



To: Members of the Cabinet

***Notice of a Meeting of the Cabinet***

**Tuesday, 18 December 2018 at 2.00 pm**

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

A handwritten signature in cursive script, appearing to read 'Yvonne Rees'.

Yvonne Rees  
Chief Executive

December 2018

Committee Officer: **Sue Whitehead**  
Tel: 07393 001213; E-Mail: [sue.whitehead@oxfordshire.gov.uk](mailto:sue.whitehead@oxfordshire.gov.uk)

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**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 Friday 28 December 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: 22 January 2019*

## 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](mailto: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 20 November 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. Financial Monitoring and Medium Term Financial Plan Delivery Report - October 2018 (Pages 15 - 46)

*Cabinet Member:* Finance

*Forward Plan Ref:* 2018/116

*Contact:* Katy Jurczynsyn, Strategic Finance Manager (Finance, Strategy & Monitoring)

*Tel:* 07584 909518

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

The report sets out the forecast position of the revenue budget as at the end of October 2018. The report also includes an update on the delivery of savings, plus forecast reserves and balances.

***The Cabinet is RECOMMENDED to:***

- (a) note the report;***
- (b) approve the virements set out in Annex 2a and note the virements set out in Annex 2b; and***
- (c) approve the bad debt write-offs as set out in paragraphs 67 and 68.***

## **7. Capital Programme Monitoring Report - October 2018 (Pages 47 - 70)**

*Cabinet Member:* Finance

*Forward Plan Ref:* 2018/116

*Contact:* Katy Jurczynszyn, Strategic Finance Manager (Finance, Strategy & Monitoring)

*Tel:* 07584 909518

Report by Director of Finance (**CA7**).

The report is the third separate capital programme update and monitoring report and focuses on the delivery of the 2018/19 capital programme based on projections at the end of October 2018 and new inclusions within the overall ten-year capital programme.

***The Cabinet is RECOMMENDED to:***

- (a) note the report;***
- (b) approve the updated Capital Programme at Annex 2 and the associated changes to the programme in Annex 1c; and***
- (c) approve the budget requirement of £6.3m towards the extension of Broadband for Business in Rural Oxfordshire.***

## **8. Service & Resource Planning Report - 2019/20 - December 2018 (Pages 71 - 90)**

*Cabinet Member:* Finance

*Forward Plan Ref:* 2018/115

*Contact:* Katy Jurczynszyn, Strategic Finance Manager (Finance, Strategy & Monitoring)

*Tel:* 07584 909518

Report by Director of Finance (**CA8**).

The report is the second in the series on the Service & Resource Planning process for 2019/20 and sets out the latest identified pressures and proposed savings for 2019/20 and the medium term as well as key points arising from the Autumn Budget announced on 29 October 2018.

***Cabinet is RECOMMENDED to take the issues set out in the report into consideration in forming their proposed budget for 2019/20, Medium Term Financial Plan to 2022/23 and Capital Programme to 2028/29.***

## **9. Compulsory Purchase Powers for Acquisition of Land Required for Delivery of Schemes (Pages 91 - 94)**

*Cabinet Member:* Environment

*Forward Plan Ref:* 2018/177

*Contact:* Hugo Terry, Group Manager – Project Sponsorship Tel: 07785 453288

Report by Director for Capital Investment & Delivery (**CA9**).

The Council is proposing to deliver a programme of major transport infrastructure projects, to support and enable housing and economic growth in Oxfordshire. The transport network needs to operate safely and be fit for purpose, delivering the Transport Strategy set out within the Council's Local Transport Plan.

In order to progress with the delivery of proposed major transport infrastructure schemes, the use of Compulsory Purchase Powers may have to be used for the acquisition of land required for the construction work.

This report details the schemes which may require CPOs in order to proceed, as well as schemes identified as likely to require CPO in future but are still in early feasibility stages where exact parcels of land have not yet been identified.

