



To: Members of the Cabinet

Notice of a Meeting of the Cabinet

Tuesday, 20 November 2018 at 2.00 pm

Rooms 1&2 - County Hall, New Road, Oxford OX1 1ND

A handwritten signature in blue ink, appearing to read 'Yvonne Rees'.

Yvonne Rees
Chief Executive

November 2018

Committee Officer: **Sue Whitehead**

Tel: 07393 001213; E-Mail: sue.whitehead@oxfordshire.gov.uk

Membership

Councillors

Ian Hudspeth	Leader of the Council
Mrs Judith Heathcoat	Deputy Leader
Lawrie Stratford	Cabinet Member for Adult Social Care & Public Health
Ian Corkin	Cabinet Member for Cherwell Partnership
Steve Harrod	Cabinet Member for Children & Family Services
Lorraine Lindsay-Gale	Cabinet Member for Education & Cultural Services
Yvonne Constance OBE	Cabinet Member for Environment
David Bartholomew	Cabinet Member for Finance
Mark Gray	Cabinet Member for Local Communities
Eddie Reeves	Cabinet Member for Transformation

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Wednesday 28 November 2018 unless called in by that date for review by the appropriate Scrutiny Committee.

Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.

Date of next meeting: 18 December 2018

Declarations of Interest

The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

- (a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
- (b) provide false or misleading information on registration, or
- (c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

Whose Interests must be included?

The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**

- those of a spouse or civil partner of the member or co-opted member;
- those of a person with whom the member or co-opted member is living as husband/wife
- those of a person with whom the member or co-opted member is living as if they were civil partners.

(in each case where the member or co-opted member is aware that the other person has the interest).

What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?.

The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

Although not explicitly required by the legislation or by the code, it is recommended that in the interests of transparency and for the benefit of all in attendance at the meeting (including members of the public) the nature as well as the existence of the interest is disclosed.

A member or co-opted member who has disclosed a pecuniary interest at a meeting must not participate (or participate further) in any discussion of the matter; and must not participate in any vote or further vote taken; and must withdraw from the room.

Members are asked to continue to pay regard to the following provisions in the code that *"You must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself"* or *"You must not place yourself in situations where your honesty and integrity may be questioned....."*

Please seek advice from the Monitoring Officer prior to the meeting should you have any doubt about your approach.

List of Disclosable Pecuniary Interests:

Employment (includes *"any employment, office, trade, profession or vocation carried on for profit or gain"*.), **Sponsorship, Contracts, Land, Licences, Corporate Tenancies, Securities.**

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members' conduct guidelines.

<http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Glenn Watson on **07776 997946** or glenn.watson@oxfordshire.gov.uk for a hard copy of the document.

If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, but please give as much notice as possible before the meeting.

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note opposite

3. Minutes (Pages 1 - 14)

To approve the minutes of the meeting held on 16 October 2018 (**CA3**) and to receive information arising from them.

4. Questions from County Councillors

Any county councillor may, by giving notice to the Proper Officer by 9 am two working days before the meeting, ask a question on any matter in respect of the Cabinet's delegated powers.

The number of questions which may be asked by any councillor at any one meeting is limited to two (or one question with notice and a supplementary question at the meeting) and the time for questions will be limited to 30 minutes in total. As with questions at Council, any questions which remain unanswered at the end of this item will receive a written response.

Questions submitted prior to the agenda being despatched are shown below and will be the subject of a response from the appropriate Cabinet Member or such other councillor or officer as is determined by the Cabinet Member, and shall not be the subject of further debate at this meeting. Questions received after the despatch of the agenda, but before the deadline, will be shown on the Schedule of Addenda circulated at the meeting, together with any written response which is available at that time.

5. Petitions and Public Address

6. Treasury Management Mid-Term Review (2018/19) (Pages 15 - 32)

Cabinet Member: Finance

Forward Plan Ref: 2018/097

Contact: Donna Ross, Principal Finance Manager – Treasury Pension Tel: (01865) 323976

Report by Director of Finance (**CA6**).

The report sets out the Treasury Management activity undertaken in the first half of the

financial year 2018/19 in compliance with the CIPFA Code of Practice. The report includes Debt and Investment activity, Prudential Indicator monitoring and forecast interest receivable and payable for the financial year.

Cabinet is RECOMMENDED to:-

(a) note the report.

(b) RECOMMEND Council to note the report and the Council's Mid-Term Treasury Management Review 2018/19.

7. The Oxfordshire Safeguarding Children's Board Annual Report/The Performance Audit & Quality Assurance Annual Report and The Case Review & Governance Annual Report (Pages 33 - 140)

Cabinet Member: Children & Family Services

Forward Plan Ref: 2018/073

Contact: Tan Lea, Strategic Safeguarding Partnerships Manager Tel: 07867 923287

Report by Director for Children's Services (**CA7**).

Local Safeguarding Children Boards were set up under the Children Act 2004 to co-operate with each other in order to safeguard children and promote their welfare. The Oxfordshire Board is led by an independent chair and includes representation from all six local authorities in Oxfordshire, as well as the National Probation service, the Community Rehabilitation Company, Police, Oxfordshire Clinical Commissioning Group, Oxford University Hospitals NHS Trust, Oxford Health NHS Foundation Trust, schools and Further Education colleges, the military, the voluntary sector and lay members.

The report highlights findings from the Board's annual report on the effectiveness of local arrangements to safeguard and promote the welfare of children in Oxfordshire. Also included are annual reports on serious case reviews and quality assurance

The OSCB annual report will also be considered by the Performance Scrutiny Committee and the Health and Wellbeing Board.

Cabinet is RECOMMENDED to note these annual reports and provide any comments.

8. Oxfordshire Safeguarding Adults Board Annual Report 2017-18 (Pages 141 - 156)

Cabinet Member: Adult Social Care & Public Health

Forward Plan Ref: 2018/125

Contact: Steven Turner, OSAB Business Manager Tel: (01865) 328993

Report by the Director of Adult Services (**CA8**).

The OSAB is required to report annually on the work of the Board and of its partners,

assessing the position of the partnerships in relation to the safeguarding adults at risk within Oxfordshire.

Cabinet is RECOMMENDED to

- (a) Note that the adult safeguarding partnership is working across Oxfordshire and that work undertaken by the Board and its partners has resulted in a 9% decrease in safeguarding concerns being referred into the Local Authority, reversing a six-year trend of an annual 30% increase in concerns year-on-year.***
- (b) Note the priorities within the report (pages 24 & 25) around service user and community engagement, improving multi-agency working, monitoring key issues and early help strategies & initiatives for 2018-19.***

9. Oxfordshire Local Aggregate Assessment 2018 (Pages 157 - 168)

Cabinet Member: Environment

Forward Plan Ref: 2018/101

Contact: Peter Day, Minerals and Waste Policy Team Leader Tel: (01865) 815544

Report by Director for Planning & Place (**CA9**).

Government planning policy in the NPPF requires the County Council to prepare an annual Local Aggregate Assessment (LAA). The LAA establishes the amount of provision for mineral working that should be made in the Minerals and Waste Local Plan and it can also be a material consideration in the determination of planning applications for mineral working. The current LAA 2017 was approved by the Cabinet in December 2017. It set provision levels for sharp sand and gravel and crushed rock higher than the 10 year sale average. These figures are the same as in the previous LAA 2014, which provides the basis for the levels of provision for mineral supply in policy M2 of the Minerals and Waste Local Plan: Part 1 - Core Strategy which was adopted in September 2017.

Updated information on sales and reserves of aggregates in Oxfordshire, for 2017, is now available. A revised LAA 2018 should be produced, taking into account this more up to date information.

Sales of sharp sand and gravel increased in 2017. There was a further slight decrease in the 10 year sales average but the 3 year sales average increased and the generally upward trend in sales was continued. Sales of soft sand and crushed rock increased and were above the LAA 2017 provision levels. On the basis of the new information available, it is considered that the approach and methodology used in the LAA 2014 and LAA 2017 continues to be robust and defensible and that the resultant analysis and conclusions continue to hold; and that the provision levels in the LAA 2017 continue to be appropriate and should be carried forward in the revised LAA 2018. It is considered to be too early in the monitoring period for the Core Strategy to change the LAA provision levels. However, the situation should continue to be monitored and the possible need for review of the figures considered annually.

The Cabinet is RECOMMENDED, subject to consideration of any advice from the South East England Aggregate Working Party, to

- (a) approve the inclusion of the provision level figures in paragraph 11 of the above report in the Oxfordshire Local Aggregate Assessment 2018 for use as the basis for provision for mineral working in the Oxfordshire Minerals and Waste Local Plan and for calculating the Oxfordshire landbank;***
- (b) authorise the Director for Planning and Place in consultation with the Cabinet Member for Environment to finalise the Oxfordshire Local Aggregate Assessment 2018 and to publish it on the Council website.***

10. Thames Water Revised Draft Water Resource Management Plan (WRMP) (Pages 169 - 192)

Cabinet Member: Environment

Forward Plan Ref: 2018/142

Contact: Dawn Pettis, Strategy Planning Team Leader Tel: (01865) 815320/Amanda Jacobs, Principal Infrastructure Planner Tel: 07825 314772

Report by Director for Planning & Place (**CA10**).

Thames Water are currently consulting on their Revised Draft Water Resources Management Plan (WRMP) 2019 which looks ahead to 2100.

The consultation documents outline the changes to the original Draft WRMP and include the preferred demand management and water supply options for Thames Water and the wider South East region.

The Cabinet paper acknowledges some progress that Thames Water has made in terms of commitment to further reduction in leakage. However, concerns remain on the calculations used by Thames Water to underpin their preferred plan and the principle of a proposed reservoir in Abingdon. The paper also discusses high level transport issues that Thames Water needs to consider, should the proposed reservoir progress.

Cabinet is RECOMMENDED to:

- (a) Consider the issues and the draft response in Appendix 1, and provide comments as appropriate.***
- (b) Agree that the final response to the consultation be signed off by the Director for Planning and Place in consultation with the Cabinet Member for the Environment.***

11. Innovation Fund for Daytime Support Grant Awards - November 2018 (Pages 193 - 214)

Cabinet Member: Adult Social Care & Public Health

Forward Plan Ref: 2018/138

Contact: Rebecca Lanchbury, Commissioning Officer (Older People) Tel: 07584

481255

Report by Deputy Director for Joint Commissioning (**CA11**).

The Innovation Fund for Daytime support 2018-19 was open to applications from all community and voluntary organisations to deliver new innovative projects for daytime support in Oxfordshire.

The aim of the funding is to provide one-off funding to support the development of self-sustaining projects, delivering new opportunities for adults in Oxfordshire.

As per the agreed cross-party decision-making process, the cross-party panel reviewed the applications and assessed them against grant criteria. Recommendations for award were coproduced with people who use services and supported by officer recommendations.

This paper sets out the final cross-party panel recommendations for allocation of the Innovation Fund for daytime support 2018-19, for decision by Cabinet.

Cabinet is RECOMMENDED to:

- (a) ***congratulate the voluntary sector for its continued commitment and dedication to innovation and provision of new opportunities to people using services in Oxfordshire;***
- (b) ***review and agree the cross-party evaluation panel's recommendations for Innovation Fund grant awards as set out at paragraph 10 of the report; and.***
- (c) ***approve utilisation of the remaining amount as set out under 18 above for a third round of applications to the Innovation Fund 2018-19.***

12. Staffing Report - Quarter 2 - 2018 (Pages 215 - 222)

Cabinet Member: Deputy Leader

Forward Plan Ref: 2018/098

Contact: Sarah Currell, HR Manager – IBC Interface Tel: 07867 467793

Report by Director of Human Resources (**CA12**).

This report gives an update on staffing numbers and related activity during the period 1 July 2018 to 30 September 2018. It gives details of the actual staffing numbers at 30 September 2018 in terms of Full Time Equivalents. These are shown by directorate in Appendix 1. In addition, the report provides information on the cost of posts being covered by agency staff and an Agency Trend analysis in Appendix 2.

The Cabinet is RECOMMENDED to note the report

13. Forward Plan and Future Business (Pages 223 - 226)

Cabinet Member: All

Contact Officer: Sue Whitehead, Committee Services Manager Tel: 07393 001213

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include “updating of the Forward Plan and proposals for business to be conducted at the following meeting”. Items from the Forward Plan for the immediately forthcoming meetings of the Cabinet appear in the Schedule at **CA13**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

The Schedule is for noting, but Cabinet Members may also wish to take this opportunity to identify any further changes they would wish to be incorporated in the next Forward Plan update.

The Cabinet is RECOMMENDED to note the items currently identified for forthcoming meetings.

14. Exempt Item

It is RECOMMENDED that the public be excluded for the duration of items CA15 since it is likely that if they were present during that item there would be disclosure of exempt information as defined in Part I of Schedule 12A to the Local Government Act 1972 (as amended) and specified below in relation to those items and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

THE DOCUMENT FOR THE ITEM HAS NOT BEEN MADE PUBLIC AND SHOULD BE REGARDED AS ‘CONFIDENTIAL’ BY MEMBERS AND OFFICERS ENTITLED TO RECEIVE THEM.

THIS ALSO MEANS THAT THE CONTENTS SHOULD NOT BE DISCUSSED WITH OTHERS AND NO COPIES SHOULD BE MADE.

15. Exempt Minute (Pages 227 - 228)

To approve the exempt minutes of the meeting held on 16 October 2018 (**CA15**) and to receive information arising from them.

The information contained in the annexes is exempt in that it falls within the following prescribed category:

3. *Information relating to the financial or business affairs of any particular person (including the authority holding that information);*

and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in

that the disclosure could affect both the outcome of the current planning application for delivery of the school and the conduct of the Education Skills and Funding Agency (ESFA).

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CABINET

MINUTES of the meeting held on Tuesday, 16 October 2018 commencing at 2.00 pm and finishing at 3.50 pm

Present:

Voting Members:

- Councillor Ian Hudspeth – in the Chair
- Councillor Mrs Judith Heathcoat
- Councillor Lawrie Stratford
- Councillor Ian Corkin
- Councillor Steve Harrod
- Councillor Lorraine Lindsay-Gale
- Councillor Yvonne Constance OBE
- Councillor David Bartholomew
- Councillor Mark Gray
- Councillor Eddie Reeves

Other Members in Attendance:

- Councillor Sobia Afridi (Agenda Item 8)
- Councillor Liz Brighthouse (Agenda Item 9 & 10)
- Councillor John Howson (Agenda Item 15)
- Councillor Mark Lygo (Agenda Item 15)
- Councillor Glynis Phillips (Agenda Item 6, 7 & 10)
- Councillor Emily Smith (Agenda Item 10)

Officers:

Whole of meeting	Yvonne Rees (Chief Executive); Sue Whitehead (Resources Directorate)
Part of meeting	
Item	Name
6	Lorna Baxter, Director of Finance
7	Bev Hindle, Strategic Director for Communities; Katy Jurczynsyn, Strategic Finance Manager
8	Jonathan McWilliam, Director of Public Health
9	Robin Rogers, Spatial Infrastructure Planning Res. Manager
11	Ian Dyson, Assistant Director of Finance (Assurance)
15	Lucy Butler, Director for Children's Services; Allyson Milward, Strategic Lead for Education Sufficiency

The Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting, together with a schedule of addenda tabled at the meeting, and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda, reports and schedule, copies of which are attached to the signed Minutes.

93/18 DECLARATIONS OF INTEREST

(Agenda Item. 2)

Councillor Phillips, as a resident of Headington, declared an interest in respect of the Access to Headington Scheme when speaking on Item 7, Capital Programme Monitoring and Medium Term Financial Plan Delivery Report.

94/18 MINUTES

(Agenda Item. 3)

The Minutes of the meeting held on 18 September 2018 were approved and signed as a correct record subject to the following corrections:

Attendance – delete duplicate incidence of Councillor Heathcoat and add Councillor Hudspeth.

Minute 86/18 – In the second paragraph of the preamble the figure £46.5 be corrected to read £46.5m

Minute 87/18 – Sixth paragraph to be amended to read:

“Although Councillor Bartholomew agreed that internal borrowing was preferable he did not feel that it was appropriate to tie the Treasury Management Team in to internal borrowing if circumstances arose when a much better return could be achieved with external investments and the capital funding was obtained via the PWLB.”

95/18 QUESTIONS FROM COUNTY COUNCILLORS

(Agenda Item. 4)

Councillor Turnbull had given written notice of the following question to Councillor Lindsay-Gale:

“How many maintained schools and colleges in Oxfordshire are operating in-year budget deficits?”

Councillor Lindsay-Gale replied:

“Based on the budget and monitoring plans provided by maintained schools 111 schools out of a total of 154 (or 72%) are operating in year budget deficits.

There will be many reasons for in-year deficits, schools may be budgeting for significant one-off costs (redundancy, repair & maintenance, building work, ICT replacements) or managing the impact of fluctuating pupil numbers.

Each year, schools are asked to plan their budget for a three year period taking into account any brought forward balances.”

Councillor Howson had given written notice of the following question to Councillor Constance:

“Please can you provide an indication of the timetable when traffic reduction measures, as presented in the Oxford Transport Strategy and a briefing to Councillors in January 2018 are likely to be introduced?”

Councillor Constance replied:

“The County Council is presently working with the City Council to develop options as part of a detailed business case and this will be accompanied by extensive public consultation. We remain committed to exploring options to reduce traffic in Oxford, which includes consideration of a workplace parking levy and congestion charge. The project programme is being reviewed by officers at present with a view to reporting to Cabinet at the next available opportunity once this review has been completed”.

Supplementary: Councillor Howson asked if given a number of very large planning applications with significant transport implications the Cabinet Member would give some idea of when work would come to fruition. Councillor Constance replied that she at this stage she could not give an end date, but that progress was being made. A City Council and County Council Steering Group had been set up and was meeting monthly. Councillor Constance assured Councillor Howson that he would be amongst the first to know when more information was available.

Councillor Roz Smith had given written notice of the following question to Councillor Constance:

“Pressure on residential parking bays in Headington is increasing. Could the Cabinet member provide information of the number of parking permits issued to businesses which allow them to park in the controlled parking zone (CPZ) in central Headington?”

Councillor Constance replied

“There are currently 36 valid Business Permits issued in the central Headington CPZ.

Supplementary: Councillor Roz Smith referred to the Car Parking Policy and noted that permits for businesses were issued for commercial business need and not for commuting. She feared that some permits were being used for commuting and asked what monitoring was being done or could be done to ensure permits were being used correctly? Councillor Constance indicated that it should be possible to check whether permits were valid, and she would consider the point made and reply in writing on what could be done to monitor use.

Councillor Emily Smith had given written notice of the following question to Councillor Corkin:

“What is the date of the first Partnership Working Group meeting for the Cherwell-Oxfordshire partnership and will this be open to the public?”

Councillor Corkin replied:

“The Partnership Working Group has been established through the s113 arrangements and is a cross-party group that will be considering detailed business plans and proposals for joint working arrangements. The first meeting will be held on 23 October 2018 at 2.00 pm in County Hall, Oxford. It would not be appropriate for this group to meet in public given that it will be discussing personal information in relation to staffing and, likely, confidential and sensitive information relating to risk. However, the purpose of the group is to have a space within which to discuss and debate those matters with a view to making recommendations having been satisfied that any proposal is sufficiently robust.

The recommendations will be to the respective Cabinets of Cherwell and Oxfordshire for final approval which, of course, will meet in public”.

Supplementary: Asked whether minutes would be available and whether political balance had been agreed on the Group, Councillor Corkin replied that the minutes of the meetings would remain confidential but with recommendations coming through to the respective Cabinet meetings. All main political groups were represented on the Working Group.

96/18 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 5)

The Leader of the Council had agreed the following requests to address the meeting:-

Item	Speaker
Item 6– Financial Monitoring and Medium Term Financial Plan Delivery Report	Councillor Glynis Phillips, Shadow Cabinet Member for Finance
Item 7 – Capital Programme Monitoring Report	Councillor Glynis Phillips, Shadow Cabinet Member for Finance
Item 8 – Director of Public Health Annual Report	Cllr Sobia Afridi – Shadow Cabinet Member, Adult Social Care & Public Health
Item 9 –Operating Model – Implementation Strategy	Councillor Liz Brighthouse, Opposition Leader

Item 10 – Performance Scrutiny Young Carers Deep Dive Recommendations	Councillor Liz Brighthouse, Chairman of Performance Scrutiny Committee
Item 15 – Updated Financial and Resource Contributions to the Swan School Project in Oxford	Councillor John Howson, local councillor for St Margaret's Councillor Mark Lygo, local councillor for Marston & Northway

97/18 FINANCIAL MONITORING AND MEDIUM TERM FINANCIAL PLAN DELIVERY REPORT - AUGUST 2018

(Agenda Item. 6)

Cabinet considered a report that set out the forecast position of the revenue budget as at the end of August 2018. The report also included an update on the delivery of savings, plus forecast reserves and balances.

Councillor Phillips, Shadow Cabinet Member for Finance, stated that the report illustrated the fragility of the Council's financial position. In particular the ongoing increase in demand for children's services was a national problem requiring a national solution. Councillor Phillips highlighted a number of issues including that services such as those for unaccompanied young asylum seekers were not fully funded by government. She also noted that where schools became academies debt was retained by the authority but that any surplus was kept by the school. Councillor Phillips looked forward to the government Green Paper and hoped that the Chancellor's budget statement would reflect the end of austerity.

Councillor Bartholomew, Cabinet Member for Finance, refuted that the Council's financial position was fragile. The overspend was similar to that at the same point last year, would be addressed and a balanced budget delivered. Councillor Bartholomew commented that children's services were demand led and the Council was doing everything it could at a local level. He shared Councillor Phillip's concern about the underfunding of services for unaccompanied young asylum seekers. Councillor Bartholomew had sympathy with the point she made on schools becoming academies.

Councillor Bartholomew, introduced the contents of the report. Lorna Baxter, Director of Finance, referred to the additional funding from government for adult social care. The Council had not received notification of their share of the funding and expected that it would have conditions attached.

RESOLVED:-

- (a) note the report;
- (b) note the virements set out in Annex 2b;
- (c) approve the supplementary estimates set out in Annex 2c and paragraph 10;

- (d) approve the bad debt write-offs as set out in paragraphs 21 and 22.

98/18 CAPITAL PROGRAMME MONITORING REPORT - AUGUST 2018

(Agenda Item. 7)

Cabinet considered a capital programme update and monitoring report that focussed on the delivery of the 2018/19 capital programme based on projections at the end of August 2018 and new inclusions within the overall ten-year capital programme.

Councillor Phillips, Shadow Cabinet Member for Finance, commented that the report reflects the amount of activity taking place. Referring to the annexes which listed projects she noted that the Risinghurst project did not seem to be there. Councillor Phillips highlighted the Access to Headington project and asked Cabinet to support the recommendation. She added that the issue had been the piecemeal approach to the project with works since October 2016 and a further phase still outstanding. Councillor Phillips queried confidence levels that the Council had the capacity and confidence to manage this level of activity.

Councillor Bartholomew responded to the points made noting that it was not always possible to get all the money for a project together at one time. In reality schemes were ready to go and the Council sought funding where ever they could. Capacity was being addressed at every level with people being brought. In addition, the capacity of contractors was being addressed. Councillor Hudspeth, Leader of the Council added that he had complete confidence in officers to monitor the programme. It was good to have such a robust capital programme. It was an exciting time for Oxfordshire to be able to deliver the infrastructure everyone wants.

Councillor Bartholomew, introduced the contents of the report and moved the recommendations.

RESOLVED:-

- (a) note the report;
- (b) approve the updated Capital Programme at Annex 2 and the associated changes to the programme in Annex 1c;
- (c) approve the stage 0 budget requirement of £2.5m towards the expansion at Radley School within the Basic Need Programme with funding options considered at Stage 1 gateway.
- (d) approve the stage 0 budget requirement of £1.5m towards the expansion at Bardwell School within the Basic Need Programme.
- (e) approve the additional budget requirement of £3.5m towards the Eastern Arc Phase 1: Access to Headington Project, for an overall budget provision of £14.5m.

99/18 DIRECTOR OF PUBLIC HEALTH ANNUAL REPORT XI

(Agenda Item. 8)

Cabinet had before them a report which summarised key issues associated with the Public Health of the County. It was an independent report about the health and wellbeing of Oxfordshire residents in the broadest terms. It used science and fact to describe the health of Oxfordshire and to make recommendations for the future.

The report covered the following areas:

Chapter 1: The Demographic Challenge
Chapter 2: Creating Healthy Communities
Chapter 3: Breaking the Cycle of Disadvantage
Chapter 4: Lifestyles and Preventing Disease Before it Starts
Chapter 5: Promoting Mental Wellbeing and Positive Mental Health
Chapter 6: Fighting Killer Diseases.

Councillor Afridi, Shadow Cabinet Member for Adult Social Care & Public Health, thanked Jonathan McWilliam for the balanced report and for all his hard work over the years. Councillor Afridi commented that prevention was better than cure and highlighted Chapter 3, on breaking the cycle of disadvantage. She queried why there was nothing in the report about the rise in drug use. Councillor Stratford, Cabinet Member for Adult Social Care & Public Health responding to comments made.

Councillor Stratford, in moving the recommendation referred to the recommendations from the Oxfordshire Joint Health & Overview Scrutiny Committee that should also be recommended to Council. He stated that it was an interesting read and as always, a good report. He highlighted a number of issues, including the demographic challenge and the impact of loneliness and noted that a lot of the issues were for others to address.

Jonathan McWilliam, presented the contents of the report. Councillor Hudspeth, Leader of the Council, stressed the importance of building on communication and the importance to keep working with partners. In noting that this was Jonathan's last annual report Councillor Heathcoat thanked him for all his work over the years.

During discussion Cabinet in commending the report:

1. Highlighted the issue of loneliness which was affecting more people. Carers looking after dementia sufferers often felt isolation; it was possible to be lonely in a crowded place and with the growth agenda there would be a lot of people moving into new housing areas.
2. The chapter on the demographic challenge and people and place was useful providing empirical evidence that could be used by councillors at the local level.

RESOLVED:-

to **RECOMMEND** Council to receive the report and note its recommendations, including the recommendations of the Oxfordshire Joint Health Overview & Scrutiny Committee.

100/18 OPERATING MODEL: IMPLEMENTATION STRATEGY

(Agenda Item. 9)

In September 2018, Cabinet endorsed a new Operating Model as the basis for transformation of the whole Council to support the delivery of the Thriving Communities vision. Cabinet also agreed a set of delivery principles and directed the Chief Executive to bring further proposals for implementation of the Operating Model back to Cabinet for decision.

Cabinet had before them a report that set out the scale of change that implementing the Operating Model and associated workstreams would represent. It set out a proposed strategy for delivering that change that recognised that the programme can only be successful with full ownership by the Council's members and staff and with clear accountability for delivery sitting with the Council's senior managers. It recommended working with a strategic partner, noting that other suppliers may be required over the life-time of the programme to work alongside the Council to deliver benefits in the most effective way.

The report also considered decision making on costs and initial funding arrangements and the required approach towards staff, resident and partner engagement. Finally, the report made recommendations with respect to ensuring appropriate member oversight of this strategic, long-term programme.

Councillor Brighthouse, Opposition Leader, expressed her pleasure at the way the report had moved on. She accepted that radical action was needed in the face of cuts and rising demand. Councillor Brighthouse stressed the need to look at governance and to work together to avoid the Cabinet Member being exposed. In terms of implementation she recognised that on occasion outside skills and expertise would be needed and noted that in this paper it was not just about going to PWC but to others as appropriate. Councillor Brighthouse asked that cabinet ensure the involvement of all councillors. All councillors had equal knowledge of their own division and could contribute. The right HR model was important to be able to manage HR requirements properly. She hoped that going forward all would be engaged and that the funding referred to would be available to invest in adult social care and children's services.

Councillor Reeves, Cabinet Member for Transformation, commended Councillor Brighthouse for her comments and noted the great degree of consensus there was on this matter.

Councillor Reeves, in introducing the report drew attention to paragraph 9 setting out the implementation approach. Engagement was key to success with a vital role for councillors to play. The Cabinet Advisory Group should be established quickly, and the role of the Performance Scrutiny Committee and the Audit & Governance Committee was equally vital. People should not underestimate the challenge for staff.

During discussion Cabinet:

1. Thanked Robin Rogers, the team and the Chief Executive for the reworking of the approach.
2. Agreed with comments highlighting the importance of engagement.
3. Recognised that the transformation was necessary to deliver savings and better services. In choosing to go for more savings it would allow Cabinet to be reinvest in services, with real challenge and choices to be made.
4. Considered how the transformation programme would work with the OCC Cherwell Partnership working.
5. Recognised that staff are the Council's biggest asset and that morale could be affected by uncertainty over the future. It was important to find a mechanism for keeping them involved.
6. The transformation provided an opportunity for staff to develop in new directions and that was to be welcomed.

Having reviewed the approach set out in the report Cabinet:

RESOLVED:- to:

- (a) approve the approach for implementation set out in paragraph 9;
- (b) agree the recommended option for resourcing the approach through supplementing internal capacity with a strategic partnering arrangement (in-accordance with the access agreement entered into with PwC, following Cabinet's approval in July 2018) and alternative commissioned support as required, as set out from paragraph 28;
- (c) agree to the proposals for funding programme expenditure within 2018/19 from the Transformation Reserve as set out in paragraph 82;

101/18 PERFORMANCE SCRUTINY YOUNG CARERS DEEP DIVE RECOMMENDATIONS

(Agenda Item. 10)

Cabinet considered the report setting out recommendations from the Performance Scrutiny Committee deep dive into how the Council identifies and supports young carers to reduce the inequalities they face.

Councillor Brighouse, Chairman of Performance Scrutiny Committee. set out the context for the deep dive and indicated that the work was seen not as the

end result but as a beginning. Councillors knew that young carers were disadvantaged but were often under the radar, managing their own lives.

Councillor Phillips, speaking as a member of the deep dive recognised that the weakness in the work so far had been that they had not been able to speak to young carers. The councillors involved intended to continue this work. Councillor Phillips referred to the work of Be Free Young Carers, who were not supported financially by the Council. Councillor Emily Smith, speaking as a member of the deep dive added that children were picking up the gap in service provision of adult social care.

Responding to a question Councillor Phillips explained that it had not been possible to speak to young carers to this point, due to diary clashes, but that it had been important to members to bring to Cabinet's attention the findings so far.

During discussion Cabinet:

1. Commended the work done so far by councillors and officers but generally felt that the report was premature and incomplete. In particular it was important to speak to young carers. Cabinet looked forward to the report coming back once further work was completed.
2. There was support for the principle of a Young Carers Councillor champion, but more work was needed to define the role.
3. Considered the work of the charity Be Free Young Carers and discussed the response to the first recommendation, with one Cabinet Member suggesting that officers sit down with the charity to find a way forward.

Councillor Brighthouse, responded, commenting that deep dives were evidence based and that this one had resulted from members of the Performance Scrutiny Committee identifying a gap in an earlier Council commissioned report. Officers had worked hard and there had been a need to air the issues. The work so far indicated that there was a lot more to be done. Data was needed on the referrals, with more data required from adult social care and children's services.

RESOLVED: to defer a decision on the recommendations in the report pending further work by the Performance Scrutiny Committee and a further report back to Cabinet.

102/18 BUSINESS MANAGEMENT & MONITORING REPORT FOR QUARTER 1 - OCTOBER 2018

(Agenda Item. 11)

Cabinet considered a report that demonstrated the state of Oxfordshire County Council's (OCC's) business about progress towards Corporate Plan priorities at the end of Quarter 1 2018-19. This was the first report using the new OCC Corporate Plan and Outcomes Framework, and the first to focus fully on the high priority outcomes rather than the underlying measures.

Councillor Heathcoat, Deputy Leader of the Council Performance commented that improvement/deterioration since the last quarter of 2017-18 could not easily be assessed at the outcome level as the 13 outcomes were newly created. However, the indicators beneath the outcomes offered continuity and showed performance improvement in household waste, delayed transfers of care and the numbers of children's social care assessments. There were also many green indicators across the whole report. The direction of travel was positive. Future reports would link into the transformation programme.

RESOLVED:- to note the report.

103/18 DELEGATED POWERS - OCTOBER 2018

(Agenda Item. 12)

Cabinet noted the following executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for scrutiny to call in.

<i>Date</i>	<i>Subject</i>	<i>Decision</i>	<i>Reasons for Urgency</i>
1 August 2018	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of the award of a Works Contract at Matthew Arnold Secondary School	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in respect of the award of a works contract for a Basic Needs project to provide additional secondary school places at Matthew Arnold School at a cost of £2,315,920.	In order to minimise further impact on delivery following the collapse of Carillion.
1 August 2018	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of the award of a Contract for a Two Classroom Modular Building at Great Milton CE School	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in respect of the award of a contract for a Two Classroom Modular Building at Great Milton CE School at a cost of C£180,000.	In order to minimise further impact on delivery following the collapse of Carillion.

1 August 2018	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of the award of a Contract to Provide a Basic Need Additional Primary Expansion of Sutton Courtenay CE Primary School	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in respect of the award of a contract to provide a basic need additional primary expansion of Sutton Courtenay CE Primary School at a cost of £394,904	In order to minimise further impact on delivery following the collapse of Carillion.
1 August 2018	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of the award of a Contract for Abingdon, Wantage and Oxford Options Adult Centres	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in respect of the award of a contract for Abingdon, Wantage and Oxford Options Adult Centres at a cost of £95,522 (£125,522 taking into account a sum set aside for contingency).	To avoid significant delays to essential works following the collapse of Carillion.
7 August 2018	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of the award of a Contract for Cross Regional residential and educational provision for looked after children with complex needs	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in respect of the award of a contract to Broadwood Residential Limited for Cross Regional (Oxfordshire, Buckinghamshire, Reading, Bracknell Forest, Milton Keynes and Hertfordshire) residential and	To ensure continuation of service provision during an exercise to procure residential and educational provision for looked after children with complex needs with 5 other local authorities.

		educational provision for looked after children with complex needs from 1 January 2019 – 31 July 2019 at a cost of £689,619	
24 September 2018	Request for Exemption from Contract Procedure Rules for a Contract providing Care Services for People with a Learning Disability provided by the Kingwood Trust	Approved an exemption from the re-tendering requirements under OCC's Contract Procedure Rules and to extend the current contract with the Kingwood Trust by up to a further 8 months	To enable the continuity of a statutory service and to enable a full tender to be launched for these services.

104/18 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 13)

The Cabinet considered a list of items for the immediately forthcoming meetings of the Cabinet together with changes and additions set out in the schedule of addenda.

RESOLVED: to note the items currently identified for forthcoming meetings.

105/18 EXEMPT ITEM

(Agenda Item. 14)

RESOLVED: that the public be excluded during the consideration of the Annex since it is likely that if they were present during that discussion there would be a disclosure of "exempt" information as described in Part I of Schedule 12A to the Local Government Act, 1972 and specified below the item in the Agenda.

PROCEEDINGS FOLLOWING THE WITHDRAWAL OF THE PRESS AND PUBLIC

106/18 UPDATED FINANCIAL AND RESOURCE CONTRIBUTION TOWARDS THE SWAN FREE SCHOOL PROJECT IN OXFORD

(Agenda Item. 15)

The information contained in the annex is exempt in that it falls within the following prescribed category:

3. *Information relating to the financial or business affairs of any particular person (including the authority holding that information);*

and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in that the disclosure could affect both the outcome of the current planning application for delivery of the school and the conduct of the Education Skills and Funding Agency (ESFA).

Cabinet received information on progress with provision of the above school to meet demand for secondary school places in Oxford from September 2019 and to ensure that the county council is in a position to respond quickly to whatever planning decision is taken by Oxford City Council on 15 October 2018.

The ESFA team leading the project had indicated that a revised programme of transfer of assets from the Council would be required to ensure the need for places in 2019 could be met.

Councillors John Howson and Mark Lygo addressed Cabinet.

RESOLVED: to approve the way forward.

..... in the Chair

Date of signing

Division(s): N/A

CABINET – 20 NOVEMBER 2018

TREASURY MANAGEMENT MID-TERM REVIEW 2018/19

Report by Director of Finance

Introduction

1. The Chartered Institute of Public Finance and Accountancy's (CIPFA's) Code of Practice on Treasury Management (Revised) 2011 recommends that members are informed of Treasury Management activities at least twice a year. This report ensures this authority is embracing Best Practice in accordance with CIPFA's recommendations.
2. The following annexes are attached
 - Annex 1 Debt Financing 2018/19
 - Annex 2 PWLB Debt Maturing
 - Annex 3 Prudential Indicator Monitoring
 - Annex 4 Arlingclose Quarter 2 Benchmarking
 - Annex 5 Specified & Non Specified Investments 2018/19

Strategy 2018/19

3. The approved Treasury Management Strategy for 2018/19 was based on an average base rate forecast of 0.63% (0.50% from April to September, then 0.75% from October to March).
4. The Strategy for borrowing provided an option to fund new or replacement borrowing up to £50m through internal borrowing.
5. The Strategy included the continued use of pooled fund vehicles with variable net asset value.

External Context – Provided by Arlingclose

6. **Economic backdrop:** Oil prices rose by 23% over the six months to around \$82/barrel. UK Consumer Price Inflation (CPI) for August rose to 2.70% year/year, above the consensus forecast and that of the Bank of England's in its August *Inflation Report*, as the effects of sterling's large depreciation in 2016 began to fade. The most recent labour market data for July 2018 showed the unemployment rate at 4%, its lowest since 1975. The 3-month average annual growth rate for regular pay, i.e. excluding bonuses, was 2.90% providing some evidence that a shortage of workers is providing support to wages. However real wages (i.e. adjusted for inflation) grew only by 0.20%, a marginal increase unlikely to have had much effect on households.
7. The rebound in quarterly GDP growth in Q2 to 0.40% appeared to overturn the weakness in Q1 which was largely due to weather-related factors. However, the detail showed much of Q2 GDP growth was attributed to an increase in inventories. Year/year GDP growth at 1.20% also remains below trend. The Bank of England made no change to monetary policy

at its meetings in May and June, however hawkish minutes and a 6-3 vote to maintain rates was followed by a unanimous decision for a rate rise of 0.25% in August, taking Bank Rate to 0.75%.

8. Having raised rates in March, the US Federal Reserve again increased its target range of official interest rates in each of June and September by 0.25% to the current 2%-2.25%. Markets now expect one further rise in 2018.
9. The escalating trade war between the US and China as tariffs announced by the Trump administration appeared to become an entrenched dispute, damaging not just to China but also other Asian economies in the supply chain. The fallout, combined with tighter monetary policy, risks contributing to a slowdown in global economic activity and growth in 2019.
10. The EU Withdrawal Bill, which repeals the European Communities Act 1972 that took the UK into the EU and enables EU law to be transferred into UK law, narrowly made it through Parliament. With just six months to go when Article 50 expires on 29th March 2019, neither the Withdrawal Agreement between the UK and the EU which will be legally binding on separation issues and the financial settlement, nor its annex which will outline the shape of their future relationship, have been finalised, extending the period of economic uncertainty.
11. **Financial markets:** Gilt yields displayed marked volatility during the period, particularly following Italy's political crisis in late May when government bond yields saw sharp moves akin to those at the height of the European financial crisis with falls in yield in safe-haven UK, German and US government bonds. Over the period, despite the volatility, the net change in gilt yields was small. The 5-year benchmark gilt only rose marginally from 1.13% to 1.16%. There was a larger increase in 10-year gilt yields from 1.37% to 1.57% and in the 20-year gilt yield from 1.74% to 1.89%. The increase in Bank Rate resulted in higher money markets rates. 1-month, 3-month and 12-month LIBID rates averaged 0.56%, 0.70% and 0.95% respectively over the period.
12. **Credit background:** Reflecting its perceived higher risk, the Credit Default Swap (CDS) spread for non-ringfenced bank NatWest Markets plc rose relatively sharply over the period to around 96bps. The CDS for the ringfenced entity, National Westminster Bank plc, has held steady below 40bps. Although the CDS of other UK banks rose marginally over the period, they continue to remain low compared to historic averages.
13. The ringfencing of the big four UK banks - Barclays, Bank of Scotland/Lloyds, HSBC and RBS/NatWest Bank plc – is complete, the transfer of their business lines into retail (ringfenced) and investment banking (non-ringfenced) is progressing and will need to be completed by the end of 2018.
14. There were a few credit rating changes during the period. Moody's downgraded Barclays Bank plc's long-term rating to A2 from A1 and NatWest Markets plc to Baa2 from A3 on its view of the credit metrics of the entities post ringfencing. Upgrades to long-term ratings included those for Royal Bank of Scotland plc, NatWest Bank and Ulster Bank to A2 from A3 by Moody's and to A- from BBB+ by both Fitch and Standard & Poor's (S&P). Lloyds Bank plc and Bank of Scotland plc were upgraded to A+ from A by S&P and to Aa3 from A1 by Moody's.
15. Our treasury advisor Arlingclose will henceforth provide ratings which are specific to wholesale deposits including certificates of deposit, rather than provide general issuer credit

ratings. Non-preferred senior unsecured debt and senior bonds are at higher risk of bail-in than deposit products, either through contractual terms, national law, or resolution authorities' flexibility during bail-in. Arlingclose's creditworthiness advice will continue to include unsecured bank deposits and CDs but not senior unsecured bonds issued by commercial banks.

Treasury Management Activity

Debt Financing

16. The Council's cumulative total external debt has decreased from £367.38m on 1 April 2018 to £346.38m by 30 September 2018, a net decrease of £21m. No new debt financing has been arranged during the year. The total forecast external debt as at 31 March 2019, after repayment of loans maturing during the year, is £343.38m. The forecast debt financing position for 31 March 2019 is shown in Annex 1.
17. At 30 September 2018, the authority had 60 PWLB¹ loans totalling £296.38m, 9 LOBO² loans totalling £45m and 1 long-term fixed Money Market loan totalling £5m³. The combined weighted average interest rate for external debt as at 30 September 2018 was 4.44%.

Maturing Debt

18. The Council repaid £21m of maturing PWLB loans during the first half of the year. The details are set out in Annex 2.

Debt Restructuring

19. The premium charge for early repayment of PWLB debt remained relatively expensive for the loans in the Authority's portfolio and therefore unattractive for debt restructuring activity. No PWLB debt restructuring activity was undertaken during the first half of the year. Opportunities to restructure debt remain under regular review.

LOBOs

20. At the beginning of the financial year the Authority held £45m of LOBO (Lender's Option Borrower's Option) loans where the lender has the option to propose an increase in the interest rate at set dates, following which the Authority has the option to either accept the new rate or to repay the loan at no additional cost. £20m of these LOBOs had options during 2018/19, to the 30 September 2018 none had been exercised by the lender. The Authority acknowledges there is an element of refinancing risk associated with LOBOs

¹ PWLB (Public Works Loans Board) is a Government agency operating within the United Kingdom Debt Management Office and is responsible for lending money to Local Authorities.

² LOBO (Lender's Option/Borrower's Option) Loans are long-term loans which include a re-pricing option for the bank at predetermined intervals.

³ In June 2016, the Council's LOBO with Barclays PLC was converted to a fixed rate loan at its current interest rate of 3.95% to mature on the 29th May 2065 with Barclays waiving their right to change the interest rate on the loan in the future.

although in the current interest rate environment lenders are unlikely to exercise their options.

Investment Strategy

21. The Authority holds deposits and invested funds representing income received in advance of expenditure plus balances and reserves. The guidance on Local Government Investments in England gives priority to security and liquidity and the Authority's aim is to achieve a yield commensurate with these principles. The Council continued to adopt a cautious approach to lending to financial institutions and continuously monitored credit quality information relating to counterparties.
22. During the first half of the financial year short term fixed deposits of up to 12 months have been placed with banks and building societies on the approved lending list and Money Market Funds have been utilised for short-term liquidity. Opportunities to place longer-term deposits have been limited, however four longer term loans have been entered into with other Local Authorities where the return has been attractive.
23. The Treasury Management Strategy Statement and Annual Investment Strategy for 2018/19 included the use of external fund managers and pooled funds to diversify the investment portfolio through the use of different investment instruments, investment in different markets, and exposure to a range of counterparties. It is expected that these funds should outperform the Council's in-house investment performance over a rolling three year period. The strategy permitted up to 50% of the total portfolio to be invested with external fund managers and pooled funds (excluding Money Market Funds). The performance of the pooled funds will continue to be monitored by the Treasury Management Strategy Team (TMST) throughout the year against respective benchmarks and the in-house portfolio.

The Council's Lending List

24. The Council's in-house cash balances were deposited with institutions that meet the Council's approved credit rating criteria. The approved Lending List is updated to reflect changes in counterparty credit quality with changes reported to Cabinet on a bi-monthly basis. There were no changes to the lending list in the first half of 2018/19.
25. In the six months to 30 September 2018 there were no instances of breaches in policy in relation to the Council's Lending List. Any breaches in policy will be reported to Cabinet as part of the bi-monthly Business Strategy and Financial Monitoring report.

Investment Performance

26. Security of capital has remained the Authority's main investment objective. This has been maintained by following the Authority's counterparty policy as set out in its Treasury Management Strategy Statement and Annual Investment Strategy for 2018/19.
27. The average daily balance of temporary surplus cash invested in-house in the six months to 30 September was £338m. The Council achieved an average in-house return for that period

of 0.81%, above the budgeted rate of 0.75% set in the strategy. This has produced gross interest receivable of £1.38m for the period to 30 September compared to budget of £1.20m.

