OXFORDSHIRE
COUNTY COUNCIL

Cabinet
Tuesday, 19 December 2023

ADDENDA

7.   Reports from Scrutiny Committees (Pages 1 - 38)

Cabinet will receive the following Scrutiny reports:-

Oxfordshire Joint Health Overview and Scrutiny Committee on Emotional Wellbeing and Mental Health of Children

People Overview & Scrutiny Committee report on the Oxfordshire Education Commission report

Place Overview & Scrutiny Committee report on the Infrastructure Funding Statement 2022/23

Performance and Corporate Services Overview and Scrutiny Committee on Budget Proposals 2024/25 to 2026/27 – **report deferred**

Place Overview & Scrutiny Committee report on Oxfordshire HGV Strategy - **report deferred**

11.   Capital Programme Update and Monitoring Report (Pages 39 - 42)

Annexes 1 and 2 attached

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Divisions Affected – All

CABINET
19 December 2023

Emotional Wellbeing and Mental Health of Children
Report of the Oxfordshire Joint Health Overview and Scrutiny Committee

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to —

    a) Agree to respond to the recommendations contained within this report within 28 days.

    b) Agree that relevant officers will provide an additional progress update on these recommendations to HOSC in 6 months time.

REQUIREMENT TO RESPOND

2. The Health and Social Care Act 2012 and the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 provide that the committee may require a response from the responsible person to whom it has made the report or recommendation and that person must **respond in writing within 28 days of the request.**

INTRODUCTION AND OVERVIEW

3. The Joint Health and Overview Scrutiny Committee considered a report by the Director of Public Health and the Interim Director of Children's Services on the Children's Emotional Wellbeing and Mental Health Strategy during its meeting on 23 November 2023.

4. The Committee would like to thank the Cabinet Member for Children's Services (Cllr John Howson); the Executive Director- People (Stephen Chandler); the Director of Public Health (Ansaf Azhar); the Interim Director for Children's Services (Anne Coyle); the Lead Commissioner- Start Well (Caroline Kelly); the Head of Public Health Programmes- Start Well (Donna Husband); the Health Commissioning Manager – Start Well (Doreen Redwood); the Head of Service Oxfordshire CAMHS & Eating Disorders, Oxford Health Foundation Trust (Vicky Norman); and the Service Director- Oxfordshire, BaNES, Swindon & Wiltshire Mental Health Directorate OHFT

(Katrina Anderson); for attending and answering questions in relation to the report.

5.   The Committee would like to express that it recognises the work being invested into promoting children's emotional wellbeing and mental health; particularly in the context of the development and delivery of the Children's Emotional Wellbeing and Mental Health Strategy.

6.   This report was scrutinised by HOSC given that it has a constitutional remit over all aspects of health as a whole; and this includes initiatives by the Council and its Partners (including the NHS) to promote the emotional and mental wellbeing of children. When commissioning this report on the emotional wellbeing of children, some of the insights that the Committee sought to receive were as follows:

➢ The level of engagement that has continued with children and young people as well as their parents/carers.

➢ The degree to which there has been further/continued collaborative work between Children's Services and Public Health to improve children's emotional wellbeing and mental health.

➢ Whether there is ease of access to the range of services related to children's emotional wellbeing and mental health.

➢ Details of any extended elements of basic Mental Health First Aid training that could be part of the core curriculum for all school staff, as well as other relevant support services which work within schools or with children.

➢ Details of any digital platforms that may have been developed for children and young people.

➢ The process and effectiveness of transitions.

➢ Details on whether it is felt that there is sufficient funding and resource allocated towards children's emotional wellbeing and mental health.

SUMMARY

7.   During this item held on the 23 November 2023, it was highlighted that this item was previously held in 2022, where the Committee recommended an urgent prioritisation of funding to support the Children's Emotional Wellbeing and Mental Health Strategy. Hence, this item constituted an update on the effectiveness of the Strategy as well as its deliverability in the context of Children's emotional wellbeing and mental health services overall.

8.   The Committee were informed that this was a system-wide strategy that was launched over 12 months ago, with a view to improving the emotional wellbeing and mental health of Oxfordshire's young people. It was highlighted

that the strategy partly aimed to improve the mental wellbeing of children in ways that could preclude young residents from having to be on CAMHS waiting lists to begin with. Public Health had conducted a needs assessment in conjunction with the Children's directorate to examine the underlying need within the County with respect to children's emotional wellbeing and mental health. It was explained to the Committee that it was in this context that the strategy was formulated. The Committee were also informed that the strategy contained four key principles which are:

1. Providing early help and creating supportive environments.
2. Developing a confident workforce.
3. Ensuring positive transitions.
4. Improving access.

9.   There was also a discussion around the digital offer, with the Lead Commissioner for Start Well explaining to the Committee that there was a digital offer that was currently being tendered, with bids having been received for the new service which was due to initiate in April 2024. An analysis of the parent course offer was also conducted, alongside the use of support groups, to understand what was already available, what was working well, and to receive feedback from parents and carers to understand what else could be undertaken in the digital space.

10.   The Committee were also informed that there was work with schools to understand how they operate to support children and young people with their wellbeing and resilience; with various frameworks including the I-THRIVE model and Oxfordshire's Family Links being looked at. The system's dashboard had also been developed to understand the initiatives that were being worked on and the degree to which these were making a difference to children, young people, and their families.

11.   The imperative for wider collaborative work within the system for improving the mental wellbeing of children, young people, and their families was also emphasised during the discussion. The Committee agreed that intervention needed to occur at an early stage for services to be effective. Some of the progress in this area included the following:

➢   Delivering a joint initiative between Early Years and Public Health to target speech and language communication to children before they go to school.

➢   The Oxfordshire Inclusive Economy Partnership had developed a Charter for employers to demonstrate support for and commitment to making Oxfordshire a fairer and more inclusive place to live and work.

➢   There were also broader initiatives that occurred in the grassroots of local communities which would inevitably impact on the betterment of the wellbeing of families.

12.　Furthermore, opportunities and constraints were discussed. Some of these constraints included; an increased need and access for mental health support and services; recruitment challenges for the local community CAMHS service; and significant financial challenges across the integrated care system.

13.　Moreover, funding avenues for the strategy were also discussed. The Committee urged that adequate levels of funding be secured, as well as for considerations to be given to securing sustainable sources of funding to ensure the strategy's deliverability in the long-run.

KEY POINTS OF OBSERVATION AND RECOMMENDATIONS:

14.　Below are some key points of observation that the Committee has in relation to Children's Emotional Wellbeing and Mental Health in Oxfordshire. These key points of observation relate to some of the themes of discussion during the meeting on 23 November, and have also been used to shape the recommendations made by the Committee. Beneath each observation point is a specific recommendation being made by the Committee.