***The Cabinet is RECOMMENDED to:***

- (a) approve delegation of the exercising of Compulsory Purchase Powers to the Director of Capital Investment and Delivery, in consultation with the Cabinet Member responsible for Transport, for the purchase of land required for the delivery of the major infrastructure schemes outlined in paragraphs 7 and 9 of this report, in the event that the land cannot be acquired by negotiation; and***
- (b) note that should the whole or any part of lands required are not acquired by negotiation, the making of a Compulsory Purchase Order under provisions contained in Part XII of the Highways Act 1980 for the acquisition of the land, will be progressed. This could include providing the necessary attendance, expert witness provision, etc. at a Public Enquiry if required.***

## 10. SEND Sufficiency Strategy and Northfield School

*Cabinet Member:* Education & Cultural Services

*Forward Plan Ref:* 2018/151

*Contact:* David Clarke, Deputy Director for Education Tel: 07741 607594

To agree the principles of the Strategy and consider recommendations as part of this for the future of Northfield School.

### (a) Special Educational Needs & Disability Sufficiency of Places Strategy\_(Pages 95 - 126)

Report by Director of Children's Services (**CA10a**).

Oxfordshire's school age population is growing, both because of the rise in births experienced between 2002-2011 and due to the large-scale housing growth planned for the county between now and 2027. However, the growth in demand for Special School and Resource Base provision has increased rapidly.

Currently, as a result, there are insufficient school places to meet this demand which impacts on the ability for the Council to: -

- Effectively and in the 20-week timescale complete an Education, and Health Care Plan for a child.
- Fulfil the choice and expectations of parents for the best possible education provision for their child
- Require increasing number of places into independent non-maintained special schools resulting in the overspend of the High Needs Block
- Utilise the High Needs Block resource to support early intervention in mainstream schools

The strategy was written to detail how the Council plans to address the current lack of special educational needs school places. The strategy identifies options to meet the increase in demand on places for children particularly, though not exclusively, with social and emotional mental health needs/Autism to: -

- expand and develop current education provision across mainstream schools
- review resource base and special school sector
- the building of new special school provision

***The Cabinet is RECOMMENDED to note and approve the special educational needs sufficiency of places strategy.***

### (b) Proposal to Agree to Re-Build and Expand Northfield School Through the Special Educational Needs and Disability Sufficiency of Places Strategy\_(Pages 127 - 144)

Report by Director for Children's Services (**CA10b**)

The report proposes the re-build of Northfield School in-line with the SEND Education Sufficiency Strategy 2018-2027 for circa 100 students. The report seeks approval for the admission of Year 7 pupils for the academic year 2019/20 in to Northfield Special school and for in year transfers from January 2018.

***The Cabinet is RECOMMENDED to:***

- (a) note the outcome of the informal consultation and capacity reviews and agree not to issue a statutory notice for closure.***
- (b) approve the proposed re-build of Northfield School in-line with the Special Educational Needs and Disability Education Sufficiency Strategy 2018-2027 for circa 100 students.***
- (c) support allocation of £9.52m capital budget within the capital programme for the delivery of re-provision of Northfield Special School, the funding for which will be agreed through the annual service and resource planning process and the Capital Programme to be approved by Council in February 2019; and***
- (d) approve admission of Year 7 pupils for the academic year 2019/20 in to Northfield Special school and for in year transfers from January 2019.***

## **11. Daytime Support Sustainability Grant Awards (Pages 145 - 154)**

*Cabinet Member: Adult Social Care & Public Health*

*Forward Plan Ref: 2018/155*

*Contact: Rebecca Lanchbury, Commissioning Officer Tel: 07584 481255*

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

There are grant funds available to support the continuation and development of community and voluntary sector daytime support opportunities in Oxfordshire; these funds include the Innovation Fund to support new initiatives and the sustainability fund to support existing services.

This paper relates to the Sustainability Grant Fund for 2019/20, to support community and voluntary sector daytime support services to continue and flourish. There is £250,000 available in this fund.

As per the agreed cross-party panel decision making process, the cross-party panel reviewed the applications and assessed them against the grant criteria as set out in the guidance.