28. Temporary surplus cash includes; developer contributions; council reserves and balances; trust fund balances; and various other funds to which the Council pays interest at each financial year end, based on the average three month London Interbank Bid (LIBID) rate.
29. The Council uses the three month inter-bank sterling bid rate as its benchmark to measure its own in-house investment performance. During the first half of 2018/19 the average three month inter-bank sterling rate was 0.61%. The Council's average in-house return of 0.81% exceeded the benchmark by 0.20%. The Council operates a number of call accounts and instant access Money Market Funds to deposit short-term cash surpluses. The average balance held on overnight deposit in money market funds or call accounts in the 6 months to 30 September was £51.40m.
30. The UK Bank Rate increased from 0.50% to 0.75% in August 2018, two months before the Strategy Team forecast increase in October 2018. Arlingclose currently forecast the bank rate to remain at 0.75% until rising to 1.00% in March 2019, but with near term downside risk. The TMST view is that there will not be another increase in base rate this financial year.

External Fund Managers and Pooled Funds

31. The Council continued to use pooled funds with variable net asset value. Weighted by value pooled fund investments produced an overall annualised return of 2.70% for the period. These investments are held with a long-term view and performance is assessed accordingly.
32. Gross distributions from pooled funds have totalled £0.52m in the first six months of the year. This brings total income, including gross interest receivable on in-house deposits to £1.91m for the period.

Prudential Indicators for Treasury Management

33. The Authority confirms compliance with its Prudential Indicators for 2018/19, which were set as part of the Authority's Treasury Management Strategy Statement. The position as at 30 September 2018 for the Prudential Indicators is shown in Annex 3.

External Performance Indicators and Statistics

34. The County Council is a member of the CIPFA Treasury and Debt Management benchmarking club and receives annual reports comparing returns and interest payable against other authorities. The benchmarking results for 2017/18 showed that Oxfordshire County Council had achieved an average total investment return of 0.83% compared with an average of 0.81% for the all member group.
35. The average interest rate paid for all debt during 2017/18 was 4.50%, with an average of 3.80% for the comparative all member group. It should be noted that all of Oxfordshire County Council's debt is long-term, whereas the averages for the comparators include short-term debt which has a lower interest rate and so reduces the averages. Oxfordshire County

Council had a higher than average proportion of its debt portfolio in PWLB loans at 84% compared to 67% for the all member group. Oxfordshire County Council had 12% of its debt in LOBO loans as at 31 March 2018 compared with an average of 14% for the comparative group.

36. Arlingclose also benchmark the Council's investment performance against its other clients on a quarterly basis. The results of the quarter 2 benchmarking to 30 September 2018 are shown in Annex 4.
37. The benchmarking results show that the Council was achieving higher than average interest on deposits at 30 September 2018, when compared with a group of 138 other local authorities. This has been achieved by placing deposits over a longer than average duration with institutions that are of higher than average credit quality.
38. Oxfordshire had a higher than average allocation to fixed and local authority deposits when compared with other local authorities in the benchmarking exercise. Oxfordshire also had a notably lower than average exposure to money market funds and call accounts.

Training

39. Individuals within the Treasury Management Team continue to keep up to date with the latest developments and attend external workshops and conferences where relevant.

Financial and Legal Implications

40. Interest payable and receivable in relation to Treasury Management activities are included within the overall Strategic Measures budget. In house interest receivable for 2018/19 is currently forecast as £2.70m, exceeding the budgeted figure of £2.40m by £0.30m. Of the forecast £2.70m interest receivable, £1.38m had been realised as at the 30 September 2018. The increased interest received is due to the achievement of higher than forecast average interest rates.
41. Dividends payable from external funds in 2018/19 are forecast as £1.05m, £0.20m above the 2018/19 budget of £0.800m. This increase is due to higher than anticipated performance by the CCLA Property Fund.
42. Interest payable is currently forecast to be in line with the budgeted figure of £15.60m.

RECOMMENDATION

Cabinet is **RECOMMENDED** to:-

- (a) note the report.
- (b) RECOMMEND to Council to note the report and the Council's Mid-Term Treasury Management Review 2018/19.

LORNA BAXTER
Director of Finance

Contact officer: Tim Chapple – Financial Manager – Treasury
Contact number: 07586 478653
November 2018

OXFORDSHIRE COUNTY COUNCIL DEBT FINANCING 2018/19Debt Profile

	£m
1. PWLB	84% 317.38
2. Other Long Term Loans	13% 50.00
3. Sub-total External Debt	367.38
4. Internal Balances	9.35
5. Actual Debt at 31 March 2018	100% 376.73
6. Government Supported Borrowing	0.00
7. Unsupported Borrowing	9.35
8. Borrowing in Advance	0.00
9. Minimum Revenue Provision	-9.35
10. Forecast Debt at 31 March 2019	376.73

Maturing Debt

11. PWLB loans maturing during the year	24.00
12. PWLB loans repaid prematurely in the course of debt restructuring	0.00
13. Total Maturing Debt	-24.00

New External Borrowing

14. PWLB Normal	0.00
15. PWLB loans raised in the course of debt restructuring	0.00
16. Money Market LOBO loans	0.00
17. Total New External Borrowing	0.00

Debt Profile Year End

18. PWLB	78% 293.38
19. Money Market loans (incl £45m LOBOs)	13% 50.00
20. Forecast Sub-total External Debt	343.38
21. Forecast Internal Balances	33.35
22. Forecast Debt at 31 March 2019	100% 376.73

Line

- 1 – 5 This is a breakdown of the Council's debt at the beginning of the financial year (1 April 2018). The PWLB is a government agency operating within the Debt Management Office. LOBO (Lender's Option/ Borrower's Option) loans are long-term loans, with a maturity of up to 60 years, which includes a re-pricing option for the bank at predetermined time intervals. Internal balances include provisions, reserves, revenue balances, capital receipts unapplied, and excess of creditors over debtors.
- 6 'Government Supported Borrowing' is the amount that the Council can borrow in any one year to finance the capital programme. This is determined by Central Government, and in theory supported through the Revenue Support Grant (RSG) system.
- 7 'Unsupported Borrowing' reflects Prudential Borrowing taken by the authority whereby the associated borrowing costs are met by savings in the revenue budget.
- 8 'Borrowing in Advance' is the amount the Council borrowed in advance to fund future capital finance costs.
- 9 The amount of debt to be repaid from revenue. The sum to be repaid annually is laid down in the Local Government and Housing Act 1989, which stipulates that the repayments must equate to at least 4% of the debt outstanding at 1 April each year.
- 10 The Council's forecast total debt by the end of the financial year, after taking into account new borrowing, debt repayment and movement in funding by internal balances.
- 11 The Council's normal maturing PWLB debt.
- 12 PWLB debt repaid early during the year.
- 13 Total debt repayable during the year.
- 14 The normal PWLB borrowing undertaken by the Council during 2018/19.
- 15 New PWLB loans to replace debt repaid early.
- 16 The Money Market borrowing undertaken by the Council during 2018/19
- 17 The total external borrowing undertaken.
- 18-22 The Council's forecast debt profile at the end of the year.

Long-Term Debt Maturing 2018/19**Public Works Loan Board: Loans Matured during first half of 2018/19**

Date	Amount £m	Rate %
13/07/2018	0.500	2.35%
31/07/2018	0.500	2.35%
14/06/2018	10.000	3.93%
31/08/2018	10.000	3.86%
Total	21.000	

Public Works Loan Board: Loans Due to Mature during second half of 2018/19

Date	Amount £m	Rate %
22/11/2018	1.000	7.00%
22/11/2018	1.000	7.00%
13/01/2019	0.500	2.35%
31/01/2019	0.500	2.35%
Total	12.000	

Prudential Indicators Monitoring at 30 September 2018

The Local Government Act 2003 requires the Authority to have regard to CIPFA's Prudential Code for Capital Finance in Local Authorities (the Prudential Code) when determining how much money it can afford to borrow. To demonstrate that the Authority has fulfilled the requirements of the Prudential Code the following indicators must be set and monitored each year.

Authorised and Operational Limit for External Debt

Actual debt levels are monitored against the Operational Boundary and Authorised Limit for External Debt below. The Operational Boundary is based on the Authority's estimate of most likely, i.e. prudent, but not worst case scenario for external debt. The council confirms that the Operational Boundary has not been breached during 2018/19.

The Authorised Limit is the affordable borrowing limit determined in compliance with the Local Government Act 2003. It is the maximum debt that the Authority can legally owe. The authorised limit provides headroom over and above the operational boundary for unusual cash movements. The Authority confirms that the Authorised limit was not breached in the first half of 2018/19.

Authorised limit for External Debt	£455,000,000
Operational Limit for External Debt	£435,000,000
Capital Financing Requirement for year	£409,372,000

	Actual 30/09/2018	Forecast 31/03/2019
Borrowing	£346,382,618	£343,382,618
Other Long-Term Liabilities	£ 24,000,000	£ 24,000,000
Total	£370,382,618	£367,382,618

Interest Rate Exposures

These indicators are set to control the Authority's exposure to interest rate risk. The upper limits on fixed and variable rate interest exposures. Fixed rate investments are borrowings are those where the rate of interest is fixed for the whole financial year. Instruments that mature during the financial year are classed as variable rate.

Fixed Interest Rate Exposure

Fixed Interest Net Borrowing limit	£350,000,000
Actual at 30 September 2018	£27,382,618

Variable Interest Rate Exposure

Variable Interest Net Borrowing limit	£0
Actual at 30 September 2018	-£9,133,701

Principal Sums Invested over 365 days

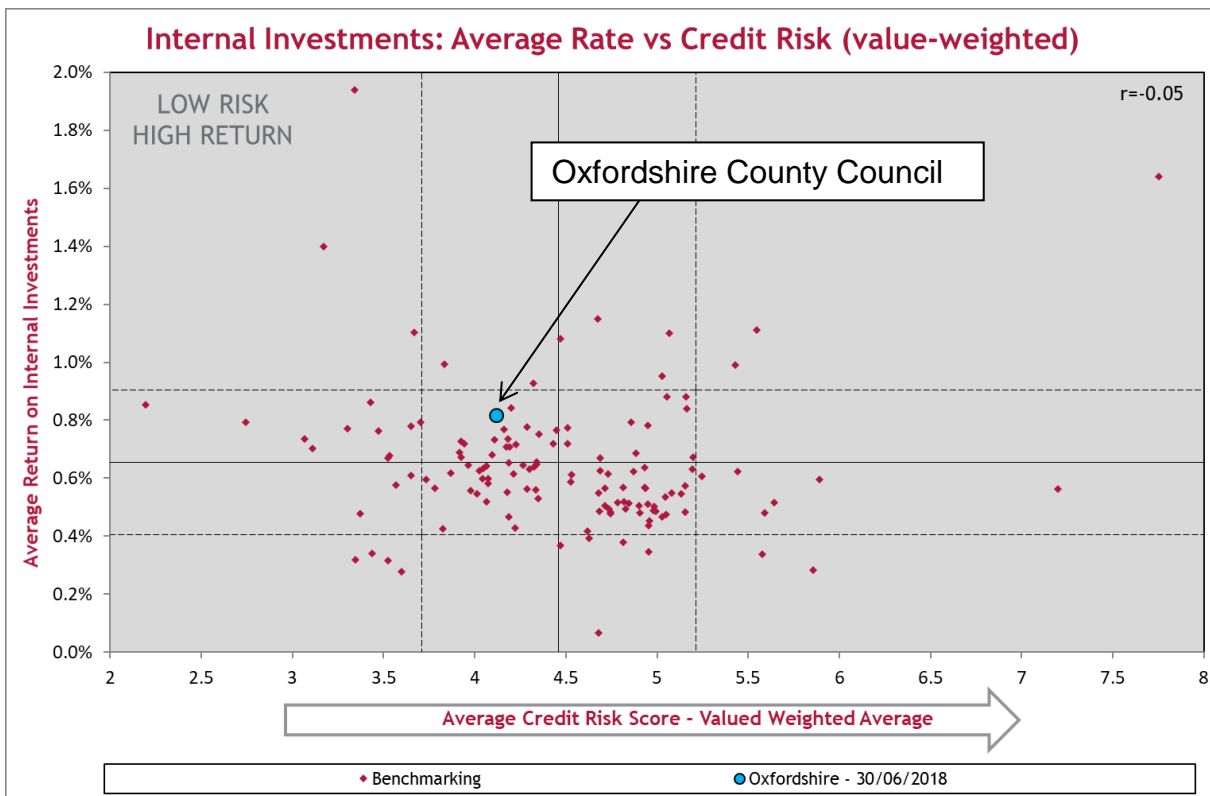
Total sums invested for more than 364 days limit	£150,000,000
Actual sums invested for more than 364 days	£ 69,000,000

Maturity Structure of Borrowing

This indicator is set to control the Authority's exposure to refinancing risk. The upper and lower limits on the maturity structure of fixed rate borrowing and the actual structure at 30 September 2018, are shown below. Time periods start on the first day of each financial year. The maturity date of borrowing is the earliest date on which the lender can demand repayment.

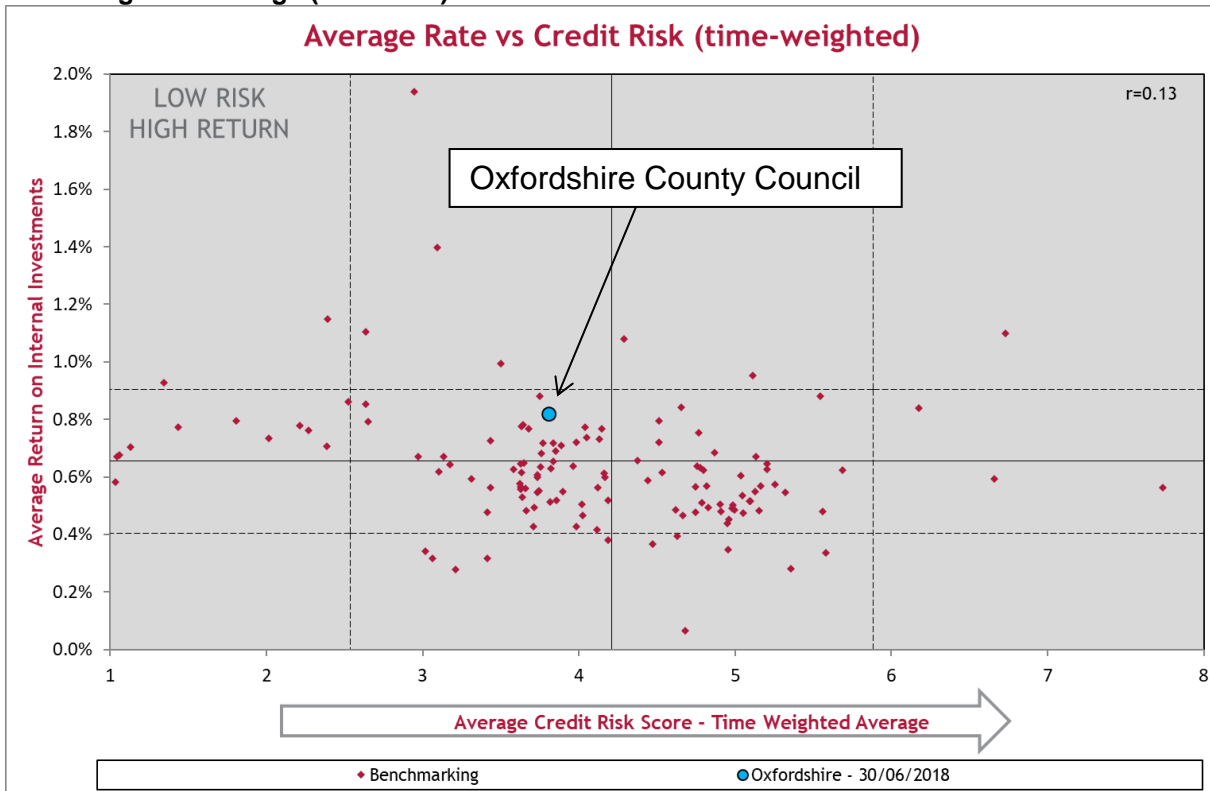
	Limit %	Actual %
Under 12 months	0 - 20	11.97
12 – 24 months	0 - 25	1.91
24 months – 5 years	0 - 35	14.97
5 years to 10 years	5 - 40	19.60
10 years +	50 - 95	51.55

Value weighted average (all clients)



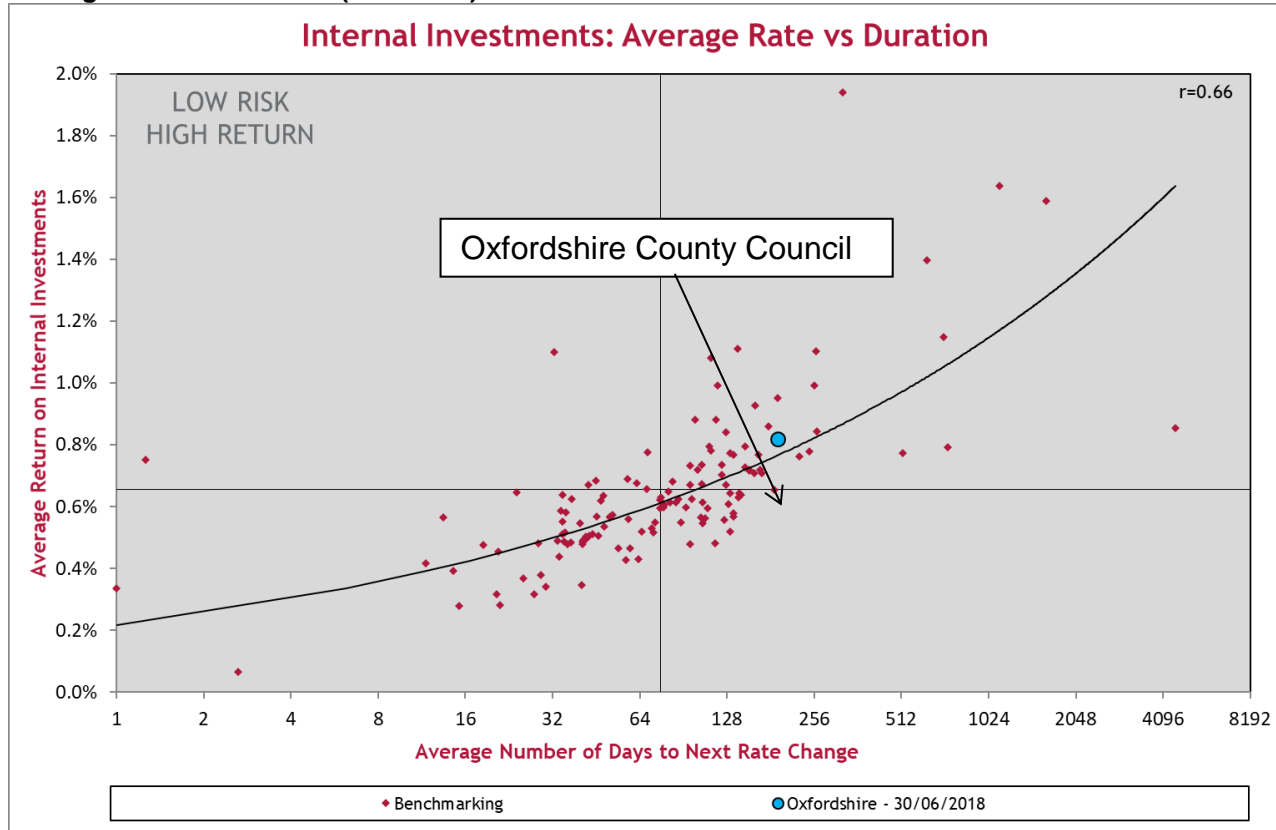
This graph shows that, at 30 September 2018, Oxfordshire achieved a higher than average return for lower than average credit risk, weighted by deposit size.

Time weighted Average (all clients)



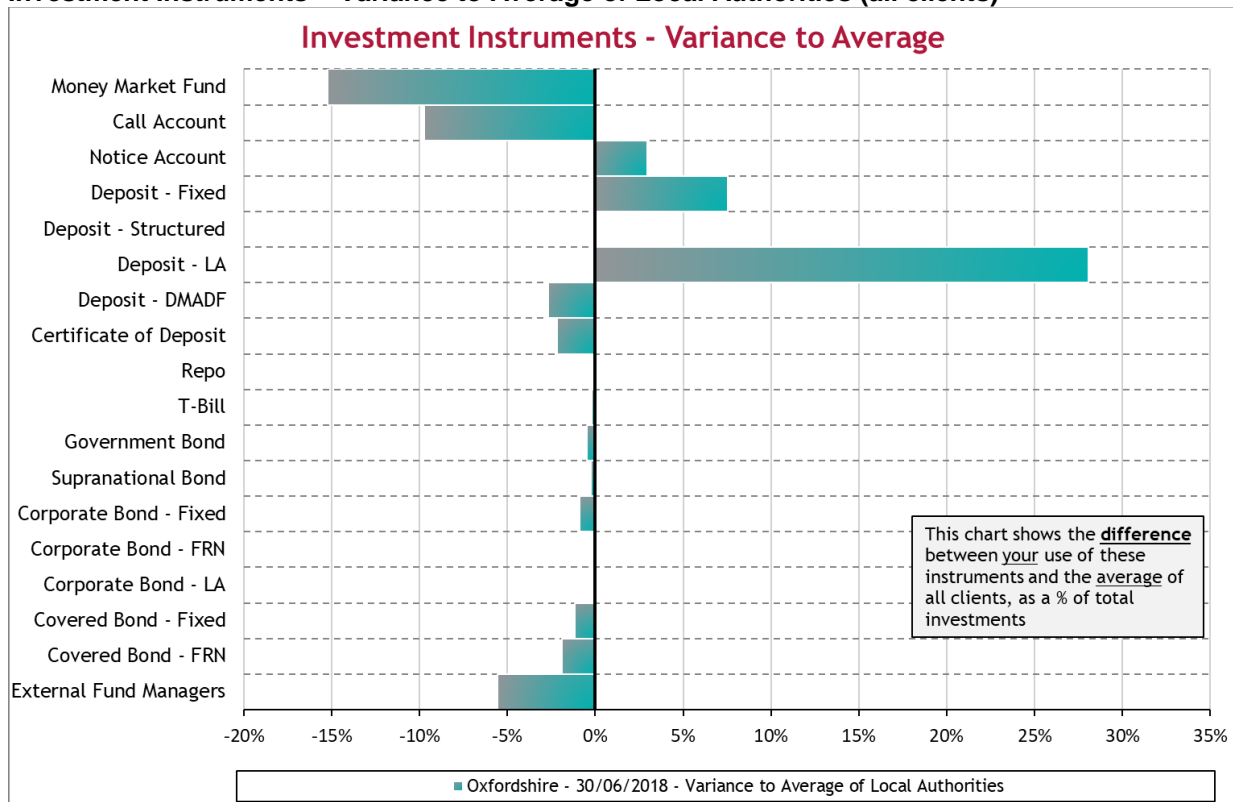
This graph shows that, at 30 September 2018, Oxfordshire achieved higher than average return for lower than average credit risk, weighted by duration.

Average Rate vs Duration (all clients)



This graph shows that, at 30 September 2018, Oxfordshire achieved a higher than average return by placing deposits for longer than average duration.

Investment Instruments – Variance to Average of Local Authorities (all clients)



This graph shows that, at September 2018, Oxfordshire had notably higher than average local authority deposits when compared with other local authorities. Oxfordshire also had notably lower exposures to money market funds and call accounts.

Specified and Non Specified Investments 2018/19

Specified Investments

Investment Instrument	Minimum Credit Criteria	Use
Debt Management Agency Deposit Facility	N/A	In-house and Fund Managers
Term Deposits – UK Government	N/A	In-house
Term Deposits – other Local Authorities	N/A	In-house
Term Deposits – Banks and Building Societies	Short-term F1, Long-term BBB+, Minimum Sovereign Rating AA+	In-house and Fund Managers
Certificates of Deposit issued by Banks and Building Societies	A1 or P1	In-house on a buy and hold basis and Fund Managers
Money Market Funds	AAA	In-house and Fund Managers
Other Money Market Funds and Collective Investment Schemes ⁴	Minimum equivalent credit rating of A+. These funds do not have short-term or support ratings.	In-house and Fund Managers
UK Government Gilts	N/A	In-house on a buy and hold basis and Fund Managers
Treasury Bills	N/A	In-house and Fund Managers
Reverse Repurchase Agreements - maturity under 1 year from arrangement and counterparty is of high credit quality (not collateral)	Long Term Counterparty Rating A-	In-house and Fund Managers
Covered Bonds – maturity under 1 year from arrangement	Minimum issue rating of A-	In-house and Fund Managers

Non-Specified Investments

⁴ I.e., credit rated funds which meet the definition of a collective investment scheme as defined in SI 2004 No 534 and SI 2007 No 573.

Investment Instrument	Minimum Credit Criteria	Use	Max % of total Investments	Max Maturity Period
Term Deposits – other Local Authorities (maturities in excess of 1 year)	N/A	In-house	50%	3 years
Term Deposits – Banks and Building Societies (maturities in excess of 1 year)	Short-term F1+, Long-term AA-	In-house and Fund Managers	50% in-house; 100% External Funds	3 years
Structured Products (e.g. Callable deposits, range accruals, snowballs, escalators etc.)	Short-term F1+, Long-term AA-	In-house and Fund Managers	50% in-house; 100% External Funds	3 years
UK Government Gilts with maturities in excess of 1 year	N/A	In-house and Fund Managers	50% in-house; 100% External Funds	5 years in-house, 10 years fund managers
Bonds issued by Multilateral Development Banks	AAA	In-house and Fund Managers	50% in-house; 100% External Fund	25 years
Bonds issued by a financial institution which is guaranteed by the UK Government	AA	In-house and Fund Managers	50% in-house; 100% External Fund	5 years in-house
Collective Investment Schemes ⁵ but which are not credit rated	N/A	In-house and Fund Managers	50% In-house; 100% External Funds	Pooled Funds do not have a defined maturity date

⁵ Pooled funds which meet the definition of a collective investment scheme as defined in SI 2004 No 534 and SI 2007 No 573.

Investment Instrument	Minimum Credit Criteria	Use	Max % of total Investments	Max Maturity Period
Sovereign Bond Issues	AAA	In-house on a buy and hold basis. Fund Managers	50% in-house; 100% External Funds	5 year in-house, 30 years fund managers
Reverse Repurchase Agreements - maturity in excess of 1 year, or/and counterparty not of high credit quality.	Minimum long term rating of A-	In-house and Fund Managers	50% in-house; 100% External Funds	3 years
Covered Bonds	AAA	In-house and Fund Managers	50% in-house; 100% External Funds	20 years
Registered Providers	As agreed by TMST in consultation with the Leader and the Cabinet Member for Finance	In-house	50% In-house	5 years

The maximum limits for in-house investments apply at the time of arrangement.

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Division(s):

CABINET - 20 NOVEMBER 2018

THE OXFORDSHIRE SAFEGUARDING CHILDREN'S BOARD ANNUAL REPORT/THE PERFORMANCE AUDIT & QUALITY ASSURANCE ANNUAL REPORT AND THE CASE REVIEW & GOVERNANCE ANNUAL REPORT

Report by Director for Children's Services

Introduction

1. Richard Simpson (OSCB Independent Chair), Lara Patel (Deputy Director, Safeguarding, Children, Education and Families) and Tan Lea (Strategic Safeguarding Partnerships Manager, Children, Education and Families) will present a paper on **three** annual reports from the Oxfordshire Safeguarding Children Board. The reports concern an overview of safeguarding work; serious case reviews and quality assurance.

The Cabinet is requested to note these annual reports and provide any comments.

Background

2. Local Safeguarding Children Boards were set up under the Children Act 2004 to co-operate with each other in order to safeguard children and promote their welfare.
3. The Oxfordshire Safeguarding Children Board (OCSB) is led by an independent chair and includes representation from all six local authorities in Oxfordshire, as well as the National Probation service, the Community Rehabilitation Company, Police, Oxfordshire Clinical Commissioning Group, Oxford University Hospitals NHS Trust, Oxford Health NHS Foundation Trust, schools and Further Education colleges, the military, the voluntary sector and lay members.
4. The Board is funded through a partnership arrangement and meets 4 times per year. The Board is supported by a Business Unit located within Oxfordshire County Council. The board has two joint meetings with the Safeguarding Adults board per year. There are three area groups to ensure good communication lines to frontline practitioners.
5. The Board has a series of multi-agency subgroups, each of which produce an annual report. This paper includes annual reports produced by two the subgroups working on learning and improvement in safeguarding practice: the Case Review and Governance subgroup and The Performance, Audit and Quality Assurance subgroup.

OSCB Annual Report

6. The key purpose of the **OSCB Annual Report** is to assess the impact of the Board's work in 2017/18 on:
 - service quality and effectiveness
 - safeguarding outcomes for children and young people in Oxfordshire.
7. The report evaluates performance against the priorities that are set out in the Business Plan for the year and against other statutory functions that the LSCB must undertake.
8. The report highlights lots of good examples of safeguarding work within the partnership. This included the successful conviction of a predatory offender through the actions of a taxi driver, who had undertaken local safeguarding training; the successful prosecution of a perpetrator of historical abuse through the use of multi-agency guidance for responding to non-recent (historic) abuse (example from OH NHS FT); identified improved attendance at Core Groups and timely responses to requests for information from the Multi Agency Safeguarding hub (example from Community Rehabilitation Company); increased recording of children's information when attending domestic abuse incident by Thames Valley Police; increased involvement of the hospital's young people's group (Yippee) in decision making meetings; new material and video to promote the work on neglect (Children's Social Care); self-assessment in 'Excellence when working with boys on CSE (Kingfisher) as well as the development of a new exploitation group to address broader issues of child exploitation (all OSCB partners).
9. In 2017/18 the OSCB delivered over 150 free safeguarding training and learning events plus online learning. The training reached over 9000 members of the Oxfordshire workforce:
 - ✓ 2040 multi-agency practitioners trained core safeguarding
 - ✓ 417 multi-agency practitioners trained on early help assessments
 - ✓ 451 multi-agency practitioners trained on mental health, child sexual exploitation, working with men and boys, drugs and alcohol and sexual abuse
 - ✓ 38 multi-agency practitioners trained on female genital mutilation
 - ✓ 697 early years multi-agency practitioners trained on safeguarding
 - ✓ 3854 multi-agency practitioners trained on abuse and neglect; safeguarding and think family
10. The OSCB delivered termly newsletters to over 4000 members of the workforce and e-bulletins to educational settings across the county. Learning and improvement events for approximately 150 delegates each time have covered:
 - Ten learning points from Oxfordshire case reviews
 - Fathers and male care givers
 - Working with neglect

Performance, Audit and Quality Assurance Annual Report

11. The Performance Audit and Quality Assurance subgroup scrutinises the effectiveness of safeguarding practice. This annual report summarises the common themes for learning and improvement to support vulnerable children. They are drawn from safeguarding self-assessments, school audits, single and multi-agency audits, participation work with children and young people, annual reports and serious case reviews practitioner feedback, performance data.
12. The quantitative data shows that levels of activity continue to increase across the safeguarding system. The child protection partnership has three key pressures on its system: rising demand, diminishing resources and staffing shortfalls as well as difficulties with staff recruitment and retention. This is accompanied by an increasingly complex set of issues for vulnerable young people ranging from self-harm, to peer abuse to social media pressures. The OSCB sees evidence for better understanding of thresholds and improved safeguarding front-door effectiveness as well as the need for better co-ordination of the routes for referral and assessment between early help and the multi-agency safeguarding hub.
13. Qualitative evidence highlights the complexity of cases not only within the children's safeguarding arena but also in relation to adults in those children's lives; the need for stable, appropriate and secure housing and the benefit of supporting vulnerable adolescents to develop protective behaviours. Quality assurance work has raised concerns locally about the pathway of support for young people suffering domestic abuse; the response and provision for young people exploited in crime-related activity as well as concerns about mental health and self-harm amongst young people.
14. Practitioners and Board members have told the OSCB that they are concerned about availability of hospital beds for children with acute mental health needs; placements for children in the care of the local authority; the quality of provision in the Secure Estate and the limited access that the local authority has to support children who are in Elective Home Education. These matters, along with the pressures on the system, are being escalated.
15. Parents and children have given three simple messages (1) '*communication, communication, communication*' (2) don't leave help until we are at crisis point, "*make a difference as early as possible*". (3) please co-ordinate your efforts and share information appropriately. Children also said to show you care, "*get to know me as a person not just a case or a set of problems*". They want to be informed and involved "listen to me".

Case Review and Governance Annual Report

16. The purpose of the group is to support the OSCB in fulfilling its statutory duty to undertake reviews of cases both where the criteria¹ are met and where they are not met in order provide valuable information on joint working and areas for improvement. The group comprises members drawn from Thames Valley Police, the County Council's children's services and legal services, the OCCG Designated Doctor and Designated Nurse and a Head teacher representative.
17. Over the last year the OSCB has worked on four different serious case reviews which have concerned five children. One of the serious case reviews is associated with a Mental Health Homicide Review. No reviews have been published this year.
18. The themes covered by case reviews have been: the long-lasting impact of neglect; physical abuse; self-harm; child and parental emotional wellbeing; engagement and attendance in education. The issue of neglect is a repeated theme in terms of the risks it presents to young children and the impact it continues to have as they grow up. In Oxfordshire neglect is the most common reason for a child to be subject to a child protection plan. The OSCB has a Task and Finish Group to co-ordinate work to address neglect.
19. The ten most frequently recurring learning points have been:
- 1) **Curiosity:** being curious about the family's past history, relationships and current circumstances in a way that moves beyond reliance on self-reported information
 - 2) **Responding to physical abuse:** professionals identifying it, listening to children and following safeguarding processes thoroughly; children may sometimes be too afraid to speak or unable to verbalise what they are going through
 - 3) **The role of schools in keeping children safe:**
 - effective management of records and sharing them when children transfer schools; effective escalation of concerns.
 - children are safest in full time education. Oxfordshire serious case reviews indicate that children on part time time-tables, children absent from school and children educated at home are at increased risk. School attendance is a critical factor to support opportunity, well-being and safety
 - 4) **Professional understanding of the implications of elective home education:** actively knowing which agencies are in touch with the family and to what effect
 - 5) **Taking a cumulative view when working with children:** not seeing events in a linear way but weighing up risks over time and keeping previous events in mind (using chronologies)
 - 6) **Parental wellbeing:** mental health, substance misuse and domestic abuse are recurring themes. With respect to mental health colleagues need to

¹ Working Together to Safeguard Children 2015

recognise the risks and impact on the safety of the child; don't minimise 'older' information

- 7) **Fragmented management of health needs:** ensuring effective communication across services for co-ordinated and consistent management of care
- 8) **Children's emotional wellbeing:** increasing evidence of self-harm by children aged 10 years & above
- 9) **Children's limited capacity to protect themselves:** as they move into adolescence after experiencing a lack of consistent, supportive parenting in their early years (long lasting impact of neglect)
- 10) **Rethinking 'did not attend' to 'was not brought'**

Financial and Staff Implications

20. None noted

Equalities Implications

21. None noted

RECOMMENDATION

22. Cabinet is requested to note these annual reports and provide any comments.

LUCY BUTLER
Director for Children's Services

Contact Officer: Tan Lea, Strategic Safeguarding Partnerships Manager
Tel: 07867 923287

October 2018

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Annual Report & Accounts 2017-18



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Introduction from the Independent Chair, Paul Burnett

I am delighted to present the Oxfordshire Safeguarding Children Board's Annual Report for 2017/18 – the last time I will be doing so as Independent Chair in the county.

The report evaluates the impact of the work we have undertaken in 2017/18 focusing on service quality and effectiveness and on safeguarding outcomes for the children and young people of Oxfordshire. Specifically it evaluates performance against the priorities that we set in our Business Plan for the year and other statutory functions that the LSCB must undertake.

There is much to celebrate in terms of improvement and achievement:

- ✓ Strong challenge at national and local level in relation to issues presenting safeguarding risks including: exploitation; domestic abuse; support to transgender children; elective home education; school attendance and exclusions; specialist residential placement for children in care and; availability of beds for children with acute mental health needs
- ✓ Stronger links and collaboration with the Adult Safeguarding Board and Voluntary and Community Sector
- ✓ An online practitioner portal for Neglect that has received 8000 hits
- ✓ Over 2000 staff attending learning events across the county
- ✓ Stronger engagement with young people including VOXY
- ✓ Examples of community impact on safeguarding, such as apprehending a perpetrator of CSE as a result of an alert from a taxi driver who had received the mandatory safeguarding training for drivers three months earlier.

A further success was a commendation received by the OSCB Training Pool from in the NSPCC/BASPCAN awards.

Our robust quality assurance and performance management has identified priorities for action as we move into 2018/19. These feature in our refreshed Business Plan.

They include:

Providing strong leadership and governance – increasing the effectiveness of the Board, partnership working with the Oxfordshire Safeguarding Adults Board and Community Engagement;

Driving forward practice improvement – working to address neglect and working to safeguard adolescents;

Quality assuring and scrutinising the effectiveness of practice – taking robust action following learning, to secure improvement and to assess risk and capacity across the partnership

A key piece of legislation will impact on our work next year. The Children & Social Work Act 2017 creates a new framework for local safeguarding arrangements as well as revised procedures for local and national practice learning reviews (which replace Serious Case Reviews) and the reform of CDOP arrangements.

Revised local arrangements have to be in place by April 2019. In Oxfordshire we are not planning any radical change to existing arrangements. We intend to retain a Board with the current constitution and membership. We also intend to retain an Independent Chair though this may be provided through a different route to our current arrangement. Responsibility for local arrangements and their effectiveness will now rest with three organisations: the County Council, Thames Valley Police and the Oxfordshire CCG. The precise nature of this leadership does need to be agreed once the final version of the revised Working Together is published by the Department for Education.

In Oxfordshire there is a strong belief that we must retain an inclusive Board which enables all partners to have a voice in our overall safeguarding arrangements and direction of travel.

I retire from my post at the end of June 2018. I would like to take this opportunity to thank all Board members and those who have participated in Subgroups for their continued commitment in 2017/18 and throughout my time in post. In addition I would like to thank staff from across our partnerships for their motivation, enthusiasm and continued contribution to keeping the children and young people of Oxfordshire safe.

Safeguarding is everyone's business. The achievements set out in this Annual Report have been achieved not just by the Safeguarding Board but by staff working in the agencies that form the partnership. The further improvements we seek to achieve in 2018/19 will require continued commitment from all to ensure that children and young people in Oxfordshire are safe.

I commend this report to all our partner agencies.



Independent Chair, Oxfordshire Safeguarding Children Board



Introduction

The reason for this report

The key purpose of the OSCB Annual Report is to assess the impact of the Board's work in 2017/18 on:

- ✓ service quality and effectiveness
- ✓ safeguarding outcomes for children and young people in Oxfordshire.

It evaluates our performance against the priorities that we set in our Business Plan for the year and against other statutory functions that the LSCB must undertake. See appendix A for these details.

It celebrates a number of areas of success and achievement but also identifies areas that present continuing challenge in safeguarding children and young people in Oxfordshire, challenges which form the basis of priorities for improvement in the Business Plan for 2018/19.



A photograph of a baby sitting in tall grass, with a blue overlay. The baby has mud smeared on its face and hands. The baby is wearing a striped shirt and denim overalls.

Chapter 1

Local safeguarding context

The Local Safeguarding Children Board is a partnership set up under the Children Act 2004. The agencies in this partnership co-operate with each other to safeguard children and promote their welfare.

The local safeguarding profile of the child population is our business. This is what we know about 2017/18.

The child population of Oxfordshire has grown by 6% in the last ten years and is estimated to stand at 141,800 young people aged under-18. Alongside this growth there has been increased demand for services particularly towards the high end of the continuum of need.

Key data presented shows that the local context is one of continued increasing demand on services and higher rates of escalation into child protection and care. This remains a concern for the OSCB but it was reassuring to see that the recent Ofsted judgement of children services stated that this context was being managed well locally.

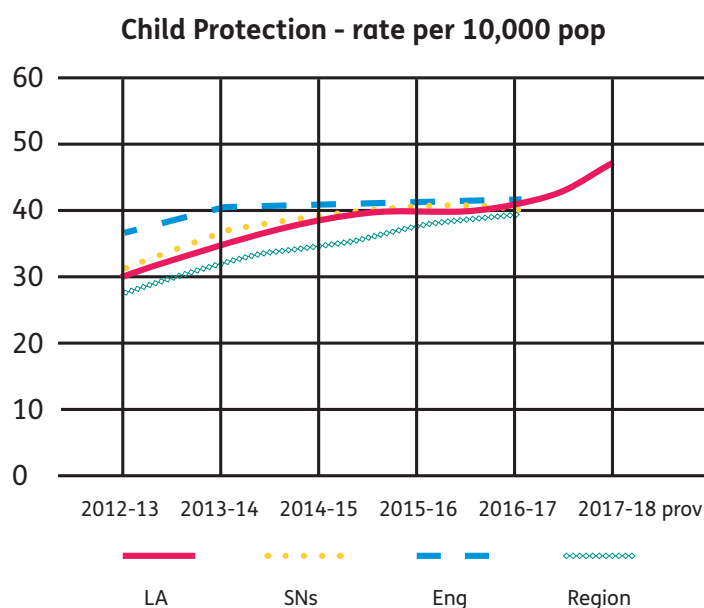
Help at the earliest point for families increases the chance of good outcomes for children. Early help assessments are the means for doing this. They have increased significantly from 458 recorded early help assessments last year to 1255 by end of year in 2017/18. This is commendable as Board partners know that not all agencies have found the early help assessments easy to complete and activity is underway to make it easier to do so. The number of troubled families worked with rose from 1549 last year to 2398. This increase is positive and would indicate that the work is on track.

Those families in need of immediate help and safeguarding support should be referred to the Multi-Agency Safeguarding Hub (MASH) which has been in place since 2013. This multi-agency team can assess need and ensure that the right kind of support is provided. The timeliness of enquiries managed by the Multi-Agency Safeguarding Hub are monitored closely. They show how quickly families are receiving help and have been a key indicator used by OSCB to gauge how well MASH is working.

The recent Ofsted inspection was positive about improvements made to the MASH so it is hoped that the improvements will soon be felt in the timeliness of services as at year end was below the target of 75% at 45%. This needs to be improved as does feedback to the referrers.

The number of children on a child protection plan rose from 569 last year to 730 at the end of March 2018 (higher than national average). Neglect is the most common reason for children to be subject to child protection plans (65%). This is higher than the national average where the proportion of children subject to child protection plans for reason of neglect is 48% (SFR 2016/17). Neglect is not however the most common reason for children to be subject to an early help assessment. This has raised questions to OSCB partners about how we identify, name and tackle neglect earlier in the child's journey. The recent Ofsted inspection agreed with this assessment.

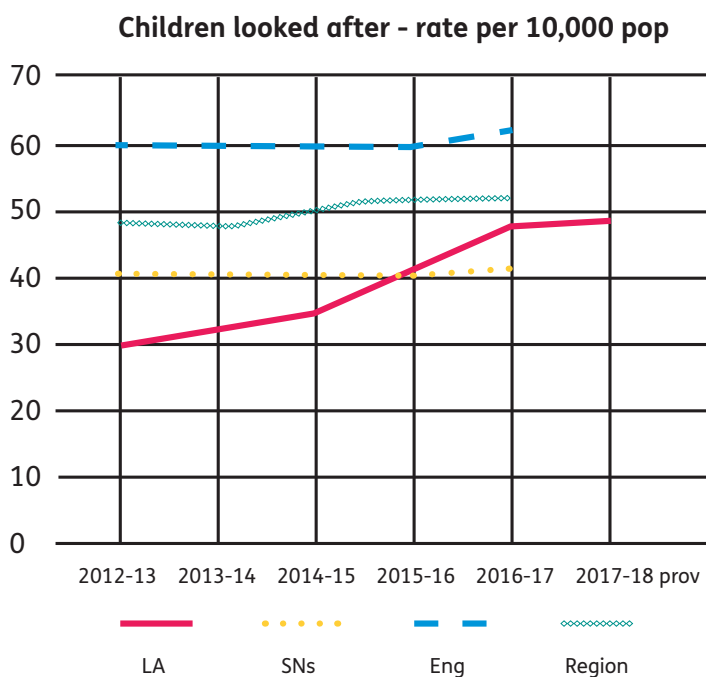
A close look at the management of child protection plans indicates that only 50% of fathers are attending children protection conferences regarding their children. 'Working with fathers' has been a focus for learning in 2017/18 and should remain one for now.



Graph 1: child protection

The number of children looked after by the local authority rose by 6% from 667 last year to 691 at the end of March 2018 (lower than national average). This is an increasing trend. The biggest increase has been in adolescent children, who are presenting with increasingly complex needs and elevated risk profiles particularly autism, mental health issues and risk of exploitation.

The OSCB closely monitors information on vulnerable children. Whilst the number of children who have gone missing from home has fallen from 798 to 773 the number who went missing 3 or more times was 149 or 19.3%. This needs further enquiry and consideration by the child exploitation subgroup.



Graph 2: looked after children

The numbers of child victims of crime rose from 2189 in 16/17 to 2268 in 17/18 – a rise of 3.6%. The numbers of domestic crime involving children rose from 1780 in 16/17 to 1804 in 17/18 – a rise of 1.3%

From national and local (children A-F and child J) case reviews the OSCB has evidence of links between safeguarding risk and safeguarding in education issues: attendance, exclusions, elective home education, attainment and achievement of pupils with special educational needs and disabilities. In 2017/18 499 children were recorded as receiving elective home education in Oxfordshire. At the end of 2017-18 the county council were aware of 378 pupils who were on a reduced timetable; 6 pupils who were currently on a fixed term exclusion and of 34 pupils who were permanently excluded from their school. Permanent exclusions of children with Special Education Needs have increased. The OSCB is very concerned about this vulnerable

group of children and has made a priority to secure improvement. Data is showing us that children with additional needs make up at least 70% of the children worked with by the Kingfisher team, which specialises in supporting those children most at risk of child sexual exploitation. We know that this type of vulnerability often overlaps with drug exploitation. Data also shows that the proportion of Oxfordshire's disadvantaged pupils aged 10-11 achieving the expected standard was below the England average at Key Stage 2 in 2017.

