

## DRAFT CABINET REPORT 20 September 2022

### BUSINESS MANAGEMENT AND MONITORING REPORT July 2022

Report by the Corporate Director for Customers, Organisational  
Development & Resources and the Director of Finance

#### RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to
  - a) Note the report.
  - b) Agree the use of a further £0.4m funding from the COVID-19 reserve to extend the funding for the managed teams in the Family Solutions Plus service within Children's Services.
  - c) Note the virements set out in Annex B-2b

#### Executive Summary

2. This report presents the July 2022 performance, risk and finance position for the Council.
3. The business management reports are part of a suite of performance, risk and budget documents which set out our ambitions, priorities and financial performance. The [2022 – 2025 Strategic Plan](#) sets out the Council's ambitions for the next four years. It also shows our priority activities for the current financial year.
4. This report summarises the performance, and finance position for the council. Further information is provided in the following annexes to the report:

Annex A: Performance July 2022

Annex B: Finance July 2022

5. Performance measures which are exceptions (measures reporting red, off target, or amber, slightly off target, (amber for the last two consecutive months)) are summarised below. The full performance measure report is included at Annex A.

#### Performance Overview

6. The Outcomes Framework for 2022/23 reports on our nine strategic priorities, and one relating to running the business which includes the customer contact centre and measures included in the council's Financial Strategy. The outcomes framework is comprised of a number of monthly, quarterly, termly, six monthly and annual measures which may change as we progress through the year. At the appropriate period, relevant measures will be included in the report.

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7. This report includes an update on 52 measures. As at the end of July 2022 the indicators were rated as follows:

Month	Green	Amber	Red	Monitoring only (n/a)	Total
July 2022	23	14	8	7	52
	44%	27%	15%	14%	

**Figure 1** – Summary of July performance for all indicators. RAG= Green – meets or exceeds the target, Amber – misses target by narrow margin and Red – misses target by significant margin. Please note the margins vary depending on set thresholds for each measure, established using national targets, forecasting and other calculation methods.

8. During July, almost half (44%) of the measures were reported as green outcomes (*meeting or exceeding target*). 14 measures (27%) were rated as Amber (*misses target by narrow margin*), of which nine have been amber for 2+ months and Eight (15%) measures were rated red (*misses target by significant margin*).
9. There are significant and persistent challenges around demand for children’s social care and the availability of care placements and front-line social work staff. These are reflected in the performance measures which are continuing to be reported as exceptions and causing very significant financial pressure requiring rapid and active interventions.
10. Issues and volatility in the wider economy, including inflation and workforce shortages, also continue to increase the risk to the financial position for the council and the overall landscape looks much more challenging than when the budget was set in February 2022. This is also contributing to the finance measures which are assessed as red.
11. Red outcomes represent 8 (15%). This is a slight decrease from June (16%) and represents a decline compared to May (19%) from which the total number of outcomes are more comparable. Red outcomes reporting during July derive from two areas: Priority 7 (para 18) and running the business (para 19).
12. The following table lists the 8 measures reporting Red for this period. Full details can be found in Annex A.

Priority	Performance measures reporting Red for July 2022 (8)
Create opportunities for children and young people to reach their full potential	<b>OCC07.01:</b> Number of contacts into the MASH
Create opportunities for children and young people to reach their full potential	<b>OCC07.03:</b> Number of early help assessments completed by health visitors
Create opportunities for children and young people to reach their full potential	<b>OCC07.06:</b> No of children we care for (excluding Unaccompanied Children)
Create opportunities for children and young people to reach their full potential	<b>OCC07.10:</b> % of Education Health & Care Plans completed within 20 weeks
Running the business	<b>OCC11.02:</b> Achievement of planned savings
Running the business	<b>OCC11.05:</b> Directorates deliver services and achieve planned performance within agreed budget
Running the business	<b>OCC11.06:</b> Total outturn variation for the dedicated schools grant funded services
Running the business	<b>OCC11.11:</b> Debt requiring impairment - ASC contribution debtors

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13. The direction of travel of performance compared to June 2022 is summarised in the table below.