The report sets out the cross-party panel's final recommendations for allocation of the Sustainability Fund in 2019-20, for decision by Cabinet.

***Cabinet is RECOMMENDED to:***

- (a) congratulate the voluntary sector for its dedication and commitment to continuing to provide much valued services, and their work towards self-sustainability***
- (b) approve for funding the bids listed under 31 (a) above.***

- (c) *approve the recommendations for funding the bids listed under 31 (b) above.*
- (d) *approve the recommendations for funding the bids listed under 31 (c) above, subject to conditions as set out in the cross-party panel recommendations (Annex 2).*
- (e) *approve for funding the combined bids listed under 31 (d) above.*
- (f) *approve the recommendation to reject the bids listed under 31 (e) above.*
- (g) *approve transferring the remaining amount, as set out under 31 (f) above, to the Innovation Fund 2018*
- (h) *approve the recommendations set out under 37 (1-5) above.*

## **12. The Mill Arts Centre, Banbury (Pages 155 - 162)**

*Cabinet Member: Transformation*

*Forward Plan Ref: 2018/175*

*Contact: Claire Phillips, Asset & Investment Team Manager Tel: 07785 453260*

Report by Director for Capital & Investment Delivery (**CA12**).

The purpose of the paper is to improve the long term sustainability of the Mill Arts Centre in Banbury by declaring the property surplus to council requirements and transferring to Cherwell District Council as a named purchaser for less than best consideration. Cabinet are asked to delegate authority to Directors to agree appropriate terms and facilitate the transfer as soon as possible.

***The Cabinet is RECOMMENDED to: -***

- (a) *to declare The Mill surplus to the county council's requirements.*
- (b) *to approve the principle of transferring The Mill to Cherwell District Council, as a named purchaser for £1 which is less than best consideration subject to the necessary legal safeguards being in place.*
- (c) *to delegate to the Director of Law & Governance in conjunction with the Director of Capital Investment and Delivery to conclude the necessary legal agreement; and*
- (d) *to request that officers review the procedure for the disposal of surplus land at less than market value and bring an updated approach back to Cabinet at the appropriate time (once the current government consultation on this issue has concluded).*



### **13. Forward Plan and Future Business (Pages 163 - 166)**

*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.***

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## CABINET

**MINUTES** of the meeting held on Tuesday, 20 November 2018 commencing at 2.00 pm and finishing at 4.00 pm

### Present:

**Voting Members:** Councillor Ian Hudspeth – in the Chair  
Councillor Mrs Judith Heathcoat  
Councillor Lawrie Stratford  
Councillor Ian Corkin  
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 11)  
Councillor Liz Brighthouse (Agenda Items 7, 8 & 12)  
Councillor Glynis Phillips (Agenda Item 6)  
Councillor John Sanders (Agenda Items 9 & 10)

### Officers:

Whole of meeting Nick Graham, Director of Law & Governance; Sue Whitehead (Resources)

Part of meeting  
Item

Item	Name
6	Tim Chapple, Financial Manager (Treasury)
7	Tan Lea, Strategic Safeguarding Partnerships Manager
8	Melanie Pearce, Service Manager Safeguarding
9	Peter Day, Minerals Principal Officer
10	Rachel Wileman, Assistant Director Strategic Infrastructure and Planning; Amanda Jacobs, Principal Infrastructure Planner
11	Kate Terroni, Director for Adult Services; Rachel Pirie, Strategic Commissioning

*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.*

## 107/18 APOLOGIES FOR ABSENCE

(Agenda Item. 1)

Apologies were received from Councillor Harrod.

## **108/18 DECLARATIONS OF INTEREST**

(Agenda Item. 2)

In relation to Item 11, Councillor Gray advised that he was Chairman of Cholsey Parish Council but that this did not constitute a disclosable pecuniary interest.

## **109/18 MINUTES**

(Agenda Item. 3)

The Minutes of the meeting held on 16 October 2018 were approved and signed as a correct record.