> ***Navigation Tools and patient access to services:*** The Committee believes that it is vital that patients are aware of, as well as able to access the emotional wellbeing and mental health services that may be available to them. There are a plethora of services on offer for children and young people in Oxfordshire, although children and their families may not be aware of what is specifically available, as well as how access or be referred to services which would be of great benefit to them. It is for this reason that the Committee is recommending that explicit and comprehensive navigation tools are developed for the purposes of assisting residents and guiding them towards the relevant services they may be eligible for. Communication is a key aspect of ensuring good awareness of services. Additionally, the Committee also understands that residents may have slightly more familiarity with physical health services that may be available, but that they may not be entirely aware of mental health or emotional wellbeing services, including the extent to which such services have grown in their breadth and depth.
>
> That residents should be aware of, and if necessary be guided toward, the services available to them and that they may be eligible for is also crucial given that some families from ethnic minority backgrounds may experience language barriers, or could potentially lack a solid understanding of how services or the health system operate. Therefore, it is vital that infrastructures and processes are in place to enable residents to have ease of access to services, as well as to benefit from swift and smooth referrals.
>
> The Committee strongly feels that such navigation initiatives should operate at the community level and within neighbourhoods. This will also be of significant benefit to neighbourhoods or communities in more rural areas of the County, where it can often prove complex to navigate and

understand the services available for residents in such rural localities. It would be an opportunity to explore the usefulness of navigation tools in relation to helping groups of children who are known in local schools and services to experience mental health inequalities. It would also be ideal to have richer insights into how early intervention can meet the needs of higher risk and frequently socially excluded groups. These could include children with SEND, children subject to the pupil premium or otherwise deprived, young carers, looked after and formerly looked after children, children in contact with the justice system, children with physical health inequalities, and children and families who experience multiple causes of disadvantage. There is also a point relating to transparency. Good transparency across both the public and voluntary sector within neighbourhoods could help with improvements in access to services, in collaborative work, as well as improvements in avoiding unnecessary duplication and inefficiencies wherever these may exist in services.

Indeed, the Committee understands and appreciates the complexities behind creating such comprehensive navigation tools in every locality within the County, and therefore urges that considerations are given to piloting navigation tools within specific communities, as this may constitute a positive step toward the following:

> 1. Testing the use of navigation tools at the local level.
>
> 2. Understanding the extent to which residents actually benefit from such tools.

Recommendation 1: *To work on developing explicit and comprehensive navigation tools for improving communication and referral for services at the neighbourhood level and within communities. It is recommended that piloting such navigation tools in specific communities may be a point of consideration.*

> ***Co-production with Children and Families:*** The Committee understands and appreciates that the report describes that there have been engagements with children and young people and their families. The Committee feels that the continuation and enhancement of such engagements is crucial so as to ensure that children and their families remain at the heart of shaping not merely the strategy itself, but the very nature of the services that are being delivered. Emotional wellbeing and mental health are sensitive areas which require careful consideration of how children and their families feel. In order for residents to have confidence and trust in the services available for their mental health, it is pivotal that they feel that they can have a say in determining the nature of the services that will be made available to them.
>
> The Committee feels that co-production should even exist at the heart of commissioning services as part of this strategy. Indeed, co-production will not only be of benefit to those on the receiving end of emotional wellbeing and mental health services, but also for elected officials, commissioners and senior officers involved in the designing of services. Through co-

production, elected officials, officers and commissioners can be increasingly informed as to how to better design and commission services.

Furthermore, the Committee is pleased to see a digital offer that will be made as part of the strategy. Digitisation of emotional wellbeing and mental health services can be useful in that some children, as well as their families for that matter, may not only enjoy the convenience of digital offers but may in some cases also prefer this form of service. However, whilst the Committee is broadly supportive of the digital offer, it does urge that subsequent to the launch, this offer is subjected to an early review and that this is undertaken with a range of children identified in the June 2022 HOSC report to include a group of neurodivergent children and other population cohorts known to be at higher risk. This is to ensure that the service is working effectively as well as to ascertain the extent to which relevant children and their families who utilise such services are satisfied with such digital avenues of support. In essence, whilst there are multiple advantages to digital offers of this nature, it is crucial that the following two points are ascertained:

1. For those children and their families that are happy to use the digital offer, to what extent has the offer proven effective in helping to improve the emotional wellbeing of the child in question.

2. There may be children or families who would prefer not to use such digital services, or other children for whom the specific digital offer is not meeting their needs who may, for a plethora of reasons, prefer face-to-face support or other alternative provision. For this category, it will be ideal to determine the degree to which their preferences are taken into account.

Recommendation 2: *To ensure adequate co-production with children and their families as part of continuing efforts to deliver the strategy, including considerations of how children and families can be placed at the heart of commissioning. It is also recommended for an early review with the users of the digital offer once this becomes available; to include testing with neurodivergent children and other children known to be at higher risk of mental ill health.*

Funding for the Strategy: The Committee had received a report and discussed this strategy as an item in a meeting in 2022. Upon initially discussing this item over 12 months ago, the Committee issued a recommendation calling for the securement of adequate levels of funding for delivering the strategy from all system partners and government. The Committee also urges for further funding to be secured and utilised for the purposes of working more closely with schools. The Committee recognises that significant efforts are being made to utilise existing sources of funding to design and deliver services to support the emotional wellbeing of children and their families. Nonetheless, it is vital that additional sources of funding are sought, particularly in light of the increased demand for emotional wellbeing and mental health services in recent years. It is equally vital that any sources of funding for this strategy are sustainable in nature. Given that this is a

strategy that is system-wide and that aims to generate long-term improvements in children and young people's emotional and mental wellbeing, it is imperative that the avenues of funding are able to support long-term commissioning or provision of services. In order to determine the degree to which any services are proving effective, such services need to have been implemented and delivered for a relatively sustainable period. This can indeed only be supported through funding that is also long-term and sustainable.

Recommendation 3: *To continue to explore and secure specific and sustainable sources of funding for the Strategy to be effectively delivered in the long-run.*

Needs-Based Approach: The Committee recognises that there is a commitment to developing services that are co-produced, and this is something that is welcomed. However, there is also a crucial point relating to the approach that is adopted not merely in the designing of services, but also in the manner in which services are delivered to children, young people and their families. Families need to feel a sense of reassurance, as well as a sense of being supported by the systems and processes in place. This sense of reassurance and support can be maximised and enhanced through adopting a "Needs-Based Approach". Adopting a Needs-Based Approach as opposed to a purely Diagnosis Based Approach can prove helpful for three reasons:

1. This enables a transition away from a strongly medical approach toward services provided to children and their families.