Status changes – June to July 2022	
<b>Red to Green</b>	<b>OCC02.04:</b> Number of physical visits to Libraries <b>OCC05.02:</b> % of contracted seats designated to school children
<b>Amber to Green</b>	<b>OCC02.03:</b> Digital engagement with Heritage services (Museums Service and Oxfordshire History Centre) <b>OCC03.05:</b> Number of library issues (books, DVD, CD's, E-books) <b>OCC04.08:</b> No of visits to Live Well Oxfordshire <b>OCC07.05:</b> No of children we care for who are Unaccompanied Asylum Seeking Children <b>OCC07.07:</b> Number of child protection plans <b>OCC11.09:</b> Invoice collection rate - Corporate Debtors
<b>Red to Amber</b>	<b>OCC10.04:</b> Resolve customer enquiries received through the telephony channels at the first point of contact
<b>Green to Amber</b>	<b>OCC03.14:</b> No of physical visits to Heritage services <b>OCC04.03:</b> % of residents aged 65 plus receiving ASC who manage their care by using a direct payment <b>OCC09.05:</b> No of new Community Micro Enterprises supporting people in the community <b>OCC11.12:</b> Average cash balance compared to forecast average cash balance
<b>Green to Red</b>	<b>OCC11.06</b> Total outturn variation for the dedicated schools grant funded services

**Figure 3** – changes since the last reporting period. **OCC11.06** this now incorporates the £17.5million forecast overspend on high needs DSG. The underlying position has not changed.

14. Year to date tracking of RAG measures (not including monitoring only) is as follows:

Month	Green	Amber	Red	Total
April	22	6	6	34
May	29	7	10	46
June	40	20	13	73
July	23	14	8	45

**Figure 4** - Please note that the total number of indicators fluctuates as some measures are quarterly, 6monthly and annually.

### Performance Exceptions

15. This section of the report details each measure reporting Red or Amber status (Amber consecutive for two months) with supporting commentary regarding the financial and risk impact. Full commentary is in Annex A. The exception report focuses on the 8 measures that have red outcomes and the 9 measures that have reported amber outcomes for two months consecutively.
16. **Priority OCC 01: Put action to address the climate emergency at the heart of our activities**

This priority has 3 measures reporting in July: 1 Amber and 2 Green.

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<b>Priority OCC01 overall performance:</b>			Table illustrates the measure within <b>Priority OCC01</b> that are performing under target and the RAG status.		
April	May	June	<b>Measure:</b>	<b>Status:</b>	<b>Director:</b>
July	August	September	<b>OCC01.09:</b> Total % of household waste which is reused, recycled or composted	Amber	<b>Bill Cotton</b>
October	November	December			
January	February	March			

<b>Risk impact</b>	There is no risk to Service
<b>Finance impact</b>	There is no financial risk to Service

### 17. **Priority OCC04: Support carers and the social care system**

This priority has 8 measures reporting in July: 3 Amber, 2 Green and 3 monitoring only.

<b>Priority OCC04 overall performance:</b>			Table illustrates the measure within <b>Priority OCC 04</b> that are performing under target and the RAG status.		
April	May	June	<b>Measure:</b>	<b>Status:</b>	<b>Director:</b>
July	August	September	<b>OCC04.04:</b> Percentage of residents aged under 65 receiving ASC who manage their care by using direct payment	Amber	<b>Karen Fuller</b>
October	November	December	<b>OCC04.05:</b> Percentage of older residents who receive long term care and are supposed to live in their own home	Amber	<b>Karen Fuller</b>
January	February	March			

<b>Risk impact</b>	<p><b>OCC04.04:</b> The figure remains above the national average, however direct payments increase people's choice and control, so a falling level of direct payments may lead to reduced satisfaction and may put additional pressures on other services such as home care availability.</p> <p><b>OCC04.05:</b> People prefer where possible to live in their own home and we continue to deliver services such as home care and extra care housing to make this possible, however the proportion of older people supported by adult social care in their own home is below the national average.</p>
<b>Finance impact</b>	<p><b>OCC04.04:</b> No significant overall financial impact</p> <p><b>OCC04.05:</b> There are minor financial impacts associated with this measure as increased demand for care homes may increase the unit cost and place a pressure on the care home budget.</p>

### 18. **Priority OCC 07: Create opportunities for children and young people to reach their full potential**

This priority has 9 measures reporting in July: 4 Red, 1 Amber, 2 Green and 2 monitoring only.