The percentage of children referrals to Child and Adolescent Mental Health Services who are seen within 12 weeks continues to be a cause for concern. At the end of the year this was only 56% compared with a target of 75%. The service continues to face high levels of demand: in 2017/18 there were 6794 referrals into CAMHS, 11% higher than the previous year when there were 6128 referrals. An action plan has been put in place by the provider (Oxford Health NHS FT) which is routinely reviewed in contract meetings with the commissioner (CCG). Detailed updates are provided to both the Children's Trust and its Performance Audit and Quality Assurance subgroup. Alongside this there has been a rise of 22% of children aged 12-17 who have attended A&E for self-harm of (542 in 2016-17 to 660 in 2017-18).

Health providers have also escalated the concern that there is a lack of provision for children with acute mental health needs, which had meant that it has not been possible to discharge them from hospital care to receive more appropriate support.

There are a higher than average numbers of young people remaining in their placement after 16 (84%) and high percentage of 19-21-year olds in suitable accommodation (88%). The county council maintains contact with 94% 19-21 year old care leavers. This is commendable as is the fact that 88% of the cohort are currently in employment, education or training.

What does this mean for the OSCB's priorities in 2018/19?

The local context is one of a system under pressure. There has been a long period of rising demand for services against a background of cuts. This pressure will be felt at the frontline in the hours and effort that colleagues put in every day. OSCB partners should:

- ✓ ensure that the early help process is improved and that partners in the safeguarding system understand thresholds, early help and their role in it. The aim is to reduce the number of families that are escalated for help through child protection planning of the care system
- ✓ ensure that partners know how to see and name neglect earlier and understand the value of a multi-agency chronology when working with children
- ✓ improve multi-agency responses to safeguarding vulnerable adolescents from criminal exploitation, in particular those children with special educational needs
- ✓ maintain an emphasis on risks identified through 'safeguarding in education': attendance, exclusions, elective home education, attainment and achievement of pupils with special educational needs and disabilities
- ✓ scrutinise pressure points until improvement is seen e.g. Early Help Assessments (EHA) completion rate, MASH timeliness, CAMHS waiting times
- ✓ escalate risks which sit outside of the local partnership e.g. lack of provision for looked after children and for children with acute mental health needs, elective home education
- ✓ ensure that the workforce is thinking family and thinking dads
- ✓ ensure that the workforce is capable and able to deal with:
 - parental issues such as substance misuse, mental health problems and domestic abuse are addressed as part of this problem
 - adolescent issues of substance misuse, mental health, healthy relationships as well as online well-being.

A young girl with dark hair in pigtails, wearing a white tank top and denim shorts, is smiling and pulling on a rope. She is in the foreground, slightly to the right. In the background, other children are visible, also participating in the activity. The entire image has a strong red/magenta color overlay.

Chapter 2

Progress made in 2017/18

The Annual Report evaluates performance against the 3 aims of the OSCB as set out in the Business Plan 2017/18:

1. To provide leadership and governance

2. To drive forward practice improvement





3. To scrutinise and quality assure

Aim 1

To provide leadership and governance

Priorities have been to increase the effectiveness of the board, partnership working with Oxfordshire Safeguarding Adults Board and community engagement

Progress includes	
Increasing the effectiveness of the board	<ul style="list-style-type: none"> ✓ Partnerships protocol updated and simplified (see appendix X) ✓ Annual impact assessment on the effect of efficiency savings and transformation of services across the child protection partnership ✓ Six monthly reports on key aspects of the system e.g. the Multi-Agency Safeguarding Hub and CAMHs waiting times ✓ Systematic challenge and escalation of safeguarding risks which have emerged in addition to the board's ongoing business
Challenge made	Escalation by the OSCB
Safeguarding of children in secure estates	<ul style="list-style-type: none"> ✓ To the HMIP, the CRC and the AILC. The outcome is that a national level task group is now reviewing this serious concern. We are yet to see if this will lead to change at a national level.
Safeguarding risks for children in elective home education	<ul style="list-style-type: none"> ✓ To the government via the association of independent. Government is consulting on this in 2018 and OSCB has submitted evidence from a recent case review. The outcome of this work will become clear in 2018/19.

Challenge made	Escalation by the OSCB
Specialist residential provision for looked after children	 To the regional association of directors for children's service. The outcome has been that this has been escalated onward to the government to inform them of the problems with and lack of provision as well as particular concern for children with acute mental health needs. We are yet to see if this will lead to change at a national level.
Exploitation of children in the form of drug exploitation	 To local partners. The outcome has been to set up an OSCB child exploitation group which is developing outputs such as a screening tool, referral routes and provision to be used by safeguarding partners across the county. The next annual report will comment on what difference these safeguarding arrangements are making to children.
Uptake of the police's 'Encompass' system	 To schools. They have been made aware of this domestic abuse notification via OSCB. The outcome has been improved uptake from 16% to 48% (May 2018 data). This is still not sufficient and remains a concern.
Pathway for support for LGBTQ children	 To the Children's Trust. Outcomes have been that the health advisory group is developing a 'referral' pathway for children asking for help; school health nurses have done awareness training to better support children; OSCB training is coming online in 2018 for professionals who want to improve their practice when working with children.

Partnership working with Oxfordshire Safeguarding Adults Board	Community engagement
<p>Joint work on transitions</p> <ul style="list-style-type: none"> ✓ Co-production group 'Moving into Adulthood: Working Together' set up to develop a new approach to supporting young people with social care needs through transition. ✓ Draft proposals to develop a social care team which spans transition (from around 14ys to 25ys), improving information, promoting independence and providing a named social worker. ✓ The Joint Commissioning Team re-aligned, bringing together commissioning for children and adults of working age into a single team. <p>Joint work on housing</p> <ul style="list-style-type: none"> ✓ New housing representative on each safeguarding board ✓ New adults' protocol has been launched on 'Working with people who do not engage with services/or are deemed ineligible to receive services' across housing providers and test out how it works in practice. ✓ New network for Housing Provider Safeguarding Leads is being established to improve communication about issues and concerns e.g. referral routes; access to information; good communication and training <p>Joint work on domestic abuse</p> <ul style="list-style-type: none"> ✓ Audit on the 'referral pathway' for young people ✓ The 'referral pathway' for young people subject to domestic abuse has been revised and will be launched in 2018 ✓ New domestic abuse service model commissioned to start in 2018 ✓ Work on training strategy for domestic abuse to deliver in 2018 <p>Joint work on training</p> <ul style="list-style-type: none"> ✓ Joint oversight of shared thematic training ✓ 'Think Family' online course developed for adults and children 	<ul style="list-style-type: none"> ✓ VCS representation on all key subgroups and board with a plan for action in 2018 ✓ VCS partners joined the training pool ✓ OSCB safeguarding training to specialist groups ✓ OSCB regular input in to Children, Young People's Forum ✓ Self-assessment of safeguarding for local partners completed ✓ Template Safeguarding policy for local partners ✓ Safeguarding checklist for local partners ✓ 4 meetings with the Voice of Oxfordshire Youth group ✓ Children in Care Council and Voice of Oxfordshire Youth group part of OSCB recruitment processes ✓ Voice of Oxfordshire Youth group presented their main safeguarding concerns ✓ Voice of Oxfordshire Youth group asked OSCB to look at how well safeguarding partners work with perpetrators of sexual harm to prevent further abuse – this audit will be reported in 2018 ✓ 200 survey responses received from children in care aged 5 to 18 yrs – analysis processed in 2018

OSCB view of progress made in terms of leadership and governance

Points of progress:

OSCB partners have challenged one another robustly and escalated issues from the board to the Children's Trust, local partners as well as to national government – it has played an active role in the safeguarding system. There has been regular scrutiny of MASH and the early help system which is showing improvement as the data indicates. OSCB and OSAB have made good joint progress on common issues leading to better outcomes for children transitioning as well as improved safeguarding connectivity with housing providers. Good progress has been made with voluntary sector partners ensuring that safeguarding concerns such as 'managing increased risk' are understood as a real pressure for local partners.

Points for improvement:

OSCB and OSAB should keep a tight focus on the domestic abuse work, in particular training as well as a watching brief on modern slavery too in order to assess prevalence in Oxfordshire. The OSCB partners should continue to review the system and ensure responses to local safeguarding risks e.g. exploitation, domestic abuse multi agency training, referral pathway for transgender children. Partners should also escalate issues where the solution lies beyond the partnership e.g. children in elective home education, specialist residential children for children in care.

OSCB should continue the positive work together with the voluntary and community sector developing representation, increasing training opportunities and improving communication.



Aim 2. Priority 1.

To drive forward practice improvement

The priority to address neglect has been focused on increasing support to families at an early point. This means seeing it and naming it before it impacts on children. Currently 65% of children protection plans are due to neglect. The aim is to reduce this.

Progress on practice improvement	
Working in partnership Neglect portal on the OSCB website	<ul style="list-style-type: none"> ✓ Guidance on identifying and naming neglect – knowing what it looks like and feels like for a child ✓ Development of neglect pathways ✓ Safeguarding tools and interventions for identifying and working with neglect including Childcare Development Checklist, 3 houses, Signs of Safety, Safety House and Wizards and Fairies ✓ Information so that all practitioners understand a child protection core group and what role they play ✓ Provision of named link workers within adult services to provide consultation and advice ✓ Online resources to help practitioners

Progress on practice improvement	
Seeing and naming neglect	<ul style="list-style-type: none"> ✔ Multi-agency chronology template to help partners track and record working with families ✔ 'Community impact Zones' initiated in Oxford and Banbury to target higher risk areas ✔ 'Community around the school' pilot targeted at risk hot spots ✔ 2304 'no names' consultations from partners and schools to social care have been dealt with ✔ Development of multi-agency neglect training video to provide common approaches for identifying neglect, tips on how to identify and name neglect, approaches to working with neglect and development of common, shared language. ✔ Development of 2-day multi-agency neglect training programme
Improving practice	<ul style="list-style-type: none"> ✔ Multi-agency Neglect Strategy Group led by senior managers across partners ✔ Multi-agency Neglect Operational Group to deliver Neglect Action Plan ✔ Over 1000 multi-agency practitioners trained on the early help process: thresholds and referral forms ✔ Over 200 multi-agency practitioners at OSCB neglect conference ✔ Over 150 multi-agency practitioners at OSCB learning event on case reviews where early help and neglect was key ✔ OSCB 'Think Family' online course launched ✔ OSCB awareness of abuse and neglect online course launched – 791 trained ✔ Multi-agency audit on how well we work on cases of neglect ✔ More than 8,000 hits on neglect portal within first 9 months of launch ✔ Development of multi-agency Neglect Practitioner Forum to share best practice, identify issues of concern and drive forward practice improvement across services

Progress on practice improvement	
Measuring change in practice	<ul style="list-style-type: none"> ✓ Local 'dashboard' on neglect which, for example, measures the proportion of early help assessments compare to referrals to social care for neglect ✓ A peer review of Oxfordshire practice is set up for 2018/19

OSCB view of progress made in terms of leadership and governance

Points of progress:

OSCB partners have driven forward the work on neglect setting up a strategy group, operational group as well as a practitioner forum to promote this work. The development of an online practitioner portal with over 8000 hits, the different learning events reaching over 2000 delegates as well as a performance framework to measure change in practice is commendable. The pilot on the multi-agency chronology work should further support this. It is really encouraging to see a major increasing in the number of early help assessments.

Points for improvement:

However, neglect is still the most common reason for children to be subject to child protection plans. At 65% this is higher than the national average. The groups working on neglect are clear there is more work to be done – a position which this has been endorsed by Ofsted report on children's services. The OSCB would like to see an increase in the number of early help assessments relating to neglect.

Neglect must remain a priority for the OSCB. It must be seen and named. Multi agency chronologies should be kept up-to-date and shared.

Aim 2. Priority 2.

To drive forward practice improvement

The priority to keep adolescents safe is wide ranging due to the complex needs of the most vulnerable. The aim has been to better understand concerns, train the work-force and work more effectively together.

Progress on practice improvement	
Working in partnership	<ul style="list-style-type: none"> ✓ Kingfisher is a nationally recognised multi agency service that manages the riskiest sexual exploitation cases. It has worked with 554 children since 2014 ✓ Kingfisher has linked with voluntary agencies to ensure that children we are concerned about can get help quickly e.g. Donnington Doorstep's Step out project, Horizons, Safe!, Elmore, Oxford sexual abuse and rape crisis centre ✓ Two children's assessment homes and two 'move-on' homes opened in 2017 to ensure that children at most risk are kept closer to home ✓ The OSCB child sexual exploitation group has been expanded to consider wider exploitation issues ✓ Partners work on disability and education subgroups have made this work a priority ✓ Locality and Community managers chair multi-agency self-harm networks using risk assessments to screen high risk children and work out support ✓ Multi-agency complex case panel of senior officers and clinicians meeting to consider how best to support and 'unstick' complex cases ✓ Multi-agency entry to care panel to ensure that decisions are joined up and support is appropriate ✓ Horizons services within the Oxford Health NHS FT service have worked with local partners such as 'Safe!' ✓ Multi-agency work on suicide prevention strategy ✓ Multi-agency networks to assess and support most serious self-harm cases

Progress on practice improvement	
Protective actions	<ul style="list-style-type: none"> ✓ Thames Valley Police issued 45 Child Abduction Warning Notices in 2017 ✓ Children who go missing are reviewed on a weekly basis and return interviews are monitored. There was a 93.8% completion rate at the end of Dec 2017 ✓ Thames Valley Police commended a local taxi driver for raising a safeguarding concern regarding a child that he was transporting which led to the eventual prosecution of the perpetrator ✓ Oxford Health NHS FT school health nursing team and the county council have worked together to raise awareness of LGBTQ inclusion ✓ South Oxfordshire and Vale of White Horse DC ran 'Chelsea's choice' for local schools ✓ Multi-agency audit initiated on how well we work with perpetrators to prevent harm ✓ Protective behaviours work with schools driven forward by Kingfisher Team for development in 2018 ✓ Year 3 & 4: safer together programme commissioned by Kingfisher. Pilot to run in 2018 ✓ Year 5: youth ambassador programme developed by Donnington Doorsteps Step Out project ✓ Year 7 & 8: pack being developed through schools, CAMHs, Kingfisher
Identifying exploitation	<ul style="list-style-type: none"> ✓ Child sexual exploitation champions within services supporting colleagues ✓ Work to better identify male victims including a checklist on 'how you work with boys' ✓ Work to better safeguard disabled children and identify them as potential victims ✓ New locality panels being set up to identify those children going missing and at increased risk ✓ Child exploitation screening tool drafted ✓ Task group to design 'referral pathway for help' ✓ co-ordinate effective provision for exploited children and young people

Progress on practice improvement	
Improving practice	<ul style="list-style-type: none"> ✓ Over 60 hotel workers at 'Say something if you see something conference' organised by TVP, Hotel Watch and Oxford City Council (3 conferences to date) ✓ Thames Valley Police and district council 'test purchasing' at hotels led to further safeguarding training and OSVDC OSCB training reviewed to ensure it is up-to-date ✓ 94% of taxi drivers completed safeguarding training and an increase in LADO and MASH reporting from this workforce ✓ Updated 'joint operating framework' for taxi licensing agreed across county partners for safer transport of vulnerable children ✓ 'Mind of my own' this new app has enabled 98 children to engage with workers on their care ✓ Multi-agency audit on how well we work with victims of domestic abuse ✓ Multi-agency audit on how well we work with children with disabilities who are vulnerable to exploitation
Keeping children safe in full time education	<ul style="list-style-type: none"> ✓ Collation of data on attendance, exclusions, elective home education, attainment and achievement of pupils with special educational needs and disabilities ✓ Headteacher breakfast briefings to drive forward strategic change ✓ Keeping 'Safeguarding Children in Banbury' was funded by Cherwell DC and led by TVP in conjunction with the Banbury Headteachers group ✓ Development of multi-agency 'Team around the school' ✓ Local authority officer termly briefings with schools safeguarding leads ✓ Development of learning from case reviews for schools ✓ Two new posts within the county council to work with schools and help with school attendance

OSCB view of progress made in terms of practice improvement: Safeguarding adolescents

Points of progress

The concerns regarding older children are reflected in the data that we have on our safeguarding system. We know that their needs are placing a pressure on the system.

It is reassuring to see the many examples of work by OSCB partners in terms of strategic leadership and co-ordination, resource allocation and work to improve practice. They range from the strategic focus on keeping children safe in schools as an important step forward to suicide prevention strategies to safeguarding training for all taxi drivers e.g. 94% of Oxfordshire taxi drivers have been trained in safeguarding. In 2017 a local taxi driver, who had undertaken this training, was commended by Thames Valley Police for his actions in safeguarding a child who was at risk of significant harm from a dangerous individual. His actions ensured the child was kept safe and proved vital in ensuring the conviction of a predatory offender. This is a positive outcome for the safeguarding network in Oxfordshire, demonstrates increased awareness and reinforces the role of taxi drivers in the safeguarding intelligence network.

Oxfordshire headteachers have regularly met with the county council, senior police colleagues and health colleagues to take action on keeping children safe in full time education – reducing exclusions and improving attendance. The ‘Community around the school’ approach has been initiated as a means to better work together.

Points for improvement

However, the safeguarding concerns presented by vulnerable adolescents are a serious challenge the local issue of child drug exploitation is a serious concern for the partnership. Serious case reviews and data re-enforce this message. The OSCB partners must keep the work to protect older children from harm as a priority with a clear focus on criminal exploitation and schools.

Aim 3:

To scrutinise and quality assure

Priorities have been to challenge improvements, take robust action following learning and to assess risk and capacity across the partnership

Progress on practice improvement:

The OSCB has a learning and improvement framework which sets out the ability to deliver the above priorities. It includes serious case review, audit work, self-assessment, impact assessment, learning events and training. This section summarises what partners have done and learnt.

Challenge improvements through serious case reviews:

Serious Case Reviews (SCRs) are undertaken when a child has died or been seriously harmed and due to abuse or neglect and there has been interagency involvement. They are commissioned by the Chair of the LSCB. They seek to draw out learning for agencies on how to work better together.

Over the last five years the OSCB has run 12 serious case reviews and 3 learning reviews which have involved 19 children. There are two main age groups; pre-school and secondary school aged children – just over 50% are older children aged between 13 and 18ys (this figure is influenced by the serious case review on child sexual exploitation). However, 7 of these cases concern children who are pre-school or just in the first year at school. Analysis shows that either the child, their siblings or parents have previously been known to children's services, either current at time of incident or historic.

Over the last year the OSCB has worked on four serious case reviews. Some of the emerging, repeated themes have been:

1. **Curiosity:** being curious about the family's past history, relationships and current circumstances in a way that moves beyond reliance on self-reported information
2. **Responding to physical abuse:** professionals identifying it, listening to children and following procedures to properly investigate

3. **The role of schools in keeping children safe:** understanding that school attendance is a critical factor to support opportunity, well-being and safety
4. **Professional understanding of the implications of elective home education:** actively knowing which agencies are in touch with the family and to what effect
5. **Taking a cumulative view when working with children:** not seeing events in a linear way but weighing up risks over time and keeping previous events in mind (using chronologies)
6. **Parental wellbeing:** mental health, substance misuse and domestic abuse are recurring themes
7. **Fragmented management of health needs:** ensuring effective communication across services for co-ordinated and consistent management of care
8. **Children's emotional wellbeing:** increasing evidence of self-harm by children aged 10 years & above
9. **Children's limited capacity to protect themselves** as they move into adolescence after experiencing a lack of consistent, supportive parenting in their early years (long lasting impact of neglect)
10. **Rethinking 'did not attend' to 'was not brought'**

Challenge improvements through audits

Multi agency audits and single agency audits were reported every two months to highlight safeguarding themes, good practice and learning points. Four multi agency audits covered at least 20 cases from the perspective of all agencies involved. All this year's themes are reflected above in the learning points from case reviews. Additional food for thought for the workforce from audit work is:

- Think Family.
- Use safeguarding tools earlier (look on OSCB practitioner portal)
- Engage children and families in statutory safeguarding processes – with a focus on fathers and male care givers and capturing the voice of the child
- Use chronologies to support joined up work: keep them up to date and shared
- Reassess safeguarding risk when there is a concern about neglect and children are not being brought to appointments e.g. dentist, doctor, health visitor
- Develop your understanding of online and social media abuse and your ability to talk about what constitutes abuse, healthy relationships and consent

The joint audit on disabilities confirmed some of the vulnerabilities seen in data and case reviews, such as children not being brought to appointments. It also highlighted that professionals can be concerned about raising concerns regarding neglect because they are worried about spoiling their relationship with the family. It emphasised the importance of direct communication with the child.

The joint audit on domestic abuse confirmed some of the risks raised through case reviews and in addition it highlighted that professionals need more support to talk about and deal with consent and abuse, explicit images online and what constitutes a healthy relationship.

Some of the simplest but most important messages from audits come from families and children:

Parents and carers

1. *“Communication, communication, communication!”*
2. *“Don’t leave help and support until crisis point”*
3. *We want “Good sharing and co-ordination of info between agencies”*

Children and young people’s views on services

1. *Get in early “make a difference as early as possible”.*
2. *Relationships have got to work to build trust and progress “click and connect”*
3. *Children and young people want to be informed and involved “listen to me” – increase views being reflected in plans and decisions*

Children and young people’s challenges to the board

Issues of concern have been raised by the ‘Voice of Oxfordshire Youth’ group:

- ✓ Lack of mental health support for young people
- ✓ Lack of youth clubs – seen as an important source of advice and guidance
- ✓ Need for more awareness for teens about drugs and alcohol
- ✓ Need for more action on bullying in schools; it is a big deal
- ✓ Fabricated and induced illnesses is an emerging concern

These messages have informed OSCB business planning.

Robust action following learning: multi agency events

OSCB partners delivered a programme of multi agency learning events to over 400 local practitioners. Board members and local professionals planned the days, delivered presentations and led round table discussions. For example, the conference on neglect was attended by 156 delegates, with an additional 34 colleagues involved in delivering the conference, e.g. speaking, facilitating group discussions, manning information stands and/or assisting the OSCB business unit with setting up/ signing in on the day. The 3 events have challenged thinking and practice and opened up conversations and covered key themes for improvement.

This is what practitioners fed back to the OSCB:

1. Working with fathers: learning from the Child Q, Children A-F serious case reviews

“Excellent speakers who made me reflect and think about my practice”.

“Absolutely brilliant. Today has been a conversation which is long overdue and we need more conferences like this more frequently to raise awareness and change practice”.

2. Dealing with neglect: learning from the Child Q, Children A-F serious case reviews

“Understanding the impact of neglect on how a young person perceives themselves, how they may see the world and their value, will immensely influence my practice”.

“Reminding all professionals to focus firmly on the child....., the importance of keeping explanations of concerns and expectations of parents simple and unambiguous and emphasising again the importance of multi-agency information sharing”.

3. Ten most frequent learning points from case reviews, Children A-F, Child J, Child Q, Baby L, Child A and Child B serious case reviews

“I’m going to talk to my manager about how we might be able to share information better within different services, e.g. housing, benefits, this was a great learning opportunity – multi-agency chronologies are a great idea if used correctly – I will be taking to team meetings”.



“it is important to communicate with other professionals, don’t assume other agencies have it in hand, talk to my school team and put into practice at that level, the importance of linking in with other professionals”

Robust action following learning: OSCB multi agency safeguarding training

- ✓ 2040 multi-agency practitioners trained core safeguarding
- ✓ 417 multi-agency practitioners trained on early help assessments
- ✓ 451 multi-agency practitioners trained on mental health, child sexual exploitation, working with men and boys, drugs and alcohol and sexual abuse
- ✓ 38 multi-agency practitioners trained on female genital mutilation
- ✓ 697 early years multi-agency practitioners trained on safeguarding
- ✓ 3854 multi-agency practitioners trained on abuse and neglect; safeguarding and think family

The OSCB team of volunteer trainers was awarded a Certificate of Commendation from the NSPCC and BASPCAN this year. Here are five reasons why:

1. All trainers are local frontline local practitioners who deal with safeguarding issues in Oxfordshire on a daily basis and take time out of their day to deliver training e.g. from Thames Valley Police, the local hospital or early years settings.
2. The trainers are co-producers of the training – bringing their expert knowledge and responding to local concerns. They can bring real case studies and subject knowledge to the table.
3. The trainers co-deliver our core courses, which means that there will be trainers from two different agencies within the safeguarding partnership; this strengthens our local safeguarding network.

4. The trainers are an invaluable ear to the safeguarding network meeting the workforce over 100 times each year. They talk to the OSCB after training and we listen to their comments at the three development days.
5. Passion and commitment to training. Our training team is a positive and committed group of volunteers who are good at what they do. This feedback sums it up well,

“I have gained a better understanding of how safeguarding works in Oxfordshire and how to report concerns, trainers were brilliant – best safeguarding training I have ever attended, the training enabled me to understand my role in inter-agency working brilliantly and it was clear who I should contact around safeguarding issues in other agencies, trainers worked well as a team”

Assessing risk and capacity

All OSCB partner completed a comprehensive self-assessment of their provision against standards set out in section 11 of the children’s act. This provided overall reassurance that the general frameworks are in place in organisations to keep children safe.

- ✓ Senior management commitment is strong
- ✓ Information sharing is effective
- ✓ Safer Recruitment and Vetting procedures are in place and working
- ✓ The Effectiveness of the Safeguarding Boards is deemed sufficient

Partners also completed an impact assessment in the face of three key pressures on its system: rising demand, diminishing resources and staffing shortfalls as well as difficulties with staff recruitment and retention. Their impact assessment recommends

1. Further development of early help strategies and initiatives
2. Improving multi-agency working
3. Maintaining services and monitoring key issues: 5 priorities remain at the forefront of safeguarding work: mental health; domestic abuse; alcohol and drug abuse; exploitation and housing.



OSCB view of progress made in terms of scrutiny and quality assurance

Priority: Challenge improvements

The multi-agency auditing of safeguarding work is valuable in testing change. The OSCB has seen some excellent examples of improved safeguarding work through regular quality assurance of services e.g.

- ✓ The National Probation Service could demonstrate that Oxfordshire staff have a good understanding and awareness of CSE, recognised in recent visits from the National Executive Director and the Chief Executive Officer of the NPS in the past 3 months.
- ✓ Oxford Health NHS FT were able to demonstrate that colleagues were using the guidance for responding to non-recent (historic) abuse citing an example which led to the prosecution of a perpetrator of historical abuse.
- ✓ Thames Valley Police could demonstrate an increase in the recording of children’s information when attending domestic abuse incidents.
- ✓ The Community Rehabilitation Company identified improved attendance at Core Groups and timely responses to requests for information from the Multi Agency Safeguarding hub.
- ✓ 97% of dental staff had an excellent knowledge of safeguarding policies, procedure and guidelines when surveyed by Oxford Health NHS FT. (57 staff audited. 60% return rate. Jul 16)

OSCB should seek to develop more assurance in 2018 on neglect, safeguarding work with housing providers as well as work to scrutinise how well we work with young perpetrators (a theme chosen by young people in Oxfordshire).

Priority: Take robust action following learning.

The work on multi-agency training has been commended nationally this year. OSCB trainers are thanked for their time and effort to deliver high quality work. The statistics delivered by this group of volunteers is impressive and includes:

- ✓ 3854 multi-agency practitioners trained on abuse and neglect; safeguarding and think family
- ✓ 2040 multi-agency practitioners trained in core safeguarding
- ✓ 697 early years multi-agency practitioners trained on safeguarding

In 2018/19 multi-agency training will be developed to include domestic abuse, neglect as well as refresher courses for professionals who have undertaken a lot of safeguarding training and would benefit from a different type of learning. These should be a priority for the partnership to deliver in 2018/19.

In 2018/19 multi-agency events will pick up on broader safeguarding issues for the workforce e.g. understanding criminal exploitation, multi-agency chronologies and the benefits of using them, talking about consent and healthy relationships and the additional vulnerabilities of disabled children.

Priority: Assessing risk and capacity.

The extensive work by OSCB and OSAB partners showed that they take safeguarding into account within their leadership arrangements and provision of services. Some good examples were given as to how safeguarding children is incorporated in to the daily provision of services:

- ✓ Children's Social Care developed an online portal for working with neglect
- ✓ Oxford City Council developed a Safe Haven Project for language students

- ✓ South and Vale District council put a 'Safe Place scheme' in place in Didcot and Wallingford
- ✓ West Oxfordshire District council set up safeguarding policy, procedure and specific 'Safe from Harm' pages on intranet
- ✓ Cherwell District Council introduced a safeguarding training programme for Councillors
- ✓ OUH NHST FT produced safeguarding leaflets and leaflets for parents to provide them with the information needed when a safeguarding concern has been raised
- ✓ Partnership work between the School Health Nursing Team (OH NHST FT) and Oxfordshire County Council on a number of initiatives to raise awareness of LGBTQ inclusion
- ✓ Public Health ran targeted focus groups on sexual health services, smoking cessation services and school health nursing to improve service delivery
- ✓ Thames Valley Police ran 'Hidden Harm: Open your eyes to abuse' 18-month campaign to raise awareness of hidden forms of abuse, initially focussing on Modern Slavery
- ✓ The Youth Justice Service improved work on the wider 'exploitation' of young people, e.g. focus within strategic plan, development of exploitation toolkit and educational resource
- ✓ The Fire and Rescue service in Oxfordshire is one of 6 pilot areas developing a national safe and well evaluation framework measuring the impact of safe and well in terms of positive outcomes for vulnerable people

OSCB wants to see the work on self-assessing safeguarding standards joined up with impact assessment in 2018.

A teal-colored background featuring a close-up, slightly blurred image of several hands stacked together, with fingers interlaced, suggesting support or teamwork.

Chapter 3

**Summary of OSCB
challenges and priorities
that the OSCB needs to
respond to**



Summary of OSCB challenges and priorities that the OSCB needs to respond to

National drivers

- Implications of the new safeguarding partnership arrangements following the new Children and Social Work Act 2017
- Implications of reduced resources from Government
- Planned statutory changes to elective home education
- and achievement of pupils with special educational needs and disabilities
- improve connections and communications with safeguarding leads in housing
- ensure that the workforce is competent, confident and capable and able to deal with:
- parental issues such as substance misuse, mental health problems and domestic abuse are addressed as part of this problem.
- adolescent issues of substance misuse, mental health, healthy relationships as well as online well-being.

Local priorities for the OSCB and multi-agency work

- ensure that the early help process is improved and that partners in the safeguarding system understand early help, their role in it and the thresholds for statutory services
- ensure that partners know how to see and name neglect and understand the value of a multi-agency chronology when working with children
- improve multi-agency responses to safeguarding vulnerable adolescents from different forms of criminal exploitation and peer on peer abuse in particular those children with special educational needs
- maintain an emphasis on risks identified through 'safeguarding in education': attendance, exclusions, part-time timetables, elective home education, attainment

Priorities for the Board business plan in 2018/19

(see annex D for detail)

1. Improving the effectiveness of the board; collaboration with Oxfordshire Safeguarding Adults Board and engagement with local community and voluntary organisations
2. Tackling neglect and safeguarding adolescents at risk of exploitation
3. Taking robust action following learning; to ensure continuous improvement and to assess risk and capacity across the partnership

A photograph of a young man and a young woman sitting together, looking down at a book or document. The image is heavily overlaid with a yellow color filter. The man is on the left, and the woman is on the right, holding the book. The background is slightly blurred, showing what might be a tree trunk.

Chapter 4

Key safeguarding messages for stakeholders

Our local community:

Safeguarding is your concern too. Report a concern if you are worried.

Heads and Governors of schools:

- Be informed. Know how to support pupils dealing with concerns like self-harm; radicalisation; sexting; sexual identity
- Check your pupil attendance and take action – know their ‘whereabouts’. We know that children are safer in school
- Sign up for ‘Encompass’ the only means of receiving confidential notifications from the police about domestic abuse incidents that children have been involved in

Children and young people:

- Thank you for telling us what you think
- We understand that LGBT is something that you want to talk more about; that we need to find better ways to talk about healthy relationships, consent and sex; that you are concerned about how to get help quickly to support your emotional wellbeing and that you think ‘unusual health seeking behaviour’ is becoming a problem.

The community, faith and voluntary sector:

- Your role in early help is important: we recognise that you are managing a lot of challenging work
- Use the new safeguarding policy template and checklist
- Carry out a safeguarding self-assessment

Children's workforce:

- Well done for doing a great job under pressure.
- We love hearing this kind of feedback about you: "She is very supportive, kind, thoughtful, considerate, caring and she always puts other people first, in general she's an amazing ...worker. But most of all she just wants the best for me."
- Please consider these learning points from recent case reviews:

- | | |
|--|--|
| <p>1. CURIOSITY: being curious about the family's past history, relationships and current circumstances in a way that moves beyond reliance on self-reported information</p> | <p>6. PARENTAL WELLBEING: mental health, substance misuse and domestic abuse are recurring themes</p> |
| <p>2. RESPONDING TO PHYSICAL ABUSE: professionals identifying it, listening to children and following procedures to properly investigate</p> | <p>7. FRAGMENTED MANAGEMENT OF HEALTH NEEDS: ensuring effective communication across services for co-ordinated and consistent management of care</p> |
| <p>3. THE ROLE OF SCHOOLS IN KEEPING CHILDREN SAFE: understanding that school attendance is a critical factor to support opportunity, well-being and safety</p> | <p>8. CHILDREN'S EMOTIONAL WELLBEING: increasing evidence of self-harm by children aged 10 years & above</p> |
| <p>4. PROFESSIONAL UNDERSTANDING OF THE IMPLICATIONS OF ELECTIVE HOME EDUCATION: actively knowing which agencies are in touch with the family and to what effect</p> | <p>9. CHILDREN'S LIMITED CAPACITY TO PROTECT THEMSELVES as they move into adolescence after experiencing a lack of consistent, supportive parenting in their early years (long lasting impact of neglect)</p> |
| <p>5. TAKING A CUMULATIVE VIEW WHEN WORKING WITH CHILDREN: not seeing events in a linear way but weighing up risks over time and keeping previous events in mind (using chronologies)</p> | <p>10. RETHINKING 'DID NOT ATTEND' TO 'WAS NOT BROUGHT'</p> |

Senior managers and leaders:

- Engage with our priorities and lead your organisations in support of these
- Support the OSCB to escalate risks which sit outside of the local partnership e.g. lack of provision for looked after children and for children with acute mental health needs, elective home education
- Improve the confidence and capability of the whole workforce – to work effectively with families experiencing domestic abuse, parental mental health and drug and alcohol issues

Annex A: Governance and accountability arrangements

How we work:

Throughout 2017/18 we have been a partnership set up under the Children Act 2004 to co-operate with each other to safeguard children and promote their welfare and have worked to the government guidance, Working Together 2015.

The Board's job is to make sure services are delivered, in the right way, at the right time, so that children are safe and we make a positive difference to the lives of them and their family. We aim to do our job in two ways:

Co-ordinating local work by:

- Developing robust policies and procedures.
- Participating in the planning of services for children in Oxfordshire.
- Communicating the need to safeguard and promote the welfare of children and explaining how this can be done.

Ensuring that local work is effective by:

- Monitoring what is done by partner agencies to safeguard and promote the welfare of children.
- Undertaking Serious Case Reviews and other multi-agency case reviews and sharing learning opportunities.
- Collecting and analysing information about child deaths.

- Publishing an annual report on the effectiveness of local arrangements to safeguard and promote the welfare of children in Oxfordshire.

We are not responsible or accountable as a Board for delivering child protection services. That is the responsibility of each of our agencies separately and collectively but we do need to know whether the system is working.

Our multi-agency subgroups work to deliver the three aims of the board: effective leadership; practice improvement and checking that children are kept safe. See our business plan for details. The subgroups lead on safeguarding themes of child exploitation; disabled children, quality assurance, safeguarding procedures and safeguarding in education. We have three area-based groups which meet on a termly basis to bring together managers for updates on safeguarding work and to give feedback on any emerging safeguarding themes in their areas.

Who we work with and alongside

There are a number of other multi-agency board and partnerships in Oxfordshire that are working to improve the health and wellbeing of Oxfordshire residents and safeguard children, young people and adults with care and support needs who are vulnerable to abuse and neglect. They are:

- i. **Oxfordshire Health and Wellbeing Board (HWB) and its associated partnership boards and joint management groups, one of which is the Children's Trust**
- ii. **Safer Oxfordshire Partnership (SOP)**
- iii. **Oxfordshire Community Safety Partnerships (CSPs)**
- iv. **Oxfordshire Safeguarding Adults Board (OSAB)**

The Health and Wellbeing Board, Community Safety Partnerships and Safer Oxfordshire Partnership operate as strategic commissioning and delivery bodies. The two safeguarding boards are primarily scrutiny and challenge boards focusing specifically on safeguarding and effective partnership working to support this. These roles are distinctive but align well to provide a governance framework. The partnership protocol is on the OSCB website.

Health and wellbeing board. The Oxfordshire Health and Wellbeing Board (HWB) is a forum where key leaders from the health and care system work together to improve the health and wellbeing of the local population and reduce health inequalities. Each local authority is required to have a Health and Wellbeing Board under the Health and Social Care Act 2012.

Children's Trust. The Children's Trust is responsible for developing and promoting integrated frontline delivery of services which serve to safeguard children. The partners work to plan services, find solutions and align resources as appropriate to deliver

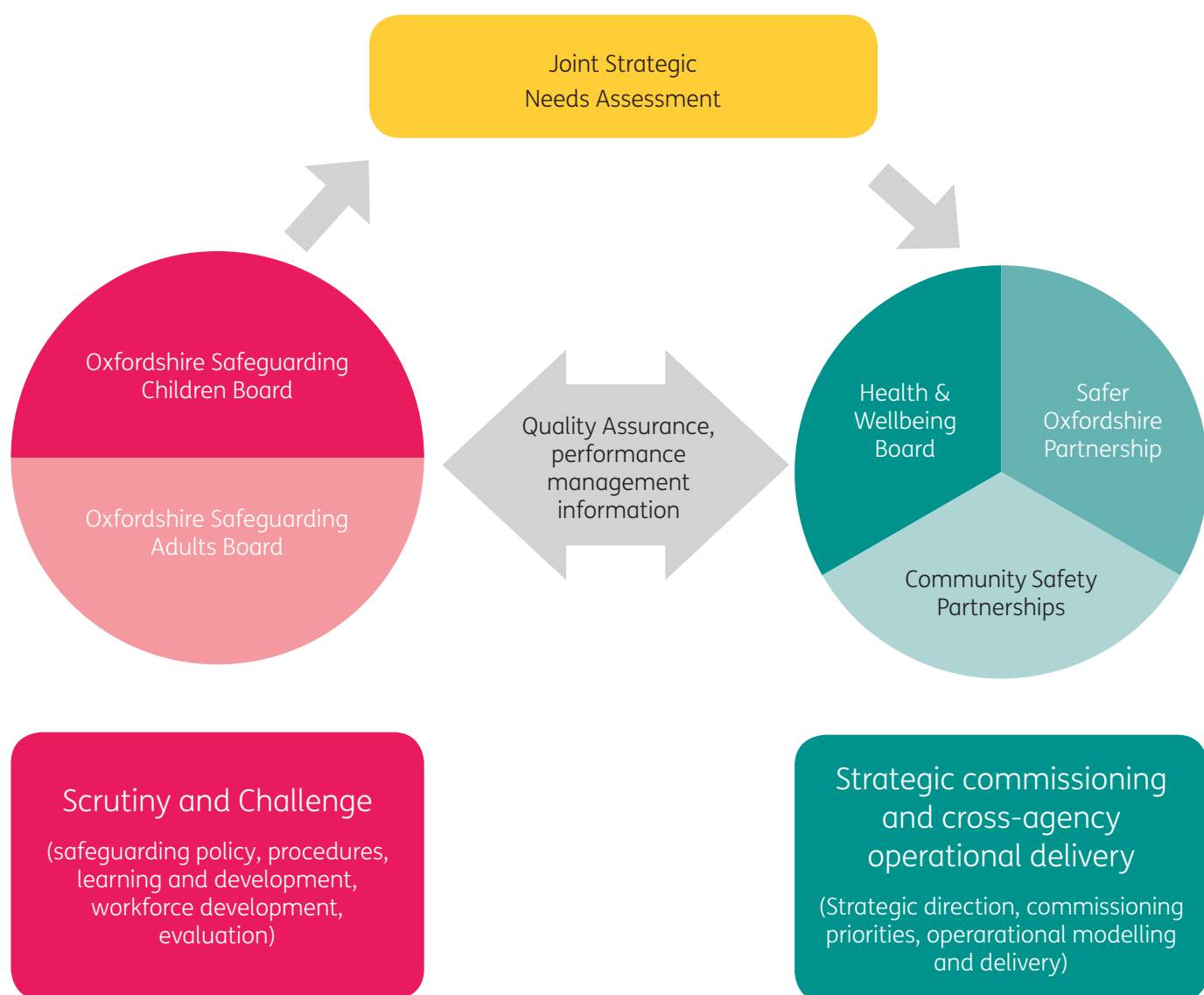
Improvements. The Trust produces a Children and Young People's Plan for Oxfordshire and recommends to the Health and Wellbeing Board where resources should be focused to deliver the Plan. The chairs of the Trust and Board are members of both groups.

The Safer Oxfordshire Partnership. This group aims to reduce crime and create safer communities in Oxfordshire and has a co-ordination function. It is supported in this task by the district level Community Safety Partnership (CSPs), which develop local community safety plans for their areas and are accountable for delivery.

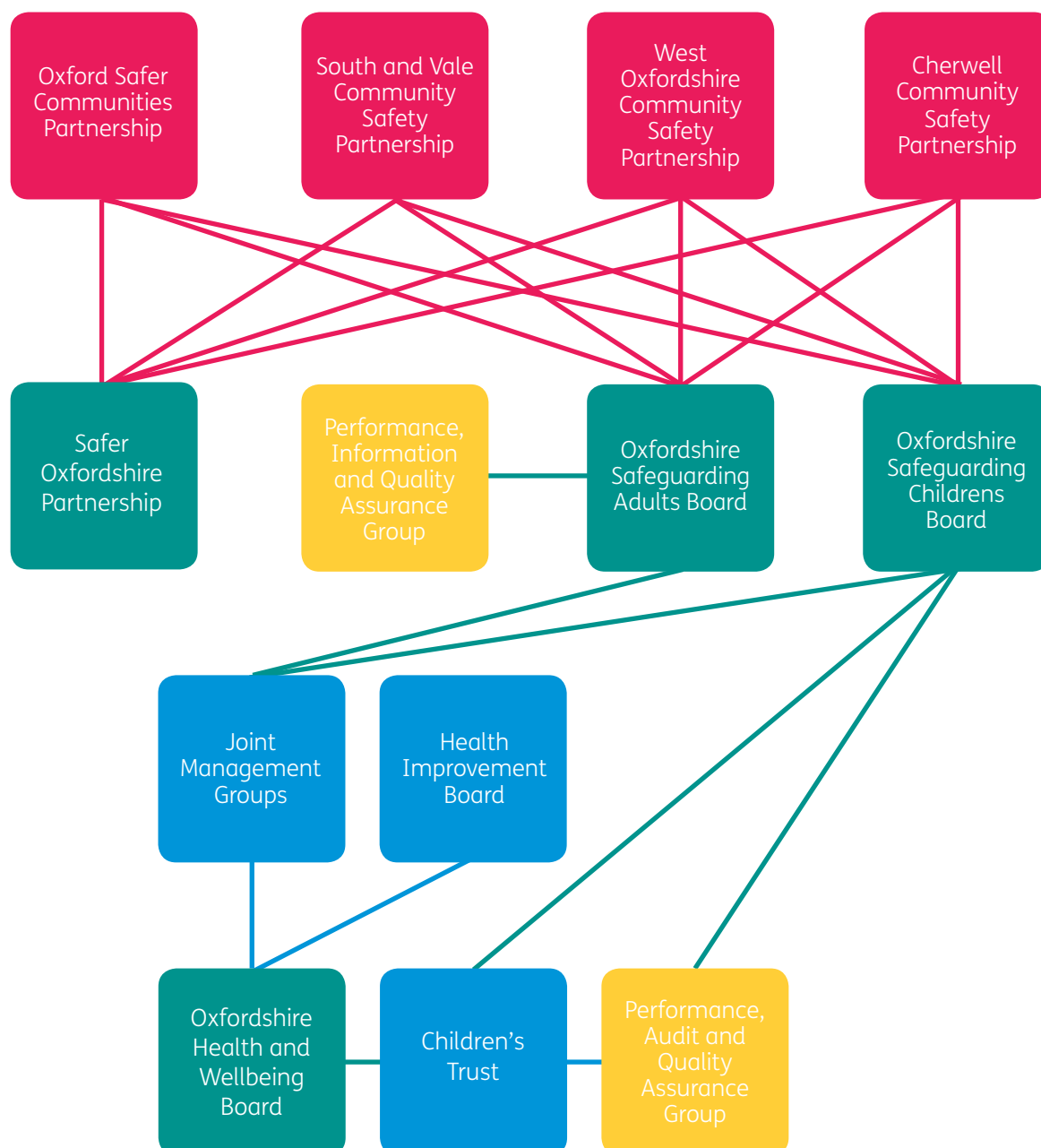
Community safety partnerships. These groups deliver projects that aim to cut crime and the fear of crime. Based in each district or city council area partners from the local authority, police, probation services, housing, fire and rescues services, the environment agency, the health sector and voluntary sector jointly tackle crime and safety issues. District colleagues are integral to the safeguarding work on child exploitation and engagement with the community and voluntary sector and safer transport.