2. It involves a recognition that each child is different and that they should be treated as individuals with their own unique set of symptoms, feelings, and experiences. This can avoid the proclivity to use stark labels and categories predicated on specific diagnoses. Not every child that falls under the category of a diagnosis should be treated identically to other children that fall into this category. Each child may have a unique set of needs that should be adequately taken into account and addressed. That such a Needs-Based Approach should be adopted is even more significant in light of the fact that mental health and emotional wellbeing can prove far more complex than physical health.

3. By adopting a Needs-Based Approach, children that may be awaiting a diagnosis can actually receive support as early as possible in a manner that avoids the need to wait for a diagnosis to be determined. Early intervention is key so as to ensure that a child's emotional and mental wellbeing do not deteriorate further. Ultimately, this approach will also help instil further confidence in the system and its services by children and their families.

Recommendation 4: *To ensure that children and young people and their families continue to receive support that is specifically tailored toward their needs. It is recommended that a Needs-Based Approach is explicitly adopted, as opposed to a purely Diagnosis-Based Approach. This could allow for early intervention to be initiated as soon as possible.*

Evaluation Measures: As was highlighted during the meeting on 23 November, the services being commissioned or provided under the strategy should be evaluated at the earliest opportunity. This is crucial for two reasons. Firstly, the strategy would benefit from an early evaluation so as to determine the degree to which its rationale, as well as the services commissioned within it, are working effectively and providing genuine support and outcomes for children and their families that can be measured. Secondly, it is important for there to be explicit indicators that are adopted and utilised for the purposes of evaluating the effectiveness of the strategy's delivery in the long-run. The Committee urges for consideration to be given, if possible, to the use of an explicit and evidence-based evaluation measure that is standardised and useful as a base line measure (e.g. The Strengths and Difficulties Questionnaire [SDQ] even if some more complex measures are being used in specialist medical settings as well). It is equally important that such an evaluation measure is applicable to and suitable for all the relevant services that work on Children's emotional wellbeing within community settings also.

Recommendation 5: *That consideration is given to the use of a simple and evidence-based standardised evaluation measure, that is suitable across all services that are working on Children's mental health in community settings.*

15. As such, the Committee believes that there is a need for a clear understanding of the root causes of any decline in children's emotional wellbeing and mental health, and for closer coordination between system partners, including the County Council, and the NHS, for the purposes of further identifying trends in children's emotional and mental wellbeing; and in developing measures to support children and their families in this regard. There is also a point about working to support ethnic minorities or vulnerable groups, as well as thinking of how to address the degree to which residents, communities, and families may be receptive to messages around emotional wellbeing and mental health also.

LEGAL IMPLICATIONS

16. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.

17. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

18. The Health and Social Care Act 2012 and the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 provide that the committee may require a response from the responsible person to whom it has made the report or recommendation and that person must **respond in writing within 28 days of the request.**

Anita Bradley
Director of Law and Governance

Annex 1 – Scrutiny Response Pro Forma

Contact Officer: Dr Omid Nouri
                            Scrutiny Officer (Health)
                            omid.nouri@oxfordshire.gov.uk
                            Tel: 07729081160

December 2023

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Appendix 1: Health Overview & Scrutiny Recommendation Response Pro Forma

Where a joint health overview and scrutiny committee makes a report or recommendation to a responsible person (a relevant NHS body or a relevant health service provider[this can include the County Council]), the Health and Social Care Act 2012 and the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 provide that the committee may require a response from the responsible person to whom it has made the report or recommendation and that person must respond in writing within 28 days of the request.

This template provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.

Issue: Children's Emotional Wellbeing and Mental Health Strategy

Lead Cabinet Member(s) or Responsible Person:

- ➢ Cllr John Howson – Cabinet Member for Children's Services.
- ➢ Cllr Kate Gregory – Cabinet Member for SEND.
- ➢ Anne Coyle – Interim Corporate Director of Children's Services.
- ➢ Ansaf Azhar – Corporate Director for Public Health.

It is requested that a response is provided to each of the recommendations outlined below:

Deadline for response: Tuesday 16th January 2023

Response to report:
Enter text here.

Appendix 1: Health Overview & Scrutiny Recommendation Response Pro Forma

Response to recommendations:

Recommendation	Accepted, rejected or partially accepted	Proposed action (including if different to that recommended) and indicative timescale.
1. To work on developing explicit and comprehensive navigation tools for improving communication and referral for services at the neighbourhood level and within communities. It is recommended that piloting such navigation tools in specific communities may be a point of consideration.		
2. To ensure adequate co-production with children and their families as part of continuing efforts to deliver the strategy, including considerations of how children and families can be placed at the heart of commissioning. It is also recommended for an early review with the users of the digital offer once this becomes available; to include testing with neurodivergent children and other children known to be at higher risk of mental ill health.		
3. To continue to explore and secure specific and sustainable sources of funding for the Strategy to be effectively delivered in the long-run.		

Appendix 1: Health Overview & Scrutiny Recommendation Response Pro Forma

4. To ensure that children and young people and their families continue to receive support that is specifically tailored toward their needs. It is recommended that a Needs-Based Approach is explicitly adopted, as opposed to a purely Diagnosis-Based Approach. This could allow for early intervention to be initiated as soon as possible.		
5. That consideration is given to the use of a simple and evidence-based standardised evaluation measure, that is suitable across all services that are working on Children's mental health in community settings.		

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Divisions Affected – All

CABINET
19 December 2023

Oxfordshire Education Commission
Report of People Overview & Scrutiny Committee

RECOMMENDATION

1.   The Cabinet is **RECOMMENDED** to —

   a) Agree to respond to the recommendations contained in the body of this report, and

   b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendations, or until they are completed (if earlier).

REQUIREMENT TO RESPOND

2.   In accordance with section 9FE of the Local Government Act 2000, the Performance and Corporate Services Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and its recommendations.

INTRODUCTION AND OVERVIEW

3.   At its meeting on 02 October 2023, the People Overview & Scrutiny Committee ('the Committee') considered the report of the Oxfordshire Education Commission, *Time for Change: Improving Educational Opportunity for All Oxfordshire's Children and Young People*. This had been on the agenda at its meeting on 14 September 2023 but the Committee had resolved to defer it to a later meeting as members did not consider that they had had sufficient time to engage with it between publication and the meeting.

4.   The Committee was grateful to the independent Chair of the Commission ('the Chair of the Commission'), Gail Tolley, for attending to present the report. It would like to take this opportunity to reiterate its apologies for the inconvenience to her and her colleagues of deferring the item on 14 September.