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Priority OCC07 overall performance:		
April	May	June
July	August	September
October	November	December
January	February	March

Table illustrates the measure within **Priority OCC07** that are performing under target and the RAG status.

Measure:	Status:	Director:
<b>OCC07.01:</b> Number of Contacts into the MASH	Red	<b>Kevin Gordon</b>
<b>OCC07.02:</b> Number of early help assessments	Amber	<b>Kevin Gordon</b>
<b>OCC07.03:</b> Number of early help assessments completed by health visitors	Red	<b>Kevin Gordon</b>
<b>OCC07.06:</b> No. of children we care for (excluding unaccompanied children)	Red	<b>Kevin Gordon</b>
<b>OCC07.10:</b> % of Education Health & Care Plans completed within 20 weeks	Red	<b>Kevin Gordon</b>

<b>Risk impact</b>	<p><b>OCC07.01:</b> Additional demand increases the risk that children will not be seen in a timely manner (strategic risk safeguarding vulnerable children). The risk is being managed by the provision of additional staff who ensure that the statutory timeframes for responding to the most significant safeguarding concerns are addressed and performance remains high at circa 90% within 24 hours. Performance on other concerns has dropped.</p> <p><b>OCC07.02:</b> There is evidence of avoidable demand in the system. Only 20% of MASH contacts lead to a social care referral; and around a half of social care assessments lead to a social care plan. A 2017 case review report suggested that 36% of children could have been prevented from becoming looked after, had an effective earlier intervention been made. At a workshop of young people who have experienced care, they suggested that life could have been different for them had earlier help and support been in place. In 2017 the Early Intervention Foundation estimated that late intervention costs across England and Wales are £17bn a year – in Oxfordshire that would equate to £200m. Failure to deliver sufficient and effective early help increases the likelihood of increased demand for children's services (SR1) and potentially placement sufficiency (SR5). Increased caseloads put additional pressures on social workers and impact on caseloads (SR4)</p> <p><b>OCC07.03:</b> See OCC7.02 risk impact</p> <p><b>OCC07.06:</b> Increasing numbers of children we care for puts increasing pressures on placements (SR5). It also increases caseloads and retention of social workers (SR4).</p> <p><b>OCC07.10:</b> Risk reviewed and reflected in strategic risk register.</p>
<b>Finance impact</b>	<p><b>OCC07.01:</b> The costs of additional temporary staff have been met by Covid funds which are planned to continue in 22/23 subject to the level of demand.</p> <p><b>OCC07.02:</b> Potential financial impact of increased demand on staffing budgets as more workers are needed to manage increasing caseloads and placement costs for cared for children.</p> <p><b>OCC07.03:</b> See OCC7.02 finance impact</p> <p><b>OCC07.06:</b> The more children we care for, the more placements we need. Increased need puts a price impact on placements and shortages of some placement types can mean children end up in more expensive placements. More cared for children may also mean higher caseloads and pressures on staffing budgets.</p> <p><b>OCC07.10:</b> Budget forecasting reviewed and reflected in light of performance.</p>

### 19. OCC 10 and 11: Running the business

**Customer contact centre:** Of the 6 measures reporting in July: 3 Amber and 1 Green and 2 Not updated (Due in Q3)

**Finance:** Of the 14 measures reporting in July: 1 Red, 3 Amber, 5 Green

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OCC 10 & 11 overall performance:		
April	May	June
July	August	September
October	November	December
January	February	March

Table illustrates measures of **OCC 10 & 11** performing under target and the RAG status.