The Oxfordshire Safeguarding Adult Board. This board leads on arrangements for safeguarding adults across Oxfordshire. It oversees and coordinates the effectiveness of the safeguarding work of its member and partner agencies. As a strategic forum it has three core duties: to develop a strategic plan; publish an annual report and commission safeguarding adults reviews (SARs) for any cases which meet the criteria for these.

Oxfordshire Partnership Protocol Overview



Relationships



Annex B: OSCB Members

Who we are

The role of the County Council.

Oxfordshire County Council is responsible for establishing an LSCB in their area and ensuring that it is run effectively. The Lead Member for Children's Services is the Councillor elected locally with responsibility for making sure that the local authority fulfils its legal responsibilities to safeguard children and children. The Lead Member contributes to OSCB as a participating observer and is not part of the decision-making process. During the period covered by this Annual Report Councillor Hibbert-Biles and Councillor Harrod have fulfilled this role.

Individual partners.

Member agencies retain their own lines of accountability for safeguarding practice. Members of the Board hold a strategic role within their organisation and are able to speak for their organisation with authority and commit their organisation on policy and practice matters. On the Board we share responsibility collectively for the whole system, not just for our own agency. These governance and accountability arrangements are set out in a constitution.

Independent.

As an independent Board we hold each other and our respective governance bodies to account for how they are working together. The Board's Independent Chair is directly accountable to the Chief Executive at the County Council and works very closely with the Director of Children's Services. The Independent Chair also liaises regularly with Thames Valley Police and the Police and Crime Commissioner, the Council's executive member for children's services and the Chair of the Health and Wellbeing Board in driving forward improvement in practice. Moreover, the Independent Chair maintains a close relationship with the Oxfordshire Clinical Commissioning Group and NHS Trusts. The OSCB is pleased to have strengthened representation from the voluntary and community sector during 2017/18.

Health sector.

Oxfordshire's Clinical Commissioning Group (OCCG) is an important contributor to the OSCB. The OCCG and local health providers work together to lead a health advisory group to engage health professionals in the safeguarding work of the board. The local area team (NHS England) supports this. The Oxford University Hospitals Foundation Trust and Oxford Health NHS Foundation Trust are key partners on the Board and important providers within the Oxfordshire safeguarding system.

The OSCB has a designated doctor and designated nurse. This is currently a stipulated requirement of boards as set out in Working Together 2015 (page 57 and page 69 para 9). Their function is to provide the board with direct access to the expertise of designated health professionals.

OSCB member agencies

- Independent Chair
- Oxfordshire County Council: children's services, youth justice services, adult services, fire and rescue services, legal & public health
- Oxford University Hospitals Foundation Trust
- Oxfordshire Clinical Commissioning Group
- Oxford Health NHS Foundation Trust
- NHS England Area Team
- West Oxfordshire District Council
- Cherwell District Council
- Oxford City Council
- South Oxfordshire and Vale of White Horse District Council
- Thames Valley Police
- Children and Family Courts Advisory and Support Service
- Community Rehabilitation Company
- National Probation Service
- Lay Members
- Representation from schools and colleges
- Representation from the voluntary sector
- Representation from the housing sector
- Representation from the military

Annex C: What happens when a child dies in Oxfordshire

CDOP is a sub-group of the OSCB. It enables the LSCB to carry out its statutory functions relating to child deaths. It carries out a systematic review of all child deaths to help understand why children have died.. Deaths in children are always very distressing for parents, carers and clinical staff. Developing an overview of the confirmed causes of childhood deaths can lead in some instances to effective action in preventing future deaths. In accordance with the statutory guidance we review deaths of all children resident in Oxfordshire, identifying themes, modifiable factors and any issues that may affect the safety and welfare of children. In particular we aim to develop a more detailed understanding of the causes of death and where appropriate take forward recommendations made by the panel to influence strategic changes and practice.

In 2017-2018, 84 child deaths were reported to the Oxfordshire CDOP and were discussed with the Designated Doctor for child deaths. 34 of the child deaths reported were of children normally resident in Oxfordshire and 50 of the deaths were of children normally resident in other counties.

In 2017-2018 the Oxfordshire CDOP reviewed the deaths of 40 children who usually reside in Oxfordshire. These reviews included deaths that occurred in the year 2017-2018 and reviews that occurred before 2017-18, but had been carried over, due to alternative investigations which prevented completion of the CDOP process earlier. The outcomes of panel meetings are twofold: to identify the classification of death and modifiable factors.

Preventable child deaths can be defined as “those in which modifiable factors may have contributed to the death. These factors are defined as those which by means of nationally or locally achievable interventions could be modified to reduce the risk of future child deaths.” http://www.workingtogetheronline.co.uk/chapters/chapter_five.html

The panel considers all the available information and makes a decision as to whether there were any modifiable factors in each case. These include factors in the family, environment, parenting capacity and service provision. Consideration should be made as to what action could be taken at a regional and or national level to prevent future deaths and improve service provision to children, families and the wider community. When considering modifiable factors the panel is required to make a decision on whether the factors contributed to or caused the death.

In the year 2017-2018 the CDOP panel concluded that in 35% of cases reviewed there were modifiable factors. The following were identified that contributed to or caused the death.

Modifiable factors identified were:

- Co-sleeping
- Smoking
- Housing issues
- Infection guidelines/ sepsis guidelines not being followed
- Consanguinity

There are a number of established national campaigns around the issues that relate to modifiable factors, where that is the case, no specific recommendations have been made.

In 2017-2018 Oxfordshire contributed anonymised data to the following local and national campaigns:

- Co-sleeping
- Water safety
- Suicide prevention

In these areas no specific recommendations were made. Public health messages were shared, discussed and circulated. Oxfordshire also contributes anonymised data to research study requests (where appropriate) and to The Royal Society for The Prevention Of Accidents (ROSPA), so that they can collate a national picture. As a result of other identified modifiable factors, the following specific recommendations were made by the CDOP:

- When sepsis may be suspected the importance of sharing of information about baseline observations between episodes of care delivered by the out of hours service and GP services was highlighted. This has been incorporated into Sepsis training for GPs and out of hours services.
- Increased awareness of dangers of hot weather for infants – both from co-sleeping and open windows led to public health messages being circulated.

The Rapid Response Service

CDOP is advised of all child deaths and monitors the response when this involves an early response process (previously known as rapid response). In Oxfordshire, the early response service, coordinated by a team (Child Death Response Team) in the Oxford University Hospitals NHS Foundation Trust, commissioned by OCCG, is well established and assists in gathering as much information as possible in a timely, systematic and sensitive manner, to inform understanding of why the child has died. In addition, its primary role is to ensure bereavement support for the family is initiated and that processes are initiated where there may be other vulnerable children within the family. The Child Death Team has an on-call rota to cover the service 24 hours a day, 7 days a week, including bank holidays. The team provides a safe, consistent and sensitive response to unexpected child deaths up to the age of 18, where the child dies in, or is brought to hospital immediately after their death. This service is currently provided by the Chaplaincy team.

In collaboration with the Designated Doctor for Child Deaths (in working hours) and Acute Paediatricians (out of hours) the Child Death Team ensures that families are provided with support in the event of a sudden and unexpected child death. They work collaboratively with other organisations including the Coroner's office, Schools, Youth Projects, Social Care, South Central Ambulance Service, Thames Valley Police, Oxford University Hospitals NHS Trust, Oxford Health NHS Foundation Trust, Helen and Douglas House Hospice and the child bereavement charity Seesaw, in order to enhance the quality of care provided to all those whose work brings them into contact with bereaved families.

There have been several cases where there has been a delay in a family being able to view their child's body due to the complexity of processes needed at this time. This has caused distress to the family members. All relevant agencies are reviewing and updating their policies

The process ensures that the Child Death Team makes a vital contribution not only to the CDOP review, but to the immediate response provided in the event of an unexpected child death. This difficult and sensitive work provides robust support for families and professionals in the tragic circumstances surrounding a child death.

In every case in which the death of an Oxfordshire child is unexpected, the CDOP officers arrange a professionals meeting. The Designated Doctor for Child Death chairs these early response meetings, ensuring that the principles underlying the early response process are considered throughout by all agencies. These are set out by the DfE

1. The family must be at the centre of the process, fully informed at all times, and treated with care and respect.
2. Joint agency working draws on the skills and particular responsibilities of each professional group.
3. A thorough systematic, yet sensitive, approach will help clarify the cause of death and any contributory factors.
4. The “Golden Hour” principle applies equally to family support and the investigation of the death.

In 2017-2018 a total of 14 unexpected deaths of Oxfordshire children were reported to the Oxfordshire CDOP and Early Response Coordination team. For all Oxfordshire cases, an early response meeting was held. In all cases, the Coroner was informed of the child’s death in a timely manner. A summary of the action taken by the Child Death Team have a target response time frame of two hours from the receipt of notification. This target has been reached in 100% of cases in 2017-2018.

Annex D:

OSCB priorities for 2018/19

Aim: Provide leadership for effective safeguarding practice	
PRIORITIES	ACTIONS
Improve board effectiveness	Develop the work of the Board to be more effective in light of the new Working Together guidance
Joint work with OSAB	Develop joint working on housing, domestic abuse, transitions and keep a watching brief on modern slavery
Engage local communities	Ensure that local voluntary and community organisations are better engaged in the partnership: training, communication and working together
Aim: drive forward practice improvement	
PRIORITIES	ACTIONS
Safeguard adolescents	Support multi-agency responses to safeguard vulnerable adolescents: <ul style="list-style-type: none"> • transitioning from children to adult services with OSAB • at risk of domestic abuse or peer abuse with OSAB • at risk of criminal exploitation • not in full time education
Address neglect	Support a co-ordinated and multi-agency response to neglect
Act following learning	Ensure the training workstream is well co-ordinated across the OSCB and OSAB and having an impact Ensure the learning and improvement comms. workstream reinforces safeguarding messages

Aim: ensure that children and young people are kept safe	
PRIORITIES	ACTIONS
Challenge improvements	<p>Test how well learning is embedded in to practice through multi-agency audits which include the voices of children and families</p> <p>Check how well the integrated safeguarding arrangements effectively provide early help to families</p>
Assess risk and capacity	Check the level of risk and impact on the safeguarding system through the annual partner self-assessments with OSAB

Annex E: Glossary

AILC	Association of Independent LSCB Chairs
BASPCAN	British Association for the Study and Prevention of Child Abuse and Neglect
CAF	Common Assessment Framework
CAMHS	Child and Adolescent Mental Health Service
CDOP	Child Death Overview Panel
CiCC	Children in care council
CRC	Community Rehabilitation Company
CSE	Child Sexual Exploitation
CSPs	Oxfordshire Community Safety Partnerships
EHA	Early Help Assessment
EIS	Early Intervention Service
FE	Further Education
HBT	Homosexual, bi-sexual and transgender
HMIP	Her Majesty's Inspectorate of Probation
HWB	Health and Wellbeing Partnership
LAC	Looked After Children
LADO	Local Authority Designated Officer
LCSS	Locality and Community Support Service
LGBTQ	Lesbian, gay, bi-sexual, transgender and queer
LIQA	Learning, Improvement and Quality Assurance (framework)
LSCB	Local Safeguarding Children Board
MAPPA	Multi-agency Public Protection Arrangements
MASH	Multi-Agency Safeguarding Hub
NPS	National Probation Service
NSPCC	National Society for the Prevention of Cruelty to Children
OCC	Oxfordshire County Council
OC CG	Oxfordshire Clinical Commissioning Group
OH NHS FT	Oxford Health NHS Foundation Trust
OSAB	Oxfordshire Safeguarding Adults Board
OSCB	Oxfordshire Safeguarding Children Board
OSVDC	Oxfordshire South and Vale District Councils
OUH NHS FT	Oxford University Hospitals NHS Foundation Trust
PAQA	Performance, Audit and Quality Assurance (subgroup)
PPU	Public Protection Unit within the National Probation Service
QA	Quality Assurance
SCR	Serious Case Review
SFR	Statistical First Release
SOP	Safer Oxfordshire Partnership
SRE	Sex and relationships education
TVP	Thames Valley Police
VCS	Voluntary and Community Sector
VOXY	Voice of Oxfordshire's Youth

Annex F: Finance

2017/18 OSCB accounts

	Provisional budget 2017/18	Budget as at end Mar 2018
Funding streams		
Public Health	-31,625	-31,625
Foster carer training		-2,975
Contributions		
OCC Children, Education & Families	-196,610	-197,757
OCC Dedicated schools grant	-64,000	-64,000
Oxfordshire OCCG	-60,000	-60,000
Thames Valley Police	-21,000	-21,000
National Probation Service	-2,500	-2,500
CRC	-1,410	-1,410
Oxford City Council	-10,000	-10,000
Cherwell DC	-5,000	-5,000
South Oxfordshire DC	-5,000	-5,000
West Oxfordshire DC	-5,000	-5,000
Vale of White Horse DC	-5,000	-5,000
Cafcass	-500	-500
Public Health (see above)	0	0
Total income	-407,645	-411,767
Expenditure		
Independent Chair	39,000	35,266
Business unit	253,000	258,565
Comms: learning and improvement	12,000	12,027
Training & learning	66,000	66,014
Subgroups	10,000	9,087
All case reviews	40,000	28,021
Total	420,000	408,981

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Report title:	Case Review and Governance sub group annual report, 2017/18
Date:	14 06 18
Lead Officer:	Lara Patel
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Introduction:

This is an annual report from the Chair of the Case Review and Governance (CRAG) subgroup – a subgroup of the Oxfordshire Safeguarding Children Board. It covers information on cases considered, cases reviewed and action taken over the last 12 months.

1. Local context

The subgroup comprises members drawn from Thames Valley Police, the County Council's children's services and legal services, the OCCG Designated Doctor and Designated Nurse, OH NHS FT, Public Health and a Head teacher representative. The purpose of the group is to support the OSCB in fulfilling its statutory duty to undertake reviews of cases both where the criteria¹ is met and where it is not met in order provide valuable information on joint working and areas for improvement.

The OSCB has worked on four serious case reviews since the last report to the Board. Of those four reviews: two are active and two have been completed as far as possible, whilst parallel processes are underway. One of the cases affected by

¹ Working Together to Safeguard Children 2015

parallel processes was initiated in 2013. The OSCB has also instigated one management review which is currently ongoing.

2. National Context

In May 2017 the 'The Children and Social Work Act', came in to power, which includes a set of clauses that set out arrangements for a new Child Safeguarding Practice Review Panel. The national Panel will identify a number of serious or complex child safeguarding cases which raise issues of national importance and will review cases which they believe will result in learning. The intention is that the majority of SCR's will be locally-driven.

3. Cases considered for review by the subgroup

The decision making criteria for serious case reviews has changed over time to permit different types of reviews and strengthen the conditions which apply to inter-agency learning. The current Working Together (DfE 2015) guidance is attached at appendix A.

Since the last report to the Board three cases were brought to the attention of the OSCB for consideration as a serious case review. One was referred by Thames Valley Police and two were referred by Children's Social Care. Of these three referrals two serious case reviews were commissioned, one was deemed not to meet the criteria. A further case was discussed by the group. This complex case led to a request for a case summary and assurances of safeguarding practice and multi agency working.

All cases considered for a serious case review by the CRAG must be referred to the National SCR Panel. This independent expert panel of four colleagues was established through Working Together (DfE 2013). It advises LSCBs and the DfE on aspects of SCR procedure and reviews *all* decisions. The panel members will challenge LSCBs where they do not feel the criteria has been applied correctly. Of the three Oxfordshire cases submitted to the National SCR Panel in 2017/18 none were contested. However, there was one case that was contested at the end of the previous year. During 2017/18 the OSCB reviewed this decision independently and

remained of the view that it does not meet the criteria. The National SCR Panel accepted this point of view although they did not share it.

4. OSCB SCR Methodologies

Working Together (DfE 2015) gives LSCBs permission to be innovative in the range and types of reviews commissioned and proportionate with respect to the scale and complexity of the issues being reviewed.

OSCB reviews have been completed using a range of approaches. The three new cases worked on since the last report have all been 'reviewer-led'. The case initiated in 2013 was based on the Working Together (2010) style of serious case review. The CRAG has not arrived at one recommended approach but considers the best approach for each case based on the scale and complexity of issues. A set of principles were developed in 2016 which have been further strengthened in 2017/18 to include guidance for agency panel members as well as parallel processes which have had a significant influence on OSCB case review work.

5. Parallel processes

A number of case reviews completed by the Board in the last few years have run alongside parallel processes. These range from disciplinary processes, criminal proceedings, complaints proceedings or other professional proceedings such as inquests, internal investigations or other formal reviews such as domestic homicide reviews. This can impact on the terms of reference, stakeholder participation, information sharing, chronology content, review length and cost.

Attached at appendix B is guidance on how these processes are best managed to ensure they are all completed in a timely manner and where possible achieve the best safeguarding outcomes for children.

6. Family contribution

As reports are written for publication, it is essential to involve families in reviews. Family members have contributed to all reviews which has added a layer of complexity but also provided valuable learning. The OSCB has valued the support of the family liaison officers (FLOs) at Thames Valley Police, probation officers as well

as social workers from the County Council all of whom have facilitated family meetings.

7. Reviews: subject details and safeguarding themes

The details of the cases are:

- The four different serious case reviews have concerned five children.
- One of the children was between 1-5 years. Four of the children were aged between 10-15 years.
- One was female. Four were male.
- One of these children is transgender

Over the last year the themes covered by case reviews have been: the long-lasting impact of neglect; physical abuse; self-harm; child and parental emotional wellbeing; engagement and attendance in education. The issue of neglect is a **repeated theme** in terms of the risks it presents to young children and the impact it continues to have as they grow up. In Oxfordshire neglect is the most common reason for a child to be subject to a child protection plan. The OSCB has a Task and Finish Group to co-ordinate work to address neglect.

8. Learning points from Oxfordshire case reviews

Last year the CRAG summarised the ten most frequently recurring learning points from the three most recently published case reviews. A lot work was undertaken to promote the learning including 3 learning events. Some examples of work undertaken to address those points is set out in section 13. The OSCB has not published any reviews in the last year but the themes coming through ongoing reviews are worth summarising as the consequences are so serious to children.

1. **Curiosity:** being curious about the family's past history, relationships and current circumstances in a way that moves beyond reliance on self-reported information
2. **Responding to physical abuse:** professionals identifying it, listening to children and following safeguarding processes thoroughly; children may sometimes be too afraid to speak or unable to verbalise what they are going through
3. **The role of schools in keeping children safe**
 - effective management of records and sharing them when children transfer schools; effective escalation of concerns.

- children are safest in full time education. Oxfordshire serious case reviews indicate that children on part time time-tables, children absent from school and children educated at home are at increased risk. School attendance is a critical factor to support opportunity, well-being and safety
- 4. **Professional understanding of the implications of elective home education:** actively knowing which agencies are in touch with the family and to what effect
- 5. **Taking a cumulative view when working with children:** not seeing events in a linear way but weighing up risks over time and keeping previous events in mind (using chronologies)
- 6. **Parental wellbeing:** mental health, substance misuse and domestic abuse are recurring themes. With respect to mental health colleagues need to recognise the risks and impact on the safety of the child; don't minimise 'older' information
- 7. **Fragmented management of health needs:** ensuring effective communication across services for co-ordinated and consistent management of care
- 8. **Children's emotional wellbeing:** increasing evidence of self-harm by children aged 10 years & above
- 9. **Children's limited capacity to protect themselves** as they move into adolescence after experiencing a lack of consistent, supportive parenting in their early years (long lasting impact of neglect)
- 10. **Rethinking 'did not attend' to 'was not brought'**

The OSCB has produced a learning summary for each published review and also held learning events picking up on the key themes from the reviews. The learning events have involved: the story / learning from the SCR; the child's perspective; local resources and networking opportunities for local practitioners. In the last year they focused on staying safe online; the importance of building relationships with young people and understanding what 'identity' means as they go through adolescence.

9. Report recommendations and agency actions from case reviews

The three most recently published case reviews (Baby L, Child Q, Child A and Child B) led to 19 multi-agency recommendations. At the time of publication [progress reports](#) outlining outcomes and actions were published for two of these reports on the OSCB website. All recommendations form part of the OSCB business plan and

drive the direction of work e.g. the OSCB 2018/19 priority to improve practice focuses on: working to address neglect and working to safeguard adolescents.

10. Monitoring

The recommended OSCB actions are monitored through the OSCB Executive group. A decision was taken by the Performance, Audit and Quality Assurance Group (PAQA) in 2017 that individual agency actions should be monitored internally and comments / key outcomes from them could be provided in the single agency annual report of its quality assurance work to that group.

11. Communicating the learning from reviews

In 2017/18 the OSCB held three learning events which focused on the ten learning points from serious case reviews. The CRAG Chair and members led the first event which covered each of the ten points using the case reviews as examples and involving practitioners in relaying the narrative of these cases. The second event covered the learning point regarding fathers. The third event covered the learning point regarding neglect. Health, education and social care professionals led this event which had a big impact on attendees.

12. Outcomes

The published progress reports on case reviews provide insight to work on specific recommendations but some broad headlines over the last year would be:

- *Think Family training (free online learning) has been developed and launched by the OSCB partners so that colleagues think about all family members when working to support and protect children*
- ***The involvement of fathers in CP care plans is tracked and attendance at conferences by fathers is reported. The Think Family operational group are taking this work forward in 2018/19.***

- *Guidance produced and circulated for headteachers on effective supervision for safeguarding work in schools so that school staff are better supported in their decision making when working with children*
- ***A co-ordinated and improved focus on keeping children safe in education which has included the development of an additional County Council post to work with education providers to ensure that children are in school***
- *Development of targets for education providers to ensure that children are in full time education and are safe. This includes guidance and data on attendance, exclusions and elective home education.*
- ***Development of locality panels on children going missing which link in to the child exploitation work for better management of care and support to children***
- *A checklist has been developed by the Independent Reviewing Officers for children with complex needs and are escalated if timeframes for children's placements and 'permanency planning' are not met*
- ***Introducing the use of chronologies for children who have Child Protection plans to ensure shared understanding of how to contribute to a shared chronology***

13.Costs and timeframes

The variation in costs is down to the type of review, its complexity, duration and the level of practitioner and family involvement. Of the three published reviews the costs have ranged from approximately £10,000 for Baby L through to over £20,000 for child Q. All recently published reviews were signed off by the OSCB within a 12 - 18 month timeframe.

14.In conclusion

The OSCB is recommended to maintain a focus on the ten most common learning points from ongoing reviews and to ensure that members of the local safeguarding

partnership are fully aware of the learning from the three most recently published summaries.

Appendix A

The Working Together (DfE 2015) guidance (*current at time of writing*) requires a Serious Case Review to be undertaken for every case where abuse or neglect is known or suspected² and either:

- a child dies; or
- a child is seriously harmed and there is cause for concern as to the way in which the local authority, LSCB partners or other relevant persons have worked together to safeguard the child.

This includes cases where a child died by suspected suicide. Where a case is being considered where the child was seriously harmed unless there is *definitive evidence that there are no concerns about interagency working*, the LSCB must commission an SCR.

Seriously harmed includes, but is not limited to, cases where the child has sustained, as a result of abuse or neglect, any or all of the following:

- a. a potentially life-threatening injury;
- b. a serious and/or likely long-term impairment of physical or mental health or physical, intellectual, emotional, social or behavioural development.

This definition is not exhaustive. In addition, even if a child recovers, this does not mean that serious harm cannot have occurred.

² The threshold for 'suspect' should be consistent with s47 Children Act 1989 "reasonable cause to suspect". The following question should be asked: given what we now know should this incident have led to a child protection investigation? If "yes" and the child has been seriously harmed then a Serious Case Review should take place.

Appendix B

OSCB Principals for completing safeguarding reviews

Case Review and Governance subgroup operating principles and guidance on reviews

Contents:

1	Introduction
2	Context
3	Process
4	Methodology
5	Role of the panel
6	Acting as a link panel member
7	Involvement of family members
8	Possible parallel processes
8.1	Disciplinary processes
8.2	Criminal processes
8.3	Complaint processes
8.4	Professional proceedings
8.5	Other formal reviews
9	Ownership of reports
Appendix A	Summary of roles for panel and linked panel members
Appendix B	Summary of actions in relation to parallel processes
Appendix C	Links and information sources regarding other reviews

1. Introduction

This paper sets out the current reference points available to assist the subgroup in determining how best to manage serious case reviews. It includes preferred process and methodology, the role of the panel, the involvement of families, parallel processes and consequences thereof, information sharing, final reports as well as learning and improvement.

2. Context

The Case Review and Governance (CRAG) subgroup oversees all serious case reviews (SCR). The remit of the LSCB is set out in Working Together to safeguard children. This includes the completion of serious case reviews on the basis of the below criterion:

Regulation 5 of the Local Safeguarding Children Boards Regulations 2006 sets out the functions of LSCBs. This includes the requirement for LSCBs to undertake reviews of serious cases in specified circumstances. Regulation 5(1)(e) and (2) set out an LSCB's function in relation to serious case reviews, namely:

5(1)(e) undertaking reviews of serious cases and advising the authority and their Board partners on lessons to be learned.

(2) For the purposes of paragraph (1) (e) a serious case is one where:

(a) abuse or neglect of a child is known or suspected; and

(b) either — (i) the child has died; or (ii) the child has been seriously harmed and there is cause for concern as to the way in which the authority, their Board partners or other relevant persons have worked together to safeguard the child.

In Oxfordshire the CRAG has oversight of the serious case review process from beginning to end. This work is reported in to and supported by the LSCB's Independent chair of the board and reported to the Board on an annual basis for scrutiny.

Undertaking a serious case review

3. Process

- Reviews must be conducted as promptly as possible to maximise the relevance and impact of learning for agencies
- SCRs are regarded with seriousness and trepidation by staff and managers. Being amongst the practitioners for a child who has died or been seriously injured is a source of anxiety for staff and the process should have regard for their welfare as well as the welfare of the child's family and friends.
- The CRAG chair will keep the independent chair of OSCB regularly appraised of the progress of SCRs, the timescale for completion and the key themes and findings.
- The OSCB business manager acts as the main point of contact between the reviewer and the OSCB, facilitating the reviewer's contact with the CRAG and the independent chair as necessary.

4. Methodology

- Individual agency chronology and self-analysis must be part of all reviews, as well as analysis of the effectiveness of the system. The scope of the chronology and analysis will be determined in each review.
- There is not one methodology that is best for all cases. Once a decision has been made by the independent chair to conduct a review, the CRAG is responsible for ensuring an appropriate approach is employed and a suitable reviewer is appointed to deliver the review.
- The methodology should include the contributions of family/friends of the subject(s).
- Consideration must be given to whether/how frontline practitioner events can add value to the review and improve engagement of the services in learning.
- Reviews must address the reasons why actions were taken/not taken ie the conditions and factors that drove the practice, as well as individuals' responsibilities.

5. Role of the review panel and of panel members

The serious case review panel comprises the reviewer and agencies contributing to the review process. The panel works with the reviewer for the duration of the review.

3

The panel will help set the scope of the review, the key questions to be addressed and support the reviewer in the conclusion of their findings.

The panel members act as an agency /service representative for the serious case review. Panel members are essential at all points in the review and are pivotal to the smooth completion of the work.

The panel members ensure that key decisions from the panel meeting are relayed back; that managers are sighted on the review: its time frame, progress, findings, recommendations and associated actions; that senior managers sign off all key documents; that key stakeholders within that agency are sighted on the final report for the review and its findings to sign it off. That the communications leads are sighted on the review publication and are linked in to the development of a communications plan for publication.

The contact with the review for panel members is through the business unit. A full role descriptor for panel members is set out at Appendix A.

6. Role of a panel member linking to another agency

Agencies contribute to the review because they have had involvement with the subject of the review. On occasion this involvement may be minimal. When this is the case there is no need for the agency representative to become a full member of the panel. Instead another member of the panel will be nominated to link back to that agency and keep them informed of the review for the duration.

The linked panel member has additional responsibilities to those outlined above.

They should ensure that the service /agency is fully aware of:

- Time frames
- Required actions
- Submission deadlines
- Any changes e.g. timeframes, details, personnel or terms of reference
- Report drafts
- Final report sign off
- Action plan sign off
- Learning summary sign off

- Dissemination of findings and learning summary across their agency
- Communications plan
- Publication date and plans

7. Involvement of family members

Notification to family members and any other key parties at the start of the review should be co-ordinated and recorded. A clear communication plan should be in place for the family, which is co-ordinated, as required, across agencies. This should be overseen by the reviewer and the review panel.

When there are parallel investigations/reviews being conducted concurrently it is important to ensure not only that the family is fully involved at the earliest appropriate opportunity in relation to the individual process but also that the family is not contacted on multiple occasions by different organisations at different times, which might be distressing and/or discourage the family from taking part in the process.

The timing of the contact with the family will be dependent on the interplay between the concurrent processes e.g. where there is a serious case review and an ongoing criminal investigation there may be compelling reasons not to contact the family if the integrity of evidence may thereby be compromised. The decision on the right time to contact the family, and by whom, will be made through liaison between the Chairs/Overview authors of the concurrent processes (and in particular through liaison with the police) with the Overview Author of the serious case review taking the lead through whom the information is co-ordinated. In the event of lack of agreement or uncertainty the chair of CRAG should contact OCC's Legal Services.

- Notification to key parties, including the family, is co-ordinated
- There is a clear communication plan with the family as required going across agencies and a lead for the plan is identified.

8. Possible parallel processes

There are a number of parallel processes that the CRAG should be mindful of in the oversight of all serious case reviews: disciplinary proceedings, criminal proceedings,

complaints or other professional proceedings such as coroner inquests, internal investigations such as serious incident investigations or other formal reviews such as domestic homicide reviews or Independent Investigations following an mental health related homicide

8.1.Disciplinary processes

Disciplinary processes should not be a barrier to a serious case review and are separate from the process. They may impact on the ability of a reviewer to meet with practitioners or, if an individual management review is being completed, on the ability to complete the report if the outcome of the process is likely to shape the findings of the review. The CRAG should ensure that:

- All agencies involved in the serious case review, as contributors either on the panel or with a link member on the panel, should disclose if disciplinary processes are instigated at any point and keep the panel informed about progress or any barriers to completion of the report.

8.2.Criminal proceedings

A criminal investigation should not be a barrier to a serious case review capturing the learning required to safeguard children now and in the future. The College of Policing sets out its authorised professional practice at the attached link:

<http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/homicide/>

The Crown Prosecution Service produced guidance in May 2014 to help the serious case review process and criminal investigation to continue in parallel and in particular to help parties work through any potential contentious points for example when the SCR author can interview family members. The guidance can be found at the following link:

http://www.cps.gov.uk/publications/docs/liaison_and_information_exchange.pdf

It provides a framework and guiding principles with respect to: process; timescales; potential witnesses; terms of reference of the review; disclosure and sharing of material generated by the SCR. The guidance includes a flow chart which is clear that:

- On commencement of a serious child abuse investigation by the police the senior investigating officer should make early contact with the Police LSCB representative. This should lead to a discussion with the SCR Reviewer and panel with respect to the terms of reference and information sharing.

The CRAG should ensure that:

- Communication between the police investigation and the case review should be ongoing, prompt and supportive of both processes.
- This CPS guidance is robustly and actively used as CRAG's reference point to support parallel processes and ensure swift completion of reviews

8.3.Complaints: Agency complaints procedures

Agency complaints procedures should not impede the progress of a serious case review and are separate from the process. A serious case review is not a complaints process and the Reviewer and reference panel should ensure that this is understood by all parties, in particular family members, where the review may be regarded as a means to deal with specific concerns. The CRAG should ensure that:

- SCR Reviewer and panel produce terms of reference which are clear as to the remit of the review and which would not extend to managing complaints.
- Communication with all parties, in particular family members should manage expectations on this and ensure that all parties are clear about how to make a complaint as a separate process.

- **Complaints: Independent Police Complaints Commission (IPCC)**

The IPCC oversees the police complaints system in England and Wales and sets the standards by which the police should handle complaints. They are independent and make their decisions entirely independently of the police and government. They are not part of the police. The CRAG should ensure that:

- The TVP representative informs the CRAG at the earliest opportunity of an IPCC investigation
- The Reviewer / Chair makes early contact with the IPCC to be clear on the remit of their work, timescales and affected parties
- Any findings pertinent to the review are shared with the Reviewer as appropriate

8.4.Professional proceedings:

- **Coroner** – the Coroner has its own independent process which seeks to determine the cause of any sudden or unnatural death. The coroner's jurisdiction is limited to determining who the deceased was and how, when and where they came by their death. Good working relationship between the CRAG in overseeing case reviews and Coroner should include:
 - Notification to the OSCB of any sudden or unnatural child death at the same point of notification to the Child Death Overview Panel
 - The circulation of any local coroner reports concerning the prevention of future deaths to the CRAG and Child Death Overview Panel to ensure that learning is shared
 - Contribution to the Child Death review process and the annual report of the Child Death Overview Panel which informs the learning and improvement framework of the OSCB

As appropriate this should be shared with the Reviewer.

- **Serious incident requiring investigation by health settings**

The revised NHS England 'Serious Incident Framework' published in March 2015 builds on previous guidance that introduced a systematic process for responding to serious incidents in NHS-funded care. This states that *'The interface between the serious incident process and local safeguarding procedures must therefore be articulated in the local multi-agency safeguarding policies and protocols. Providers and commissioners must liaise regularly with the local authority safeguarding lead to ensure that there is a coherent multi-agency approach to investigating and responding to safeguarding concerns, which is agreed by relevant partners. Partners should develop a memorandum of understanding to support partnership working wherever possible'*. The NHS guidance for serious incidents can be accessed at the following link: <https://www.england.nhs.uk/patientsafety/serious-incident/>

Carrying out a serious incident investigation should not be a barrier to the completion of a child serious case review. The Root Cause Analysis investigation report carried out into a serious incident about the same incident or death as the child serious case review investigation can be used as an equivalent individual management review (IMR) by the health agency.

- On commencement of an internal safeguarding review of a serious incident the agency safeguarding lead should inform relevant parties including the safeguarding board representative and safeguarding board business unit
- The key findings should be shared with the Reviewer as appropriate
- A root cause analysis (RCA) required for a serious incident investigation can be used as the basis for an IMR to prevent delays in organisational learning and to meet NHS England serious incident processes requirements.
- Any single agency serious incident which includes a safeguarding element will be reported to CRAG by the organisations representative in order to discuss any multi-agency learning opportunities.
- Learning and key findings will be shared as appropriate.

▪ **Agency management reviews**

An internal management review will not hold the same legal status as a serious case review but will impact on the service and lead to learning that could be of value to the serious case review. Guidance attached at Appendix A includes the 'Community Safeguarding and Public Protection Incidents (CSPPI)' for the Youth Justice Service and the critical incident process for Children's Social Care. These should not be a barrier to the completion of a serious case review.

- On commencement of an internal safeguarding review of a serious incident the safeguarding lead should inform the OSCB CRAG representative
- The key findings should be shared with the Reviewer as appropriate

8.5. Other formal reviews e.g. Domestic Homicide Review, Safeguarding Adults Review, Mental Health Homicide Reviews

It is possible that a serious incident may meet the criteria for more than one review e.g. Domestic Homicide Review, Safeguarding Adults Review, serious incident investigation. See the embedded document at Appendix B with a short summary of how these different reviews compare.

There is Multi-agency statutory guidance for the conduct of domestic homicide reviews (DHRs). A Mental Health Homicide Review does not have multi-agency guidelines but the framework for reference is the NHSE serious incident framework.

The DHR guidance outlines: the purpose of a domestic homicide review; conducting a review; involving families and friends; the importance of having a representative review panel. The Department of Health recognises that domestic homicide reviews have a strong parallel with child Serious Case Reviews and serious incident investigations and the guidance states that Community Safety Partnerships should establish the existence of any other ongoing reviews, such as a child Serious Case Review (SCR), which will need to be considered as part of the decision to undertake an independent homicide review. In many cases the serious incident investigation completed by the health agency will be used to inform the terms of reference of the multi-agency homicide review.

When victims of domestic homicide are aged between 16 and 18, there are separate requirements in statutory guidance for child Serious Case Reviews, Safeguarding Adults Review and a Domestic Homicide Review. Consideration should be given to how these reviews can be managed in parallel in the most effective manner possible so that organisations and professionals can learn from the case – for example, considering whether some or all aspects of the reviews can be commissioned jointly so as to reduce duplication of work for the organisations involved and provide an improved experience for families, subject to the final shape of the review meeting the requirements of both as set out in the statutory guidance. The CRAG has experience of overseeing a combined serious case review / domestic or mental health homicide and of linking to a local domestic homicide where the case had not quite met the criteria for a serious case review.

Similarly there is guidance for Safeguarding Adult Reviews.

In all cases of overlap the CRAG should ensure that:

- Communication between the OSCB and the other lead partnership is ongoing and supportive to decision making
- Communication between any subsequent domestic or mental health homicide panel or Safeguarding Adults Review should be ongoing, prompt and supportive of both processes.
- Notification to key parties, including the family, is co-ordinated
- There is a clear communication plan with the family as required going across agencies and a lead for the plan is identified.

- Practitioners understand that there are a number of review processes; know what they are and are informed of any implications regarding information that they submit
- Reviewers for parallel processes are working in a supportive way; terms of reference are shared; information is shared appropriately to avoid duplication; implications for practitioners are considered e.g. practitioners need only be interviewed once if they give their consent to their interview notes being used by both processes
- This relevant guidance with appendix B is actively used as a reference point to support parallel processes and ensure swift completion of reviews

8.2. Ownership of reports and information

The ownership of reports and sharing of information should be carefully managed.

Reports are highly confidential until the point of publication. The report goes through a number of iterations before the end report is ready for sign off so sharing early copies is of limited value. The OSCB advises against sharing early copies of reports with colleagues affected by the review. However, it will be essential to share the report with senior managers, who have a view on content and the recommendations. The report and learning will be shared with colleagues affected by the review at the appropriate point.

In the event of lack of agreement or uncertainty the chair of CRAG should contact OCC's Legal Services.

Appendix A

Role of the panel member

Initiation of the review

1. Act as an agency /service representative for the serious case review.
2. Inform the review of any parallel processes that you are aware of e.g. investigations, professional or legal proceedings.
3. Support the SCR reviewer by helping to scope the review, contribute to analysis, provide constructive comments on the draft report and shape the recommendations.
4. Advise the review of the name / contact details for the author of the chronology.
5. Act as a link for the development of the chronology and any associated report and be able to talk and comment on the content.
6. As appropriate advise of any connection with the subject or family which can assist with smooth communications regarding the review

Progression of the review

7. Attend panel meetings. If unable to attend the meeting arrange for a 'briefed' deputy to attend with any comments that you have or contact the reviewer to provide feedback directly.
8. Prepare for all meetings by allocating the time to read papers, check details relevant to your agency and ensure factual accuracy
9. Support the reviewer by helping set up interviews with practitioners in your agency: identifying and contacting colleagues, attending interviews and commenting on their outcome

Completion of the review

10. Support the reviewer by helping set out a short number of recommendations
11. Work with OSCB partners to develop an action plan for the implementation of recommendations
12. Review the learning summary for the review.

13. Support the communications plan for publication.
14. Ensure dissemination of findings and learning summary across their agency

Linking back to the agency/ service throughout:

15. Ensure that key decisions from the panel meeting are relayed back to your agency / service and that any required actions are completed in a timely manner.
16. Ensure that senior managers within your agency are sighted on the review: its time frame, progress, findings, recommendations and associated actions.
17. Ensure that senior managers sign off **all key documents** e.g. chronologies, individual management reviews, the final report, action plan and learning summary.
18. Ensure that senior managers, leaders and stakeholders within your agency e.g. councillors, governors or board members are sighted on the final report for the review and its findings in order to sign it off.
19. Ensure that your communications leads are sighted on the review publication and are linked in to the development of a communications plan for publication.

Acting as a link to another agency

20. Colleagues nominated to act as a link to another service / agency have the same role and responsibilities as outlined above. In particular, you should ensure that the service /agency is fully aware of:
 - Time frames
 - Required actions
 - Submission deadlines
 - Any changes e.g. timeframes, details, personnel or terms of reference
 - Report drafts
 - Final report sign off
 - Action plan sign off
 - Learning summary sign off
 - Dissemination of findings and learning summary across their agency
 - Communications plan

- Publication date and plans

Appendix B

Summary of actions in relation to parallel processes

This guidance should be used robustly so that child serious case reviews are carried out as expeditiously as possible without adverse impact on other processes or families or staff being interviewed

In the case of **disciplinary** proceedings CRAG should ensure that:

- All agencies involved in the serious case review, as contributors either on the panel or with a link member on the panel, disclose if disciplinary processes are instigated at any point and keep the panel informed about progress or any barriers to completion of the report.

In the case of **criminal** proceedings CRAG should ensure that:

- The TVP representative informs the CRAG at the earliest opportunity
- The Reviewer, Chair, panel are informed of potential criminal investigation and conflict of interest in membership is avoided
- The Reviewer / Senior Investigating Officer maintain ongoing contact throughout
- The contributing practitioners are made aware of the criminal processes and potential impact on statements made / about to be made in terms of the review process
- Agencies producing information are aware of the criminal processes and the legal representative to CRAG advises on the ownership of information
- The CPS guidance is robustly and actively used as CRAG's reference point to support parallel processes and ensure swift completion of reviews

In the case of **complaints** processes including IPCC

- Agency representatives on the CRAG are clear of their duty to inform the subgroup, keep it updated on progress and outcomes relative to the review

- The reviewer makes early contact with the IPCC to be clear on the remit of their work, timescales and affected parties
- Any findings pertinent to the review are shared with the Reviewer as appropriate


In the case of **professional** proceedings the CRAG requests that:


- The Coroner notifies the OSCB of any sudden or unnatural child death at the same point of notification to the Child Death Overview Panel
- On commencement of an internal safeguarding review of a serious incident the safeguarding lead should inform the OSCB CRAG representative - key findings should be shared with the Reviewer as appropriate
- On commencement of a professional review CRAG representatives should ensure that the Chair is informed
- Communication between the OSCB and the other lead partnership is ongoing, supportive to decision making and helpful to both processes.
- Guidance is actively used as a reference point to support parallel processes and ensure swift completion of reviews

In the case of **serious incident investigation** processes:

- Agency representatives on the CRAG are clear of their duty to inform the subgroup, keep it updated on progress and outcomes relative to the review
- The commissioner is kept informed of progress with the SI investigation
- The report from the SI investigation is shared by the agency, as appropriate, to support the other investigation processes and to avoid duplication. The initial report and root cause analysis report from the SI investigation will be used as an equivalent IMR for the agency and may help to inform the terms of reference of wider multi-agency reviews.
- In the case of Mental Health Homicide Investigations the provider and CCG representatives have a duty to inform the CRAG of the commissioning and progress of Independent Investigations

Appendix C

Service / review type	Information source
Police	http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/homicide/
Crown Prosecution Service	http://www.cps.gov.uk/publications/docs/liaison_and_information_exchange.pdf
Independent Police Complaints Commission (IPCC)	<u>IPCC</u>
NHS England 'Serious Incident Framework'	https://www.england.nhs.uk/patientsafety/serious-incident/
Children's Social Care, County Council	 <p>Critical Incident Reviews CSC procedu</p>
Youth Justice Service, County Council	<u>Community Safeguarding and Public Protection Incidents (CSPI) – Standard Operating Procedures for Youth Offending Teams</u>
Safeguarding Adult Reviews	<u>Safeguarding Adult Reviews</u>
Domestic Homicide Reviews	<u>Multi-agency statutory guidance for the conduct of domestic homicide reviews.</u>

Case reviews	 <p>Key Features of Serious CRs (2).pdf</p>
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Appendix C

Links to learning summaries for each published review

[Learning review for Baby L](#)

[Learning review for Child Q](#)

[Learning review for Child A and Child B](#)

Glossary:

CRAG	Case Review and Governance Group
IMR	Individual Management Review
OCC	Oxfordshire County Council
OCCG	Oxfordshire Clinical Commissioning Group
PAQA	Performance Audit and Quality Assurance Subgroup
SCR	Serious Case Review

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Report title:	<p>OSCB Themes for learning and improvement 2017/18</p> <p>Report from Performance, audit and quality assurance (PAQA) subgroup</p>
Report Summary:	<p>This is the learning and improvement report of the PAQA subgroup. The purpose is to highlight common themes for learning and improvement to support vulnerable children and young people in Oxfordshire. The OSCB applies the quadrant developed in the south-east region to frame its analysis:</p> <ol style="list-style-type: none"> 1. Quantitative 2. Qualitative 3. Practitioner views 4. Family, children and young people's views <p>The following sources are used: safeguarding self-assessments, school audits, single and multi-agency audits, participation work with children and young people, annual reports and serious case reviews practitioner feedback, performance data.</p>
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Contact Details:	Tan.Lea@oxfordshire.gov.uk

Contents

1. Executive summary: themes for learning and improvement and recommendations
2. Themes and findings from case reviews, audits, complaints and engagement with young people
 - 2.1 Quantitative
 - 2.2 Qualitative
 - 2.3 Views of Practitioners
 - 2.4 Views of Young People, Parents and Carers
3. Impact of Work
4. Actions
5. Glossary

Section 1: Executive summary

1. Introduction

This is the learning and improvement report of the PAQA subgroup. The purpose is to highlight common themes for learning and improvement to support vulnerable children and young people in Oxfordshire. The OSCB applies the quadrant developed in the south-east region to frame its analysis:

5. Quantitative
6. Qualitative
7. Practitioner views
8. Family, children and young people's views

The following sources are used: safeguarding self-assessments, school audits, single and multi-agency audits, participation work with children and young people, annual reports and serious case reviews practitioner feedback, performance data.