## **110/18 EXEMPT MINUTE**

(Agenda Item. 15)

The exempt minutes of the meeting held on 16 October 2018 were approved and signed as a correct record.

*The information contained in the exempt minutes 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).*

## **111/18 QUESTIONS FROM COUNTY COUNCILLORS**

(Agenda Item. 4)

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

“How many pupils has each secondary school in Oxfordshire presented to a Fair Access Panel in the past five academic years between 2013-14 and 2017-18? And how many pupils have they accepted in return from other schools as a result of those pupils being brought to a Fair Access Panel?”

Councillor Lindsay-Gale replied:

Pupils presented to Panel 2013-18

Name of School	Area	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017	2017 / 2018
Aureus	S	0	0	0	3	0
Bartholomew	W	3	2	2	2	8
The Bicester School	N	4	9	8	13	19
Bicester Tech Studio	N	0	0	0	7	20
Blessed George Napier	N	6	2	4	6	11
Burford	W	0	0	0	4	6
Carterton	W	2	2	1	1	2
Cheney	C	9	1	7	21	
Cherwell	C	8	6	2	8	
Chiltern Edge	S	0	0	0	3	0
Chipping Norton	W	2	2	0	2	7
Didcot Girls	S	3	0	1	1	0
Faringdon	S	0	2	2	3	2
Fitzharrys	S	2	3	4	7	3
Gillotts	S	1	0	0	3	2
Gosford Hill	C	6	5	5	7	
Heyford Park	N	0	0	1	4	7
Icknield	S	0	2	1	6	0
John Mason	S	2	2	1	2	4
King Alfred's	S	4	6	1	3	0
Langtree	S	0	2	0	1	0
Larkmead	S	1	4	2	4	0
Lord Williams	S	0	0	0	0	1
Matthew Arnold	C	9	4	6	8	
North Oxfordshire Academy	N	15	6	3	8	12
Oxford Spires	C	12	6	8	7	
Space Studio	N	0	0	0	1	1
St Birinus	S	1	0	1	0	0
St Gregory's	C	16	3	4	4	
UTC Oxfordshire	S	0	0	2	0	0
The Cooper School	N	4	4	6	15	24
Henry Box	W	4	0	0	1	5
Marlborough	W	4	2	0	3	6
The Oxford Academy	C	4	1	5	8	
The Warriner	N	2	3	3	5	13
Wallingford	S	2	1	1	2	6
Wheatley Park	C	7	4	5	6	
Wood Green	W	2	1	1	1	3
Wykham Park Academy	N	4	3	2	3	7

Fig 1

Pupils accepted through the In Year Fair Access Protocol 2013-18

Name of School	Area	2013 / 2014	2014/ 2015	2015/ 2016	2016 / 2017	2017 / 2018
Admissions Referral		7	16	3	5	15
Aureus	S	0	0	0	0	2
Bartholomew	W	3	2	2	2	5
The Bicester School	N	12	11	7	7	2
Bicester Tech Studio	N	0	0	0	2	8
Blessed George Napier	N	2	4	3	3	5
Burford	W	4	4	2	3	4
Carterton	W	1	5	1	1	3
Chenderit	N	2	0	1	0	1
Cheney	C	6	14	14	11	7
Cherwell	C	1	2	7	8	6
Chiltern Edge	S	0	6	4	5	2
Chipping Norton	W	1	5	6	3	3
Didcot Girls	S	7	5	2	7	4
Faringdon	S	5	4	2	3	2
Elective Home Education		1	2	4	4	0
Fitzharrys	S	3	9	9	5	4
Gillotts	S	2	2	3	7	4
Gosford Hill	C	0	0	15	6	9
Heyford Park	N	0	0	1	3	0
Icknield	S	1	1	1	0	3
John Mason	S	4	12	10	4	4
King Alfred's	S	3	7	11	11	4
Langtree	S	0	0	5	0	1
Larkmead	S	6	7	6	5	1
Lord Williams	S	0	4	4	10	6
Matthew Arnold	C	2	2	3	5	4
Meadowbrook College		0	0	0	1	0
North Oxfordshire Academy	N	5	16	18	17	9
Oaklands Catholic	S	0	0	0	0	1
Oxford Spires	C	6	5	4	6	2
Reading School	S	0	0	0	1	0
Sibford School	N	0	0	0	1	1
Space Studio	N	0	0	0	0	1
St Birinus	S	2	6	3	4	3
St Gregory's	C	6	13	11	18	33
Buckingham School	N	0	0	0	1	0
Cotswold Academy	W	0	0	0	0	1