Measure	Status	Director
<b>OCC10.03:</b> Achieve a high level of customer satisfaction across the telephony channel in the CSC	Amber	Mark Haynes
<b>OCC10.04:</b> Resolve customer enquiries received through the telephony channels at the first point of contact	Amber	Mark Haynes
<b>OCC10.05:</b> Number of telephone calls to CSC abandoned	Amber	Mark Haynes
<b>OCC11.01:</b> Overall forecast revenue variance across the Council	Amber	Lorna Baxter
<b>OCC11.02:</b> Achievement of planned savings	Red	Lorna Baxter
<b>OCC11.05:</b> Directorates deliver services and achieve planned performance within agreed budget	Red	Lorna Baxter
<b>OCC11.06:</b> Total outturn variation for the dedicated schools grant funded services	Red	Lorna Baxter
<b>OCC11.08:</b> Percentage of agreed invoices paid within 30 days	Amber	Lorna Baxter
<b>OCC11.11:</b> Debt requiring impairment –ASC Contribution Debtors	Red	Lorna Baxter
<b>OCC11.12:</b> Average cash balance compared to forecast average cash balance	Amber	Lorna Baxter
<b>OCC11.15:</b> Invoice Collection Rate – ASC Contribution debtors	Amber	Lorna Baxter

<b>Risk impact</b>	<p><b>OCC10.03:</b> The customer satisfaction survey poses no risk to the reputation of the Council nor service but is used as a means to improve services delivered to our customers. With the expected uptake of completed surveys over the next few months through our pilot, we will look to make improvements to enrich the customer experience.</p> <p><b>OCC10.04:</b> Whilst this potential increase in demand (by not attaining a reasonable First Call Resolution rate) can pose a risk to reputation and financial pressure on repeat demand, we continue to review how we capture this information and how we feed it back into service improvement. It is now captured within the phone systems, so is mandatory for advisors to complete. We are tying the results of this into the revised Service Improvement log to capture specific examples.</p> <p><b>OCC10.05:</b> Abandoned - Risk If a higher number of calls are abandoned whilst waiting to be answered in the CSC, this can lead to reputational damage to the organisation, decreased advisor motivation therefore leading to greater turnover of staff and then increased abandoned calls. Reviews of staffing and call arrival patterns are underway in order to adequately match volumes to staffing.</p>
<b>Finance impact</b>	<p><b>OCC10.03:</b> There is not a financial risk associated with CSAT as this is a performance metric, so will have no implications on our budget.</p> <p><b>OCC10.04:</b> The financial impact of not attaining First Call Resolution means that increased demand is pushed to the service areas. This can create a resourcing pressure in those areas and can lead to repeat callers thus increasing the demand again on the CSC.</p> <p><b>OCC10.05:</b> Increased abandoned calls lead to increased turnover, increased recruitment costs, training times etc. this puts pressure on budgets.</p>

20. Issues impacting on the amber and red Finance measures and associated risks are explained in more detail in Annex B.

## **Performance Highlights**

21. This section of the report concentrates on some of the successes achieved during this reporting period.
22. A new website offering practical advice for Oxfordshire people wanting to reduce their carbon footprint and save energy has gone live. Climate Action Oxfordshire – [www.climateactionoxfordshire.org.uk](http://www.climateactionoxfordshire.org.uk)– lists measures people can take and rates them according to effort, impact, and cost. It also gives people an idea of what financial savings they can make and includes tips and links on how to get started. This is a joint venture set up by Oxfordshire County Council, Oxford City Council, Cherwell, South Oxfordshire, West Oxfordshire, and the Vale of White Horse district councils, and OxLEP – the Oxfordshire Local Enterprise Partnership.
23. People across Oxfordshire who suffer disadvantages in terms of their access to the digital world will receive better support thanks to a new strategy put together by the county council with strong help from a wide variety of partner organisations supporting the **health and wellbeing of residents**. During the COVID-19 pandemic, the county council and others became ever more acutely aware of the need for people from all ages and backgrounds to have access to digital services to lead a full and independent life. Cabinet approved this strategy on 19 July 2022.
24. Oxfordshire firefighters have received praise from Her Majesty’s Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), following a recent inspection. Inspectors assessed how effectively and efficiently the service prevents and protects the public against fires and how well it looks after staff. The Inspectorate awarded Oxfordshire three ‘good’ ratings in its effectiveness, efficiency, and people categories.
25. Residents encouraged to avoid fire risk spoiling a good night’s sleep by taking advantage of free electric blanket safety checks from Oxfordshire County Council’s trading standards team. For those who are unable to travel, arrangements can be made to collect electric blankets from residents’ homes between 3 and 7 October 2022.
26. **Support carers and the social care system**, this is particularly true when the cost of living is increasing. The council and the Care Workers’ Charity have partnered to provide grants to care workers in need working or living in the Oxfordshire area. People who have supported people with care needs by sharing their homes were given recognition at the recent Oxfordshire Association of Care Providers (OACP) Awards. The Oxfordshire Shared Lives programme, operated by the council, places people in a home setting, where care is provided by a family who share their lives with that person
27. In relation to **Invest in an inclusive, integrated and sustainable transport network** Oxfordshire’s inaugural bus summit has been hailed a success after