This executive summary provides a precis for each section.

2.1 Quantitative themes in summary

- The safeguarding system is (increasingly) under pressure
- Early Help assessments have increased significantly from 458 recorded last year to 1255 by end of year in 2017/18
- MASH enquires have increased. The timeliness of enquiries managed by the Multi-agency safeguarding hub (MASH) was below the target of 75% at 45% at year end
- The number of troubled families worked rose from 1549 last year to 2398 and is on track
- The number of children on a child protection plan rose from 569 last year to 730 at the end of March 2018 (higher than national average)
- Only 50% of fathers are attending children protection conferences regarding their children
- The number of children looked after by the local authority rose by 6% from 667 last year to 691 at the end of March 2018 (lower than national average)
- The number of children placed out of county and not in neighbouring authorities also continued to rise – from 118 to 155 or 17.5% to 22.5% of the looked after population.
- Whilst the number of children who have gone missing from home has fallen from 798 to 773 the number who went missing 3 or more times was 149 or 19.3%.
- The percentage of children referrals to CAMHS who are seen within 12 weeks was below the target of 75% at 56% at year end
- Attendance at A&E for self-harm of children who are 12-17 has increased from 542 in 2016-17 to 660 in 2017-18 – a rise of 22%.
- At 31 March – 499 children were recorded as receiving elective home education in Oxfordshire. There is evidence of links between safeguarding risk and safeguarding in education issues: attendance, exclusions, elective home education, attainment and achievement of pupils with SEND

2.2 What this means in terms of learning and improvement.

- Continuing to improve Early Help is a priority. The target to increase the Early Help assessments to 2,100 (an average of 175 per month) is supported
- Ensuring that Early Help assessments identify, name and tackle neglect is essential to reduce its impact on child protection plans (65% are due to neglect).
- The Think Family and Think Father message remains significant
- The poor achievement of children with SEN and other vulnerable groups should remain a priority
- The submission and collation of data from schools regarding the use of part-time tables is a priority to be able to drive change and keep children safe
- Strategic leadership and effort is required across the partnership to set and achieve targets for children missing from education i.e. exclusions, attendance, not on roll and part-time timetables. These children are at a greater safeguarding risk as they are not in school
- The use of hospital beds for children in mental health crisis because there is no suitable alternative is a regional safeguarding risk
- The cohort of children worked with by the Kingfisher Team and the Youth Justice Service demonstrate the complexity of need and wide range of vulnerabilities
- 5 priorities remain at the forefront of safeguarding work: mental health; domestic abuse; alcohol and drug abuse; exploitation and housing.

3.1 Qualitative themes in summary

Neglect is a repeated theme. Some of the issues resonate with learning from Child J, Baby L and Child Q

- Mental health, domestic abuse and substance misuse are a backdrop to neglect
- The work force needs to 'think family' and consider dads as a protective factor for children

Domestic abuse is a repeated theme due to audits covered. Some of the issues resonate with learning from Child J and Baby L and mean that further work should be done

- The circulation of indecent images of children by abusive intimate partners
- History of domestic abuse within the family home where there is peer on peer abuse
- Understanding the pathway for children and young people and the use of MARAC
- Ensuring that professionals are trained to deal with domestic abuse and discuss healthy relationships

Vulnerable adolescents and exploitation is a challenge. This resonates with Children A-F, Child J and current themes in the Kingfisher team

- The complexity involved in working across the services with children who present challenging behaviours that can be a risk to the public and themselves whilst being vulnerable
- Lack of protective behaviours: children and young people's limited ability to recognise they need help, to understand consent and what constitutes abuse
- The difficulties in finding appropriate resources for children who are at risk of exploitation in particular drug exploitation

School is pivotal in ensuring resilience. This resonates with Children A-F, Child J and current themes in the Kingfisher team

- School attendance is a critical factor to support well-being and safety of the child
- School data on attendance is critical in having a good overview of safeguarding risk
- Record-keeping is key to good information sharing and having a long view of the child
- Transitions between schools and school / college are points of vulnerability and planning should be in place for vulnerable children

Health and ‘not being brought’

- Children not being brought to appointments should be identified early
- There could be greater knowledge of what a specific disability means and how this might impact on safeguarding
- Normalising and misinterpreting behaviour linked to special educational needs

3.2 What this means in terms of learning and improvement.

- Think Family.
- Use tools of the safeguarding trade earlier.
- Engage children and families in statutory safeguarding processes – with a focus on fathers and male care givers and capturing the voice of the child
- Take a cumulative view when working with children – not seeing events in a linear way but weighing up risks over time and keeping previous events in mind.
- Use chronologies to support joined up work. Keep up-to-date and shared.
- When there is a concern about neglect and children are not being brought to appointments levels of concern should be escalated
- Need for greater understanding of online and social media abuse coupled with knowing how to talk about what constitutes abuse, healthy relationships and consent

4.1 Practitioner views

There are concerns about:

- Threshold awareness by the workforce in general and in particular at the level of early help
- Safeguarding front-door effectiveness and the need for better co-ordination of the routes for referral and assessment between early help and the multi-agency safeguarding hub
- Complexity of cases not only within the children’s safeguarding arena but also in relation to adults in those children’s lives
- The need for stable, appropriate and secure housing
- Supporting vulnerable adolescents to develop protective behaviours
- Young people exploited in crime-related activity: response and provision
- Placement Sufficiency for children in care and children with acute mental health problems
- Young people’s domestic abuse pathway: knowledge and application

- Links between safeguarding risk and safeguarding in education.
- Young people's mental health and self-harm: increasing risks and long waiting times for CAMHs

4.2 What this means in terms of learning and improvement.

Priorities should include:

- Improving the workforce's understanding of thresholds and early help
- Addressing neglect and raising awareness amongst the workforce
- Developing a strategic response to criminal exploitation and raising awareness amongst the workforce
- Developing programmes of protective behaviour
- Raising awareness regionally regarding placements
- Improving the work on domestic abuse and the young person's pathway to support
- Continued scrutiny of the front door to safeguarding to ensure the right kind of referrals, a prompt response and appropriate feedback
- Recognising and supporting the children's workforce who are operating in a system that is full to capacity

5.1 Parental views

1. Communication, communication, communication
2. Don't leave help and support until crisis point
3. Good sharing and co-ordination of info between agencies

5.2 Children and young people's views

1. Get in early "*make a difference as early as possible*".
2. Relationships have got to work to build trust and progress "*click and connect*"
3. Children and young people want to be informed and involved "*listen to me*" – increase views being reflected in plans and decisions

6. Recommended actions for 2018/19 from the summary of themes

1. **Priorities for the business plan** for 2018/19 to ensure that the issues of neglect, and working with adolescents are addressed - the quantitative data is pointing to these areas as continued safeguarding concerns and especially criminal exploitation and mental health.
2. **Training priorities** e.g. need to establish the multi-agency domestic abuse training and neglect training (see 4.2 above)
3. **Learning events** to ensure that improvement themes cover thresholds and chronologies when working with neglect; awareness raising of child exploitation, working with families and children with respect to domestic abuse; working with adolescents on healthy relationships
4. **Audit work** to ensure that improvement is consistent and learning is robust. The voice of children and young people should continue to be involved in audit work.

Section 2: Full Report

2.1 Quantitative themes and findings

Introduction

This section aims to summarise the quantitative information available to the OSCB from datasets as well as the impact assessment. It provides facts and figures and a summary of findings.

The Child's Journey:

The performance data for last year can be summarised against the following steps in a child's journey through the safeguarding system:

Impact of changes to early intervention:

In 2016/17 Oxfordshire introduced the Early Help Assessment which replaced the Common Assessment Framework or CAF. In 2017/18, 1255 Early Help Assessments were completed which was significantly more than the 458 recorded in 2016/17. Continuing to improve Early Help is a key priority of the Children's Trust going forward and a target to increase this figure to 2,100 (an average of 175 per month) has been set for the coming year.

The number of troubled families worked with rose from 1549 in 2016/17 to 2398 in 2017/18 and remains on target.

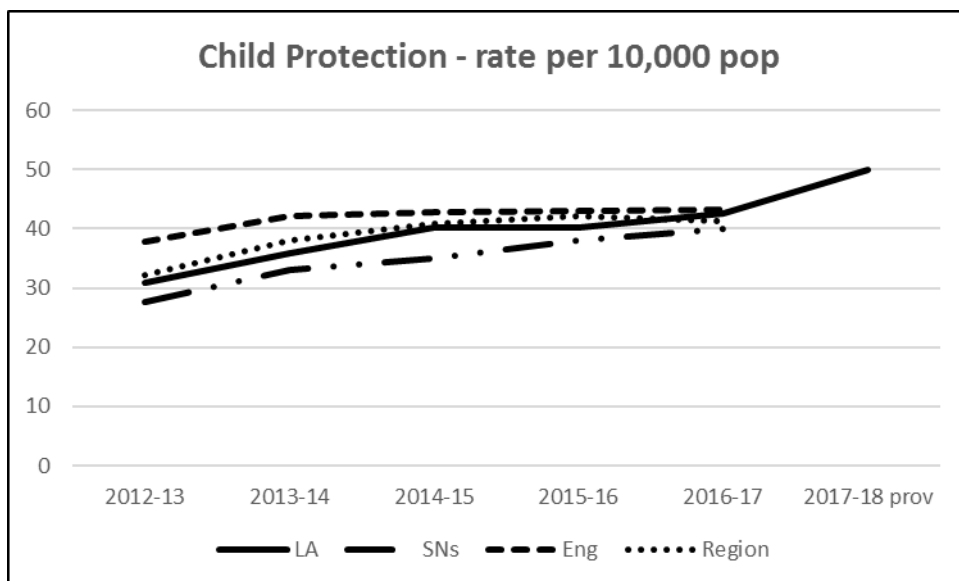
Increasing levels of activity in child protection planning:

The number of children on a child protection plan rose to 730 at the end of March 2018 compared with 607 at the end of 2016/17 and 569 at the end of 2015/16. This is a rise of 28% over the 2-year period.

The rate of growth is higher than both the national average and the average of similar authorities such that at March 2011 we had 38% fewer children subject to a plan than the national average and are now likely to rise above the national average. The increase has been due to both more children becoming the subject of plans and fewer children ceasing. The increase in children becoming the subject of a plan is despite a 5% decrease in the number of child protection investigations; as more children were taken to case conference and then to a plan.

Neglect is the most common reason for children to be subject to child protection plans (65%). This is higher than the national average where the proportion of children subject to child protection plans for reason of neglect is 48% (SFR 61/2017) but lower than our figure for last year which was 67%.

Social care assessments in Oxfordshire that identify neglect are much more likely to result in a child protection plan for neglect than elsewhere in the country. This raises questions about how we identify, name and tackle neglect earlier in the child's journey.



Graph 1: Child protection rates per 10,000 population

Referrals to Children's and Adolescent Mental Health Service: (CAMHS)

The percentage of children referrals to CAMHS who are seen within 12 weeks continues to be a cause for concern. At the end of the year this was only 56% compared with a target of 75%. The service continues to face high levels of demand.

Attendance at A&E for self-harm of children who are 12-17.

Alongside this we continue to collect and report the number of A&E attendances for self-harm of children who are 12-17. This has risen from 542 in 2016-17 to 660 in 2017-18 – a rise of 22%.

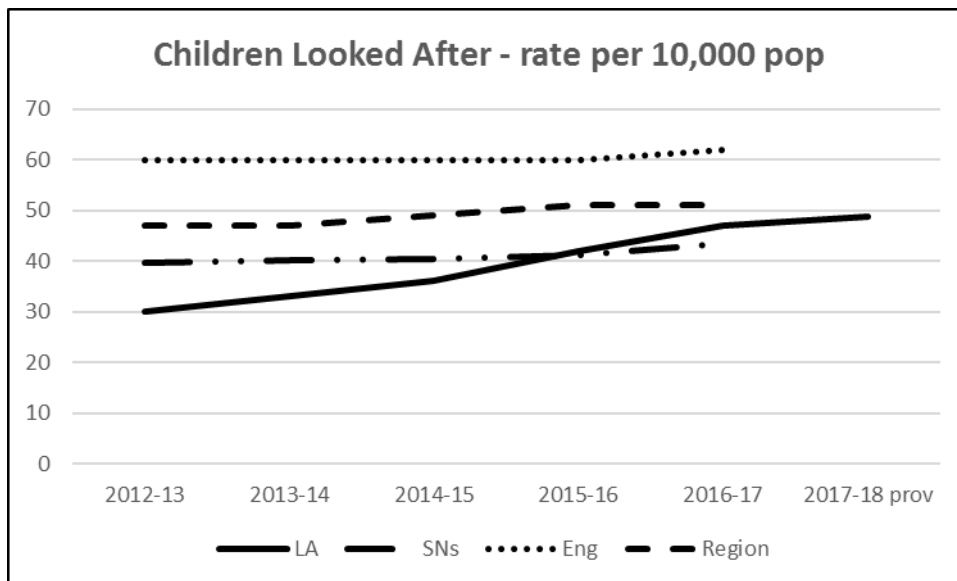
Disabled Children:

At the end of March there were 13 disabled children with a child protection plan compared to 16 last year.

Increasing numbers of children in care and the impact on provision:

Children in care are those looked after by the local authority. This rose by 6% in the year from 667 at the end of 16/17 to 691 at the end of March 2018. During the year the target was adjusted to be 700 based on the latest comparative figures and the realigned budget.

Safeguarding partners want to ensure that where children and young people are looked after, those who are most risk are closest to home. However, with the continuing rise in the number of looked after children, the number of children placed out of county and not in neighbouring authorities also continued to rise – from 118 to 155 or 17.5% to 22.5% of the looked after population. Some of the out of county placements are positive – at the end of December; 15 of these children were placed with family and friends and another 8 placed for adoption. Additionally, two thirds of the people placed out of county are in foster placements, with 41 children in residential placements.



Graph 2: Children looked after rates per 10,000 population

Children at risk of sexual exploitation:

Multi-agency work to identify children and young people who may be at risk of child sexual exploitation (CSE) in Oxfordshire is coordinated by the Kingfisher Team. There were 239 CSE screening tools completed in 2017-18 compared with 236 CSE screening tools in 2016-17 compared and 223 in 15/16. The number of boys identified as victims has increased. The number of children worked with who have additional learning needs are reported to be 70% of the cohort. The Team has also reported concerns regarding interwoven problems of drug exploitation alongside child sexual exploitation which is had led to a new focus on criminal exploitation and the development of work to address this.

In 2017, Thames Valley Police recorded a total of 106 victims of child sexual exploitation in Oxfordshire, almost 40% below that in 2016 (170) with the greatest reduction in Oxford (21 in 2017 compared with 94 in 2016).

Over 40% (44%) of victims recorded in the four years between 2014 and 2017 were in Oxford city and a further 26% were in Cherwell.

Children missing from home:

The number of children who have gone missing from home has fallen in the last year from 798 to 773 or from 2105 incidents of children going missing to 1913. The number who went missing 3 or more times was 149 or 19.3%. This compares with 18.5% last year.

Children involved in crime:

In 2017/18 the number of *child victims* of crime in Oxfordshire rose 3.6% from 2189 in 2016/17. Analysis on the timing of crimes revealed that 31% took place during the school day.

The numbers of domestic crimes involving children also rose from 1780 in 2016/17 to 1804 in 2017/18 – a rise of 1.3%. On the positive side – the numbers of domestic incidents involving children was 6.1% lower than last year and there has also been a 28% reduction in the numbers of child perpetrators of crime over the year.

Children missing from education:

At the end of 2017-18 – the county council were aware of 378 pupils who were on a reduced timetable; 6 pupils who were currently on a fixed term exclusion as well as 34 pupils who were permanently excluded from their school. With the latter – there is a statutory obligation to provide alternative provision within 6 days but this had only been achieved for 24% of these children. 499 children were recorded as receiving elective home education in Oxfordshire.

Allegations made against adults working with children.

In the academic year 2016/17 there was a 41% increase in recorded allegations to 234. A substantial proportion were low level cases, requiring advice. The largest percentage of allegations originated from schools (in both the maintained and independent sector) although referrals came from a wide variety of voluntary and statutory organisations.

The highest category of referrals are allegations about physical abuse, totalling 108 referrals. Referrals of inappropriate behaviour have increased (to 55), these in the main relate to breaches of policies and procedures, for example code of conducts, safeguarding policies, social media policy etc.

Safeguarding in transport

A total of 275 complaints of a safeguarding nature were received by the OCC Transport Quality Safeguarding team in the last academic year, which is a positive sign that children and families know that they can escalate concerns. These are against drivers and personal assistants that hold an OCC badge. 94% of Oxfordshire taxi drivers are now trained in safeguarding.

Children and young people involved with Oxfordshire Youth Justice Service:

The young people who are involved with Oxfordshire Youth Justice Service (YJS) often present with complex needs requiring significant support both in and out of custody. The number of young people offending (receiving a caution or above) rose slightly to 280 in 2016/17 from 246 in the previous 2 years. Figures for 17/18 are not available until May 2018.

The proportion of children receiving a custodial sentence dropped to 4.0% in 2017/18 from 4.3% in 2016/17 and 7.1% in 2015/16. The proportion of children receiving remand to custody increased to 16% in 2017/18 from 6.3% in 2016/17 and from 5.2% in 2015/16

Children who are privately fostered:

At the end of March 2018, the local authority was aware of 12 children living in a privately foster placement compared to 50 children at the end of March 2017 and 43 at 31 March 2016.

Mapping of vulnerable children 2016/17:

In the year the OSCB quality assurance group looked at the overview of activity across agencies at a ward level and published data on the use of social care; health and police services at ward level and school attendance by school partnerships.

There are clear geographical overlaps e.g. areas of higher incidences of domestic violence notifications tend to have higher levels of social care referrals, and more children are victims of crime. These are also linked to levels of deprivation, with areas with higher deprivation having higher levels of activity. There is less of an overlap with referrals to the CAMHS service. Additional work was carried out on children as victims of crime and a quarter of all victims were of school age; and the crime was during the school day in term time.

Oxford City and Cherwell have higher prevalence rates than Oxfordshire as a whole; the Vale is in line with the county average and South and West Oxfordshire have lower prevalence rates. All 4 wards in Banbury have particularly high rates as do Blackbird Leys, Barton and Northfield Brook in Oxford City. This has led to the development of Community Impact Zones in Banbury and Oxford.

Targets tracking the safeguarding system

The OSCB monitors and scrutinises performance data following up any measures which are off target. Over the last 12 months these have been:

- Children's safeguarding - increasing volumes of activity
- Multi-agency safeguarding hub (MASH) timeliness of enquiries - below the target of 75% at 45%
- Fathers attendance at child protection conferences - only 50% of fathers were attending conferences regarding their children.
- Child and Adolescent Mental Health Services waiting times for children - below the target of 75% in 12 weeks
- Children's attendance at A&E increasing

PAQA has escalated the following safeguarding concerns to the board:

1. The poor achievement of children with SEN and other vulnerable groups
2. The need for more data from schools regarding the use of part-time tables
3. The concern that targets should be set for children missing from education i.e. exclusions, attendance, not on roll and part-time timetables.
4. The use of hospital beds for children in mental health crisis because there is no suitable alternative

Pressures on the safeguarding system

Oxfordshire faces three key pressures on its system: **rising demand**, **diminishing resources** and staffing shortfalls as well as **difficulties with staff recruitment** and retention. An in-depth look at how these are being addressed through an impact assessment conducted by the children and adult's boards in 2017/18 would indicate several common approaches to keeping children safe. These include demand management and early intervention strategies, continuing to refine multi-agency approaches and the need to 'think family'.

Partners recognise the need to manage risk and pressures and regularly review them. Their impact assessment recommends

1. Further development of early help strategies and initiatives
2. Improving multi-agency working

3. Maintaining services and monitoring key issues: 5 priorities remain at the forefront of safeguarding work: mental health; domestic abuse; alcohol and drug abuse; exploitation and housing.

Section 2.2 Qualitative

Introduction

This section summarises the qualitative information available to the OSCB. The sources of information include multi-agency and single agency audits, safeguarding self-assessments agency and school audits which have been reported to PAQA as well as serious case reviews. This section aims to draw out themes and learning points.

Multi-Agency Audits:

Four multi-agency audits covered the issues of neglect, domestic abuse, children with a disability and 'Education, health and Care Plans'¹ for children and young people with learning difficulties or disabilities (aged 0 to 25). The audits concerned a small percentage of the hundreds of children and families supported through the safeguarding partnership but there are some common themes for joint working which can be drawn out.

The themes were selected by the quality assurance group from issues arising in recent OSCB case reviews: Child Q, Child K, Child C², Child A and Child B. Audits tended to look in-depth at up to six different cases tracking them from the perspective of the different agencies and families involved as far as possible.

Key strengths and learning points are recorded, general points feed into training and overarching developmental work, and individual services take away their own actions. Overall the findings from audits were positive and considerable good practice was evidenced in relation to decision making, ensuring a wide perspective of underlying causes, the quality of information sharing, the voice of the child, good use of tools, a strong focus on other siblings and a whole family approach.

There was good evidence of strong multi-agency working across key partners in very complex and challenging circumstances for the children and families involved. Child protection planning was seen to be effective and achieving results although could have been instigated earlier in some cases. Learning points from the audits are summarised at appendix B

Summary of themes and findings from each of the audits

The neglect audit confirmed the complexity of family life for children in this situation. Domestic abuse was an overwhelming theme throughout the audit and mental health and substance misuse were evident in 67% of cases.

¹ Education, Health and Care Plans (EHCP) were introduced in September 2014 in accordance with the Children and Families Act and replace Statements of SEN.

'The purpose of an EHC plan is to make special educational provision to meet the special educational needs of the child or young person, to secure the best possible outcomes for them across education, health and social care and, as they get older, prepare them for adulthood.' SEN and Disabilities Code of Practice, January 2015

² Child C Review was a partnership review

The domestic abuse audit revealed that a history of domestic abuse within the home and sexual violence was a common feature. The circulation of indecent images of children involved by abusive intimate partners also featured highly. Disappointingly it indicated that referrals to MARAC³ for children and young people are not happening as a matter of course. Children and young people's ability to recognise they needed help, their understanding of consent and precisely what constitutes abuse were found to be lacking in a number of cases.

The audit on cases for disabled children picked up on several issues. The first resonated with case review findings that children not being brought to appointments should be identified early and noted in this way rather than 'not attending'. The second resonated with the SCR for Child A and Child B in that, where the child is non-verbal, greater consideration should be given to means of communication and that colleagues should seek to understand what a specific disability means and how this might impact on safeguarding. To this end the need for more active engagement and communication with GPs was identified. Finally, it confirmed that school is pivotal in ensuring resilience and identifying key issues and changes early. School attendance was highlighted as a critical factor to support opportunity, well-being, safety and in achieving positive outcomes including for very young children.

The audit on cases for children who had education, health and care plans showed that the quality of these plans could be better especially in terms of health and social care information and also where a child was transitioning from one setting to another. There was some lack of knowledge by professionals on what was required which impacted on quality, timeliness and reassurance that protective factors were sufficiently in place.

The views of families and children were sought in the first three audits and can be summarised as them (families) needing to be clearer about why agencies were involved in their lives; valuing the role of an advocate in meetings and lacking an understanding of process. With respect to domestic abuse they did not feel informed about plans and 'pathways' for support. With respect to disabled children some said that they relied on their parents to forward their views and opinions, which has implications where circumstances might make this more difficult.

Single Agency Audits:

Agencies reported back to OSCB in 2017/18 on their internal safeguarding practice. Comprehensive submissions were received and often scrutinised a specific area of work e.g. hospital maternity services or police investigation of domestic incidents or OH NHS FT dental services. Findings were positive and improvements were noted with planned actions. There were lots of examples good joint working and strong adherence to safeguarding standards.

Positive examples of improved safeguarding work from these audit reports can be found in section 5. Below is a selection of learning themes only.

³ MARAC is a 'Multi-agency risk assessment conference. It is a multi-agency meeting which domestic abuse victims who have been identified as at high risk of serious harm or homicide are referred to in order to ensure that the victim stays safe.

Youth Justice Service, Oxfordshire County Council

The audit work highlighted the difficulties in finding appropriate resources for children who are at risk of drug exploitation. It confirmed the complexity involved in working across the services with children who presenting behaviours that are a risk to the public and themselves whilst being vulnerable. It also cautioned that there is a lack of understanding from partners regarding the role and nature of the youth justice system which is not a preventative service.

Children's social care, Oxfordshire County Council

This service had undertaken a range of different audits which captured a lot of good practice. Areas for improvement were cited as consistently involving fathers; better capturing the voice of the child by ensuring that they are seen alone as well as ensuring that they are up-to-date and shared.

Schools safeguarding team, Oxfordshire County Council

An overview of audits showed that in general school record keeping could be better and include more outcomes for children and that multi-agency work could be improved by liaising more with other professionals. Schools reported the frustrations of not being included in strategy meetings when referrals are made to MASH about children in their settings as well as being unable to receive information attend meetings during holiday periods.

Education and learning, Oxfordshire County Council

Whilst acknowledging that circumstances are challenging and families may prefer not to engage the audits showed that more effort should be made to obtain the views of families and vulnerable learners when planning their education.

Oxford Health NHS FT

This service had undertaken a number of different audits which generated a lot of learning. A key point was to consistently 'Think Family' e.g. the importance of keeping children in mind where the adults have mental health problems and there are often very challenging family situations. Audits indicated the high prevalence of domestic abuse and neglect in the families that mental health clinicians are working with.

Oxford University Hospitals NHS FT:

Several services areas were audited for safeguarding standards. Learning included the need to use the OSCB safeguarding tools to aid identification and recording information. Practitioners could make more use of tools to identify levels of need and to track neglectful parenting.

Community Rehabilitation Company (CRC)

This service highlighted the need for better understanding from the workforce when working with young adult male service users.

Thames Valley Police

An audit on domestic incidents showed that there is improved recording the voice of the child at the scene of the domestic abuse incident. However, audits showed more room for improvement – it had occurred in less than 50% of all reported incidents.

Safeguarding self-assessment:

The self-assessment provided assurance on the overall safeguarding frameworks within partner agencies. A few areas were highlighted as amber and these were attributed to potential risks arising from the introduction of GDPR; increased caution when assessing risk as well as organisational change. Some concerns were raised about board member effectiveness and the need to ensure challenge, improvements and impact.

Serious Case Reviews:

The OSCB has worked on four serious case reviews since the last report to PAQA. Since 2013 twelve serious case reviews and three learning reviews have been worked on. They concern nineteen children. The children fall into two main age groups; pre-school and secondary school age children – just over 50% are older children aged between thirteen and eighteen which is in part due to the completion of the A-F review. It is worth noting that seven of the twelve cases concern children who are pre-school or just in the first year at school. In addition, either the child, their siblings or parents have previously been known to children's services (either current at time of incident or historic).

Over the last year some of the emerging, repeated themes have been:

1. **Curiosity:** being curious about the family's past history, relationships and current circumstances in a way that moves beyond reliance on self-reported information
2. **Responding to physical abuse:** professionals identifying it, listening to children and following procedures to properly investigate
3. **The role of schools in keeping children safe:** understanding that school attendance is a critical factor to support opportunity, well-being and safety
4. **Professional understanding of the implications of elective home education:** actively knowing which agencies are in touch with the family and to what effect
5. **Taking a cumulative view when working with children:** not seeing events in a linear way but weighing up risks over time and keeping previous events in mind (using chronologies)
6. **Parental wellbeing:** mental health, substance misuse and domestic abuse are recurring themes
7. **Fragmented management of health needs:** ensuring effective communication across services for co-ordinated and consistent management of care
8. **Children's emotional wellbeing:** increasing evidence of self-harm by children aged 10 years & above
9. **Children's limited capacity to protect themselves** as they move into adolescence after experiencing a lack of consistent, supportive parenting in their early years (long lasting impact of neglect)

Section 2.3 Involvement of Practitioners

This section aims to summarise the views of the practitioner in Oxfordshire.

The sources of information include safeguarding subgroups, reporting from Independent Reviewing Officers and Child Protection Chairs, Children's Services Practice Week feedback, practitioner listening events, serious case reviews, audits and training and learning events, and workshops attended by the voluntary, community and faith sector.

Safeguarding themes regarding practice and process

Many issues relate to frontline practice in the safeguarding system from early help through to more complex support and show pressure points for actions and change.

Awareness of thresholds, in particular, for early help but across the whole spectrum of need still needs to be greater and properly applied.

There is a need for better co-ordination of the routes for referral and assessment between early help (LCSS⁴) and immediate safeguarding concerns to the multi-agency safeguarding hub (MASH) including Police domestic abuse referrals to MASH.

Capacity is a problem in a system under pressure: both in terms of rising caseloads and the coverage of administrative functions. Professional time is being spent on administrative functions for social care staff in particular because of reduced capacity in support staff.

Complexity of cases dealt with by professionals not only within the children's safeguarding arena but also in relation to adults in those children's lives is presenting challenges.

Finally, the need for assurance that families whose first language is not English are supported fully to engage in the safeguarding process and the appropriateness of interpretation for children through a family member has emerged as a theme for frontline practice.

Safeguarding themes raised by practitioners

The following relate to themes observed by practitioners in the safeguarding system as they support children and families. They are reassuringly reflective of those throughout this learning and improvement framework.

Supporting vulnerable adolescents to develop protective behaviours. The complexity of working with children presenting behaviours that are a risk to the public and themselves whilst being vulnerable and the tenacity required to support children with complex issues

Young people exploited in crime-related activity. The difficulties for practitioners in finding appropriate resources for children who are at risk. The need for better screening of need, referral routes and provision before children become identified as 'offenders'.

⁴ Locality and Community support service

Placement Sufficiency. The lack of availability of placements for some groups of vulnerable children and young people e.g. children in care and children with acute mental health needs as well as the lack of quality of some of this provision e.g. secure estate or therapeutic placements.

Young people's domestic abuse pathway. Awareness and use of the pathway needs to be improved across the partnership. Multi-agency training is needed not just on domestic abuse but on understanding consent and healthy relationships.

Links between safeguarding risk and safeguarding in education. Attendance, exclusions, elective home education, attainment and achievement of pupils with SEND have all been raised as concerns.

Young people's mental health and self-harm. Ensuring consistency of approach across the county and accessing care in a timely way for children.

Housing themes. The lack of appropriate housing for vulnerable young people and families is a consistent concern and when location of school is not taken into account when children are taken into care, which can increase instability at an already vulnerable time.

Safeguarding themes from the voluntary sector leads

The two key safeguarding concerns communicated by the sector concern the funding environment and the anxiety of carrying risk. An increasing number of local charities with skills and a track record of making a difference for children and young people state that they are at risk in the current funding environment. Organisations have also stated their concern that, despite the establishment of the Locality and Community Support Service (LCSS), they feel that they are holding a growing number of increasingly complex cases. These are children who fall just below rising statutory thresholds and/or who can't access specialist services because of lengthy waiting lists.

Safeguarding themes through the OSCB training

OSCB trainers meet over 2000 members of the children's workforce each year. They provide anecdotal feedback to the OSCB. This year they have heard delegates raise the issue of increasing mental health issues in adolescents and long waiting times; drug exploitation; unaccompanied minors within the education system who have difficulty with the English language.

Section 2.4 Views of Young People, Parents and Carers

This section aims to summarise views of young people, parents and carers. The sources of information include young people forums; audit work, children in care council and Oxme.info the county council's website for young people.

Parents: 3 simple messages

1. Communication, communication, communication
 - ✓ Clear, honest, straightforward language needed.
 - ✓ Jargon, 'service speak' and paperwork is disempowering and bewildering
 - ✓ Connect and click with workers is central "you've got to let them in"
 - ✓ Responsive communication – i.e. returning calls, texting is favoured
 - ✓ Out of hours assistance - access at pinch points – evenings and weekends
 - ✓ Accessibility of information, plain English, interpreters etc
2. Don't leave help and support until crisis point
3. Sharing and co-ordination of information between agencies
 - ✓ Co-ordination between services and agencies is vital
 - ✓ They want an effective service – they don't care who runs it
 - ✓ People with SEN / disabilities have to battle their corner and fight for services

Children: simple messages

Don't like

- Telling my story over and over
- Breaches of confidentiality
- Having to wait until crisis for a service (and things getting worse)
- Poor communication: professional not coming good on offers of help and actions, slow in replying
- Abrupt change of social worker is difficult; some change is acceptable, importance of managed endings
- Being labelled and judged as troubled child / naughty child. Behaviours are communication and staff must seek to understand and learn from behaviours "*look behind the behaviours*"
- Not knowing who to go for help and in what situations. Children normalise abuse experience.

Do like

- Get in early *“make a difference as early as possible”*.
- Relationships have got to work to build trust and progress *“click and connect”*
- Show you care / *“get to know me as a person not just a case or a set of problems”*
- Children and young people want to be informed and involved *“listen to me”* – increase views being reflected in plans and decisions
- personal 1-2-1 advice
- small things matter and show you care

Voice Of Oxfordshire Youth (VOXY): recent messages on safeguarding themes

- Lack of mental health support for young people
- Lack of youth clubs – seen as an important source of advice and guidance
- Needs to be more of awareness for teens about drugs and alcohol
- Bullying is a big deal and young people reporting lack of effective action in schools
- Fabricated and induced illnesses is an emerging concern

Homophobic, bi-sexual, transgender bullying – recent messages

- Importance of creating safe spaces for LGBT+ youth and how much this is valued by young people.
- Empowerment of knowing ‘I’m okay, I’m normal too’
- Value of knowing how to support the LGBTQ+ people in their school
- Significance of understanding the LGBT history

Young people’s concerns reflected on Oxfordshire’s Website for young people, oxme.info

In 2017-18 over 90,000 visitors accessed more than 175,000 pages on the oxme.info website. Children’s Rights (33%) were a key concern this year alongside opportunities and finding a job (16%). Other key concerns among our site visitors include bullying with our content around anti-bullying week and the galleries from the poster competition (run jointly with the OSCB) proving popular both on the website and on our social media presences. Other popular content includes an internet safety page on sexting, activities for young people with disabilities and work experience.

YiPpEe – message for improvement in the university hospitals

YiPpEe is the Oxford University Hospitals FT’s Public Partnership Group for children and young people. They were involved in the National Children and Young People’s Inpatient and Day Case Survey (see section 5 for more details). Following this work the Trust has identified three areas for improvement in partnership with YiPpEe:

1. reducing avoidable noise on children’s wards at night
2. improving the information provided on discharge
3. involving children and young people more in decisions about the care and treatment they receive

Summary of compliments and children's statutory social care complaints

Poor communication continues to be the top theme from complaints⁵, closely followed by staff attitude. One prevalent theme from complaints this year is recording errors and the accuracy of assessments. The service continues to receive complaints that conference minutes and reports are sent out late.

73 formal compliments were received about Children's Services. The compliments praise the child focused work taking place which has been described as creative, insightful, reliable, professional, diligent and competent.

⁵ The County Council's Complaints Service received 107 (stage one) complaints about Children's Services last year. The majority (77%) of those complaints were made by parents or grandparents. 32% of complaints were about children on a Child Protection Plan. 23% were about Looked After children.

Section 3: Impact of work to improve safeguarding practice

Below are examples of 'positive impact' as reported to the Performance, audit and quality assurance subgroup following the scrutiny of safeguarding practice over the last 12 months. Auditing of safeguarding work takes place annually and services demonstrate change and impact over time.

- Public Health, Oxfordshire County Council could demonstrate that the **services that they commission consider their safeguarding practice**. Feedback from a provider of substance misuse support was as follows, "It is intended that the (serious case review) learning points will be discussed at staff team meetings and to inform future training events for staff and partners agencies" they went on to state that they had "enhanced the package of care of service users with children on a child protection plan - which includes targeted parenting groups";
- 97% of **dental staff had an excellent knowledge of safeguarding policies**, procedure and guidelines when surveyed by Oxford Health NHS FT. (57 staff audited. 60% return rate. Jul 16)
- Oxford Health NHS FT were able to demonstrate that colleagues **were using the guidance for responding to non-recent (historic) abuse** citing an example which led to the prosecution of a perpetrator of historical abuse.
- OUH NHS FT has the 'yippee' forum for young people and uses the 'Wellbeing Monkey' to communicate issues to young people. Examples of good practice are: **involvement in the interview process** for a new paediatric rheumatology consultant. Contribution of feedback to the Children's Survey Advisory Group at CQC Headquarters alongside professionals from the Trust.
- OH NHS FT Children's **Safeguarding Consultation line** for staff to talk through safeguarding issues with Named Nurses has received positive feedback: good advice; better understanding of the safeguarding system and reassuring to practitioners. (Small sample audit Feb 17)
- The National Probation Service could demonstrate that Oxfordshire staff have a good **understanding and awareness of CSE**, recognised in recent visits from the National Executive Director and the Chief Executive Officer of the NPS in the past 3 months.
- The Community Rehabilitation Company audits identified improved attendance at **Core Groups and timely responses** to requests for information from the Multi Agency Safeguarding hub.
- Since the last audit the CRC has introduced fortnightly Sentence Planning Meetings which provide **management oversight of safeguarding casework** and enable safeguarding risks to children and domestic abuse to be identified when working with offenders.
- Children's social care, Oxfordshire County Council could identify positive themes across four audits: commitment of staff; good recording; joint working and assessment and plans.

- Schools and learning, Oxfordshire County Council. Following the audit work more information is being requested by this service with respect to the **vulnerability of the young person** being supported e.g. safeguarding risks in terms of CSE and prevent to ensure that **planning takes these safeguarding concerns in to consideration**
- Thames Valley Police could demonstrate **an increase in the recording of children's information** when attending domestic abuse incidents.
- Thames Valley Police reported that Cherwell & West Oxfordshire Local Police Authority had the highest number of crime reports with completed "**Voice of the child**" sections.
- 94% of **taxi drivers** are now trained in safeguarding which is a learning point from the serious case review on child exploitation
- In 2017 a local **taxi driver**, who had undertaken safeguarding training, was commended by Thames Valley Police for his actions in safeguarding a child who was at risk of significant harm from a dangerous individual. His actions ensured the child was kept safe and proved vital in ensuring the conviction of a predatory offender.
- In 2017 Thames Valley Police and Oxford City Council's Community Safety Team led a test purchase operation on to test the awareness of **hotel staff** with respect to CSE. The Team were pleased to report a positive outcome for an establishment that had featured prominently in previous CSE investigations in particular Bullfinch.
- YiPpEe is the Oxford University Hospitals Foundation Trust's Public Partnership Group for children and young people. The group have been involved in a wide range of activities over 2017/18, which include:
 - delivering a seminar to **children's nursing students**, at Oxford Brookes University, on service user involvement.
 - investigating the main causes of noise at night on children's wards, in response to the Trust's results for the National Children and Young People's Inpatient and Day Case Survey 2016.
 - attending the '**The Big Youth Forum Meet Up**', at Great Ormond Street Hospital for Children, where they had the opportunity to meet similar groups from across the country.
 - YiPpEe also has two members elected to represent children and young people on the Trust's Council of Governors. They have a set agenda item at all **Council meetings** to update Governors on the work YiPpEe are involved in.
- November 2017, results were published for National Children and Young People's Inpatient and Day Case Survey. This surveyed patients, and their parents/carers, between the ages of 15 days and 15 years old. Questionnaires were sent by the Trust to 1,250 patients, with 462 returned, giving a response rate of 37%. OUH had more questionnaires returned than any other NHS Trust that took part in the survey. The Trust performed better than most Trusts on fifteen questions including, patients being able to talk to staff without parents or carers present, parents having enough information to be involved in care decisions and overall patient experience.

Glossary

CAF	Common Assessment Framework
CDOP	Child Death Overview Panel
CiCC	Children in care council
CRC	Community Rehabilitation Company
EIS	Early Intervention Service
FE	Further Education
GDPR	General Data Protection Regulation
LAC	Looked After Children
LIQA	Learning, Improvement and Quality Assurance (framework)
MAPPA	Multi-agency Public Protection Arrangements
NPS	National Probation Service
OCC	Oxfordshire County Council
OH NHS FT	Oxford Health NHS Foundation Trust
OSCB	Oxfordshire Safeguarding Children Board
OUH NHS FT	Oxford University Hospitals NHS Foundation Trust
PAQA	Performance, Audit and Quality Assurance
PPU	Public Protection Unit within the National Probation Service
QA	Quality Assurance
QAA	Quality Assurance and Audit (subgroup)
SCR	Serious Case Review
SRE	Sex and relationships education
TVP	Thames Valley Police
TVPS	Thames Valley Probation Service
VCS	Voluntary and Community Sector

Appendix A

JSNA data mapping

<http://insight.oxfordshire.gov.uk/cms/joint-strategic-needs-assessment>

Appendix B

What did we learn?

Working to tackle neglect

- Use 'tools of the trade' earlier. Find the Child Care Development Checklist on Practitioner Portal and use it.
- Ensure child protection procedures are followed rigorously for children who are already subject to a plan e.g. new bruises, new safeguarding concerns
- Make more use of professionals-only meetings, multi-agency chronologies, case mapping, deputy role for core groups.

Dealing with domestic abuse

- All cases concerning young people cases should be referred to MARAC regardless of assessed level of risk this means both victims and those perpetrating harmful behaviours
- Need for greater understanding amongst professionals of online and social media abuse: the circulation of indecent images of children involved by abusive intimate partners features highly
- Professionals sometimes report a lack of confidence in knowing what to share with parents
- Professionals responses are sometimes clouded by how children and young people define their own peer relationships

Working with disabled children

- Ensure practitioners keep a clear record of 'was not brought' episodes to identify any patterns or gaps and work with partners to ensure this is collated
- Children not being brought to appointments should be escalated as a risk factor where there is a concern about neglect and needs to be cross-checked across different health professionals
- Raise awareness of the importance of understanding how a child's impairments may impact on and contribute to their safeguarding vulnerability
- School is pivotal in ensuring resilience and identifying key issues and changes early

Completing the 'Education, health and social care plans (EHCP)

- Need to ensure that protective factors are in place as young people transfer to college
- Transition points need careful planning of expected outcomes for the child
- Health colleagues to better understand what information is required for the EHCP to get the best possible plan in place for children

Division(s):

CABINET – 20 NOVEMBER 2018

OXFORDSHIRE SAFEGUARDING ADULTS BOARD - ANNUAL REPORT 2017-18

Report by Director for Adult Services

Introduction

1. The OSAB is required to report annually on the work of the Board and of its partners, assessing the position of the partnerships in relation to the safeguarding adults at risk within Oxfordshire.
2. The Oxfordshire Safeguarding Adults Board has made great strides in the last year in bringing together partners to better protect adults in Oxfordshire. The report covers the period 2017-18.

Exempt Information

3. There is no exempt information.

Key Findings

4. When there are known or suspected incidents of abuse or neglect, where the person has a care and support need and is unable to protect themselves, professionals are required to raise a safeguarding concern with the Local Authority. This is the duty laid out in The Care Act 2014, with further information on abuse, neglect and self-neglect being laid out in the Care and Support Statutory Guidance (www.gov.uk/government/publications/care-act-statutory-guidance/care-and-support-statutory-guidance).
5. There were 6639 safeguarding concerns raised by organisations in 2017-18. This is a decrease in concerns as compared to 2016-17 (7201 concerns). This also represents the first time in 6 years that concerns have not increased by 25% or more.
6. This change in numbers is thought to be as a result of several pieces of work undertaken by the Board and its partners, outlined below.
7. Firstly, the Board is offering face-to-face training for professionals. Over 1,200 professionals undertook training in 2017-18 from across nearly all partner agencies. Those that did not send workers were able to satisfy the Board that their staff had been adequately trained in Safeguarding using internal training resources.

8. Secondly, the Board pulled together a large group of service providers to review and update the thresholds document. This document is used to describe the situations in which an issue should be reported to the Local Authority, who ultimately have safeguarding responsibility under the Care Act 2014. The coproduction of the document has received very positive feedback from service providers and has led to three other Safeguarding Boards requesting to use our thresholds document as well as the Care Quality Commission using it as a good practice example across the region.
9. Thirdly, the Local Authority set up a consultation service, which is heavily promoted by the Safeguarding Board in all its communications and training. This allows people to discuss a concern before raising it via the website so they can seek assurance that the issue does meet the thresholds criteria mentioned above.
10. Training for Councillors covering both Childrens and Adults Safeguarding was delivered on 11th October 2018. An updated briefing for Councillors (County, District, Parish, etc) is being produced to ensure the message is continuing to get out there to the general public.

Financial and Staff Implications

11. None

Equalities Implications

12. None

RECOMMENDATION

13. **Cabinet is RECOMMENDED to**
 - (a) Note that the adult safeguarding partnership is working across Oxfordshire and that work undertaken by the Board and its partners has resulted in a 9% decrease in safeguarding concerns being referred into the Local Authority, reversing a six-year trend of an annual 30% increase in concerns year-on-year.
 - (b) Note the priorities within the report (pages 24 & 25) around service user and community engagement, improving multi-agency working, monitoring key issues and early help strategies & initiatives for 2018-19.

KATE TERRONI
Director for Adult Services

Contact: Melanie Pearce, Service Manager – Safeguarding, Tel: 01865 323879

October 2018

OSAB

Oxfordshire Safeguarding Adults Board



2017-18

Annual Report

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FOREWORD

I am pleased to present the fifth annual report of the Oxfordshire Safeguarding Adults Board. This report outlines the role, function and purpose of the Board as prescribed by the Care Act 2014 and lists the organisations represented. It highlights the risks faced by the most vulnerable and most importantly what local agencies both statutory and voluntary are doing to safeguard them.