5. Alongside the Chair of the Commission, the Committee was grateful, too, for all those who attended the Committee: three members of the Commission; the Leader of the Council, Cllr Liz Leffman ('the Leader'); the newly-appointed Cabinet Member for Children, Education, and Young People's Services, Cllr John Howson ('the Cabinet Member'); the Interim Executive Director: People, Transformation, and Performance, Stephen Chandler ('the Interim Executive Director'); the Interim Corporate Director: Children's Services, Anne Coyle ('the Interim Corporate Director').

SUMMARY

6. In the autumn of 2022, the Council established an independently-chaired Oxfordshire Education Commission to consider how the Council, collectively with all state-funded schools, other education settings, and partners including children and families, could plan to improve outcomes for all Oxfordshire children. The Commission met several times during 2023 and finalised its report in August, submitting it to Cabinet in September 2023.

7. The Chair of the Commission introduced the Commission's report which explored data for the 2021/22 school year as well as the experiences of stakeholders. The report made 17 recommendations to the Council and its partners. These were primarily intended to deliver on the recommendations from the voices of children and young people which the Commission had summarised as:

   • Help children who find things difficult; not everyone learns in the same way;
   • Let children be good at something in their own way;
   • Be ambitious for every child; do not put children in boxes;
   • Foster a sense of belonging for every child.

8. The Chair of the Commission drew the Committee's attention to the fact that Oxfordshire's performance data, on first appearances, looked positive when considered nationally. However, it compared unfavourably with its statistical neighbours. Those who find it harder to succeed faced particular challenges and did not achieve the outcomes the Council would desire for them. It was highlighted that there are elements of intersectionality with black-heritage pupils on free school meals with Special Educational Needs and Disabilities (SEND) facing particular challenges to success.

9. There had been a breadth of responses but the Commission had identified a need for clear and collaborative leadership with a shared, clear vision for education and called for partners to play 'the same game not the blame game' (4.6.1). 4.6.3 set out that there were agreed strategies for Early Help and SEND as well as the Practice Framework but there was a need for stakeholders to identify synergies between the implementation plan of the SEND strategy and the action plan based on the Commission's recommendations. The report had been written before the Local Area SEND Inspection but the action plan would, of course, need to connect with that too.

10.   The Chair of the Commission emphasised that the intention had very much not been for a report to be written to be placed on a shelf but that it ended with a call to action. There were 17 proposals with suggested accountabilities which were in response to the ambition and collective commitments of stakeholders for a reset and a genuine collaboration.

11.   The Committee commended the work of the Commission and recognised the value of its recommendations. The Committee was advised that an action plan would be drawn up to embed the recommendations of the Commission in the workings of the Council and that it would be a joint action plan aligning with the work necessary as a result of the Local Area SEND Inspection.

12.   The Committee was of the view that the Commission's report was clear, well-written, and comprehensive and it brought together strands of work which had been undertaken over a number of years. The Committee agreed that there was a need for collaborative work across the Council and across the education sector to put things right.

13.   In commending the Commission's proposals, the Committee made seven recommendations of its own. The sixth of these is addressed to the Leader in particular on behalf of the Council and the other six are addressed to the Council more widely. These are mainly focused on ensuring the apparatus is in place so that the improvements all agree are necessary can be implemented. These will aid communication, monitoring, and engagement.

OBSERVATION

14.   The Committee was united in regretting that there had been less opportunity for scrutiny of distinctly educational matters since the abolition of the Education Scrutiny Committee. The Committee considered that the remit of the People Overview and Scrutiny Committee was overly large.

15.   The Committee was of the view that, had an Education Scrutiny Committee been in place, its scrutiny would have provided a safeguard which could have prevented the patterns identified by the former Education Scrutiny Committee continuing. The Committee noted that the report was robust and well-written but that it did not present anything new.

16.   The Committee noted that Council had, on 13 December 2022, passed a motion to examine, as part of the governance review, whether there should be a separate Education Scrutiny Committee. The Audit & Governance Committee agreed to consider that on 18 January 2023. Recommendations were made to the Audit & Governance Committee in November 2023. These recommendations have subsequently been presented to Council which voted to establish an Education and Young People's Overview & Scrutiny Committee on 12 December 2023.

17.   The Committee had moved a recommendation that the establishment of an Education Scrutiny Committee be expedited, recognising that this would have a significant impact on the workload of officers within the Scrutiny function and more widely. This has been superseded by events and members of the Committee rejoice at Council's decision on 12 December to establish an Education and Young People Overview and Scrutiny Committee.

RECOMMENDATIONS

18.   It will be for the Education and Young People Scrutiny Committee to produce its own work programme but the Committee would strongly encourage it to explore in detail early years provision in the county. As the Leader noted in her remarks to the Committee the importance of early years to education more widely is key and she also emphasised how important it was for any SEND needs to be recognised as early as possible. The Committee agrees.

19.   In order for the area to be scrutinised appropriately, the Committee believes that, in accordance with the protocol on member/officer relations in the Constitution, it would be appropriate for the Council to ensure appropriate resource and officer time and expertise is made available to the Overview & Scrutiny function and to members of the Committee of any working group it may seek to establish. This will ensure that a thorough assessment of available provision can be undertaken and will enable members to make appropriate recommendations to Cabinet and to educational partners.

Recommendation 1: That the Council should prepare itself to provide officer resource and expertise in the expectation of a deep dive into early years provision.

20.   The Committee was encouraged by the Chair of the Commission to carefully monitor "educational outcomes for all children and young people, especially the most disadvantaged and vulnerable." The Committee does not demur from this task and has sought to do so and will continue to do so. Carefully monitoring in the abstract is one thing but having the tools to monitor carefully is another. The Committee recognises the difference between strategic and operational oversight and would not seek to inveigle itself into the latter. However, one simple but effective method to enable its careful monitoring will be if it is to receive regular updates of data. These data updates should include, but not be limited to:

(a)   Attainment outcomes;
(b)   Gaps in Education Provision;
(c)   Absenteeism;
(d)   Intersectionality of Needs Gaps;
(e)   SEND;
(f)   Education Other Than At School (EOTAS);
(g)   Tribunals

21. However, whilst the Committee has a duty to scrutinise and to make recommendations, such updates should also be provided to Cabinet. This will further enable collective responsibility and transparency.

Recommendation 2: That the Council should ensure regular updates are issued to each meeting of Cabinet on educational outcomes and that these are provided to the Committee for noting.

22. One of the threads that the Commission's report drew out was the need for better communication between and with key stakeholders. The report recognises the importance of "playing the same game" and highlights that children and young people and their parents and carers are "key players". The Committee very much agrees and supports the call for "genuine co-production, and a listening culture, involving all partners including parents/carers and children and young people."