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bringing together a host of organisations to discuss how to improve public transport in the county.

Representatives from Oxfordshire County Council, city and district councils, Oxford Bus Company, Stagecoach, bus user groups, health services, employers and the city's universities attended the event at the Said Business School on Friday 24 June.

28. Championed by Oxfordshire County Council, and supported by Sustrans, the school streets programme initially ran as a trial with nine schools last year under an experimental traffic regulation order (ETRO). Following some great results from the trial, four of the participating schools now wish to make the school streets programme permanent from September 2022.
29. To help **Preserve and improve access to nature and green spaces** Oxford's city centre will soon welcome back more open social space with a decision to temporarily partly pedestrianise Broad Street. The approval for an experimental traffic regulation order (ETRO) for a temporary public realm scheme of the street was given on Thursday 21 July, as part of a delegated decision meeting for highways management.
30. **Create opportunities for children and young people to reach their full potential** has seen Children in Oxfordshire invited to take part in a fun, free summer reading challenge by Oxfordshire County Council's libraries. This year, the Reading Agency's summer reading challenge is celebrating science and innovation and will see children team up with the Gadgeteers, a group of friends who love creating inventions. Children will be able to participate in various activities and events related to the challenge.



## Financial Position

31. The forecast Directorate overspend is £7.2m or 1.4% of the budget. The overall forecast variation is £5.9m or 1.1% after taking account of an increase in interest receivable on balances held by the council.

Directorate	Latest Budget 2022/23 £m	Forecast Spend 2022/23 £m	Variance July 2022 £m	Variance July 2022 %	Variance May 2022 £m	Change Since May £m
Adult Services	211.1	211.1	0.0	0.0	0.0	0.0
Children's Services	148.7	157.0	7.9	+5.3	5.5	+2.4
Public Health	2.4	2.2	-0.2	-8.4	0.0	-0.2
Environment & Place	62.8	63.1	-1.3	-2.1	0.0	-1.3
Commercial Development, Assets and Investments	48.6	49.9	1.0	2.1	0.4	+0.6
Customers, Organisational Development & Resources	37.3	37.1	-0.2	-0.5	-0.4	+0.2
<b>Total Directorate Budgets</b>	<b>510.9</b>	<b>520.4</b>	<b>7.2</b>	<b>1.4</b>	<b>5.5</b>	<b>+1.7</b>
<b>Budgets Held Centrally</b>						
Capital Financing Costs	26.1	26.1	0.0	0.0	0.0	0.0
Interest on Balances	-13.0	-14.3	-1.3	-0.3	-1.1	-0.2
Inflation and Contingency	12.3	12.3	0.0	0.0	0.0	0.0
Un-ringfenced Specific Grants	-33.1	-33.1	0.0	0.0	0.0	0.0
Insurance	1.4	1.4	0.0	0.0	0.0	0.0
Contribution from COVID-19 Reserve	-8.4	-8.4	0.0	0.0	0.0	0.0
Budgeted contributions to reserves	24.2	24.2	0.0	0.0	0.0	0.0
<b>Total Budgets Held Centrally</b>	<b>9.5</b>	<b>8.2</b>	<b>-1.3</b>	<b>-0.3</b>	<b>-1.1</b>	<b>-0.2</b>
<b>Net Operating Budget</b>	<b>520.4</b>	<b>528.6</b>	<b>5.9</b>	<b>1.1</b>	<b>4.4</b>	<b>+1.5</b>
Business Rates & Council Tax funding	-520.4	-520.4	0.0	0.0	0.0	0.0
<b>Forecast Year End Position</b>	<b>0.0</b>	<b>8.2</b>	<b>5.9</b>		<b>4.4</b>	<b>+1.5</b>