The report contains examples of the collaborative work undertaken by partners to show through case studies the effectiveness of our work to empower and protect the most vulnerable adults in our community. I am however mindful of the risk of complacency, as for many the arrangements for their care are made either through their own or their family's private arrangements and the volume of other settings stretches the capacity of organisations such as CQC to effectively monitor all of these arrangements.

We have been looking at the patterns in safeguarding activity to inform our priorities for improvement going forward. We are particularly proud of our data around Making Safeguarding Personal, which has improved throughout the year and demonstrates our joint commitment to ensuring the person is at the centre of all decision-making and safeguarding activity. The statistics also include contextual data showing the size of the eligible adult population and the estimated number of those adults who have care and support needs as well as the overall numbers of concerns and enquiries, giving an idea of the activity across the partnership relating to safeguarding work.

Work will also continue on increasing practitioners' confidence in applying the Mental Capacity Act 2005 to decision-making. Other themes are to ensure that prevention and early intervention work is better understood across the partnership; that the key issues identified by partners (mental ill-health, domestic abuse, substance abuse, exploitation, and housing) are monitored and progress is challenged where appropriate, and that service users and community groups are better engaged with the work of the Board and its partners.

The Board continues to work closely with the Oxfordshire Safeguarding Children's Board to ensure that we all "Think Family", make progress on our joint priorities and importantly we learn together and from each other.

Through discussions and reports received at the Board and through our annual impact assessment, I am very mindful of the pressures on partners in terms of their contribution of people, funds and other resources. I continue to be very grateful to all partners for their contributions and the considerable time and effort they put into the Board. The partnership has continued to grow and develop, as reflected in this annual report.

Pamela Marsden
Independent Chair of the Oxfordshire Safeguarding Adults Board

WHAT IS THE OXFORDSHIRE SAFEGUARDING ADULTS BOARD?

The Care Act 2014 says that Local Authorities must have a Safeguarding Adults Board in place from 1st April 2015.

The Oxfordshire Safeguarding Adults Board has provided leadership for adult safeguarding across the county since 2009. The Board is a partnership of organisations working together to promote the right to live in safety, free from abuse or neglect.

Its purpose is to both prevent abuse and neglect, and where someone experiences abuse or neglect, to respond in a way that supports their choices and promotes their well-being.

The Care Act says key members of the Board must be the Local Authority; the Clinical Commissioning Groups; and the Chief Officer of Police.

The three key members on the Oxfordshire Safeguarding Adults Board are:

- The Director of Adult Social Care, Oxfordshire County Council
- The Director of Quality, Oxfordshire Clinical Commissioning Group
- The Detective Chief Inspector, Protecting Vulnerable People, Thames Valley Police

The Care Act says these key members must appoint a chairperson who has the required skills and experience. Pamela Marsden is the Independent Chair of the Oxfordshire Safeguarding Adults Board. She has many years' experience as a Director within Adult Social Services and has held the Chair position since November 2016.

The Care Act 2014 states that the Board can appoint other members it considers appropriate with the right skills and experience.

There are senior representatives on the Board, from the following organisations:



Community Protection Services (Fire & Rescue, Trading Standards & Community Safety)



Board Members are the senior people in each of the organisations with responsibility for safeguarding. Their role on the Board is to bring their organisations adult safeguarding issues to the attention of the Board, promote the agreed priorities and work to embed learning throughout their own organisation.

The Board meets four times each year and alternate meetings include a joint meeting with the OSCB (Oxfordshire Safeguarding Children's Board) where our joint priorities can be progressed.

THE ADULT SAFEGUARDING STRATEGY 2017-18

In March 2017, the Board consulted with organisations working with people who have care and support needs, to develop the Board's strategic plan. From what organisations told us was important to the people they work with, we created the OSAB Strategic Plan 2017-18 and vision.

Our Vision for Oxfordshire

"Oxfordshire is a place where safeguarding is everyone's responsibility, where the OSAB partners work together to recognise and prevent abuse so that adults at risk from harm feel safe and empowered to make their own life decisions."

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Principles and Values



PREVENTION

All organisations will have the necessary culture and structures in place to prevent abuse from occurring; which takes all concerns seriously, transparently and enabling swift proportionate interventions at an early stage. There is active engagement with all sections of the local community so that everyone is well informed about safeguarding and related issues.



PROPORTIONALITY

All staff and volunteers in whatever setting have a key role in preventing abuse or neglect occurring and in taking prompt, proportional action when concerns arise. All staff and volunteers also have the appropriate level of skills, knowledge and training to safeguard adults from abuse.



EMPOWERMENT

Any intervention and support provided is person centred and focused on the outcomes identified by the individual. People must be supported with dignity and respect and be in control of decision making as much as possible; enabling individuals to safeguard themselves from harm and to be able to report any concerns that they have.



GOVERNANCE

There is a robust outcome focused process and performance framework so that everyone undergoing safeguarding procedures will receive a consistent high-quality service which is underpinned by multi-agency cooperation and continuous learning. The Board and its partners are accountable for what agencies do and learn from local experience and national policy.

WHAT HAS THE BOARD BEEN DOING?

Prevention

“It is better to take action before harm occurs”

The Executive Group

The group has overseen the development of a strategy around prevention. As the Board members have again highlighted prevention and early intervention as priorities for 2018-19, the strategy will be reviewed and how it works in practice will be monitored.

The group has also improved its engagement with other local organisations, particularly the University of Oxford, through joint working on case reviews.

Policy & Procedures Group

The group have developed and reviewed a number of strategies contributing towards preventative work. These include:

- Working with people who don't engage
- Hoarding & Self-neglect
- Modern Slavery/Exploitation
- Thresholds for accessing safeguarding services

The group has also reviewed the multi-agency safeguarding policy, working closely with colleagues in the Buckinghamshire Safeguarding Adults Board to produce a policy covering both counties.

Training

2017-18 was the first full year of the Board running Frontline Worker training. This has led to over 600 delegates receiving face-to-face training from the Safeguarding Board, delivered by a Safeguarding Social Worker and a Health professional. Feedback on the training has been excellent, with a 98.5% satisfaction rating.

We have also started delivering Safeguarding Training for Managers/Leaders, delivering our first course in February 2018.

Vulnerable Adults Mortality Group

The group is in the process of producing its first annual report, highlighting themes and trends across the cases that have been reviewed this year and cascading this learning through the Board Members to partner agencies and via the OSAB training to ensure practitioners are alerted to the specific issues for this cohort of service users.

Performance, Information & Quality Assurance Group

The group receives a wide range of data, which is placed under themes, including prevention. Each theme contains data relevant to that area, so as an example, prevention includes data from the Fire & Rescue service on fire safety (safe and well) checks carried out. For adults with mobility issues this is a vital piece of preventative work, with over 2,000 visits being conducted in 2017-18.

Proportionality

“Proportionate and least intrusive response”

Policy & Procedures Group

The group has increased its membership from care providers, both at the group and at its temporary working groups that complete specific tasks. This has led to policy and procedures being much more user-friendly from the perspective of care providers and other professionals.

The best example of this is the review of the thresholds document, which was significantly rewritten as a result of the feedback from frontline professionals.

Training Group

The training overseen by the group has been well received, with over 600 delegates across 60 agencies having attended either the level 2 course for frontline workers or the level 3 course for managers and team leaders. Feedback has given a 98.5% satisfaction rating for the training. The training promotes the person-centred approach to work, ensuring the adult with care and support needs is empowered to protect themselves where they have declined a response from partner agencies. It also aims to improve professional understanding of the roles and responsibilities of partners, informally through networking at the sessions and directly through content of the course.

Safeguarding Adult Review Group

The group have reviewed 7 cases in 2017-18 from a variety of partner agencies. One met the criteria for a Safeguarding Adults Review and the findings are outlined later on.

The other cases were subject to internal serious incident processes, the outcomes of which were reported to the group to ensure any learning could be shared across the partnership.





Empowerment

"Presumption of person led decisions and informed consent"

Full Board

During 2017-18, the Board commissioned Healthwatch to meet with those who had been through a safeguarding process to establish their views on the service they had experienced. All service users are asked at the point the safeguarding enquiry is concluded whether they would be willing to share their views on the experience with a third party.

The project began in January 2018 so its findings have yet to come to the Board for discussion. This work will be completed in 2018-19.

Vulnerable Adults Mortality Group

This group has a lay member who comes from a local community group supporting adults with learning disabilities. The Board is rolling out this good practice to other meetings, including the Full Board to ensure the voice of those with care and support needs is heard at Board meetings.

Performance, Information & Quality Assurance Group

The Making Safeguarding Personal data forms part of the performance dataset and has seen significant improvements in 2017-18. The proportion of adults who define the outcomes they want from a safeguarding enquiry has risen from 90% in quarter 1 to 96% in quarter 4. The proportion of people who have gone through a safeguarding enquiry and who are satisfied with the outcomes has increased from 45% in quarter 1 to 73% in quarter 4, which is a significant increase and shows the partners are working hard to keep the adult at the centre of all decision-making. The rates of both figures have continued to improve throughout the year, demonstrating that professionals are following the principles of Making Safeguarding Personal throughout their work with adults with care and support needs.



Governance

"Ensuring the Board is fit for purpose and working effectively"

Full Board

All subgroups of the Board have reviewed their Terms of Reference and the Full Board has developed a series of questions each subgroup is required to report against for each Full Board meeting.

As part of the Peer Review carried out in January 2017, the Board requested a report from Oxfordshire County Council, requesting they provide an assurance report on the changes made to the Safeguarding Service, which went live in October 2016. The report was received in Autumn 2017 and provided both qualitative and quantitative assurance that the creation of a central team had produced a positive impact on the safeguarding work undertaken by the County Council.

Executive Group

The Executive continues to review the membership and the chairing arrangements for all of the sub-groups to ensure they reflect the partnership and are as fully representative as possible. During the year it was agreed that the police would take over chairing the Safeguarding Adults Review subgroup.

The Executive also oversaw the review of Board documents, simplifying a number of documents and combining others, such as

the self-assessment and impact assessment, to reduce the paperwork associated with the Board. There is now a requirement that all documents over 10 pages have an executive summary to improve accessibility.

Vulnerable Adults Mortality Group

This group was created as part of the Board's responsibilities for ensuring the deaths of those with a learning disability are reviewed and given appropriate scrutiny. The group was one of the first in the country and has provided a forum for frank discussions on the deaths of those with a learning disability within Oxfordshire. The first annual report of the group is due to be considered by the Full Board in June 2018.

Performance, Information & Quality Assurance Group

To ensure the Board is fully aware of the current safeguarding issues and is working effectively, the PIQA group have developed and improved its dataset throughout the year, resulting in a performance dashboard that partners agree shows the breadth of safeguarding work underway across partner agencies throughout Oxfordshire.

Joint Working

"working together to ensure people are safe from birth until end of life"

Transitions

Work is continuing with the co-production group 'Moving into Adulthood: Working Together', which fully involves people affected by the issues and using services, to refine proposals for a new approach to supporting young people with social care needs through transition. Conversations are being held with focus groups to test the emerging proposals with a wider group of young people, and to discuss emerging ideas with key groups of staff. The proposals, which include moving to a dedicated social care team which spans transition (from around 14 to 25), improving information, focusing on promoting independence, and following a case work model with a named social worker, are being well-received. Finer detail as to exactly which cohorts and age groups should be included in this team are still under discussion, but the intention is to focus on those with life-long disabilities and to ensure that the service is aligned well with services for other young people which extend up to 25 (care leavers, young carers and Special Educational Needs and Disabilities). The group will present its final recommendations to Directors of Adult and Children's Services in July.

The Joint Commissioning Team has recently re-aligned, bringing together commissioning for children and adults of working age into a single team. This provides a step-change in thinking about transition and the way services are planned and commissioned, providing opportunities to improve continuity between children's and adult services. The Strategic Commissioning Group is also in the process of radically reviewing the decision-making structures that relate to young people and adults with disabilities, with a view to bringing together decisions which have traditionally been fragmented into a cohesive life-time model.

Housing

A successful workshop was held in June 2017 for housing providers led by the two safeguarding boards for the following purpose.

- To create a better understanding of safeguarding challenges in the housing sector and identify what could be done to help promote effectiveness
- To share learning from Serious Case Reviews relevant to the housing sector
- To provide information on the new locality structures in children's services and adult social care
- To consider how we can strengthen working together in the new structures

The workshop recognised that a number of actions would need a more strategic response and would be complex and challenging to address on a multi-agency basis. These include concerns about the overall gap in support between front line housing services and statutory provision since the services provided through the Supporting People Programme are no longer available, and issues relating to supply of housing not meeting demand. The first two actions below would enable those more strategic safeguarding issues to be addressed. The other actions are practical responses to operational concerns raised.

There is now have a housing representative on each safeguarding board, from Sovereign Housing (Adults Board) and Response (Children's Board).

The new adults' protocol on 'Working with people who do not engage with services/ or are deemed ineligible to receive services' has been launched across housing providers and to test out how it works in practice.

A network for Housing Provider Safeguarding Leads is being established to improve communication about issues such as :

- o referral routes;
- o ensuring all housing providers keep up to date with best practice in safeguarding;
- o raising awareness of key issues on a two-way basis;
- o promoting safeguarding training opportunities.

Domestic Abuse

The Domestic Abuse Operational Board is now working effectively, meeting quarterly, with good participation from a broad range of relevant local services. There is now also service user attendance on the Board and this is being developed to enable service users to have a voice at the Strategic Board. The Operational Board works on a thematic basis and most recently has developed the Young People's Pathway Action Plan which follows on from the recently completed YP DA Safeguarding Pathway Audit. The Pathway has been revised and due to be relaunched in June 2018.

The Strategic Domestic Abuse Board is overseeing the delivery of the co-commissioned domestic abuse services. The commissioning process identified a winning bidder to deliver the new domestic abuse service model and we had been working towards implementation from 4 June for the new service -. Unfortunately, at the beginning of May the preferred bidder withdrew due to unforeseen implications from the transfer of undertakings regulations which meant they felt unable to continue. We have now awarded the contract to the second highest bidder and are working with them to deliver the new service model with a revised timetable for some aspects of the service.

A sub-group of the Strategic Board is working on a training strategy, developing a framework for a range of multi-agency and single agency training which sets expectations for specific organisation types, in terms of the types of training their staff should have. This framework is likely to include Champions training, Designated Multi Agency Risk Assessment Conference (MARAC) Officer Training, Basic multi-agency domestic abuse training, Risk Assessing, and Young People and Domestic Abuse, and other training with specialist focus. The sub-group is also considering the funding options for such training.

SAFEGUARDING ADULT REVIEWS

In 2017-18 one Safeguarding Adults Review was completed.



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Adult C

Adult C was a man in his 40s living alone in Oxford. He had no partner or children. He had historic unspecified mental health issues. While living in Oxford, Adult C was involved in a number of disputes with a neighbour about noise, and was arrested on several occasions for aggressive and threatening behaviour.

In February 2017, Police were called to his home as there were concerns about his behaviour and mental health. A Mental Health Act assessment was convened, but Adult C had calmed down and the outcome was that he did not require admission to hospital. Community follow-up was arranged with the Step-Up Team, and Adult C had face-to-face and telephone contact with staff over the next two days.

Less than a week later, there was an explosion at the block of flats where Adult C lived, resulting in a large fire and total demolition of the two-storey structure. The body of Adult C was later found in the rubble. There were no other casualties. An Inquest concluded that "the explosion is likely to be accidental in nature but he was heard to say he was going to cause an explosion about five days before and it cannot be ruled out that it was caused deliberately."

Overall Conclusion

The Safeguarding Review Report concludes, having examined all of the information and spoken to a range of professionals, that if the fire was accidental then it could not have been reasonably predicted or prevented. It also concluded that if the fire was deliberate, then there was still no clear evidence that it was predictable or preventable. The Review found that the mental health services were of good professional standard, and the system for convening and undertaking an emergency Mental Health Act assessment worked well in this case. Police Officers attended the address within a few minutes of the initial calls, and restrained Adult C before calling an Ambulance. The assessment appears to have been thorough and to have resulted in a unanimous and reasonable conclusion based on the evidence available.

While the Review found that the death of Adult C was neither predictable nor preventable, there is always something for agencies to learn from the detailed analysis of incidents like this, as shown below:

Recommendations

The NHS 'Root Cause' investigation report makes the following recommendations:

- A full review of the inputting and removal of information onto the Step-Up FACT board
- Any change to a pre-existing Step-Up plan must be documented

The Thames Valley Police (TVP) report makes the following recommendations:

- To review current practices and agree a standardised Safeguarding Referral process with Fire and Rescue Services across the TVP area and communicate this to staff and officers. This should include referrals being made both ways.
- The Contact Management Call handling Procedure should be updated to reflect the importance of attaching the correct address to a URN (i.e. the address for officers to attend). Contact management staff should be advised of the change to the policy.

A2Dominion (the housing provider) have identified the following actions:

- All residents who live in homes who are on the cautionary contact list (CCL) will be visited and each of them assessed to understand their circumstances and individual needs, involving relevant agencies where necessary.
- Where there is a known Anti-Social Behaviour case involving a resident on the CCL, A2Dominion will visit the alleged victim & perpetrator in their own homes rather than calling them to the office.

HOW WE KNOW WE ARE MAKING A DIFFERENCE

Here are five examples of how the work of the Safeguarding Adults Board is making a difference to the residents of Oxfordshire.

CALL BLOCKERS PROJECT

As part of partnership work to tackle the harm caused by nuisance and scam telephone calls, the Trading Standards Service provides call blockers to people who may be vulnerable to telephone scams.

Call-blockers are devices that are fitted to telephones to restrict unwanted calls. They can be set to block all calls except those from pre-programmed numbers or to block calls from specific numbers.

Cold-calls can be harmful in many ways. A cold-call is often the start of a fraud, whereby vulnerable people are identified and systematically targeted with different misleading phone calls to elicit payments for non-existent goods or services. For some they are the start of systematic financial abuse. For people with mobility problems they can also lead to higher risk of falls as they repeatedly answer the phone at all hours of day or night.

Working from referrals about vulnerable people from the Police, Fire Service, Social Care or the National Trading Standards Scams team, Oxfordshire Trading Standards will offer to fit call blockers where a person may be vulnerable to telephone scams. Since May 2015, they have installed 69 call-blocking units, free of charge.

In total, by the end of February 2018 these units had blocked 40,235 nuisance calls. On average those using the equipment had been receiving 50 nuisance calls per month (the average across the UK is 18 per month). One household had been receiving 448 nuisance calls per month.

Research commissioned on the effectiveness of call-blockers concluded that the call-blockers fitted in Oxfordshire in 2017 alone blocked 4,196 scam calls, prevented 23 scams being committed and provided total savings to the individuals affected as well as to the health and social care services of over £59,000.

IDENTIFYING RISK AND ENGAGEMENT FOR A BETTER OUTCOME

Mrs Brown*

Mrs Brown, aged 59 and living alone, was known to have alcohol problems. Concerns regarding her wellbeing were raised by Thames Valley Police following a small fire in the area around a chair she used in her kitchen. In response to this safeguarding concern, Oxfordshire Fire and Rescue services arranged a joint visit to meet with Mrs Brown with colleagues from Environmental Health, Adult Social Care and the Police..

At the joint visit, the kitchen area was heavily cluttered with combustible material, rotten food and alcohol bottles, some of which were broken, leaving shards of glass across the floor. On inspection of the fire debris, it appeared that material possibly from clothing or a tea towel had become ignited, spreading to some food packaging and the bottom of a curtain. There was evidence of careless disposal of cigarette ends around her chair, around the settee in the living room and around her broken bed in her bedroom.

All present agreed a multi-agency approach was required to ensure the safety of Mrs Brown and her neighbours.

At the time of the joint visit two temporary smoke alarms were fitted to the kitchen area and the living room area near to her settee.

A GOOD OUTCOME

With Mrs Brown's consent, arrangements were made for the District Nurse to visit her as she did not want to attend the surgery and there were concerns for her health. A mental health assessment was also carried out. Environmental Health arranged with Mrs Brown for a blitz clean in the property to make the home environment less of a health risk. Food deliveries were arranged and a Care Agency was also employed. The Fire & Rescue Service had managed to build a positive relationship with Mrs Brown and so they continued to visit her.

Mrs Brown subsequently agreed for Extreme Heat Sensors, a Falls Alarm and a Key Safe to be installed and her care has been increased to support her with maintenance of the home.

*all names have been changed to protect to identity of those involved

ESCAPING A COERCIVE RELATIONSHIP

Mrs Vine*

Mrs Vine was living with her husband in their family home along with another woman who was said to be Mr Vine's girlfriend. A safeguarding concern was raised as it was suspected that Mrs Vine's husband had slowly isolated her and was preventing her from attending the day centre and even health appointments. There was previous evidence that Mrs Vine had been living in an abusive and controlling relationship for a long time.

A Social Worker and an Occupational Therapist visited Mrs Vine and tried to encourage her to discuss her home situation but she would not speak openly.

Mrs Vine was admitted to hospital shortly after this meeting, so the Social Worker and the Occupational Therapist took the opportunity to address again the concerns that had been so difficult to discuss candidly whilst in the family home. Mrs Vine disclosed that she did not want to go home and that she was not happy with her home life.

A GOOD OUTCOME

Working together to support Mrs Vine led to a proposal for her to move from her family home to an Extra Care housing facility locally at her request.

To facilitate this sensitively involved a lot of close joint working with other agencies: colleagues from Adult Social care, the Safeguarding service, the housing and care providers, and the acute hospital staff.

Mrs Vine was supported emotionally and practically as there needed to be conversations with her husband about the move. There were complexities with her tenancy and starting a new one in her own name, as well as finances/benefits to sort. Mrs Vine required furniture and adaptations for her new property and the care agency staff needed special training to support Mrs Vine's health care needs.

Several months on Mrs Vine is settled in her new home and she is reportedly much happier.

PROVIDING PROTECTION FOR VULNERABLE ADULTS

Mr Benn*

At the time the Housing officer referred Mr Benn to the safeguarding team, he was an extremely vulnerable man. He had suffered a stroke a few months before and needed regular hospital appointments.. When Mr Benn was at a previous address his grandson brought lots of unwanted visitors involved in drugs and drug dealing to his home . The situation had gotten so bad that the Housing provider had had to move Mr Benn to another property for his own safety.

More recently, following a term in prison Mr Benn agreed for his grandson to live with him and for Mr Benn's home to be his grandson's bail address. The situation rapidly deteriorated, his grandson's visitors causing problems as before and bailiffs coming to take Mr Benn's goods due to his grandson's debts and unpaid fines. Mr Benn was also forced by his grandson to give him money and to hand over his bank card.

There was a risk that if his grandson caused any more trouble at the property, Mr Benn could lose his home and tenancy.

A GOOD OUTCOME

The Housing officer carried out regular welfare visits to Mr Benn jointly with the Police. Mr Benn told the Housing officer he did not want his grandson living with him any more.

Mr Benn's grandson was again remanded in custody and a multi-disciplinary meeting was held to discuss the risks posed to Mr Benn should his grandson be released and bailed back to his address.

Through this joint working the decision was confirmed by the Probation service that they would not approve the release from prison to Mr Benn's address. Notification was shared on the planned date of release so that any additional security measures needed could be arranged. Sadly, Mr Benn passed away during this time.

*all names have been changed to protect to identity of those involved

WORKING TOGETHER TO PROVIDE MATERNITY CARE AND PLANNING FOR THE FUTURE

Miss Kay*

Miss Kay is rehabilitating and is expecting her third child, her oldest children live at home.

Miss Kay has the mental capacity to consent to care and treatment, and surrounding the birth of her baby however the team were concerned that she doesn't have capacity surrounding her rehabilitation and discharge home, this prompted a safeguarding concern to be raised.

WORKING TOWARDS A GOOD OUTCOME

The teams involved with Miss Kay are the children's and adults health and social care safeguarding teams.

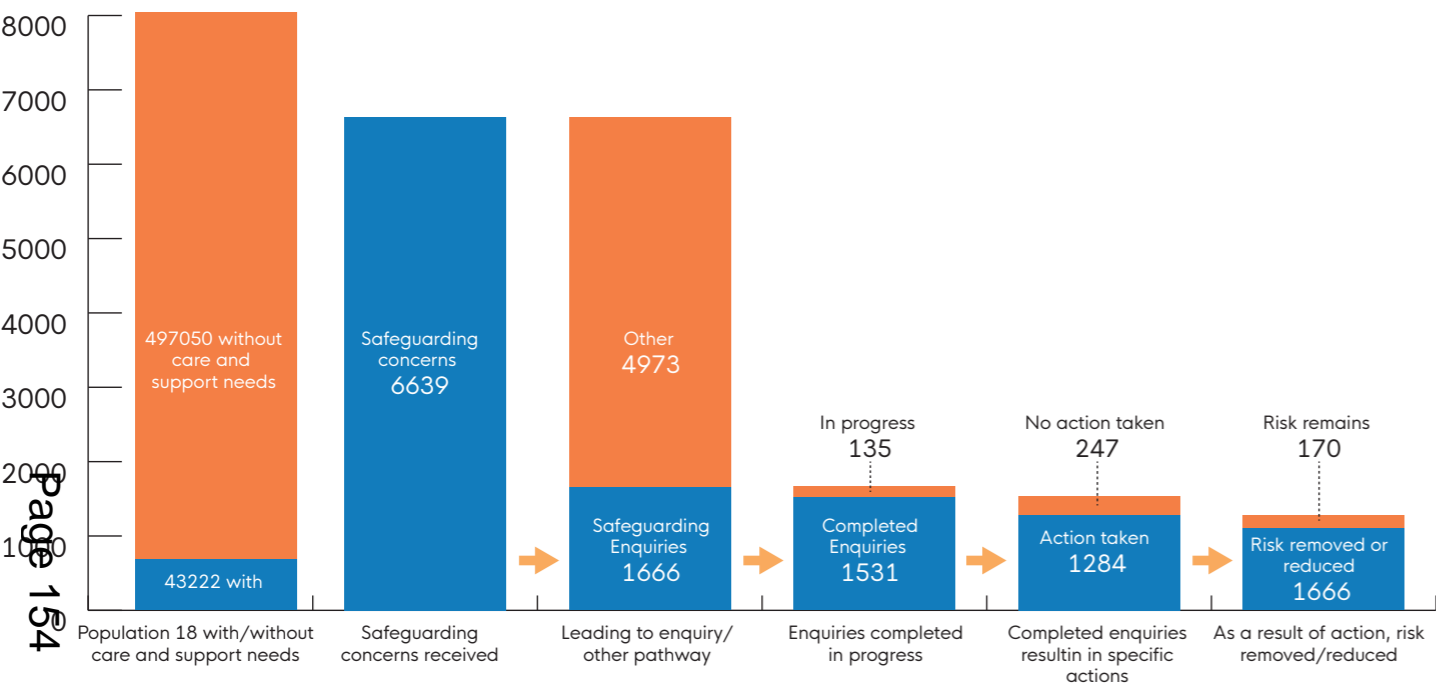
Miss Kay now has an advocate to enable her 'voice' to be heard whilst pregnant and planning for the baby's care once born; and plans are in place between her clinical team and the maternity services for the safe delivery of her baby.

*all names have been changed to protect to identity of those involved



WHAT ARE THE NUMBERS TELLING US

The safeguarding journey – from raising of safeguarding concern to outcome of safeguarding enquiry 2017-18



RAISING OF SAFEGUARDING CONCERNS

- Safeguarding includes a whole range of activities that are designed to “protect an adult’s right to live in safety, free from abuse and neglect”. First and foremost, it is about prevention – stopping abuse and neglect before it happens.
- However, when abuse does occur Oxfordshire has robust procedures to ensure that people receive the support they want to live a safer life.
- Safeguarding procedures support people who are at greatest risk, those of us who rely on others (staff, family and neighbours) for their care and support.
- In Oxfordshire this is about 43,222 people.
- Most people in Oxfordshire say their needs are well met and they feel safe
- Anybody can notify the county council if they have concerns about someone with care and support needs – but if you can talk to the person you’re worried about first and ask them what they want, that’s better.
- In 2017-18, Oxfordshire County Council were contacted 6639 times about concerns that a person with care and support needs was experiencing abuse or neglect.

RESULTING SAFEGUARDING ENQUIRY PROCESS

- A quarter of the concerns received last year were assessed as requiring further enquiries
- This is because the people involved were:
 - (a) Experiencing, or being at risk of, harm or abuse; and
 - (b) Having care and support needs which prevented them from protecting themselves
- Those concerns (4973) which did not result in a safeguarding enquiry were followed up in other ways:
 - Providing information or advice
 - Referring on to other agencies: trading standards; domestic abuse support agencies; the police or other health or social care services

OUTCOME OF ENQUIRY PROCESS

- Of the safeguarding enquires which were completed in 2017-18, 1284 or 84% resulted in action being taken to reduce the level of risk to the person.
- Where no action is taken it is usually because the person themselves doesn’t want anything to change, or at the end of the enquiry it is evident that abuse or neglect have not occurred.
- Even in these cases we are often able to support people in other ways to live safer lives.
- In a small number of cases (170), despite actions being taken, the risk to the person was judged to have remained or the outcome was unknown (we have amended our processes to ensure that the outcome is now known in all cases)
- This may occur where the actions taken are intended to protect others but the person themselves doesn’t want anything to change in their own lives.
- However, in most cases, 88%, the risk of harm or abuse to the person was removed or reduced as a result of the support of all the people involved in their care and support.

WHAT WILL THE BOARD WORK ON IN 2018-19?

A business planning meeting of the OSAB in May 2018 agreed the following interim strategic priorities, which will be finalised after consultation with service users, carers, community groups and other stakeholders. The priorities detailed below are based on feedback from Board Members on those matters which are of most concern to the range of agencies working within Oxfordshire. They also include feedback from front line practitioners.

In 2018-19 the OSAB will continue to build upon its good joint working work with the OSCB, holding bi-annual joint meetings and sharing a number of priorities identified as affecting both children and adults with care and support needs.

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Early Help Strategies & Initiatives



Improving Multi-agency Working



Monitoring Key Issues

Service User and Community Engagement

1. Establish an Engagement & Communications Group to:

- Oversee a series of meetings with services users, carers, community groups and other stakeholders.
 - Investigate the development of a Phone App and a shared multi-agency safeguarding website.
- Produce flyers/posters/promotional material/briefings to share with existing communication networks.
 - Raise awareness of safeguarding issues amongst the general public.
 - Co-ordinate a community awareness week.

2. Recruit at least one lay member to the Full Board

Early Help Strategies & Initiatives

1. Refine the annual self-assessment to understand more about the challenges around Prevention & Early Intervention

2. Monitor the enquiries made to the safeguarding consultation services operating across all partner organisations to establish the themes and range of issues.

Improving Multi-agency Working

1. Develop further multi-agency awareness of Mental Capacity Act best practice, including the issues raised by the concept of Executive Capacity.

2. Review current Making Safeguarding Personal (MSP) training sessions. Consider models of delivery in order to maximise practitioners knowledge and confidence.

3. Define and develop a multi-agency risk assessment tool.

4. Review the membership of sub-groups and the roles of vice-chair to ensure they reflect the wide range of partner organisations.

5. Review work-plans of subgroups to ensure all actions are matched to the four priorities

Monitoring Key Issues

1. Continue to monitor the thematic priorities identified by Board Members that remain at the forefront of safeguarding work:

- Prevention and early intervention work
 - Mental health service provision
 - Domestic abuse
 - Alcohol and drug abuse
 - Exploitation
 - Housing
- being trialled in Oxford City with a view to expanding this to address needs across the county.

Public Health are already reviewing pathways for children to access Children and Young People Services, especially for drug and alcohol abuse, as some who are eligible are not accessing this support.

Further development of the 'Think Family' approach to address inter-related safeguarding issues, including domestic abuse and exploitation, is also welcomed.

Prevention has become a focus for the Health Improvement Board and Housing is now a joint priority for both safeguarding boards.
- Specific work is already underway to address these key issues. The governance of them falls to other strategic groups to manage so our role is to scrutinise and challenge these arrangements to ensure that safeguarding is kept at the forefront of any new developments.

With regards to domestic abuse, the development of a Multi-Agency Tasking and Coordination (MATAC) strategy is currently

GLOSSARY OF TERMS

Safeguarding

Safeguarding means protecting our right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent and reduce the risk of abuse and neglect. When people have experienced abuse or neglect, safeguarding is about taking actions that are informed by the person’s views, wishes, feelings and beliefs.

Making Safeguarding Personal

Making Safeguarding Personal starts with the principle that we are experts in our own life. Things other than safety may be as, or more, important to us; for example, our relationship with our family, or our decisions about how we manage our money. So, our staff are being encouraged to always ask ‘What is important to you?’ and ‘What would you like to happen next?’

An Outcome

An Outcome is what you hope to get out of the conversations we have, and the work we do with you. Measuring outcomes helps the Board to answer the question “what difference did we make?” rather than “what did we do?”

Deprivation of Liberty Safeguards (DoLS)

Deprivation of Liberty Safeguards apply when a person in a care, or nursing home, or hospital, is subject to continuous supervision and control from staff, and is not free to leave; under the Supreme Court judgement known as ‘Cheshire West’, they are deprived of their liberty. Once identified, a deprivation of liberty must be authorised either by the Court of Protection order; or under the Deprivation of Liberty Safeguards in the Mental Capacity Act 2005; or under the Mental Health Act 1983. If it is not authorised, under the law, it is an illegal detention.

Self-neglect

Self-neglect covers a wide range of behaviour including neglecting to care for one’s personal hygiene, health, or surroundings, and behaviour such as hoarding. The term itself can be a barrier as some people do not identify with this term or description of their situation. It is important that practitioners find common ground and understand the person’s own description of their lifestyle rather than making assumptions about how it can be defined.

Hoarding

Hoarding behaviour was previously seen as a symptom of Obsessive Compulsive Disorder but it has now received a separate clinical definition of ‘hoarding disorder’ and is defined as: ‘A psychiatric disorder characterised by persistent difficulty discarding or parting with possessions, regardless of their actual value resulting in significant clutter that obstructs the person’s living environment and produces considerable functional impairment.’ (Greater Manchester Fire and Rescue Service: Hoarding, Prevention, and Protection).

Clutter Image Rating

Clutter Image Rating a series of pictures of rooms in various stages of clutter – from completely clutter-free to very severely cluttered. People can just pick out the picture in each sequence comes closest to the clutter in their own living room, kitchen, and bedroom. When clutter reaches the level of picture number four, or higher it begins to impact on people’s lives and we would encourage the person to get help for their hoarding problem.

Safeguarding Adult Review

A Safeguarding Adults Review must be conducted where an adult with care and support needs has died as a result of abuse or neglect and there are concerns about how agencies worked together to safeguard the adult.

A Safeguarding Adults Review should also be conducted where an adult with care and support needs has experienced serious abuse or neglect as a result of abuse or neglect and there are concerns about how agencies worked together to safeguard the adult. In the context of SARs, something can be considered serious abuse or neglect where, for example the individual would have been likely to have died but for an intervention, or has suffered permanent harm or has reduced capacity or quality of life (whether because of physical or psychological effects) as a result of the abuse or neglect.

Boards can also choose to arrange a review into any other case of an adult in its area with care and support needs.

Division(s):

CABINET – 20 NOVEMBER 2018

OXFORDSHIRE LOCAL AGGREGATE ASSESSMENT 2018

Report by Director for Planning & Place

Introduction

1. The National Planning Policy Framework, July 2018 (NPPF), states that mineral planning authorities should prepare an annual Local Aggregate Assessment (LAA). This requirement applies to the County Council. The first Oxfordshire LAA was prepared in 2014. The current Oxfordshire LAA was prepared in 2017 and was approved by Cabinet on 19 December 2017. The LAA 2014 and LAA 2017 are both available on the Council's website.
2. The LAA sets the level of provision to be made for future supply of sand and gravel and crushed rock from quarries in the county. The NPPF states the LAA should 'forecast future demand, based on a rolling average of 10 years' sales data and other relevant information, and an assessment of all supply options'. The LAA is used to determine the minerals 'landbank', which can be a material consideration in the determination of planning applications, and also the amounts of new mineral working to be provided for in the Minerals and Waste Local Plan.

Revised Local Aggregate Assessment 2018

3. The LAA 2014 was based on data up to the end of 2013. It was a key part of the evidence base for the Oxfordshire Minerals and Waste Local Plan, Part 1 – Core Strategy. The LAA 2014 provision level figures are incorporated in Policy M2 of the adopted Core Strategy, September 2017 (Core Strategy).
4. The first full revision of the LAA was carried out in 2017, following the adoption of the Core Strategy. This took into account more recent information on sales and reserves of aggregates in Oxfordshire for 2014, 2015 and 2016. The figures in the LAA 2017 are the same as in the LAA 2014.
5. More recent information, including sales and reserves of aggregate minerals in 2017, is now available. A revised LAA should now be produced taking into account this more up to date information.
6. Annual quarry sales figures for 2003 to 2017, the rolling 10 year sales averages and the latest 3 year sales average, with the LAA 2014 & LAA 2017 provision levels for comparison, are set out in Tables 1 and 2 of Annex 1. Sales of recycled and secondary aggregates are in Table 5. Annex 1 also gives information on current permitted reserves (Table 3) and landbanks (Table 4).

LAA 2014

7. Government policy in the NPPF is that the starting point for the LAA is the 10-year sales average (of minerals extracted in the county) but that other relevant local information must also be considered. The LAA 2014 was prepared in accordance with the NPPF March 2012, with technical support provided by consultants LUC and Cuesta Consulting. The revised NPPF July 2018 makes no material change to national policy on preparation of LAAs.
8. Oxfordshire's aggregate mineral resources – sharp sand and gravel, soft sand and crushed rock (limestone) – are of strategic importance and serve not only local but also wider markets. The LAA 2014 set out the position of Oxfordshire as a source and producer of aggregate minerals, including secondary and recycled materials, and provided a detailed analysis of the supply of aggregates in and to the county over the previous 10 years. It considered a number of factors affecting supply and demand, which were identified as other relevant local information that should be taken into account. It assessed each of these factors in terms of whether they justified deviation from the 10 year sales average figures.
9. The analysis of other relevant local information indicated that the Oxfordshire sales over the 10 year period under-represented the actual demand position. This was identified as being due to temporary commercial decisions to mothball quarries in Oxfordshire and concentrate production in other locations, particularly Gloucestershire (sharp sand and gravel) and Somerset (crushed rock). Consequently, Oxfordshire moved from being a net exporter of sand and gravel to being a net importer in 2009. This compounded the national decline in sales over the 10 year period that reflected the general reduction in demand for construction materials resulting from the recession.
10. In addition to the commercial decisions of quarry operators, the LAA 2014 identified the increased demand for aggregates expected to result from economic growth, population growth and housing construction, and major infrastructure projects and key developments as pointing to a need for future provision to be at a higher level than the 10 year sales average. The LAA 2014 therefore concluded that it would be unwise to rely solely on the 10 year sales average as a guide for future provision in Oxfordshire.
11. The consultants advising the Council acknowledged it was difficult to quantify the effect of future increased demand for aggregates on the levels of provision required, but they calculated upward adjustments of the 10 year (2003 – 2012) average sales figures for sharp sand and gravel and for crushed rock by relating past sales in Oxfordshire to those in England as a whole. For soft sand it was concluded that the 10 year sales average was the appropriate level. The resultant LAA 2014 provision level figures were:

Sharp sand & gravel	1.015 million tonnes a year;
Soft sand	0.189 million tonnes a year;
Crushed rock	0.584 million tonnes a year.

12. It was assumed that the increased demand for aggregates from expected growth in Oxfordshire would at least to some extent be accommodated by these adjustments but it was recognised that future demand could exceed the adjusted levels. The LAA 2014 therefore recommended that provision for the Minerals and Waste Local Plan period (to 2031) was initially set at these adjusted levels but that sales are monitored annually and, if new evidence indicates increased demand, these levels of provision be reviewed. This is in line with the NPPF policy for LAAs to be prepared annually and requirements for local plans to be monitored regularly and reviewed when necessary.

LAA 2017

13. The LAA 2017 included updated information on sales of aggregates in Oxfordshire for 2014, 2015 and 2016. Over the 10 year period (2004 to 2013) used as a base for the LAA 2014, sales of minerals from Oxfordshire's quarries fell, including a 66% fall in sales of sharp sand and gravel. Sharp sand and gravel sales then increased substantially in 2014 and 2015 but fell back again in 2016. The 10 year sales average for sharp sand and gravel continued to fall, as the much higher levels of sales in the early 2000s fell out of the rolling 10 year period. However, the 3 year sales average increased and, despite falling back, sales in 2016 were above the 10 year average and close to the 3 year average.
14. The decrease in sales of sharp sand and gravel in 2016 was mostly accounted for by a temporary cessation of working at one quarry (Bridge Farm) due to an operational issue. During that period, supply was made up by a temporary increase in imports from outside Oxfordshire.
15. Sales of soft sand in 2014 – 2016 were consistently above the 10 year sales average and LAA 2014 level. Sales of crushed rock in 2014 – 2016 were well above the LAA 2014 level and the 10 year sales average increased.
16. The LAA 2017 also included information for 2014 on imports, exports and consumption of primary aggregates in Oxfordshire. This showed that between 2009 and 2014, exports of sand and gravel out of Oxfordshire increased and imports fell; and the county changed back to being a net exporter. For crushed rock, exports increased but imports increased to a greater extent, with the county continuing to be a significant net importer. Consumption of aggregates in Oxfordshire increased substantially.
17. Taking into account all the updated information, the LAA 2017 concluded that the analysis and conclusions in the LAA 2014 still held. Expectations of increasing growth and development in Oxfordshire, and consequent demand for construction aggregates, had not diminished. There had been no significant change in supply of secondary and recycled aggregates. Notwithstanding the fall in sales of sharp sand and gravel in 2016 and the further fall in the 10 year sales average, it was considered to be too early in the Core Strategy monitoring period to change the LAA provision level. It was also considered to be too early to change the LAA provision levels for soft sand and crushed rock, notwithstanding the increases in sales since 2013.

LAA 2018 – New Information

18. The 2017 Oxfordshire aggregate quarry sales and reserves by mineral type are set out in Annex 1. Table 2 shows the rolled forward 10 year and 3 year sales averages, with the current LAA 2017 figures for comparison.
19. Sales of sharp sand and gravel increased in 2017 but were still below the LAA level; and there was a further slight fall in the 10 year sales average. The 3 year average increased and is significantly higher than the 10 year average.
20. Sales of soft sand increased in 2017 to the highest level since 2004. The 10 year sales average is now just above the LAA level and the 3 year average is well above it. Sales of crushed rock also increased in 2017 and the 10 year average is now almost the same as the LAA level. The 3 year average fell slightly but is still much higher than the LAA level.
21. Sales of recycled and secondary aggregates recorded in the survey fell in 2017 to 417,000 tonnes, following increases in 2015 and 2016, but it is believed this reflects a reduced level of response to the survey rather than an actual decrease. Also, the survey only covers known fixed sites and therefore does not capture all production of recycled aggregate. Total capacity at recycled and secondary aggregate production facilities in the county was recorded as 812,000 tonnes a year in 2016 but it is believed to be over 1 million tonnes a year, as estimated in 2016.
22. Sales of crushed rock through rail depots (of rock imported into Oxfordshire by rail) increased slightly in 2017 and were generally in line with levels over the previous 3 years. The 2017 Aggregates Monitoring Survey did not otherwise include movements of aggregates between mineral planning authorities. The most up to date information on imports and exports of aggregates remains that from the 2014 survey, as included in the LAA 2017. There is no other evidence of significant change in import and export factors.
23. There is no evidence of significant change in factors that could affect the supply of aggregates in Oxfordshire over the plan period, including continued availability of primary land-based resources and reserves and ongoing availability of secondary and recycled materials and plant capacity to supply them. Bridge Farm Quarry was back in full operation in 2017; and the extension to Caversham Quarry commenced operation towards the end of 2017 and full operation in 2018 is expected to enable a further increase in sharp sand and gravel sales. The permitted reserve at Stonehenge Farm, Stanton Harcourt still remain to be worked; and (subject to completion of a legal agreement and issuing of planning permission) the new quarry site at New Barn Farm, Cholsey awaits implementation.
24. There is also no evidence of significant change since last year in the factors that could affect demand for aggregate minerals in Oxfordshire over the plan period, including: economic growth; population growth and house construction; major infrastructure projects and key developments. These all still point

towards a continuation in the general trend of increasing demand for aggregate minerals for construction.

LAA 2018 – Main Issues

25. The key issue to be considered is whether the provision level figures in the current LAA 2017 should be changed in the revised LAA in the light of new information, in particular the sales of aggregate minerals in 2017.
26. Whilst sales of sharp sand and gravel in 2017 were still below the LAA level and there was a further slight decrease in the 10 year sales average, the generally upward trend in sales was continued. The 3 year sales average increased and was 23% higher than the 10 year average, although still below the LAA level. There is no significant evidence to suggest that supply will not continue to increase in response to rising demand.
27. The conclusion in the LAA 2017 was that, notwithstanding a decrease in sharp sand and gravel sales in 2016, the provision levels in the LAA 2014 continued to be appropriate. On the basis of the information now available for 2017, I consider that the same conclusion should be reached in the LAA 2018. In my view, from the evidence currently available a change to the LAA provision level figure for sharp sand and gravel at this time would not be justified. However, the situation should continue to be monitored and the possible need for review of the figure considered annually.
28. The continued increase in sales of soft sand and crushed rock, at levels above the LAA provision level figures, could indicate a need to increase the LAA levels in respect of these minerals. However, as concluded in 2017, I consider it is still too early in the Core Strategy monitoring period to change the LAA provision levels for soft sand and crushed rock, but that the situation should continue to be monitored and the possible need for review of the figures considered annually.
29. Any change to the LAA provision level figures would affect the calculation of the landbank. It would also signal a need to consider review of policy M2 in the Minerals and Waste Local Plan, Part 1 – Core Strategy, as it includes the current LAA figures. The Core Strategy was adopted in September 2017 and the LAA was considered in depth by the Inspector who examined the plan, including a whole day of the hearing sessions in September 2016. A review of policy M2 would have implications for preparation of Part 2 of the Plan, the Site Allocations Plan, as the figures in policy M2 set the amount of provision required in the site allocations.
30. Table 3 of Annex 1 sets out the permitted reserves at Oxfordshire's quarries at the end of 2017. Table 4 shows that, based on the current LAA 2017 provision levels, the landbank of permitted reserves at the end of 2017 was:

Sharp sand & gravel	10.6 years;
Soft sand	16.4 years;
Crushed rock	16.0 years.