23. The Committee has repeatedly heard that co-production and cooperation are at the heart of the journey the Council is intent on. The Committee is entirely in agreement and recommends that the Council engages widely on both an informal and formal basis. In order to facilitate such engagement, the Committee recommends that the Council considers whether panels would be a useful way of hearing from particular groups and engaging with them. Inclusion in the action plan arising from the Commission's report and from the Local Area SEND Inspection would be a useful way of demonstrating such a commitment.

Recommendation 3: That the Council should explore how to establish and manage panels, such as a children's panel, a parents/carers' panel, and an educational providers' panel, to ensure the insights of key stakeholders are heard to build collaborative and clear partnership working.

24. The Committee explored whether it would be appropriate to convene a board for educational improvements. This would not be member-led but, rather, chaired by a professional and provide oversight and continuity. The Committee recognises that the SEND Improvement Board has been established which focuses on a particular aspect of education but wonders if a more wide-ranging board would be of use.

Recommendation 4: That the Council considers whether a professional-led board for educational improvement should be established.

25. One topic of discussion was the desirability for a long-term plan for educational improvement in the county under the heading 'Oxfordshire Charter for Future Generations.' The Committee is intentionally non-partisan and seeks to work in a unified way across membership of all political parties represented on the Council and none. Members of all political groups and none are committed to sustained improvement.

26. The Committee recognises that the democratic nature of the Council means that long-term proposals by members are problematic. However, the Committee considers that appropriate thought should be given to how the Council as a whole could unite behind an overarching and united commitment to educational improvement. The action plan drawn up by the Council arising from the Commission's report and from the Local Area SEND Inspection will go some way towards that but it is most likely to be addressing items in the short- and medium-term. The Committee considers that embedded change will take time to develop and that it should be able to thrive, flourish, and develop free from concern that the approach underpinning it will be swept aside.

Recommendation 5: That the Council should consider the adoption of a long-term plan for educational improvement in the county under an heading such as *Oxfordshire Charter for Future Generations*

27. The Committee recognises the complexity of the interrelationships across the education sector but, as it was reminded, the Council, as an upper-tier authority, is a lead partner and its commitment to collaboration is fundamental. Whilst the Council does not maintain all schools in the county, given that all but one secondary school and around half of all primary schools are academies, it is important for the Council to use its influence for good.

28. In the Commission's call to action, the fifth proposal calls for "The Council with its strategic partners should establish a Pan-Oxfordshire initiative to make Oxfordshire an attractive and supportive place to work in order to recruit and retain teachers and other hard to recruit and retain professionals, e.g., educational psychologists, social workers." The Committee recognises the challenges of succeeding in this task, not least because of the high cost of housing in the county. The Committee made its most recent recommendation regarding partnership working around key worker housing in April 2023. It recognises the inherent difficulties but continues to recommend that the Council prioritises this.

29. In discussion, the Committee suggested that it would be more fruitful for the action plan arising from the Commission's proposals to state that the leaders of the councils should be engaged in this process. Having individuals rather than organisations listed would make it more likely that engagement will be achieved.

Recommendation 6: That the Leader should continue to work with the leaders of other councils to address the problems associated with key worker recruitment and retention.

30. The Committee is aware that the Performance and Corporate Services Overview & Scrutiny Committee has been scrutinising the budget for the next financial year and that conversations are ongoing. In endorsing the report's recommendations and in hoping that the action plan ensures that the Commission's recommendations are implemented, the Committee strongly

recommends that the Council should ensure that there is sufficient funding to do this. There are many and varied budgetary priorities but the future of education in this county is entirely fundamental and the Council must make it a significant priority.

Recommendation 7: That the Council should ensure there is sufficient budgetary capacity for the Commission's report's proposals to be implemented.

FURTHER CONSIDERATION

31.   Given the establishment of the Education and Young People Overview and Scrutiny Committee, the Committee does not expect to consider this specific item again.

LEGAL IMPLICATIONS

32.   Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.

33.   Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley
Director of Law and Governance

Annex: Pro-forma Response Template

Background papers: None

Other Documents: None

Contact Officer: Richard Doney
                                Scrutiny Officer
                                richard.doney@oxfordshire.gov.uk
                                07745 210056

December 2023

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Overview & Scrutiny Recommendation Response Pro forma

Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested[1] and, if the report or recommendations in questions were published, the response also must be so.

This template provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.

Issue: Oxfordshire Education Commission

Lead Cabinet Member(s): Cllr Liz Leffman, Leader of the Council; Cllr John Howson, Cabinet Member for Children, Education, and Young People's Services; Cllr Kate Gregory, Cabinet Member for SEND Improvement

Date response requested:[2] 19 December 2023

Response to report:
Enter text here.

Response to recommendations:

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
1. That the Council should prepare itself to provide officer resource and		

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[1] Date of the meeting at which report/recommendations were received
[2] Date of the meeting at which report/recommendations were received

expertise in the expectation of a deep dive into early years provision.		
2. That the Council should ensure regular updates are issued to each meeting of Cabinet on educational outcomes and that these are provided to the Committee for noting.		
3. That the Council should explore how to establish and manage panels, such as a children's panel, a parents/carers' panel, and an educational providers' panel, to ensure the insights of key stakeholders are heard to build collaborative and clear partnership working.		
4. That the Council should consider whether a professional-led board for educational improvement should be established.		
5. That the Council should consider the adoption of a long-term plan for educational improvement in the county under an heading such as *Oxfordshire Charter for Future Generations*		
6. That the Leader should continue to work with the leaders of other councils to address the problems associated with key worker recruitment and retention.		

7. That the Council should ensure there is sufficient budgetary capacity for the Commission's report's proposals to be implemented.		

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CABINET
19 December 2023

Infrastructure Funding Statement
Report of Place Overview & Scrutiny Committee

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to —

    a) Agree to respond to the recommendations contained in the body of this report, and

    b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendations, or until they are completed (if earlier).

REQUIREMENT TO RESPOND

2. In accordance with section 9FE of the Local Government Act 2000, the Performance and Corporate Services Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and its recommendations.

INTRODUCTION AND OVERVIEW

3. At its meeting on 06 December 2023 the Place Overview and Scrutiny Committee considered the Council's Infrastructure Funding Statement, detailing the developer contributions secured, spent or received during the previous financial year, 1 April 2022 – 31 March 2023.

4. The Committee would like to thank Cllr Judy Roberts, Cabinet portfolio holder for Infrastructure and Development Strategy, and Bill Cotton, Corporate Director for Environment and Place, Rachel Wileman, Director of Environment, Planning and Climate Change, and Nick Perrins, Head of Strategic Planning, for attending the meeting, preparing and presenting the report and responding to questions.