32. The forecast overspend for Children's Services is particularly volatile and there remains real concern over the level of demand and lack of care placements available in the system. There is significant underlying pressure of up to £11.5m requiring rapid and active intervention. The forecast for Environment & Place reflects current activity but that could be affected by changes in demand and inflationary pressures in the second half of the year.
33. Action is being taken to manage expenditure with the aim of reducing the forecast overspend by year end. An update will be provided in the next report.
34. The forecast deficit against Dedicated Schools Grant funding for High Needs remains at £17.5m in 2022/23. In line with a change to the CIPFA code of practice on DSG High Needs deficits an unusable reserve was created in 2020/21 to hold negative High Needs DSG balances. The net forecast deficit

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of £17.5m would increase the total deficit relating to High Needs held in this reserve to £47.3m.

35. The inflation and contingency budget for 2022/23 totals £12.3m. This includes £4.4m funding for pay inflation assumed at 2.5% in the budget approved in February 2022. In July 2022 National Employers offered an increase of £1,925 on all pay points with effect from 1 April 2022. This would cost an additional £6.3m and require £10.7m of the contingency budget to be moved to directorate budgets to support the on-going cost. The unions are considering this offer and an update will be provided in the next report.
36. After taking account of the projected overspend of £5.9m, general balances will be £30.8m. This is £1.9m above the risk assessed level of £28.9m agreed as part of the budget for 2022/23.
37. The Budget Priorities Reserve includes £7.7m one - off funding to support the council's priorities that was agreed as part of the 2022/23 budget in February 2022. £0.250m of the available funding has been agreed to be used for the implementation of the "VisionZero" concept. £0.250m has been agreed to be used to support partners in the delivery of a food strategy action plan. This will seek to address food poverty, inequality, access to healthy food and supporting/enhancing local food supply.
38. COVID-19 Reserve - A further £0.4m is proposed to be used to extend the funding for the managed teams in the Family Solutions Plus (FSP) service within Children's Services. The uncommitted balance of £5.1m is available to support further pressures arising from COVID-19 on a one-off basis.
39. As noted in the budget agreed by Council in February 2022, Business Rates income for 2022/23 was estimated as information about both the 2022/23 income and 2021/22 deficit position was received from the district councils after the budget was agreed. The in - year income is £5.9m more than estimated in the budget. This has been added to the Business Rates Reserve pending agreement about the use of this funding.
40. Following implementation of the dissolution of the joint working partnership with Cherwell District Council (and specifically the cessation of a shared senior management team) a review of costs and senior accountabilities has been undertaken and functions within the Commercial Development, Assets and Investment directorate have been redistributed. Community Safety will move to Public Health with the remaining services will be combined with the services within Customers, Organisational Development and Resources to create "Customers, Culture and Corporate Services". The next report will reflect the revised structure.
41. See Annex B for further details and commentary on the Finance position.

## Financial Implications

42. This report includes an update on the forecast financial position and risks for the council along with action being taken to manage the 2022/23 budget within the position agreed by Council in February 2022. The on-going impact will be considered through the Budget & Business Planning process for 2023/24.

Comments checked by:  
Lorna Baxter, Director of Finance

## Legal Implications

43. The Council has a fiduciary duty to council taxpayers, which means it must consider the prudent use of resources, including control of expenditure, financial prudence in the short and long term and the need to act in good faith in relation to compliance with statutory duties and exercising statutory powers.

Comments checked by:  
  
Anita Bradley,  
Director of Law & Governance and Monitoring Officer

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