31. Taking into account permitted reserves at the end of 2017 and permissions granted so far during 2018, and also sales in the years 2014 to 2017, based on the annual provision figures in policy M2 of the Core Strategy (i.e. the current LAA 2017 provision levels) the remaining supply requirements for the period 2014 to 2031 that the Minerals and Waste Local Plan needs to make provision for through allocations in the Sites Plan currently are:

Sharp sand & gravel	5.354 million tonnes;
Soft sand	no requirement;
Crushed rock	no requirement.

Consultation

32. The NPPF states that mineral planning authorities should participate in an Aggregate Working Party and take the advice of that Working Party into account in preparing their LAA. The Council is a member of the South East England Aggregate Working Party (SEEAWP), which includes all mineral planning authorities in the South East and representatives of the minerals industry. SEEAWP is due to consider a draft of the Oxfordshire LAA 2018 at a meeting on 19 November. The advice of SEEAWP will be reported orally at the meeting.
33. In addition, the duty to co-operate introduced by the Localism Act 2011 applies to the preparation of the LAA since it supports the Minerals and Waste Local Plan. In addition to involvement in SEEAWP, regular engagement and discussion will continue with adjoining mineral planning authorities both within and outside the SEEAWP area and with other, more distant authorities from which Oxfordshire imports significant quantities of aggregate.
34. There is no requirement for wider consultation on LAAs. Public consultation was not carried out in the preparation of the LAA 2017, nor for the previous LAA 2014 (except as part of pre-submission consultation on the Core Strategy), although the earlier (pre-LAA) Local Assessment of Aggregate Supply Requirements, 2011 was the subject of consultation. The Council's Revised Oxfordshire Statement of Community Involvement, March 2015 does not include any specific requirement for consultation on LAAs. The LAA is not part of the Minerals and Waste Local Plan although it is an important part of the evidence base for the plan. The LAA 2014 was critical to the preparation of the Core Strategy (Part 1 of the Plan) but the Sites Plan (Part 2 of the Plan) depends on the policies of the Core Strategy to determine the provision to be made in site allocations and the updated LAA will not directly affect this.

Minerals and Waste Cabinet Advisory Group

35. Preparation of the LAA 2018 was discussed at a meeting of the Minerals and Waste Cabinet Advisory Group on 15 October 2018.
36. The views of CAG members were divided. Five members agreed with the views of officers that the LAA provision levels should remain unchanged from

those in the current LAA 2017 but they recognised there is concern about the level for sharp sand and gravel and thought it is important that there continues to be annual monitoring and review of the figures. Two members disagreed and considered that the LAA provision level for sharp sand and gravel should be reduced to around 0.8 million tonnes a year.

Conclusion

37. My view is that the LAA provision levels in the LAA 2018 should be unchanged from those in the current LAA 2017, as set out in paragraph 12 above.
38. Taking into account all the updated information, I consider that the approach and methodology used in the LAA 2014 continues to be robust and defensible and the resultant analysis and conclusions still hold. Cabinet concluded in December 2017 that the LAA 2014 figures continued to be appropriate and should be carried forward in the revised LAA 2017, notwithstanding the fall in sales of sharp sand and gravel in 2016. The subsequent increase in sharp sand gravel sales in 2017 would seem to bear out that conclusion.
39. In my view, based on the evidence available, including the new information for 2017, a change to the LAA provision level figure for sharp sand and gravel at this time would not be justified; and it is still too early in the Core Strategy monitoring period to change the LAA provision levels for soft sand and crushed rock. I therefore consider that the 2014/2017 LAA figures continue to provide a sound basis for aggregate minerals provision in the Minerals and Waste Local Plan (as in the adopted Core Strategy) and also for calculating the Oxfordshire landbank. However, the situation should continue to be monitored and the possible need for review of the figures considered annually.
40. The previous LAA 2017 has been updated and amended to produce a draft revised LAA 2018, with the provision level figures unchanged. This draft is not yet complete but has been provided to SEEAWP for consideration at its meeting on 19 November. This draft is available in the Members' Resource Centre. I consider that this draft revised LAA 2017 should be used as the basis for the Oxfordshire LAA 2018, for publication when it has been finalised by the Director for Planning & Place.

Financial and Staff Implications

41. The Minerals & Waste Plan is included within the work priorities of the Communities Directorate and is in part being progressed within the existing mainstream budget for the Council's minerals and waste policy function. The budget has been increased by £50,000 this year to fund the abnormal costs of plan preparation (including the commissioning of specialist technical evidence studies). Further increases will be required in 2019/20 and 2020/21, in particular to provide the funding required to take the plan through examination and to adoption. The LAA forms part of this work-stream and it does not raise any additional financial or staff implications.

Equalities Implications

42. None have been specifically identified.

Legal Implications

43. Under the Planning and Compulsory Purchase Act 2004 (as amended) and the NPPF, the Council is required to prepare, monitor and, as necessary, review a minerals and waste local plan. An annual LAA, as required by the NPPF, is an essential part of the evidence base for a “sound” minerals and waste local plan and is also needed to enable the plan to be monitored. Under the Localism Act 2011, the Council is required to meet the duty to cooperate in the preparation of local plans and related activities in relation to strategic matters.

Risk Management

44. Having an up to date and robust LAA in place is necessary for the effective monitoring of the adopted Core Strategy and to provide an indicator for when consideration needs to be given to review of the plan. It will assist the preparation of the Site Allocations Plan including in helping the Council to demonstrate that the Core Strategy continues to provide a sound basis for it. It will be an important factor in the determination of planning applications for mineral working where the size of the landbank is a material consideration.

RECOMMENDATION

45. The Cabinet is **RECOMMENDED**, subject to consideration of any advice from the South East England Aggregate Working Party, to
- (a) approve the inclusion of the provision level figures in paragraph 11 of the above report in the Oxfordshire Local Aggregate Assessment 2018 for use as the basis for provision for mineral working in the Oxfordshire Minerals and Waste Local Plan and for calculating the Oxfordshire landbank;
 - (b) authorise the Director for Planning and Place in consultation with the Cabinet Member for Environment to finalise the Oxfordshire Local Aggregate Assessment 2018 and to publish it on the Council website.

SUSAN HALLIWELL

Director for Planning & Place

Annex: Aggregates Monitoring Surveys - Quarry Sales and Reserves in Oxfordshire 2003 – 2017

Background papers: None

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November 2017

Aggregates Monitoring Surveys Quarry Sales and Reserves in Oxfordshire 2003 – 2017

Figures for Oxfordshire on sales of aggregate minerals from quarries and permitted reserves at quarries for 2017 are now available from the Aggregates Monitoring Survey 2017 for the South East England Aggregate Working Party (SEEAWP). These are shown in tables 1 and 3, with the figures for 2016 included for comparison.

Using the 2017 sales figures, the 10 year rolling averages of sales from quarries have been recalculated, for the 10 year period 2008 – 2017, as shown in Table 2. The five previous 10 year sales averages for shown for comparison. Recalculated 3 year rolling averages of sales for 2015 – 2017 are also shown, with the previous 3 year average for comparison. Table 2 also shows the (current) LAA 2014 & 2017 provision figures.

The landbank at the end of 2017 based on the Local Aggregate Assessment 2017 (LAA) provision levels is shown in table 4, with equivalent ‘landbank’ figures based on the 10 year and 3 year sales averages included for comparison.

Table 5 shows sales of recycled and secondary aggregates for the years 2008 to 2017.

The 2017 survey did not include the destination of sales of aggregate minerals from quarries. Information on movements of aggregates into and out of Oxfordshire from the 2014 Aggregate Minerals Survey for England and Wales, which has been collated nationally by the British Geological Survey for DCLG, is included in the LAA 2017.

Table 1: Oxfordshire Quarry Sales 2017 (*with 2016 for comparison*)

Mineral	<i>Sales in 2016 (tonnes)</i>	<i>Sales in 2017 (tonnes)</i>	<i>Change 2016 to 2017</i>
Soft Sand	<i>227,329</i>	251,298	+11%
Sharp Sand & Gravel	<i>651,418</i>	702,809	+8%
Total Sand & Gravel	<i>878,747</i>	954,107	+9%
Crushed Rock	<i>715,407</i>	866,849	+21%
Total Aggregate	<i>1,594,154</i>	1,820,956	+14%

Table 2: Oxfordshire Quarry Sales and 10 Year Sales Averages 2003-2017

Year	Soft Sand (m. tonnes)	Sharp Sand & Gravel (m. tonnes)	Total Sand & Gravel (m. tonnes)	Crushed Rock (m. tonnes)	Total Aggregate (m. tonnes)
2003	0.234	1.372	1.606	0.629	2.235
2004	0.295	1.184	1.479	0.557	2.036
2005	0.199	1.090	1.289	0.564	1.853
2006	0.183	0.983	1.166	0.495	1.661
2007	0.166	0.893	1.059	0.717	1.776
2008	0.151	0.629	0.780	0.543	1.323
2009	0.165	0.462	0.627	0.363	0.990
2010	0.142	0.455	0.597	0.272	0.869
2011	0.201	0.489	0.690	0.322	1.012
2012	0.155	0.559	0.714	0.242	0.956
2013	0.165	0.401	0.566	0.502	1.068
2014	0.230	0.639	0.869	1.061	1.930
2015	0.233	0.768	1.001	0.914	1.915
2016	0.227	0.651	0.879	0.715	1.594
2017	0.251	0.703	0.954	0.867	1.821
10 year average 2003-2012	0.189	0.812	1.001	0.470	1.471
10 year average 2004-2013	0.182	0.715	0.897	0.458	1.355
10 year average 2005-2014	0.176	0.660	0.836	0.508	1.344
10 year average 2006-2015	0.179	0.628	0.807	0.543	1.350
10 year average 2007-2016	0.184	0.595	0.779	0.565	1.344
10 year average 2008-2017	0.192	0.576	0.768	0.580	1.348
3 year average 2014-2016	0.230	0.686	0.916	0.897	1.813
3 year average 2015-2017	0.237	0.707	0.945	0.832	1.777
LAA 2014 & 2017 provision figures	0.189	1.015	1.204	0.584	1.788

Table 3: Permissions Granted in 2017 and Permitted Reserves at Oxfordshire Quarries at end 2017 (with 2016 for comparison)

Mineral	Reserves at 31.12 2016 (m. tonnes)	Permitted in 2017 (m. tonnes)	Reserves at 31.12.2017 (m. tonnes)
Soft Sand	<i>1.341 mt</i>	2.015 mt	3.105 mt
Sharp Sand & Gravel	<i>11.383 mt</i>	0 mt	10.805 mt
Total Sand & Gravel	<i>12.724 mt</i>	2.015 mt	13.910 mt
Crushed Rock	<i>8.545 mt</i>	0.6 mt	9.318 mt
Total Aggregate	<i>21.269 mt</i>	2.615 mt	23.228 mt

Notes: Reserves permitted in 2017 include: 0.415 mt soft sand at Duns Tew Quarry (permitted 08.05.17); and 1.6 mt soft sand and 0.6 mt crushed rock at Bowling Green Farm Quarry (permitted 16.06.17).
Reserves at end of 2017 do not include permissions granted since 31.12.2017 (to 24.10.18): 0.5 mt sharp sand & gravel at Bridge Farm Sutton Courtenay Quarry (permitted 01.06.18).

Table 4: Oxfordshire Landbank at end of 2017

Permitted Reserves at 31.12.2017 by Mineral	Landbank based on LAA 2017 provision figures	'Landbank' based on 10 years sales average (2008-2017)	'Landbank' based on last 3 years sales average (2015-2017)
Soft Sand – 3.105 m. tonnes	16.4 years at 0.189 mtpa	<i>16.2 years at 0.192 mtpa</i>	<i>13.1 years at 0.237 mtpa</i>
Sharp Sand & Gravel – 10.805 m. tonnes	10.6 years at 1.015 mtpa	<i>18.8 years at 0.576 mtpa</i>	<i>15.3 years at 0.707 mtpa</i>
Total Sand & Gravel – 13.910 m. tonnes	11.6 years at 1.204 mtpa	<i>18.1 years at 0.768 mtpa</i>	<i>14.7 years at 0.945 mtpa</i>
Crushed Rock – 9.318 m. tonnes	16.0 years at 0.584 mtpa	<i>16.1 years at 0.580 mtpa</i>	<i>11.2 years at 0.832 mtpa</i>
Total Aggregate – 23.228 m. tonnes	13.0 years at 1.788 mtpa	<i>17.2 years at 1.348 mtpa</i>	<i>13.1 years at 1.777 mtpa</i>

Note: The national Planning Practice Guidance states that the landbank is the sum of all permitted reserves divided by the annual rate of future demand based on the latest annual Local Aggregate Assessment.

Table 5: Secondary and Recycled Aggregates Sales in Oxfordshire 2008-2017

Year	Sales (m. tonnes)
2008	0.503
2009	0.286
2010	0.152
2011	0.236
2012	0.466
2013	0.422
2014	0.271
2015	0.453
2016	0.534
2017	0.417

Note: Sales figures are from SEEAWP Aggregates Monitoring Surveys. These surveys only cover known fixed sites and therefore do not capture production from all sites. The level of response from site operators to the surveys varies but has never been complete. Therefore, these sales figures are almost certainly under-recorded.

Oxfordshire County Council
31.07.2018 (revised 29.10.2018)

Division(s): ALL

CABINET – 20 NOVEMBER 2018

Thames Water Revised Draft Water Resource Management Plan 2019

Report by Director for Planning and Place

Introduction

1. Thames Water consulted earlier this year on the first iteration of their Draft Water Resources Management Plan (WRMP) 2019 which looked ahead over the next 80 years to 2100.
2. The plan looked at demand management options to make best use of existing water as well as new water resource supplies.
3. All of Thames Water's options contained a new Upper Thames reservoir (in the vicinity of Abingdon / Steventon) but with different timings and in different combinations with other schemes.
4. Oxfordshire County Council's full response to Thames Water in April 2018 can be found at Appendix 2 to this report. However, in summary the issues raised were around the following:
 - a. Water Trading – importing and exporting water to other companies
 - b. Proposed reservoir – clarity on size, when it will be needed, which catchment it will serve and details on the evidence underpinning that need.
 - c. Population forecasting – including Oxfordshire's need, longer term need notwithstanding the National Infrastructure Commission's ambitions for the Oxford – Milton Keynes – Cambridge corridor.
 - d. Demand management – reduction of leakages
5. Thames Water received over 540 responses to the consultation. The 'Statement of Response' report responds in detail to issues raised. Table 1 below reproduces the summary of responses contained in the revised draft WRMP consultation documents.
6. It is also noted that overall stakeholders supported the work of Water Resources in the South East (WRSE) Group and the objective to co-ordinate water resource planning at a regional level. Ofwat expressed disappointment that the draft plans in the South East appeared to miss the opportunity to secure the long-term resilience of the region and asked Thames Water, and the other water companies, to work together to address challenges in the South East.

Table 1: Summary of Responses

Comments made	Thames Water's response
Make sure there's enough water in the future	We have looked ahead 80 years to 2100. We have considered lots of different futures, such as what would happen if there was extreme climate change, to make sure we are ready whatever the future holds.
Population forecast - some stakeholders questioned whether they were too low, while others thought they were too high.	We have reviewed the forecasts. The forecasts to 2045 are robust. The forecasts from 2045 to 2100 have been revised in line with new government data.
Ensure supplies are resilient to severe droughts as well as other hazards.	We have planned new resources to allow us to provide enhanced resilience to severe droughts from 2030.
Take a regional approach, given the challenges faced in the South East.	We continue to work closely with the other water companies to understand their future water needs and to ensure that our plans are coordinated. We are proposing to jointly develop a new reservoir with Affinity Water.
Too much water is lost through leaks in pipes, there was strong support for more ambitious targets to reduce leaks now and in the longer term. Contingency plans are needed if the programme does not save as much water as planned.	We have confirmed our commitment to reduce leakage by 15 per cent by 2025. We have also set a target to halve leakage by 2050; this is equivalent to 16 per cent of the amount of water we put into supply. These are ambitious targets. We have developed contingency plans in case these are needed, such as a commercial water trade agreed with RWE NPower.
Support the need to make the most of the water supplies we have already, including more water meters and help to customers to use water efficiently.	Making the most effective use of the resources is the foundation of our revised draft plan. It aims to achieve a reduction in the amount of water used per person from 144 litres a day in 2018 to 121 litres a day in 2045.
Teddington Direct River Abstraction scheme - While the scheme was considered to be cost effective, there were significant concerns about the impact on the river ecology and navigation on the River Thames.	We have removed the Teddington Direct River Abstraction scheme from our revised draft plan in response to the concerns raised. We have committed to undertake further work to address environmental and navigational issues in the next five years. In its place, we have brought forward a water transfer scheme and proposed a water reuse scheme.
A new reservoir in Oxfordshire – There was support for a new reservoir to ensure a secure water supply and to protect the environment, particularly chalk streams, with calls for it to be developed sooner. There was also local opposition.	We have confirmed that the reservoir is the most cost effective strategic resource, as well as providing resilience to drought and opportunities for wider benefits. We have brought it forward in our revised draft plan from 2043 to 2037. It will be jointly developed with Affinity Water and will provide a potential resource to the wider South East region.

There was strong support to protect the environment, specifically vulnerable chalk streams and watercourses.	We have made a commitment to stop further abstractions from adversely affected vulnerable chalk streams. The new reservoir, with additional infrastructure, could provide the water needed to reduce abstractions.
Transfers of water – There were both positive and negative views. The majority of supporters called for the restoration and use of the Cotswold canals as part of a transfer scheme. Concerns focused on the security of the supply and environmental impacts.	We have included water transfers via the River Severn in our revised draft plan from the 2080s and committed to continue to work with other water companies and regulators to fully understand the viability of a large water transfer. We have confirmed that a pipeline remains our preferred way of moving the water rather than the use of the restored canal network. Detailed information is provided in the Statement of Response, Appendix H.
Develop a best value plan which takes account of a range of factors and clearly explain how you have made the decisions.	We have enhanced our approach to prepare a best value plan, with the use of additional modelling tools, more testing under different future conditions and scrutiny through an independent panel of experts.

7. In July 2018, Council resolved to support the position of Group Against Reservoir Development (GARD) in their response to the Draft WRMP19 which asked Thames Water to undertake a second consultation and to:
 - a. Reduce leakage by half by 2050
 - b. Improve water-use efficiency to match the norms of other companies
 - c. Provide a proper analysis of water available through other measures, including Teddington DRA and water re-use.
8. Thames Water presented findings and the revised draft WRMP to Oxfordshire County Council Members on 3 September 2018. On the same day GARD also presented their analysis of the WRMP.

Thames Water's Preferred Plan

9. The following list is taken from the 'Revised Draft Water Resources Management Plan: Executive Summary' and outlines the significant changes to Thames Water's preferred investment programme:
 - *We have re-forecast population growth from 2045 using the latest information from ONS 2016 national forecasts. This has reduced our forecasts of population growth in the long term.*
 - *We have removed Teddington Direct River Abstraction (DRA) supply option from the preferred plan in response to environmental concerns.*
 - *We have extended our programme to reduce leakage including a target to reduce leakage by 15% by 2025 and to halve leakage by 2050.*

- *We propose to develop new groundwater resources, transfer water via the Oxford Canal and develop the new Deephams reuse scheme in North London to ensure security of supply and resilience to severe 1 in 200 year drought events by 2030.*
- *We have brought forward the development of a new reservoir in Oxfordshire to 2037, called the South East Strategic Reservoir Option (SESRO), which addresses at an earlier date the requirement for raw water from Affinity Water. The reservoir will be jointly promoted by Thames Water and Affinity Water and will improve the resilience of water supply in the wider South East region.*
- *We have included increased protection to vulnerable chalk streams and water courses once there is water to do so. The timing is facilitated by the delivery of the SESRO in 2037.*
- *We have included the supported Severn Thames Transfer option towards the end of the planning period.*

Key Issues

Leakage reduction

10. Oxfordshire County Council previously raised issues about Thames Water's programme of leakage reduction. In the revised draft WRMP Thames Water have committed to reduce leakages by halve by 2050. It is proposed that Oxfordshire County Council supports this ambition.

Population Forecasts

11. Concerns were raised on the population forecasting presented in the previous draft WRMP. The revised consultation now uses Office of National Statistics 2016 national forecasts resulting in a reduction in expected population from 2045 to 2100 (was 15.4 million and is now 13.9 million people). It is proposed that Oxfordshire County Council acknowledges that Thames Water has prepared its forecasts using available data and has no further comment to make.

Abingdon Reservoir

12. Oxfordshire County Council has concerns about the size and, more importantly, the actual need and justification for the proposed reservoir at this location. The Council has not been presented with an integrated, regional plan detailing demand and supply options for all of the water companies in the South East. Until that time an objection to the reservoir remains.
13. As a part of producing a regional water plan for the South East the County Council would also expect to see detailed analysis of a Severn Trent transfer

in terms of quantity of water that can be transferred as well as clear arguments as to when transfers can be included in the plan.

14. Should a regional plan demonstrate through thorough, collective population forecasting and subsequent sequential assessment of supply options, the need for a considerable sized reservoir at Abingdon, then the County Council has multiple issues concerning its construction, implementation and impact on the landscape, environment and surrounding settlements and residents. Should the proposed reservoir progress, the County Council will work closely with Thames Water and partners as well as the Vale of White Horse to achieve a reservoir that is the adequate size and that provides suitable benefits and mitigation for the area.
15. Full details on these issues can be found in Appendix 1 to this report.

Financial and Staff Implications

16. There are no financial or staff implications with regards to the Thames Water Revised Draft Water Resources Management Plan at this stage.

Equalities Implications

17. There are no equalities implications with regards to the Thames Water Revised Draft Water Resources Management Plan at this stage.

RECOMMENDATION

18. Cabinet is **RECOMMENDED** to:
 - (a) Consider the issues and the draft response in Appendix 1, and provide comments as appropriate.
 - (b) Agree that the final response to the consultation be signed off by the Cabinet Member for the Environment in accordance with existing delegations.

SUSAN HALLIWELL
Director for Planning and Place

Background papers: None

Contact Officer: Amanda Jacobs, Principal Infrastructure Planner / John Disley,
Infrastructure Strategy & Policy Manager
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Introduction

1. Oxfordshire County Council responded to Thames Water's Draft Water Resource Management Plan (WRMP) in April 2018. The full response is contained in Appendix 2.
2. In July 2018, Oxfordshire County Council resolved to support the position of Group Against Reservoir Development (GARD) in their response to the Draft WRMP19 which asked Thames Water to undertake a second consultation and to:
 - a. Reduce leakage by half by 2050
 - b. Improve water-use efficiency to match the norms of other companies
 - c. Provide a proper analysis of water available through other measures, including Teddington DRA and water re-use.The full response is contained in Appendix 3.
3. The following comments are in response to Thames Water's Revised Draft WRMP published in October 2018.

Leakage Reduction

4. Oxfordshire County Council previously raised issues around Thames Water's programme of leakage reduction. In the revised draft WRMP Thames Water have committed to reduce leakages by halve by 2050. Oxfordshire County Council supports this ambition.

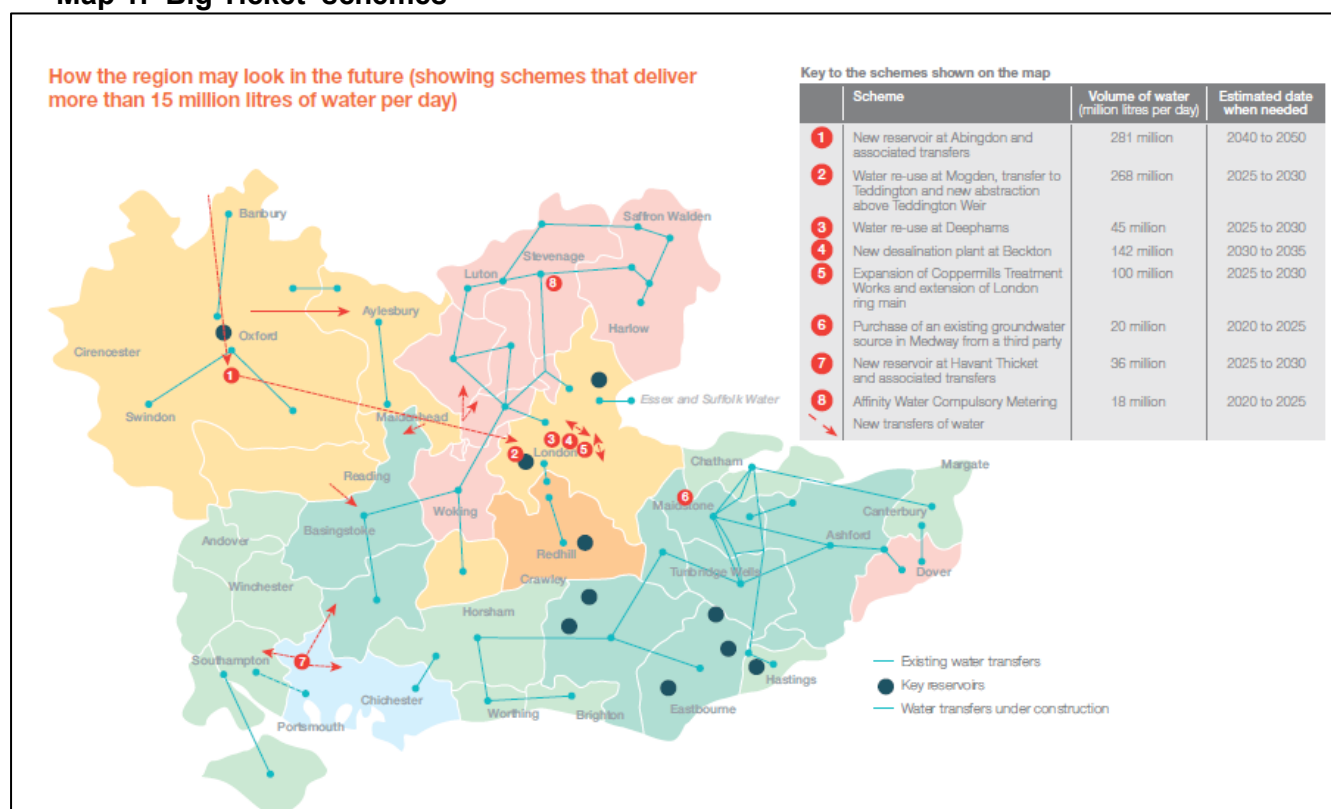
Population Forecasts

5. Under statutory guidance Thames Water has planned for growth forecast in Local Authority Local Plans. They have collated forecasts for the 65 local authority areas where water is supplied to and used the figures to calculate the demand for water. Thames Water forecasts a gap between supply and demand in the Thames Water catchment area from the beginning of the 2020 planning period that increases through the century. The Thames Water catchment area is now expected to grow from 10.1m in 2019 to 13.9m in 2100 (this has been reduced from 15.4m in the previous draft WRMP).
6. Oxfordshire County Council accepts that Thames Water should follow statutory guidance. Nevertheless, the point made in April 2018 about the reliability of forecasts remains. Oxfordshire County Council also seeks to be presented with population forecasting undertaken by other water companies in the south-east region if those plans are to be reliant on a proposed reservoir in Abingdon.

Proposed Abingdon Reservoir - Principles

7. The County Council is cognisant that Thames Water is following clear guidelines set out by bodies such as Ofwat, Defra, Government and the National Infrastructure Commission on the need to work with other regional partner companies, exploring options such as reservoirs to ensure resilience against population growth and impacts of climate change. It is proposed that Oxfordshire County Council is supportive of this approach.
8. Water Resources in the South East (WRSE) is an alliance that brings together the water companies within the south-east. In April 2018 it published a strategy¹ 'From Source to Tap – The South-East Strategy for Water' which considers the water issues facing the south-east collectively.
9. Map 1 shows the potential 'big ticket' schemes around the region by volume of water those schemes produce; with a reservoir in Oxfordshire producing the highest quantities of water within the south-east.

Map 1: 'Big Ticket' schemes



10. It is not clear from the WRSE Strategy whether water companies have collectively reviewed potential schemes across the south-east and reached a conclusion on the best option for all water companies and consumers, or if the proposed reservoir in Oxfordshire is simply presented by Thames Water as a 'good choice' for the south-east.

¹ http://www.wrse.org.uk/wp-content/uploads/2018/04/WRSE_File_726_From_Source_To_Tap.pdf

11. It is noted that WRSE will publish a final report in Autumn 2018 outlining potential solutions available to meet the south-east regional deficit. Oxfordshire County Council is keen to understand if this will present the historic, sequential testing of scheme options around the south-east undertaken by all water companies which could include potential sites for large scale infrastructure such as reservoirs outside of the Thames Valley catchment.
12. The WRSE 'From Source to Tap' document also considers further work over the coming years, including to: *Develop one regional plan that is split up into the companies' Water Resource Management Plans for them to consult on and deliver.* The County Council supports this ambition so all options for water resilience in a regional context are fully understood before a commitment to large infrastructure such as a reservoir, taking years to construct with huge impacts on the respective local population, is made.
13. The Executive Summary goes on to state that Thames Water has included funding in their business plan to support and drive further development of the regional plan. Again, the County Council is supportive of this.
14. Prior to Oxfordshire County Council accepting the need for a proposed reservoir anywhere in the south-east region it needs to understand clearly the sequential testing of supply options undertaken by Affinity Water, as well as other water companies in the South East, and then be presented with evidence to show that its current location in Abingdon is the best option in terms of business decision and for consumers. A proposed reservoir of this scale would take years to construct and have a significant impact on any nearby local population which must be taken into account when reaching a decision on a preferred programme of supply options.
15. Currently Oxfordshire County Council considers that Thames Water and other water companies in the south-east region have not produced a coherent plan that considers regional need. The Thames Water WRMP is flawed in that it has evolved quickly, has presented material which does not fully explain the wider regional need (for example it only includes population forecasts for the Thames Valley catchment area) and has concluded that a large reservoir is required in Abingdon.
16. It is therefore requested that water companies in the south east collectively and clearly present their supply needs in a regional context demonstrating jointly the demand and supply options to Oxfordshire County Council so that any potential reservoir's location and size can be assessed accordingly in the context of regional need.

Proposed Abingdon Reservoir – Conceptual Design

17. The proposed reservoir is now being presented as being promoted by both Thames Water and Affinity Water with Thames Water supplying Affinity Water with 100ml/d in the 2030s. There is also potential for future demands from other water companies in the south-east.

18. The Thames Water WRMP19 'Resource Options' provides conceptual designs and related data for proposed reservoirs in Abingdon ranging from 30,000ml to 150,000ml in capacity. Options include single reservoirs and a combination of 2 reservoirs with split capacity.

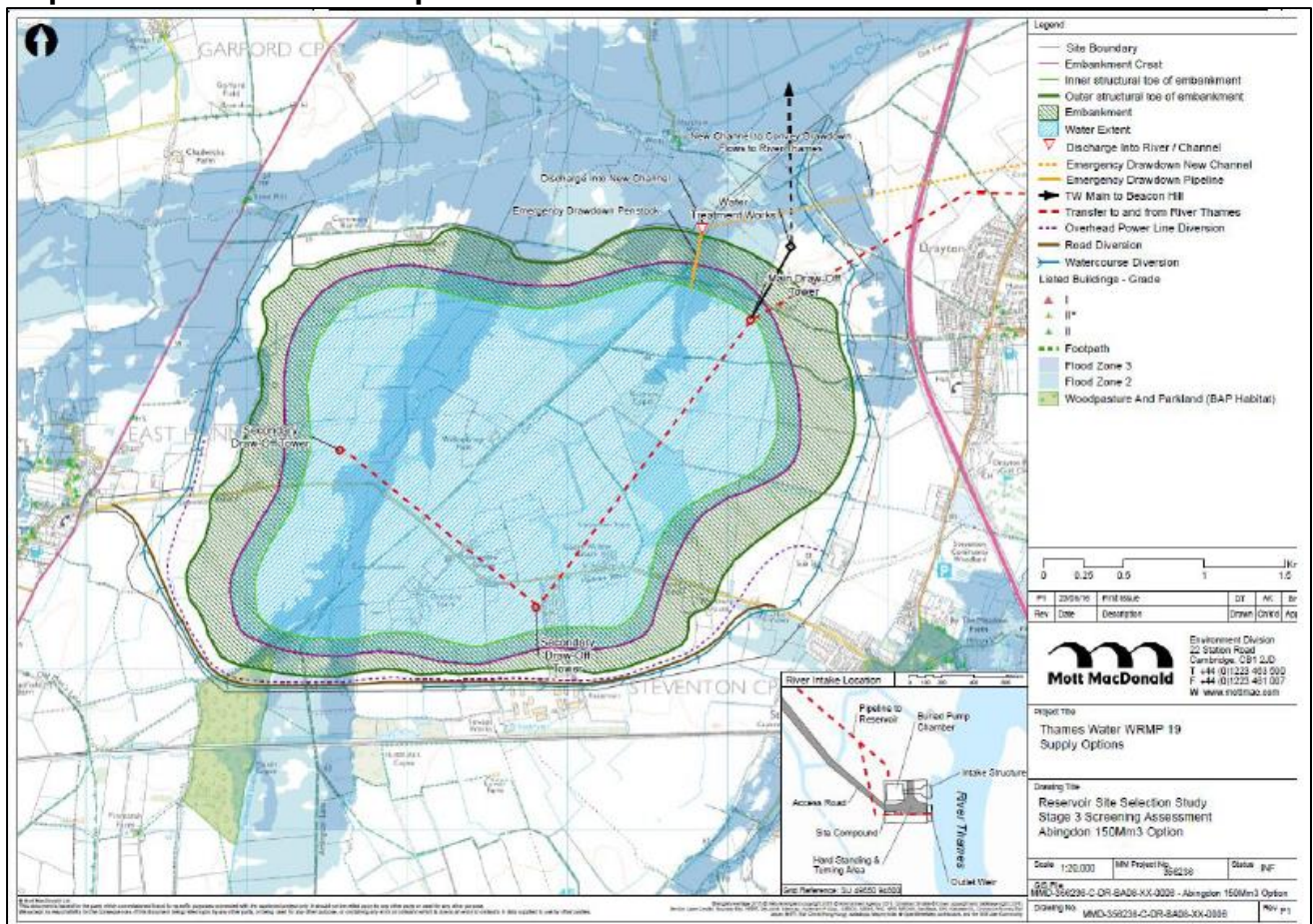
19. Each option also varies in hectarage of water surface area at full supply level (from 165ha to 675ha), size of perimeter (from 4.8km to 10.3km) and height of embankment (15m – 25m).

20. In each option the same access arrangements are suggested:

- a. A new road access to be provided by a new access off the A34 on the eastern end of the reservoir; and
- b. A new temporary railway siding constructed on the southern edge of the site for the delivery of sand and gravel.

21. Map 2 shows the preferred 150Mm3 reservoir option.

Map 2: 150Mm3 reservoir option



22. Oxfordshire County Council understands that that the various plans/maps within the report are concept only and that further work is required on these. However, they do raise a number of issues which OCC would seek clarity on

moving forward. Some of the issues raised below will have a material impact on whether the Abingdon Site can be delivered in terms of infrastructure required outside of the site. Below are the main issues we wish to raise.

Highway access

23. OCC seeks clarity on the intended road access for the site. In *Appendix D: Stage 2: Site assessment*, the RAG assessment of the Abingdon site (p.36) states that “Site access does not involve local roads – access to A34 via A415 without the need to pass through built up areas”, this would appear to be confirmed by the site layout drawings in *Appendix U: Abingdon phased options*, which indicate an access road from the site joining the A415 to the west of the Marcham Interchange.
24. However, this would appear to be inconsistent with the wording in *Appendix M: Reservoir site descriptions*, in which access for each capacity option is described as “Road access to the site would be provided by a new access off the A34 road on the eastern end of the reservoir.” OCC seeks confirmation whether it is intended for the access road to be from the A415 or directly from the A34 itself.
25. Assuming the former is correct, OCC will need to understand the traffic impact of a new access taken from the A415, which experiences high volumes of traffic in the AM and PM peaks. There are also known capacity issues at Marcham Interchange. The impact of additional movements generated by the site will need to be understood and possible mitigation measures to the highway network identified where appropriate. This will need to include a thorough assessment of the impact of construction traffic and traffic generated by the site when it is operational, including trips generated by recreational users.
26. If access is to be taken directly from the A34 (and not via the A415), the impact of all types of traffic generated by the site (construction, operational, and recreational) will also need to be understood. In either scenario, Highways England will need to be consulted on the proposal for the reservoir at the earliest possible opportunity.
27. OCC is seeking to safeguard land immediately to the north of Milton Interchange in the submitted Vale of White Horse District Council Local Plan Part Two. This is to facilitate the potential for improving access to the A34 near Milton Park, OCC would like to understand whether a potential new access to the A34 serving the reservoir would prejudice the delivery of such a scheme.

28. Land is also safeguarded for an Abingdon Southern Bypass in the Vale of White Horse Local Plan Part 1 (Appendix E) and land is proposed to be safeguarded for a Marcham Bypass in the Vale of White Horse Local Plan Part 2 (Appendix B). OCC needs to understand whether these schemes could be impacted.
29. It will also be important to understand what is planned with regard to other highway accesses to the reservoir. Clarity is needed as to whether it is intended for the only access to be via the A415 or if there will be other accesses to other parts of the existing highway network. Additionally, if there are to be multiple accesses, it will be important to understand if some will be restricted to site traffic only and if others will be for public access.

Diversion of the Hanney / Steventon Road

30. A number of the capacity options will result in the need to divert the route of the Hanney / Steventon Road. Instead of the indicative route shown on the drawings in Appendix U, where the road joins back up with its original route immediately to the east of East Hanney, OCC would like to explore the possibility of the road joining the A338 further south. The precise location of the new access would need to be explored but this would be between the railway line and the southern end of East Hanney. The rationale for exploring this option is to more directly serve the proposed new Grove Railway Station, for which OCC is seeking to safeguard land adjacent to the A338 in the submitted Vale of White Horse District Council Local Plan Part Two. It also offers the opportunity to offer alternative bus routes across the area with reduced journey times.

Temporary railway siding

31. Although the construction of a railway siding is described as temporary (p.35 of the main report and various pages in Appendix M) for the delivery of sand and gravel, it is not made explicit that this is for use only during the construction period, clarity is required on this matter. Further to this, Network Rail will need to be consulted at the earliest opportunity to determine whether this proposal is feasible. Additionally, OCC would seek to ascertain whether the provision of a temporary siding may prejudice the delivery of the aforementioned Grove Station.
32. A temporary siding alongside the Great Western Main Line on the southern edge of the site for the delivery of sand and gravel is possible but there is insufficient detail to determine whether it is a realistic suggestion.

33. Thames Water states that if suitable granular material cannot be located on site with which to construct the embankment drainage, then a total of between 127,000m³ and 290,000m³ of sands and gravels will need to be imported (depending on the size of the reservoir built). Wet sand (that is sand stored in a natural setting and naturally compressed) has a nominal density of 1.9 metric tons per cubic metre (m³) so the requirement would be for between 241,300 and 551,000 tons.
34. Thames Water do not indicate the proportion of imported material which will be delivered by rail, whether it will require processing or what the facilities will be for unloading and stockpiling on site. It is noted that the site boundary does not appear to include the land needed for the construction of a temporary aggregate siding.
35. The siding, will in effect need to be two parallel sidings, each capable of accommodating up to 20 wagons and a locomotive, with a head shunt at each end to release the locomotive, and a separate siding for storing any crippled wagons. A storage area will be needed for the sand and gravel after it is unloaded from the train, probably by a mechanical grab. A similar facility at Water Eaton, suggests a site approximately 650m in length would be required.
36. The two-track railway between Didcot and Swindon is severely capacity constrained so works will inevitably be required to the existing infrastructure to facilitate the aggregate sidings, including additional track in the form of crossovers and connection into the site, along with new signals and associate cabling. It may even be necessary to provide loops alongside the existing railway where a freight train can stand clear of the high-speed main lines whilst waiting for acceptance into the sidings.
37. Whilst there are a number of active sites producing sharp sand and gravel in Oxfordshire they are mainly concentrated in the north of the county. The Minerals & Waste Local Plan Core Strategy predicts that they will be the only local source of sand and gravel by 2028 unless a new mineral working is agreed in the south of the county. None are rail-connected. The imported sand and gravel, if it is to be delivered by train, is likely to originate in the Kent and East London areas where there are rail-served wharves that land marine dredged sand and gravel from the North Sea, East English Channel and Thames Estuary. However, timetabling freight trains on the busy commuter lines around London may be challenging.
38. There is a possibility changes to the rail infrastructure may help increase rail capacity, alongside proposals being considered by Network Rail to extend the existing loops further towards Swindon. This will need to be considered in more detail but it could be a positive legacy of the construction works.

Impact of proposed tunnel between the reservoir and the River Thames

39. Whilst it is appreciated that the drawings provided in Appendix U are described as conceptual, it is worth noting that a new tunnel is shown immediately to the north of Drayton. However, the OS base map used is out of date and does not show a number of recently built developments, including the residential development of Walnut Meadow, under which the tunnel would appear to run. Even assuming the correct position of the tunnel is to the north of the residential development, OCC would seek to understand the effect of that construction on roads and property in the area, including any requirement to close roads during construction.

Construction Management Plan

40. A detailed construction management plan will need to be produced for this proposal. Answers to some of the above questions, particularly construction traffic usage of the A34/A415 and the potential for transporting materials by rail will need to be understood as these will be fundamental to the impact of construction traffic and therefore the necessary mitigation measures, including diversions, temporary improvements to capacity on effected roads, etc. In addition to the construction impact of the reservoir site itself, the management plan will need to take account of the impact on the highway network of the associated infrastructure between the reservoir and the River Thames.

Oxford to Cambridge Expressway

41. Highways England are looking at possible route for a new expressway between Oxford and Cambridge. Currently Highways England are assessing route options around Oxford and there is potential that a route may come as far south as Didcot. The reservoir planning needs to be aware of these plans in any future design work.

Future leisure use of the Reservoir

42. It is important to understand the potential future use of the reservoir for leisure activities such as walking, cycling, nature reserves and water sports. Other reservoirs/large bodies of water across the county attract high visitor numbers and the potential impact of visitors on a road network that already has significant capacity issues need to be fully assessed and understood – as well as the potential for building the offsite and onsite transport infrastructure to enable active and sustainable modes of travel to the reservoir. This should include the restoration of the Wilts and Berks Canal.

Public Rights of Way and Countryside Access

43. As is recognised in the plan, all of the capacity options will have a significant impact on a number of public rights of way that cross the site area and the surrounding area – as well as on path users which include equestrians, cyclists and walkers. These impacts could be both negative and positive so a specific appraisal of public rights of way and users should be undertaken.
44. It appears that some alterations to the public rights of way and countryside access may be necessary to accommodate the reservoir and associated infrastructure so separate legal processes will be needed to alter these routes. The extent of these alterations should be minimised and enhancements to the existing network in the vicinity made – including surfaces, furniture and landscaping.
45. Further to this, although there are bridges shown in the drawings provided where public rights of way intersect with the Auxiliary Drawdown Channel, no bridges are shown where the channel crosses them. It will be expected that provision is made for the continued use of these public rights of way without significant diversion, i.e. for bridges to also be constructed at these locations.
46. The reservoir has the potential to create new routes for recreational access around the site and onward connections to settlements and the public rights of way network as well as upgrading existing routes in the vicinity to maximise their utility. This should include the restoration of the Wilts and Berks Canal on its historic or alternative route.

Negative impacts of the reservoir (on access), that OCC would like to avoid or reduce

- Unavoidable loss of public rights of way on the site of the reservoir and associated infrastructure areas that currently provide a reasonable *traffic-free* access resource
- Reduction in quality of the remaining network caused by dead end routes, lack of connecting routes or inappropriate landscaping or other restrictions to visibility
- Loss of an equestrian centre <http://www.malthousecentre.co.uk> and associated social and economic benefits
- Loss of habitat corridors associated with public rights of way
- Loss of the historic route and potential future use of Wilts & Berks canal as a waterway and green corridor
- Reduction in users' enjoyment from construction noise, dust, barriers, traffic and route diversion/closure
- Conflicts between commercially run activities and the use of the site and surrounds for free public access and recreation

- Traffic generated for free and paid-for leisure uses on the site and the surrounding areas

Positive impacts of the reservoir – that OCC would like to see

- Onsite creation of a circular walking, cycling and riding route around the reservoir site with associated landscaping, interpretation and route infrastructure. As a destination in itself this could provide an important sustainable tourism resource in the county that encourages more and longer overnight stays in the area and encourages non-vehicular transport for leisure in the area
- Provision of a staffed and resourced countryside access, outreach, education and management centre on site
- Provision of a restored section of the Wilts & Berks canal and associated facilities throughout the site and onwards to the River Thames at Abingdon
- Creating a better off-site connected network of routes for walker, cyclists and equestrians that meets the aims of the Oxfordshire Rights of Way Improvement Plan (www.oxfordshire.gov.uk/rowip), by connecting up the reservoir site to surrounding towns and villages with additional and improved rights of way and green routes. This should include Steventon, East Hanney, Abingdon, Marcham, Grove and Drayton, as well as access to the River Thames, Ock and other key recreation sites. To include improved and additional road crossings of local roads (including A338, A415, A34 and Steventon Road) plus rail and river crossing facilities.