SUMMARY

5. Cllr Roberts introduced the report by outlining the purpose of the Infrastructure Funding Statement, which was to satisfy a central government requirement that the Council report on its activities around Community Infrastructure Levy (CIL) and s.106-derived infrastructure spending over the previous financial year.

6. Rachel Wileman provided further detail. In 2022/23 the Council had secured 68 new planning obligations for developer contributions worth £124m. Of that, £28.2m had been spent in-year, the overwhelming majority on education and transport. A total of £62.3m of contributions were received in 2022/23 but the Committee was concerned to note that only 45% of this amount, namely £28.2m, was spent. In total, including monies received in 2022/23, the Council was holding £276m for the purposes of future projects, and had secured (though not received) additional funding of £291m. Of the money held, £97.7m had been allocated to projects which were either in the capital programme or had a business case.

7. In-year education spending, £18.4m across 31 projects, was aimed at adding additional pupil places to support new development. Transport spending, £6.7m over 50 different projects had tended to relate to active travel, bus travel or junction improvements. Eight libraries had received upgrades or refurbishments at a cost of £351k.

8. Assessing future priorities for infrastructure funding made reference to a number of factors, including statutory requirements, Local Plans, County Council policies such as the Local Transport and Connectivity Plans and service plans, externally-held policies such as the Future Oxfordshire Partnership's Oxfordshire Infrastructure Strategy, and the feedback from Localities meetings. Key future priorities included i) future school expansions, ii) active and sustainable traffic projects to reduce traffic levels, iii) tackling congestion, improving air quality and making bus journeys quicker, iv) providing new household waste recycling facilities, v) specialist housing, such as for adult social care, vi) resourcing fire and rescue services, and vii) developing community hubs.

9. It was clear that the Council was effective at collecting developer contributions to pay for infrastructure crucial to the Council's functions. A significant sum was being held (£276m) of which 35% was earmarked for spending. A corporate project was underway to review how s.106 monies could be used to support the capital programme and ensure faster delivery of projects which would benefit local communities.

10. In response to the presentation the Committee discussed multiple issues. These included:

    -   The profile of capital expenditure necessary to achieve the Council's transport ambitions as set out in the Local Transport Connectivity Plan

- The flexibilities, barriers and constraints around expenditure of s. 106 monies
- The capacity, communication and integration of the Council's officers responsible for s. 106
- The impacts of recent developments such as the loss of support for the Oxfordshire 2050 Plan and the call-in of the Housing Infrastructure Fund decision by the Secretary of State on priorities and funding
- The Council's forward planning of projects
- Means of improving governance, communication and cross-working between different infrastructure-providing stakeholders, particularly the County and District/City Councils.

The Committee makes a total of ten recommendations, focusing on two broad areas: maximising the benefits of available infrastructure spending for residents, and supporting the realisation of the Council's strategic ambitions around transport.

RECOMMENDATIONS

Maximising the Benefits of Infrastructure Spending for Residents

11.   It is clear from officer responses to questions that the process for the delivery of infrastructure is awkward. Needs are identified often far in advance of when they are to be delivered, sometimes many years, and can involve multiple independent parties each delivering part of a whole. These needs and the relevant sums or infrastructure delivery are usually tightly defined by developers, providing little flexibility to adjust provision as needs alter over time. This level of complexity and uncertainty makes it challenging to understand where a project stands, and therefore whether it is on track. The more difficult projects are to be monitored, the more likely they are allowed to slip, which ultimately means residents miss out on the infrastructure they need. This is a concern for the Committee, and it is pleased therefore to be assured that the Council is reviewing its current contracts to identify where each project stands, and what degree of flexibility it holds. Furthermore, the Council is also examining how it might improve its whole s.106 process, from negotiation to delivery. This too is strongly welcomed. The Committee wishes to stress in this context the importance of ensuring that the maximum flexibility is built into future s. 106 agreements.

12.   One issue related to flexibility is that there is a difference between s. 106 funds, and CIL funds. Monies for s. 106 are far more specific; they are to pay for a particular roundabout, or a block of classrooms. CIL funding is not so targeted, and monies can be saved up into a more general pot, which can be spent in a more flexible way and allows the Council to adjust to changing needs and circumstances. Not every tier 2 council in the county, however, collects CIL. The City Council, and South and Vale Councils do whereas West Oxfordshire and Cherwell do not. As a consequence, this limits the resources the Council has available which are not tied to specific projects. Given the importance of flexibility to ultimate resident outcomes, the Committee encourages the Council

to hold discussions with non-CIL collecting councils in the county about the benefits of adopting this approach.

13.   A final comment to make on this issue relates to the Council's review of projects. In light of the fact that projects are subject to critical dependencies and trigger points, before which no work can be undertaken, any review which does not explain clearly those constraints is would be providing a very partial picture. A project subject to no such constrains which had gone undelivered for five years after receiving funding would be far more serious than one where funding was waiting to be received from another developer. As such, the Committee seeks that the review draws this out and makes it easy to understand for any single project what the barriers, constrains and trigger points around it are.

Recommendation 1: That the Council is mindful to build in as much flexibility as possible to its s.106 agreements at negotiation and agreement stages.

Recommendation 2: That the Council holds conversations with non-CIL collecting district councils in the county to emphasise the benefits of collecting CIL funding over s.106 contributions.

Recommendation 3: That the Council's progress review of s. 106 funded infrastructure projects provide, for each project, an easy to read summary of the barriers, constraints and trigger points it is subject to.

14.   The following recommendation refers back to the end to end review being undertaken to improve the infrastructure delivery process. It is a plea commonly made by Scrutiny, but especially relevant in this instance: involve local members more throughout the process. Not only do local members know the communities they represent well themselves, but they are also conduits for community feedback on what a local area needs or will need as it develops. Equally, when necessary infrastructure is overdue Councillors are often the first people residents complain to. Councillors can play a strong role of spokesperson for the Council within communities, but only if the (sometimes) complex background issues are sufficiently explained to them. The view of the Committee is that the Council's Localities function is ideally suited to be the starting point for this information exchange.

Recommendation 4: That the Council involves local members throughout the full process of infrastructure delivery in their areas via, in the first instance, its Locality meetings.

