m (excluding schools local capital). This has increased by £0.6m (Directorate Programmes) compared to the latest approved capital programme. The table below summarises the variations by directorate.

Directorate	Last Approved Programme *	Latest Forecast Expenditure	Variation
	£m	£m	£m
Children, Education & Families	53.2	53.9	+0.7
Social & Community Services	15.9	15.8	-0.1
Environment & Economy – Transport	50.3	50.2	-0.1
Environment & Economy – Other	11.1	11.1	- 0.0
Corporate Services	12.5	12.6	+0.1
Total Directorate Programmes	143.0	143.6	+0.6
Schools Local Capital	1.8	1.8	0.0
Earmarked Reserves	5.5	1.5	-4.0
Total Capital Programme	150.3	146.9	-3.4

^{*} Approved by Cabinet 19 July 2016

- 61. Significant in-year variations for each directorate are listed in Annex 7b. New schemes and total programme/project budget changes are listed in Annex 7c.
- 62. In the Children, Education & Families (CEF) programme the increase is due to the inclusion of an additional £2m for the new primary school (GEMS Academy) at Didcot, Great Western Park that was opened in September 2016. This follows the recommendation to Cabinet in July 2016.
- 63. This was offset by re-profiling £1.3m to reflect the delivery timetable of the September 2017 basic need programme. The in-year budget provision for the basic need programme is £16.3m. £0.3m of funding has been transferred from the CEF annual programmes to the School Structural Maintenance Programme to reflect additional pressures. No planned projects have been deferred from the annual programmes.
- 64. In the Transport programme, the overall variation is a reduction of £0.1m from re-profiling of several projects and programmes. The urgent need to

complete reconstructive works to the substructure of Kennington Railway Bridge was identified during a maintenance inspection. Interim measures costing £0.7m will be carried out in-year and were approved under delegated authority of the Leader of the Council in consultation with the Chief Finance Officer. This has been funded from capital programme reserves. The permanent works will be considered as part of the Service & Resource Planning process. Additional project development budget of £0.25m funded from s106 contributions has been agreed to continue design of the Didcot Northern Perimeter Road.

- 65. These have been offset by revised delivery dates on the Science Vale Cycle Network Improvements programme (£0.5m), Woodstock Road Radcliffe Observatory Quarter project (£0.4m) to co-ordinate with planned City Council carriageway maintenance works and Challenge Fund Resurfacing (£0.4m) to later years.
- 66. In both the Social & Community Services and Corporate Services programmes, the in-year changes are only £0.1m and are due to the reprofiling of expenditure budgets.

Actual & Committed Expenditure

67. As at the end of August actual capital expenditure was £29.1m (excluding schools local capital). In year commitments are £60.4m, which with actual capital expenditure, makes a total of £89.6m or 65% of the total forecast expenditure.

Five Year Capital Programme Update

68. The total forecast 4-year capital programme (2016/17 to 2019/20) is now £491.9m, an increase of £7.7m compared to the last capital programme for this period approved by Cabinet in July 2016. The full updated capital programme is set out in Annex 8. The following table summarises the variations by directorate and the main reasons for these variations are explained in the following paragraphs.

Directorate	Last Approved Total Programme (2016/17 to 2019/20) *	Latest Updated Total Programme (2016/17 to 2019/20)	Variation
	£m	£m	£m
Children, Education & Families	156.3	160.5	+4.2
Social & Community Services	38.8	38.8	0.0
Environment & Economy – Transport	148.6	150.0	+1.4
Environment & Economy – Other	30.7	30.8	+0.1
Corporate Services	17.6	17.6	0.0
Total Directorate Programmes	392.0	397.7	+5.7
Schools Local Capital	4.9	4.9	+0.0
Earmarked Reserves	87.3	89.3	+2.0
Total Capital Programme	484.2	491.9	+7.7

^{*} Approved by Council 19 July 2016

- 69. In addition to the £2.2m overall cost pressure on the Didcot, Great Western Park Primary School project, a further £2.0m has been identified from developer contributions which are earmarked for specific projects within the basic need programme.
- 70. The overall size of Transport programme has increased by £1.4m due to the in-year changes reported above and the previously reported approved increase in budget for Harwell Link Road of £0.3m.
- 71. Cabinet is recommended to increase the budget provision by £2.1m to a total of £3.6m for the proposed improvements at Westgate Library. This is being part funded from additional funding of £1m from the Westgate developer. The remaining funding with be met from corporate resources. The improvements are expected to commence in January 2017 to enable the Library to relocate back in October 2017.
- 72. Cabinet is recommended to include into the capital programme the new primary school at Southam Road, Banbury. This includes a budget provision of £6m funded from expected s106 resources.

Part 4 – Review of Charges

73. Environment & Economy are proposing a new charge for Planning Performance Agreements to be introduced during this financial year. Cabinet is recommended to approve the proposed charge as set out in Annex 9.

RECOMMENDATIONS

- 74. The Cabinet is RECOMMENDED to:
 - (a) note the report:
 - (b) approve the virement requests set out in Annex 2a;
 - (c) approve the supplementary estimates as set out in paragraphs 41 and 42;
 - (d) approve the request for funding from the Efficiency Reserve as set out in paragraph 57;
 - (e) note the Treasury Management lending list at Annex 3;
 - (f) approve the updated Capital Programme at Annex 8 and the associated changes to the programme in Annex 7c;
 - (g) approve an additional £2.1m in the budget provision for the Westgate Library project.
 - (h) approve the inclusion into the Capital Programme of the new primary school for Southam Road, Banbury; and
 - (i) to approve the new charge as set out in Annex 9.

LORNA BAXTER

Chief Finance Officer

Background papers: Directorate Financial Monitoring Reports to the end

of August 2016

Contact Officers: Katy Jurczyszyn, Strategic Finance Manger

(Financial Strategy & Monitoring)

07584 909518 October 2016