More in-depth points

47. Although there are bridges shown in the drawings where bridleway 192/8, restricted byway 192/7, the B4017, and the A34 intersect with the Auxiliary Drawdown Channel, no bridges are shown where the channel crosses restricted byway 192/6, footpath 100/3, and bridleway 373/18 (the latter of which forms part of Route 5 of the National Cycle Network). It will be expected that provision is made for the continued use of these public rights of way without significant diversion, i.e. for bridges to also be constructed at these locations.
48. The reservoir will have significant impacts during construction and afterwards once it becomes operational. As a potential regional asset as a large water body for watersports, fishing and countryside access the transport and rights of way access issues should be expanded. When it comes to encouraging and enabling walker, cyclist and equestrian access as an option instead of cars, the plan needs to include Wantage, Didcot, Abingdon, and Oxford as well as the smaller settlements like Marcham and Steventon. From a tourism perspective these surrounding settlements are likely to be the focus for accommodation service providers.
49. Any application will need to balance nature conservation and access. One way to do this whilst still maintaining a circular route around the site would be to vary the route and landscaping treatments to provide people free zones on the inner and outer faces. Dog walkers will need additional positive

management and consideration in order to balance their requirements with other users and nature conservation objectives.

50. Detailed conversations are required with Oxfordshire County Council as to the physical, social and environmental impacts this reservoir would have if it should come forward. Joint liaisons would be required between OCC, Thames Water and partners, the Vale of White Horse District Council and Highways England to ensure a thorough and robust assessment will be undertaken.

Abingdon Flood Alleviation Scheme

51. Thames Water should also note that a proposed Abingdon Flood Alleviation Scheme is being developed. The Environment Agency and Thames Regional Flood and Coastal Committee are working with the Vale of White Horse and Oxfordshire County Council to gather evidence and conduct studies. Information is available on our website:
<https://www.oxfordshirefloodtoolkit.com/contacts/abingdon-flood-alleviation-scheme/>.
52. The main issues the county council would have with a proposed Flood Alleviation Scheme at Abingdon would be the extent of the flood area and how this interfaces with the proposed reservoir, flooding and drainage associated with the reservoir and land acquisition matters; especially considering the respective powers of both Thames Water and the Environment Agency.
53. How a potential reservoir and potential flood alleviation scheme at Abingdon would interrelate, would need further discussion between authorities should both progress.

Innovation

54. The Executive Summary discusses a study produced by WaterUK together with water companies and regulators which looked at water trends and potential future scenarios, looking 50 years ahead. It then goes on to explain that Thames Water's approach looks at a longer time horizon for the plan which is longer than the statutory minimum of 25 years.
55. With innovation and industry disruption in mind, it could be argued that a plan that looks 80 years ahead and is based on existing technology to ensure a water supply might commit to a water resource management plan that does not provide, in the long term, the best solution for customers. Consequently, the land take and disruption caused by the construction and operation of a large reservoir could prove redundant in the decades to come.
56. Overall, the County Council would like to see a commitment to reviews of a long-term regional plan should more advance technologies become available.

Conclusion

57. Oxfordshire County Council is supportive of the approach being taken by water companies to build in resilience in their investment programmes. However, it **OBJECTS** to the current Thames Water WRMP on the basis that it contains a proposed reservoir in Abingdon and also to the considerable proposed size of the reservoir. There is insufficient evidence to prove that it is required to support both Thames Water as well as other water company catchment areas in the WRMP period.
58. Oxfordshire County Council needs to be presented with evidence from all water companies in the south-east including their population forecasts and sequential assessments of supply schemes. This should be in the form of a Regional Water Plan.
59. Concerns are also raised about conceptual design of the proposed reservoir which are discussed above.

Reference: Thames Water WRMP19

**Communities
County Hall
New Road
Oxford
OX1 1ND**

**Susan Halliwell
Director for Planning & Place**

20 April 2018

Dear Sir/Madam

Re: Thames Water Draft Water Resources Management Plan 2019

Introduction

Thank you for providing Oxfordshire County Council with the opportunity to respond to Thames Water's Draft Water Resource Management Plan 2019.

The following letter provides Oxfordshire County Council's comments on the proposed plan focussing on water trading, the need for a reservoir in Abingdon, Thames Water's forecasting and proposed demand management measures.

Key Issues

Water Trading

1. It is noted that in April 2017 Water Market Deregulation took place which no longer restricted businesses, charities and public sector customers to buying retail water services from their regional water company.
2. Through water trading, which is promoted and incentivised by Ofwat (the economic regulator of the water sector in England and Wales), it is recognised that water companies can import and export to each other and can include this within their forecasting. By introducing incentives, it would be expected that it would be in an individual water company's interest to have surplus to sell.
3. Thames Water is part of a wider alliance of water companies, Water Resources in the South East (WRSE). Along with the Environment Agency, Ofwat, the Consumer Council for Water, Natural England and Defra, the alliance comprises the following water companies: Thames Water, South East Water, Southern Water, Portsmouth Water, Sutton and East Surrey Water and Affinity Water.

4. Thames Water includes in their Plan an expectation to purchase 17 million litres of water per day (17MI/d) and to export approximately 120MI/d of water to Affinity and South East Water in total by 2065.

Proposed Reservoir – Abingdon

5. To enable Thames Water to maintain their supply resilience and support regional demands for raw water from Affinity Water and South East Water, from approximately 2040 onwards a regional reservoir at Abingdon is planned. Oxfordshire County Council would like to understand more around the methodology used and calculations arrived at when considering the amount of water needed for Thames Water's catchment. The County also needs clarification on the quantities expected to be sold to other members of the alliance and the infrastructure required within the Thames Water Valley to ensure this water supply. Following on from this urgent, further discussion is essential on its location and the size of reservoir required.
6. Our understanding is that evidence on appraisals of suitable reservoir locations within the Thames Water catchment area has taken place, with a number of sifting exercises undertaken resulting in the Abingdon location being taken forward as the preferred site. The results of this can be found in the Thames Water Resource Options: Reservoir feasibility report - Executive Summary (September 2016).
7. However, the county would like further discussion with Thames Water and possibly other members of the WRSE on the potential sites that have been assessed across the South East region. As the reservoir is a 'Regional Reservoir', the County needs to fully understand the process that has been undertaken to assess other sites for their suitability for such a reservoir.
8. The proposed reservoir would be a significant piece of strategic infrastructure of national importance with a long lead in time, a planning application for which would be determined by the National Infrastructure Commission. Whilst new water resources will be required to meet Oxfordshire's needs, the scale of the new reservoir is driven by London's growing demands and other parts of the South East of England.
9. The reservoir would have substantial environmental, transport and landscape impacts in southern Oxfordshire, both during construction and when in operation. However, it could also provide an opportunity for a new leisure and/or green infrastructure resource if Thames Water's community benefits as part of their scheme. As such the County Council welcomes immediate and regular engagement with Thames Water on the potential reservoir, how, if the Plan is agreed, it is proposed to be developed and timescales for an application.

Population Forecasting

10. The Thames Water supply area contains 95 Local Authorities and Appendix E (Population and Property Projections) states that the forecasts have been produced

using Local Plan housing evidence from each authority with a data capture in August 2017. It is noted that in the revised March 2018 population data that post-2045 population and housing figures have been revised down from those originally forecast.

11. It is accepted that housing numbers and Local Plans are emerging in some cases but there are significant concerns over these figures. Numbers for South Oxfordshire are lower than those contained in the emerging Local Plan and, in all Plans except for West Oxfordshire, Oxford's unmet housing need is omitted. It is also unclear whether Thames Water's forecasting takes into account any growth in Oxford City at all, as the housing number in appendix E contains a question mark.
12. The figures contained within this appendix underpin the entire plan and consequently there are significant concerns that not only has housing growth in Oxfordshire been miscalculated, identifying lower housing growth, but this may also be the case for other authorities within the Thames Valley.
13. Oxford is at the western end of the Oxford – Milton Keynes – Cambridge corridor which has been identified by the National Infrastructure Commission as an area of growth. Recognising this, all Oxfordshire County and District Councils have recently signed a Growth Deal with Government which commits to jointly delivering 100,000 homes to 2031 including an accelerated programme of delivery over the next 5 years. This deal includes a commitment to produce a Joint Statutory Spatial Plan by 2021, which would identify strategic locations for housing and employment growth within the county to 2050.
14. In this context, it is recommended that Thames Water reassesses the expected housing growth within Oxfordshire, and potentially elsewhere, and re-examines whether the preferred programme contained within the Plan is adequate to accommodate growth within the region. Oxfordshire County Council would welcome further discussion with Thames Water on this.

Demand Management - Leakages

15. Thames Water aims to reduce leakages to 15% by 2025 which equates to 100MI/d.
16. Oxfordshire County Council would expect Thames Water to maximise their infrastructure (pipes, leakages and sewerage etc) and speed up their programme of leakage reduction early on in the plan period to delay the need for a reservoir as long as possible.

Further Engagement

17. Oxfordshire County Council would welcome a presentation to local members by Thames Water and will be in touch to arrange this over the coming months.

Yours sincerely

Susan Halliwell
Director for Planning & Place

Direct line: 01865 323792

Email: susan.halliwell@oxfordshire.gov.uk

[**www.oxfordshire.gov.uk**](http://www.oxfordshire.gov.uk)

Reference: Thames Water WRMP19

**Oxfordshire County Council
County Hall
New Road
Oxford
OX1 1ND**

Cllr Ian Hudspeth

17 July 2018

consultations@thameswater.co.uk
wrmp@ofwat.gsi.gov.uk
Water-Company-Plan@environment-agency.gov.uk
Defra.helpline@defra.gsi.gov.uk

Dear Sir/Madam

Re: Thames Water Draft Water Resources Management Plan 2019 – Call for Second Consultation

The Thames Water Draft Resources Management Plan (dWRMP19) consultation was opened on the 8 February and closed on the 29 April 2018.

Oxfordshire County Council responded to this consultation on 20 April 2018 and the response is attached to this letter as an Annex.

The plan proposes a new reservoir near Abingdon to serve the forecast needs of not only the Thames Water area, but also the wider South East.

The consultation response from OCC looks for clarification on:

- The population forecast figures;
- How much water will be sold to other water companies; and
- How Thames Water will speed up their programme of leakage reduction

Following a motion raised and carried unanimously at Full Council on 10 July 2018 Oxfordshire County Council supports the position of GARD in response to the plan which asks "Thames Water to:

- Reduce leakage by half by 2050
- Improve water-use efficiency to match the norms of other companies
- Provide a proper analysis of water available through other measures, including Teddington DRA and water re-use.

Which together should solve the water shortage issue and provide a 1 in 200 severity drought resilience."

Continued

I am therefore writing as Leader of the Council to Thames Water, Defra, the Environment Agency and Ofwat, requesting that a second consultation be undertaken due to incomplete information or errors on the information used to base their recommendations.

A handwritten signature in black ink, appearing to read 'Ian Hudspeth', with a long horizontal flourish underneath.

Councillor Ian Hudspeth
Leader - Oxfordshire County Council

Direct line: 01865 816037

Email: ian.hudspeth@oxfordshire.gov.uk

www.oxfordshire.gov.uk

Division(s):

CABINET – 20 NOVEMBER 2018 DAYTIME SUPPORT INNOVATION GRANT AWARDS 2018-2019

Report by Deputy Director, Commissioning

Introduction

1. The Innovation Fund for daytime support 2018-19 was open to applications from all community and voluntary organisations to deliver new innovative projects for daytime support in Oxfordshire.
2. The aim of the funding is to provide one-off funding to support the development of self-sustaining projects, delivering new opportunities for adults in Oxfordshire.
3. As per the agreed cross-party decision-making process, the cross-party panel reviewed the applications and assessed them against grant criteria. Decisions on recommendations for award were coproduced with people who use services and supported by officer recommendations.
4. This paper sets out the final cross-party panel recommendations for allocation of the Innovation Fund for daytime support 2018-19, for decision by Cabinet.

Background

5. The Innovation Fund for daytime support budget and scope was agreed by the Council in January 2017 as part of the overall changes to daytime support. The scope of the fund is to support innovative, self-sustaining initiatives which meet gaps and broaden the current offer of daytime support for adults in Oxfordshire.
6. Applications for the Innovation Fund closed on September 21st, 2018 at 12pm. A cross party panel comprised of Cllr Lawrie Stratford, Cllr Sobia Afridi and Cllr Richard Webber as well as representation from people using services was held on October 1st, 2018 to evaluate applications and make recommendations to Cabinet for award.

Key Issues

7. Cabinet are asked to review and decide upon the cross-party evaluation panel's recommendations for awards. Details of the cross-party panel's recommendations are set out in Annex 2.

Assessment of Applications

8. There were 9 applications received from the following organisations:
 - (1) Farmability
 - (2) The Royal Voluntary Service
 - (3) Witney Day Centre
 - (4) Paintbuzz
 - (5) Fish Volunteer Centre
 - (6) Farcycles
 - (7) Cholsey Parish Council
 - (8) The Guideposts Trust
 - (9) The Cedar Community Club
9. Having carefully assessed all the bids received against the established criteria, the cross-party panel are recommending the following.
10. To approve the requested funding for the following bids:
 - (a)
 - (1) Farmability
 - (2) Witney Day Centre
 - (3) Cholsey Parish Council
 - (4) The Cedar Community Club
 - (b) To approve the requested funding for the following bid subject to conditions (these are specified in the cross-party recommendations- Annex 2):
 - (1) Paintbuzz
 - (2) Farcycles
 - (3) The Guideposts Trust

To refuse the requested funding for the following bids:

- (1) The Royal Voluntary Service
- (2) Fish Volunteer Centre

To reallocate the remaining amount to third round of applications for the Innovation Fund 2018-19, opening December 1st, 2018.

Budgetary Implications

11. The Innovation Fund budget and scope was agreed by the Council in January 2017 as part of the overall changes to daytime support. The scope of the fund is to support innovative, self-sustaining initiatives which meet gaps and broaden the current offer.

12. The total available amount of funding available to be awarded through the second phase of the Innovation Fund in 2018-19 is £133,735.40 This represents the underspend allocated to it from the first round of applications to the Innovation Fund 18-19, as agreed by Cabinet.
13. This table summarises the funding requests, cross party panel recommendations and the total financial impact.

	Organisation	Project	Amount requested	Amount recommended by panel
1	Farmability	Bridging the Gaps	£16,330.00	£16,330.00
2	The Royal Voluntary Service	Royal Voluntary Service Banbury Hospital Transport	£5155.44	No award
3	Witney Day Centre	Inter – Daycentre Game Challenge Outings	£1,250.00	£1,250.00
4	Paintbuzz	Upcycling Workshops for Care Home Communities	£20,000.00	£20,000.00
5	Fish Volunteer Centre	Relocating Fish Office to Centre of the Village	£20,000.00	No award
6	Farcycles	Cycle Training for Adult Beginners, Improvers, and Disabled	£11,470.00	£11,470.00
7	Cholsey Parish Council	Community Drop in Support Service	£4,594.00	£4,594.00
8	The Guideposts Trust	Hi Street Supper Social Club	£15,844.00	£15,844.00
9	The Cedar Community Club	The Cedar Community Club Set Up	£15,000.00	£15,000.00
	TOTALS		£109,643.44	£84,488.00
	BUDGET			£133,735.40
	DIFFERENCE TO BUDGET			£49,247.40

14. The cross-party panel recommendations for award total £84,488.00 The surplus in the fund of £49,247.40 will be available for award in the third round of applications to the Innovation Fund 2018-19.

15. Applications for the third phase of the Innovation fund will open on December 1st, 2018 and close on January 18th, 2019 at 12 noon.

Key dates for phase three of the Innovation Fund 2018-19

January 25 th , 2019	Cross Party evaluation panel
February 13 th , 2019	CLT
February 26 th , 2019	Informal Cabinet
March 19 th , 2019	Cabinet
W/c March 25 th , 2019	Communication to applicants on outcome
Spring 2019	Allocation of funding awards

Equalities implications

16. The equality and inclusion implications of the strategic direction for daytime support and its implementation was set out in the 24th January 2017 Cabinet papers. This included a Service and Community Impact Assessment. These papers are available on the council website.
17. Equality and inclusion implications have been considered. The proposal to offer grants to community and voluntary sector services is only thought to confer a benefit on those with a protected characteristic and there is no adverse impact on those individuals.
18. All criteria for grant funding will require services to demonstrate how they meet the 'need' criteria, which includes consideration of impact. This will also be considered in the decision processes.

Risk Management

19. The risk management implications of the strategic direction for daytime support and its implementation were set out in the 24th January 2017 Cabinet papers. These papers are available on the council website.

Communications

20. The process and criteria for applying to the Innovation Fund has been communicated via the council website as well as through multiple email

communications with stakeholders and partners to encourage applications and wider distribution.

21. All organisations that have submitted applications to the Innovation Fund will be informed of the outcome by email communication in the week commencing November 26th, 2018. Councillors representing areas where projects have been successful in receiving funding will receive communication by email at the same time.

Key Dates

22. The key dates are as follows:

W/c November 26 th , 2018	Communication to applicants on outcome
January 2019	Allocation of funding awards

RECOMMENDATIONS

23. Cabinet is **RECOMMENDED** to:
- (a) congratulate the voluntary sector for its continued commitment and dedication to innovation and provision of new opportunities to people using services in Oxfordshire;
 - (b) review and agree the cross-party evaluation panel's recommendations for Innovation Fund grant awards as set out at paragraph 10 of the report; and.
 - (c) approve utilisation of the remaining amount as set out under 18 above for a third round of applications to the Innovation Fund 2018-19.

BENEDICT LEIGH
Deputy Director Commissioning

Background papers:

Annex 1 – Innovation Fund Criteria and Application Form
Annex 2 – Cross-party panel recommendations

Contact Officer: DeeDee Wallace - Strategic Commissioning Officer
Deirdre.wallace@oxfordshire.gov.uk 07909882913
November 2018

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Annex 1 – Innovation Fund Criteria and Application Form

Innovation Fund Grants 2018/19 Guidance & Application Form

Introduction

Oxfordshire County Council has made changes to daytime support for people aged 18 and over in Oxfordshire. These changes reflect a changing demand for social care and a changing approach to government funding. The Council wishes to work closely with local communities to ensure that the support available for people meets varied and changing needs; and is fit for the future and sustainable over the longer term.

Further information about these funds is available on the council website: <https://www.oxfordshire.gov.uk/cms/public-site/daytime-support>

The Innovation Fund

As part of the changes that have taken place, the Council has introduced the Innovation Fund for daytime support. This fund will provide one-off funding to support the development of self-sustaining projects, delivering new opportunities for adults in Oxfordshire.

This application process is for grant funding in 2018/19, to support new and innovative ideas in Oxfordshire for daytime support. There is £100,000 available in this fund and we are inviting bids for projects.

Support available

Oxfordshire Community & Voluntary Action is available to provide support to organisations wishing to bid for innovation funding, and to provide advice and information on alternative funding opportunities.

Oxfordshire Community & Voluntary Action, in partnership with other Oxfordshire organisations, provides a wide range of support, including promoting and developing volunteering, supporting voluntary and community organisations to increase their effectiveness and build their capacity, and facilitating networking and partnership-working.

Contact details:

www.ocva.org.uk

Tel: 01865 251946

Email: admin@ocva.org.uk

The Community Information Network (CIN) provides information on local support services and activities. They have knowledge of what is currently available and where there may be gaps and opportunities for partnership working. They have been working with communities to help them to develop new opportunities. Their online directory holds details of a wide range of opportunities available, searchable by area.

Contact details:

www.ageuk.org.uk/oxfordshire/our-services/community-information-network/

Phone: 0345 450 1276

Email: network@ageukoxfordshire.org.uk

What will we fund? (Eligibility criteria)

The Innovation Fund budget and scope was agreed by the council in January 2017 as part of the overall changes to daytime support. The scope of the fund is to support innovative, self-sustaining initiatives which meet gaps and broaden the current offer.

It was also agreed that the criteria would be developed in greater detail with interested groups and organisations, to ensure the fund effectively supports the development of innovative new opportunities. The following criteria and application process have been developed following discussion with a group of day opportunities providers, local community & voluntary sector organisations, Colleges of Further Education, the Community Information Network (provided by Age UK), Oxfordshire Community & Voluntary Action and a range of people across Oxfordshire. These criteria provide some additional guidance on the already agreed scope of innovative, self-sustaining initiatives meeting gaps and broadening the offer. These criteria are subject to Cabinet approval, in conjunction with decisions on the bids submitted.

Please consider the following criteria in making an application:

- 1) These funds are open to applications from community and voluntary sector organisations, including existing organisations and organisations in the process of setting up. The fund is intended to provide **financial support to enable innovation**.
- 2) Bids will need to demonstrate that they are offering a **new service that is based on the changing needs of people** and how they want to see different opportunities available to them, which will support them in living a full and varied life. In the case of this fund, it is expected that initiatives will support **adults in Oxfordshire** with social contact; getting out of the house; maintaining independence; seeing friends; and meeting expressed needs. The term 'daytime opportunities' includes any proposed activity which may take place during the day and / or evening.
- 3) Organisations wishing to bid will need to demonstrate how they know that there is a **need for this new and innovative idea in their local community** and what is already available. For an existing service with a new and different aspect, they will need to demonstrate where the need has come from and how it is different to what is currently being offered.

We will assess applications according to the following:

1. The **need for the service**, including:
 - The benefits that it will offer people (adults in Oxfordshire)

- The gap in existing services that this service will help to fill by offering a new service, or a new aspect to an existing service
- How it will link to other services already available in the community to enhance the support available
- How the service will add value to the local community

2. The need for our financial support, including:

- The service is providing support in an area where similar services are not currently available
- The service will demonstrate value for money
- There is clear information regarding what the innovation fund will cover, which may include set up costs.
- There are sustainability and business plans in place to fund the service on an ongoing basis.
- Why funding is needed to set this up

3. An innovative approach to supporting people in their communities:

- For example, trialling something that hasn't been tried before

The Application Process

- 1) Submit this application form electronically, along with your 3-year business plan and a reference. The reference may be from either a person or organisation who may benefit in relation to your bid
Please submit your application, business plan & reference by 12 noon on Friday 21st September 2018
- 2) Review and evaluation of applications by panel, this may include an invitation to present your idea/service to the panel/opportunity to meet with us
October 1st 2018
- 3) Decision by Cabinet
20th November 2018
- 4) Notification to applicants
In the week commencing November 26th 2018

We want to encourage organisations to submit bids and welcome applicants to contact us early with their expressions of interest or any questions they might have.

Support is available from Oxfordshire Community & Voluntary Action and local knowledge/information is available via the Community Information Network (details as above, including online directory).

We require all application forms to be submitted electronically, unless agreement has been sought prior to the closing date.

How will applications be assessed?

The selected panel will assess all applications against the key criteria set out above and make recommendations to Cabinet. The Cabinet decision is scheduled for 20th November 2018. We will let applicants know who will be on the panel nearer the time.

We would like to offer the opportunity to present your idea to the panel, or meet with us face to face, should you feel that this is helpful to you and your bid.

Awarding the grant

Applicants will be notified by email of the cabinet decision within a week of the decision being made.

Successful applicants will be asked to sign a legal agreement with the council. Once the legal agreement is signed, we will then transfer the funding into the organisation's bank account. Where appropriate, funding might be phased.

Unsuccessful applicants will be offered feedback on their proposal and, where possible, we will work with organisations to help them identify alternative funding opportunities.

Monitoring

Successful applicants are expected to comply fully with any monitoring requests from the Council and must agree to this when signing the funding request form.

All successful applicants need to be prepared for a review of their project.

This may include:

- Receipts recording how the money was spent
- Reports on the activity funded
- Feedback from individuals impacted
- Any other record of the activity funded (e.g. promotional flyers and posters)
- Future plans for sustainability beyond Innovation Funding

Successful applicants will be strongly encouraged to keep us informed about the progress of the service/support and any potential setbacks.

Any unspent grant funding will be recovered by the county council.

Contacting Us

If you have any queries about the **Innovation Fund** or the application process, please contact us:

Email: contracts.admin@oxfordshire.gov.uk

TO BE FILLED IN BY APPLICANT

Name of your organisation:

Type of organisation:

Organisation Address:

If a registered Charity, please specify number

Contact Name and Position for application (e.g. Trustee, Centre Manager)

Telephone

Email

Address (if different to above, for application correspondence)

Contact Name and Position for regular communication (if different)

Telephone

Email

Payment Details

Please provide your organisation's payment details (note: payments will not be made to an individual's bank account).

Account Name	
Bank or Building Society Name	
Account number	
Sort code	

ACTIVITY OVERVIEW

1. Name of service/proposed project

Please provide a short name for the project. This should be unique and should not be the name of your organisation

--

2. Summary of service/proposed project

Please provide a summary of the project – what you propose to do and what the benefits will be. This should be no longer than 150 words

--

3. Other Applications for funding (if applicable)

If you are making applications for other funding from other organisations for this project or overlapping work, please list what other funding you have requested, where you have applied and when you expect to be notified of the outcome.

4. Current Oxfordshire County Council funding

If your application is a new project related to an existing service, are you currently in receipt of or intending to apply for any other Oxfordshire County Council funding (e.g. Councillor Priority Funds or Adult Social Care Funds)

5. Research/Evidence

Please provide any evidence/research you have obtained to demonstrate the need to provide the service, and how this can support a person to live a full and varied life within their local community.

6. New & Innovative

We are aware that people's needs are changing and that they are looking for different opportunities and things to do. Please describe the inspiration for your project and how it meets the criteria to be new and innovative.

7. Activity & outcomes

What difference will this service make to support people to live a full and varied life in their communities?

Please provide a brief description of how the service will make someone's life better

--

How your service will be based in and linked to the local community:

Please provide a brief description of how your service will be:

<i>Well-used</i>	
<i>Connected to and supported by local organisations, people and businesses</i>	
<i>Linked to other local support and opportunities</i>	

Nature of the service and anticipated grant awards

There are a wide range of community and voluntary sector daytime support services already available across the county, all of which provide much valued opportunities and support to people in their local communities. We want to encourage new and innovative ideas to meet the changing needs of people in Oxfordshire.

Please take this into account in your application, and demonstrate the nature of the service in your responses to the questions below.

What capacity/amount of support will the service provide?

Please describe the activity your service will provide over this period

(1st January 2019 to 31st December 2019).

Please provide a brief description of capacity/amount of support your new/innovative idea will provide:

--

How quickly will you be up and running?

What is your proposed start date for the service.

--

What is the reach/geographical areas covered by the service?

We want to enable as many people as possible to benefit from new and innovative ideas. There are a wide range of services available across the county, nonetheless this varies across areas.

We want to encourage development of as many locally available opportunities as possible, whilst also supporting services which are able to welcome members from nearby areas which do not currently have similar provision.

Which areas does the service cover/invite members/attendees from?

--

How is the service accessible to people with a wide range of needs?

We want to enable as many people as possible to benefit from locally available new and innovative ideas. We recognise that these services can provide support where there are identified gaps in the market and to meet the needs of people requesting alternatives to what is already available; providing much valued opportunities for people to live active and fulfilling lives.

How will the service be accessible to people with a wide range of needs? Please demonstrate the support in place or planned to enable people to attend, for example people with reduced mobility or dementia.

--

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8. Need for funding

Please explain why you need this funding, according to both sets of criteria we will assess applications on:

*The **need for the service**, including:*

- *Offering new and innovate opportunities to meet the expressed needs of people in Oxfordshire*
- *Evidence that the service/support is required in the local area*

Please provide an explanation of why your service meets these criteria:

--

The **need for our financial support**, including:

- *The service is new or a new aspect to a current project which will provide support to meet the expressed needs of people in Oxfordshire or to fill a current gap in the market.*
- *What you will need in the first year that you won't need in the 2nd year – one off costs.*

Please provide an explanation of why your service meets these criteria:

--

9. Sustainability

How will you progress towards self-sustainability and reduced need for financial support from the County Council, over this period (1st January 19 – 31st December 19) Linked to 3-year business plan

10. Costs (over the funding period 1st September 2018 to 31st August 2019)

Description	Cost
<i>Please provide us with a breakdown of your projected costs. E.g. Premises costs, Transport, Volunteer Training, Information & Promotion, Equipment & Materials, etc.</i>	
TOTAL	

11. Fees

Where applicable, please provide the breakdown of fees to be charged:

Fee element, e.g. attendance fee	Amount

12. Other funding received

Please include details of other funding sources agreed or anticipated for this period (1 January 2019 to 31 December 2019)

Other grant funding	
Income from fees	
Fundraising	

13. Reserves (if applicable)

Please include details of your reserves and attach your year-end accounts for most recent year available.

Reserves amount:

Confirmation of attachment of year-end accounts, where applicable:

14. Requested amount of grant funding –

The intention is that this will be a one-off fund to enable you to set up the new, self-sustaining service.

Please be aware that **Sustainability Funding** is available to support the continuation of and development of daytime support opportunities in Oxfordshire. Oxfordshire Community and Voluntary Action can also advise on alternative funding sources.

What total amount are you requesting to enable the set-up of this new service?
Please note this is for the period 1st January 2019 to 31st December 2019.

--

Applicant Agreement

The organisation undertakes that the information provided on this form is true and accurate.

Name:

Signed:

Date:

On behalf of (organisation):

Please ensure that:

- You have signed the application form before submission. Please note that while we can accept scanned signatures, **we cannot accept typed signatures.**
- If applicable, you have attached **your most recent year-end accounts.** This is essential for your application to be considered.
- You have provided the **correct contact details** for the application process, and for regular communication.

Please submit your applications to: contracts.admin@oxfordshire.gov.uk. Please ensure your application reaches us by **12 noon on Friday 21st September 201**

Annex 2 – Cross-Party Panel Recommendations

Summary

1. Applications for the Innovation Fund closed on September 21st, 2018. A cross-party panel comprised of Cllr Lawrie Stratford, Cllr Sobia Afridi and Cllr Richard Webber as well as representation from people using services was held on October 1st, 2018 to evaluate applications and make recommendations to Cabinet for award.

Cross-Party Panel Recommendations

1. The table below reflects the cross-party panel recommendations for award as well as conditions for award and rationale supporting decisions not to award on this occasion.

	Organisation	Project	Amount requested	Amount recommended by panel	Supporting Information/Conditions
1	Farmability	Bridging the Gaps	£16,330.00	£16,330.00	
2	The Royal Voluntary Service	Royal Voluntary Service Banbury Hospital Transport	£5155.44	No award	This is a transport project and as such is considered out of scope; transport should be joined up across the Council. Organisation to be encouraged to seek funding opportunities from Communities.
3	Witney Day Centre	Inter – Daycentre Game Challenge Outings	£1,250.00	£1,250.00	
4	Paintbuzz	Upcycling Workshops for Care Home Communities	£20,000.00	£20,000.00	Award agreed pending provider plan to facilitate wider community engagement with the project.
5	Fish Volunteer Centre	Relocating Fish Office to Centre of the Village	£20,000.00	No award	This is a relocation of estate project and as such is considered out of scope; Organisation to be encouraged to seek funding opportunities from appropriate awarding bodies.
6	Farcycles	Cycle Training for Adult Beginners, Improvers, and Disabled	£11,470.00	£11,470.00	Award agreed pending provider plan to facilitate wider community membership.
7	Cholsey Parish Council	Community Drop in Support Service	£4,594.00	£4,594.00	
8	The Guideposts Trust	Hi Street Supper Social Club	£15,844.00	£15,844.00	Award agreed with condition that provider draws up a plan for sponsorship from the community which would allow concessionary

					access for residents unable to meet attendance fees.
9	The Cedar Community Club	The Cedar Community Club Set Up	£15,000.00	£15,000.00	
	TOTALS		£109,643.44	£84,488.00	
	BUDGET			£133,735.40	
	DIFFERENCE TO BUDGET			£49,247.40	

2. The total amount recommended for award by the cross-party panel is £84,488.00. If this is approved by Cabinet the fund will have £49,247.40 remaining in it.

Innovation Fund Phase 3

3. Applications for the third phase of the Innovation Fund will open on December 1st, 2018 and close on January 18th, 2019 at 12 noon.

4. Key dates are as follows:

January 25 th , 2019	Cross Party evaluation panel
February 13 th , 2019	CLT
February 26 th , 2019	Informal Cabinet
March 19 th , 2019	Cabinet
W/c March 25 th , 2019	Communication to applicants on outcome
Spring 2019	Allocation of funding awards

CABINET – 20 NOVEMBER 2018

STAFFING REPORT – Quarter 2 2018/19

Report by Director of Human Resources

Introduction

1. This report provides an update on staffing numbers and related activity for the period 1st July – 30th September 2018. Progress will be tracked throughout the year on the movement of staffing numbers from those reported at 31 March 2018 as we continue to deliver our required budget savings. We also continue to track staffing levels since 1 April 2010 to reflect the impact on staffing numbers via delivery of our Business Strategy and Transformation programme.

Current numbers

2. The staffing number as at 30 September 2018 was 3647.2 FTE employed in post. These figures exclude the school bloc. We continue to monitor the balance between full time and part time workers to ensure that the best interests of the Council and the taxpayer are served. The numbers as at 30 September 2018 were as follows - Full time 2609 and Part time 1905. This equates to a total of 4514 employees; 3647.2 FTE employed in post. The changes to staffing this quarter have seen an increase in the number of part time staff which has marginally increased the overall fte.
3. The changes in staffing numbers since 31 March 2018 are shown in the table below. A breakdown of movements by directorates is provided at Appendix 1.
4. We will continue to track progress on staff number movements during the year ahead. Since 31 March 2010 the Council has seen a reduction of 1636.8 fte, an overall reduction of 30.98%%.

Quarter	FTE Employed	Quarterly Change (FTE)
Q4 (31 March 2018)	3625.20	+185.6
Q1 (30 June 2018)	3644.20	+18
Q2 (30 Sept 2018)	3647.20	+3
Q3 (31 Dec 2018)		
Q4 (31 March 2019)		

Quarter 2 Update

5. We remain committed to redeploying displaced staff wherever possible. There were two redeployments in this quarter.

Agency Workers and Consultants

6. We recognise that operational services are critical and cannot be left without any cover. Prudent use of agency staff is therefore deployed to ensure continuity of service. In common with all employers, the council deploys agency staff as cover for instances of maternity leave, peaks in workload, illness and short-term gaps in recruitment where a permanent replacement is not due to arrive until sometime after an employee has left. Agency staff are also used to cover permanent vacancies where there are skills shortages in the labour market, such as Children's Social Workers.
7. The total cost of agency and consultancy staff this quarter is reported as £3,340,613, an increase which is largely within the Communities Directorate, and primarily as a result of the Growth Deal and difficulties in recruiting highly skilled personnel in areas with very low unemployment rates.
8. The council's arrangements with Comensura for the supply of agency workers and interims provides a more accurate and detailed picture of agency use and expenditure. This improved visibility allows leadership teams to monitor their use of agency workers more effectively and help us identify where other resourcing solutions may be more cost effective or where we have hard to fill vacancies. A number of ongoing interim arrangements outside of the Comensura contract continued during Q2 within Communities.
9. A breakdown of agency spend is included in Appendix 1 and shows total spend by each Directorate. Appendix 2 shows the trend analysis of agency spend per quarter since 2016.
10. The top 5 reasons for agency staff equate to 87% of all agency requests:

Reason	Q1	Q2	Q3	Q4
Covering a vacancy	52.3%	47.8%		
Interim Cover pending recruitment	15.5%	15.72%		
Unplanned demand	8%	7.55%		
Project work	5.75%	9.43%		
Long-term sickness	5.17%	6.29%		

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11. The top 5 job categories for agency staff this quarter equate to 84.26 % of all requests and are as follows:

Job Category	Q1	Q2	Q3	Q4
Admin and clerical	22.99%	37.03%		
Social Care qualified	21.84%	29.63%		
Engineering and surveying	7.47%	7.41%		
Catering and hospitality	23.56%	5.55%		
Procurement & Logistical	-	4.63%		
Manual labour	9.77%	-		

12. Hiring agency workers through these new arrangements enables us through economies of scale to ensure that the fees we negotiate are consistent and competitive in the market.

Accountability

13. Staffing numbers continue to be monitored rigorously, whilst enabling Service Managers to manage their staffing budget in a way that best meets the needs of their service area.

Recommendation

14. The Cabinet is **RECOMMENDED** to note the report.

STEVE MUNN
Director of Human Resources

6 November 2018

Contact Officer: Sarah Currell, HR Manager (Business Systems),
Tel: 07867 467793.

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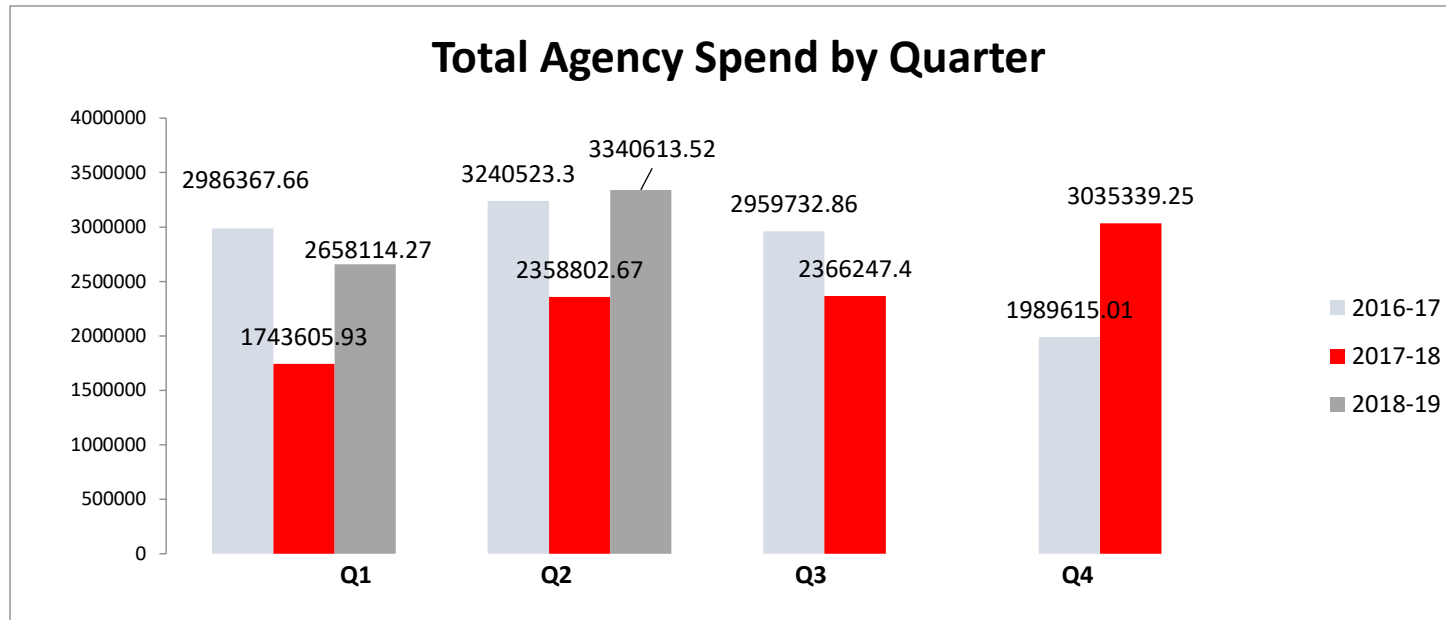
STAFFING REPORT 30 SEPTEMBER 2018 - DIRECTORATE TOTALS

DIRECTORATE	FTE Employed at 30 September 2018	FTE Employed at 31 March 2018	Changes in FTE Employed since 1 April 2018	Cost of Agency Staff £ Q2
PEOPLE	1921.9	1863.3	58.60	1,600,240
Childrens	1175.1	1156.6	18.50	
Adults	724.2	683.6	40.60	
Public health	22.54	23.08	-0.54	
COMMUNITIES*	982.0	986.2	-4.20	1,366,913
Communities exc FRS	645.3	657.8	-12.50	
FRS and Community Safety	336.7	328.4	8.30	
RESOURCES*	743.3	775.7	-32.40	373,461
TOTAL	3647.2	3625.2	22.00	3,340,614

Please note: Where employees are absent eg on maternity leave or long term sick and have been temporarily replaced, both the absent employee and the temporary employee will have been counted.

* A restructure of Business Support Services and Project Management Office saw a transfer of a number of posts across Resources and Communities Directorates in Q1

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Division(s): N/A

CABINET – 20 NOVEMBER 2018

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
Cabinet, 18 December 2018	
<ul style="list-style-type: none"> ▪ Section 75 - Partnership Agreement for Mental Health Services To seek approval for the revised Section 75 Agreement. 	Cabinet, Adult Social Care & Public Health 2018/128
<ul style="list-style-type: none"> ▪ Daytime Support Sustainability Grant Awards To award daytime support sustainability grant funding, following cross-party, officers and service users panel recommendations. 	Cabinet, Adult Social Care & Public Health 2018/155
<ul style="list-style-type: none"> ▪ Procurement of a Crisis Provision for Children To seek approval of the release of funding to a maximum of £900,000 to purchase a house on the open market suitable for use as crisis provision. 	Cabinet, Children & Family Services 2018/174
<ul style="list-style-type: none"> ▪ SEND Sufficiency Strategy and Northfield School To agree the principles of the Strategy and consider recommendations as part of this for the future of Northfield School. 	Cabinet, Education & Cultural Services 2018/151
<ul style="list-style-type: none"> ▪ Compulsory Purchase Powers for Acquisition of Land Required for Delivery of Schemes To seek approval of the delegation of the exercising of Compulsory Purchase Powers to the Director of Capital Investment & Delivery in consultation with the Executive Cabinet Member for the purpose of land required for the delivery of schemes. 	Cabinet, Environment 2018/177
<ul style="list-style-type: none"> ▪ Oxford Transport Demand Management To seek approval for the allocation of funding required to further demand management develop options and for associated stakeholder engagement and wider public consultation linked to the development of an Outline Business Case. 	Cabinet, Environment 2018/150
<ul style="list-style-type: none"> ▪ Capital Programme Monitoring Report - October 2018 Financial report on capital spending against budget allocations, including any necessary capital programme approvals. 	Cabinet, Finance 2018/117

- **Service & Resource Planning Report - 2019/20 - December 2018** Cabinet, Finance 2018/115

To provide background and context to the service and resource planning process for 2019/20.

- **Financial Monitoring and Medium Term Financial Plan Delivery Report - October 2018** Cabinet, Finance 2018/116

Financial report on revenue spending against budget allocations, including virements between budget heads.

- **The Mill Arts Centre, Banbury** Cabinet, Transformation 2018/175
To declare the property surplus to Council requirements and transfer to Cherwell District Council as a named purchased. Delegate authority to Directors to agree appropriate terms.

Cabinet Member for Education & Cultural Services, 19 December 2018

- **Oxfordshire County Council's Recommended Sponsor for the New Primary School Located in NE Wantage (Kingsgrove)** Cabinet Member for Education & Cultural Services, 2018/137

To seek approval as to whether to formally support OCC's choice of recommended sponsor to run the new primary school located in the Kingsgrove development (formally Crab Hill) in NE Wantage.

- **Expansion of Benson CofE Primary School** Cabinet Member for Education & Cultural Services, 2018/154
To seek approval for the expansion of Benson CofE Primary School from 1 form entry to 1.5 form entry.

Cabinet Member for Environment, 20 December 2018

- **Oxfordshire Minerals & Waste Annual Monitoring Report 2018** Cabinet Member for Environment, 2018/099

To seek agreement to the Minerals & Waste Annual Monitoring report for 2018, setting out progress on preparation of the Minerals & Waste Local Plan and the results of monitoring of minerals & waste planning policies.

- **Application of Highway Policy Review - Phase 1** Cabinet Member for Environment, 2018/036
To seek approval of the proposed changes to procedures.

- | | |
|---|--|
| <ul style="list-style-type: none"> ▪ East Hanney: Steventon Road - Proposed Extension of 30mph Speed Limit
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/147 |
| <ul style="list-style-type: none"> ▪ Oxford: Hawksmoor Road - Proposed Electric Vehicle Charging Bay
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/084 |
| <ul style="list-style-type: none"> ▪ Ambrosden - Proposed Speed Limit Change
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/111 |
| <ul style="list-style-type: none"> ▪ Wardington: A361 - Proposed Extension of 30mph Speed Limit and Signalled Crossing
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/157 |
| <ul style="list-style-type: none"> ▪ Deddington: A4260 Banbury Road - Proposed Extension of 30mph Speed Limit
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/156 |
| <ul style="list-style-type: none"> ▪ Oxford: Wood Farm Area - Proposed CPZ
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/087 |
| <ul style="list-style-type: none"> ▪ Chipping Norton: Town Centre - Proposed 20mph Speed Limit
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/065 |
| <ul style="list-style-type: none"> ▪ Checkendon: Village and Exlade Street - Proposed 20mph and 30mph Speed Limits
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/162 |
| <ul style="list-style-type: none"> ▪ Didcot: Southmead Industrial Estate - Proposed Waiting Restrictions
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/163 |
| <ul style="list-style-type: none"> ▪ Aston Tirrold and Upthorpe: Proposed 20mph Speed Limit
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/165 |
| <ul style="list-style-type: none"> ▪ Oxford: Marsh Lane and Newman Road - Proposed Cycle Provision
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/166 |
| <ul style="list-style-type: none"> ▪ East Challow, Wantage: A417 - Proposed 30mph Speed Limit
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/167 |

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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