15.   The Committee's strongest area of recommendation is largely simply an endorsement and extension of work the Council is already doing. The fact that the Council is undertaking a review to improve its end to end processes around s.106 spending is indicative of this being an area which does not work as well as it could. This fact was confirmed by both officers and Cabinet member – that there exists a fragmentation between different parts of the process. The negotiation of s.106 agreements is handled discretely from those who will deliver the infrastructure, for instance. Equally, within a high inflation environment such as has been experienced recently, delays to projects have

significant financial implications. Greater communication is therefore required between delivery teams and the wider Council to navigate these greater impacts. Equally, it should be recognised that the Council is responsible strategic infrastructure, but it is not the only recipient of s.106 funding. Working alongside district/city councils to coordinate requirements will tend to yield better results. However, extra work takes extra resourcing. The Committee is pleased to see that the team has invested in its own infrastructure with improved software. On its own, however, this is not sufficient to drive the necessary improvements. Infrastructure spending involves particular pressures. Not only do residents suffer the inconvenience of any time lags between development and concomitant infrastructure, but developer contributions are subject to a 'use it or lose it' situation. With the sums involved in potential infrastructure spending running into the hundreds of millions of pounds, even a minor level of inefficiency threatens to leave significant money to benefit residents unspent. As such, the Committee is keen to ensure that this improvement project is undertaken, and that the Council focuses on improving communications between teams (and local authorities), and the steep opportunity cost of insufficiently resourcing this area of the Council's work.

Recommendation 5: That the Council improves the involvement and communication between all stakeholders in the infrastructure delivery process, particularly between the negotiation and delivery teams, and the delivery teams and the wider Council.

Recommendation 6: That the Council invests in its infrastructure delivery, including project management, to enable it to reach a high level of efficiency and effectiveness, reducing delays or the threat of handing back developer contributions for undelivered infrastructure.

Realising the Council's Strategic Transport Ambitions

16.   The Committee welcomes the fact that Local Plans, the LTCP and the OXIS are all referenced in decision-making around the necessary infrastructure to fund. However, the Committee's view is that there exists a danger that by being dispersed across multiple documents, the important work of ensuring that integration and developing holistic responses to infrastructural needs may be overlooked. As such, it would prefer to see the multiple documents funnel into a single overarching document. To the Committee's view this would be the OXIS. In order to achieve this, greater coordination must occur between the county council and the district/city councils and the Committee would like to see the county council providing the impetus for this to happen.

Recommendation 7: That the Council leads on improving strategic coordination between tier 1 and tier 2 authorities in the county via the Future Oxfordshire Partnership to embed necessary infrastructure requirements for the achievement of the LTCP targets in the next iteration of the OXIS.

17. Back-casting is a technique which can be used to check the adequacy of current plans in reaching a target in the future. As its first step it assumes that in the future date all relevant targets have been met. It is then necessary to fill in the steps which would need to have been undertaken in order to reach that point. This can then be looked at as a template for the work which is required to successfully achieve those targets. This template can be used as a benchmark against which to compare current plans and forecast whether they are sufficient to deliver their stated objectives. The Committee is particularly keen that the infrastructure requirements to achieve the LTCP are fully embedded within the next iteration of the OXIS, and suggests that a back-casting exercise is undertaken to identify the necessary infrastructure delivery to support the targets of the LTCP.

Recommendation 8: That a back-casting exercise from 2030 in reference to the OXIS refresh be undertaken and the required investment in infrastructure to achieve LTCP targets to be compared with current plans and the OXIS be updated as necessary.

18. As illustrated by some of its other recommendations, the Committee is aware of the constraints and inflexibilities to which s. 106-derived infrastructure spending is subject. Notwithstanding this, an important factor to remember is the rationale behind s. 106 contributions in the first place. They are paid to offset the increased demands on infrastructure by a new development. At present, approximately one third of the money being held is allocated for spending. That means two thirds are not. The longer the delay between a development and the infrastructure to support it, the more local residents are inconvenienced by insufficient infrastructure. The Committee recognises that developing business cases for infrastructure projects takes resources and that there is an inherent risk that situations will change if preparatory works are undertaken before they are actually required. However, it believes that this is offset by the potential for faster delivery (and potentially a lower risk of contributions being unspent). As such, it seeks that the Council increase the amount of preparatory work being undertaken now, so that when it can move, it does so as quickly as possible. Active Travel schemes, the Committee suggests, are particularly suited to this as they are more bite-size relative to, say, the building of a new school.

Recommendation 9: That the Council develops a pipeline of infrastructure projects, particularly around Active Travel.

19. Though the recommendation above is important, if such a pipeline of projects is to support the Council's LTCP ambitions it important to ensure that the projects contained also reflect the Council's priorities. The LTCP is endorses a hierarchy of road users, the top of which are pedestrians. The Committee's view is that it would be instructive for the Council to assure itself that its current spending commitments accord with its priorities, and to shift its allocations accordingly if found not to. For clarity, the Committee is not suggesting that spending on road infrastructure should be less than on pedestrian infrastructure – the two vary wildly in cost – but that outcomes of spending should reflect the primacy of walking over other forms of transport within the hierarchy of road users.

Recommendation 10: That the Council undertakes an audit of its spending on pavements, street-lighting and other walking infrastructure.

FURTHER CONSIDERATION

20.   The Committee does not expect to consider this specific item again during the current civic year. However, it does intend to look more closely at the coordination and processes relating to s.106 monies at a future meeting.

LEGAL IMPLICATIONS

21.   Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.

22.   Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley
Director of Law and Governance

Annex: Pro-forma Response Template

Background papers: None

Other Documents: None

Contact Officer: Richard Doney
                                Scrutiny Officer
                                richard.doney@oxfordshire.gov.uk
                                07745 210056

December 2023

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Overview & Scrutiny Recommendation Response Pro forma

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Issue: Infrastructure Funding Statement 2022/23

Lead Cabinet Member(s): Cllr Judy Roberts, Cabinet member for Infrastructure and Development Strategy

Date response requested:[2] 19 December 2023

Response to report:
Enter text here.

Response to recommendations:

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
1. That the Council is mindful to build in as much flexibility as possible to its s.106 agreements at negotiation and agreement stages.		

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[1] Date of the meeting at which report/recommendations were received
[2] Date of the meeting at which report/recommendations were received

Overview & Scrutiny Recommendation Response Pro forma

2. That the Council holds conversations with non-CIL collecting district councils in the county to emphasise the benefits of collecting CIL funding over s.106 contributions.		
3. That the Council's progress review of s. 106 funded infrastructure projects provide, for each project, an easy to read summary of the barriers, constraints and trigger points it is subject to.		
4. That the Council involves local members throughout the full process of infrastructure delivery in their areas via, in the first instance, its Locality meetings.		
5. That the Council improves the involvement and communication between all stakeholders in the infrastructure delivery process, particularly between the negotiation and delivery teams, and the delivery teams and the wider Council.		
6. That the Council invests in its infrastructure delivery, including project management, to enable it to reach a high level of efficiency and effectiveness, reducing delays or the		

threat of handing back developer contributions for undelivered infrastructure.		
7. That the Council leads on improving strategic coordination between tier 1 and tier 2 authorities in the county via the Future Oxfordshire Partnership to embed necessary infrastructure requirements for the achievement of the LTCP targets in the next iteration of the OXIS.		
8. That a back-casting exercise from 2030 in reference to the OXIS refresh be undertaken and the required investment in infrastructure to achieve LTCP targets to be compared with current plans and the OXIS be updated as necessary.		
9. That the Council develops a pipeline of infrastructure projects, particularly around Active Travel.		
10. That the Council undertakes an audit of its spending on pavements, street-lighting and other walking infrastructure.		

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Capital Programme Monitoring 2023/24

Strategy / Programme	Capital Programme (Cabinet Oct 2023)			Latest Forecast			Variation			Current Year Expenditure Monitoring				Performance Compared to Original Programme (Council February 2023)		
	Current Year	Future Years	Total	Current Year	Future Years	Total	Current Year	Future Years	Total	Actual expenditure to date	Commit-ments	Expenditure Realisation Rate	Actuals & Commitments	Current Year	Variation	Use of Resources Variation
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	%	%	£'000s	£'000s	%
Pupil Places Plan	45,978	181,753	227,731	45,778	181,969	227,747	-200	216	16	20,833	18,640	46%	86%	42,097	3,681	9%
Major Infrastructure	90,089	597,214	687,303	79,699	621,964	701,663	-10,390	24,750	14,360	33,977	15,478	43%	62%	114,437	-34,738	-30%
Highways Asset Management Plan	55,249	186,953	242,202	56,750	185,017	241,767	1,501	-1,936	-435	26,330	24,091	46%	89%	62,117	-5,367	-9%
Property Strategy	17,851	40,223	58,074	17,825	41,082	58,907	-26	859	833	5,528	2,739	31%	46%	13,403	4,422	33%
IT, Digital & Innovation Strategy	7,142	5,768	12,910	5,842	10,868	16,710	-1,300	5,100	3,800	1,982	1,275	34%	56%	5,632	210	4%
Passport Funding	8,389	6,054	14,443	8,389	6,054	14,443	0	0	0	6,640	95	79%	80%	8,408	-19	0%
Vehicles & Equipment	2,242	24,574	26,816	2,242	24,574	26,816	0	0	0	124	530	6%	29%	1,158	1,084	94%
Total Capital Programme Expenditure	226,940	1,042,539	1,269,479	216,525	1,071,528	1,288,053	-10,415	28,989	18,574	95,414	62,848	44%	73%	247,252	-30,727	-12%
Pipeline Schemes (Indicative funding subject to initial business case)	500	27,360	27,860	500	26,200	26,700	0	-1,160	-1,160					1,600	0	0%
Earmarked Reserves	0	59,974	59,974	0	58,322	58,322	0	-1,652	-1,652					0	0	0%
OVERALL TOTAL	227,440	1,129,873	1,357,313	217,025	1,156,050	1,373,075	-10,415	26,177	15,762	95,414	62,848	44%	73%	248,852	-30,727	-12%

Annex 2

Updated Capital Programme 2023/24 to 2032/33

| Strategy/Programme | Capital Investment Programme (latest forecast) | | | | | | CAPITAL INVESTMENT TOTAL |
| | Current Year | Firm Programme | Provisional Programme | | | | |
	2023 / 24 £'000s	2024 / 25 £'000s	2025 / 26 £'000s	2026 / 27 £'000s	2027 / 28 £'000s	up to 2032 / 33 £'000s	£'000s
Pupil Places Plan	45,778	33,277	43,968	13,750	10,650	80,324	227,747
Major Infrastructure	79,699	184,568	277,398	139,789	12,517	7,692	701,663
Highways Asset Management Plan	56,750	56,576	25,512	17,289	16,058	69,582	241,767
Property Strategy	17,825	25,067	11,049	2,171	500	2,295	58,907
IT, Digital & Innovation Strategy	5,842	7,300	1,644	850	847	227	16,710
Passport Funding	8,389	1,350	1,000	950	954	1,800	14,443
Vehicles & Equipment	2,242	2,500	6,824	5,950	5,300	4,000	26,816
TOTAL ESTIMATED CAPITAL PROGRAMME EXPENDITURE	216,525	310,638	367,395	180,749	46,826	165,920	1,288,053
Pipeline Schemes (Indicative funding subject to initial business case)	500	4,500	6,346	4,113	8,241	3,000	26,700
Earmarked Reserves	0	5,088	5,954	10,887	6,000	30,393	58,322
TOTAL ESTIMATED CAPITAL PROGRAMME	217,025	320,226	379,695	195,749	61,067	199,313	1,373,075
TOTAL ESTIMATED PROGRAMME IN-YEAR RESOURCES	211,146	268,605	299,644	173,469	47,882	182,021	1,182,767
In-Year Shortfall (-) /Surplus (+)	-5,879	-51,621	-80,051	-22,280	-13,185	-17,292	-190,308
Cumulative Shortfall (-) / Surplus (+) 190,308	184,429	132,808	52,757	30,477	17,292	0	0

SOURCES OF FUNDING	2023 / 24 £'000s	2024 / 25 £'000s	2025 / 26 £'000s	2026 / 27 £'000s	2027 / 28 £'000s	up to 2032 / 33 £'000s	CAPITAL RESOURCES TOTAL £'000s
SCE(C) Formulaic Capital Allocations - Un-ringfenced Grant	37,427	109,604	81,169	22,500	22,500	100,900	374,100
Devolved Formula Capital- Grant	1,100	1,000	650	600	654	0	4,004
Prudential Borrowing	72,364	75,311	43,393	40,842	16,308	625	248,843
Grants	49,747	96,781	155,162	92,063	0	913	394,666
Developer Contributions	42,787	29,958	69,944	13,220	700	42,175	198,784
Other External Funding Contributions	20	350	720	0	0	0	1,090
Revenue Contributions	13,552	7,222	3,355	2,324	800	4,000	31,253
Schools Contributions	28	0	0	0	0	0	28
Use of Capital Receipts	0	0	25,302	15,010	6,920	33,408	80,640
Use of Capital Reserves	0	0	0	9,190	13,185	17,292	39,667
TOTAL ESTIMATED PROGRAMME RESOURCES UTILISED	217,025	320,226	379,695	195,749	61,067	199,313	1,373,075
TOTAL ESTIMATED IN YEAR RESOURCES AVAILABLE	211,146	268,605	299,644	173,469	47,882	182,021	1,182,767
Capital Grants Reserve C/Fwd	115,169	110,210	56,669	0	0	0	0	0
Usable Capital Receipts C/Fwd	31,672	34,552	36,472	13,090	0	0	0	0
Capital Reserve C/Fwd	43,467	39,667	39,667	39,667	30,477	17,292	0	0

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