OCC Virtual School		0	0	2	0	0
UTC Oxfordshire	S	0	0	1	1	3
The Cooper School	N	6	3	4	2	5
Henry Box	W	1	9	5	10	5
Marlborough	W	0	1	1	5	4
The Oxford Academy	C	9	13	15	15	11
The Warriner	N	1	3	5	6	4
Wallingford	S	0	1	1	2	2
Wheatley Park	C	10	6	17	18	12
Wood Green	S	2	2	10	2	8
Wykham Park Academy	N	2	12	4	6	3

Fig. 2

Please note that the pupils reported in Fig. 2 above as having been received by secondary schools in Oxfordshire may not have remained and/or completed their education at the receiving school. If there were school moves subsequent to their placement via In Year Fair Access Panel, this would be demonstrated by individual case record scrutiny for c.1000 children and young people. If individual schools are of particular interest, this could be delivered if required.

Members may wish to be updated on developments regarding the important work undertaken to ensure that all children and young people in Oxfordshire, and especially the most vulnerable, are accessing their full time educational entitlement to enhance their opportunities through to adulthood.

Deborah Bell, the new Head of Service for Learner Engagement commenced with OCC on 1<sup>st</sup> October 2018, reporting to David Clarke Deputy Director for Education. Work to date includes: -

- A draft Learner Engagement Strategy has been produced and is currently being consulted on with schools and other key stakeholders prior to presentation for agreement to Corporate Leaders and Lead Cabinet Member.
- The Task and Finish Group convened to review the existing In Year Fair Access Protocol is due to report in December 2018.
- Deborah has identified a very small number of disproportionate presenting of pupils against receiving pupils by certain individual schools. She is planning to visit the Head Teachers concerned to unpick the reasons for this and seek to broker resolution through support and challenge.
- The Learner Engagement service will be reviewed and reorganised by 31<sup>st</sup> March 2018 to ensure that it is configured to make available resource and skills that match the requirements of Oxfordshire's children and schools to optimise fair distribution of vulnerable pupils and to improvement learner engagement.
- Members may be aware that the Ofsted schools' inspection framework is due to change next September 2019. This is anticipated to realise greater scrutiny of individual pupil experiences and destinations.

- Members may also be aware that the current Exclusions statutory arrangements have been the subject of DfE consultation earlier this year. DfE is due to report on its findings and recommendations in Spring 2019. It is anticipated that potential changes may offer a diminished opportunity for a minority of schools to disproportionately exclude from September 2019.”

Supplementary: Councillor Howson asked what steps could be taken to address the issues including off-rolling and reduced timetables to ensure that schools recognise the effects of these matters on local communities and other schools. Councillor Lindsay-Gale referred to the work detailed above and felt that with concerted efforts from everyone it may be possible to tackle the issue.

## 112/18 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– Treasury Management Mid-Term Review 2018/19	Councillor Glynis Phillips, Shadow Cabinet Member for Finance
Item 7 – The Oxfordshire Safeguarding Children’s Board Annual Report	Councillor Liz Brighouse, Chairman of Performance Scrutiny Committee
Item 8 – The Oxfordshire Safeguarding Adult’s Board Annual Report	Councillor Liz Brighouse, Chairman of Performance Scrutiny Committee
Item 9 – Oxfordshire Local Aggregate Assessment 2018	Councillor John Sanders, Shadow Cabinet Member for Environment
Item 10 – Thames Water Revised Draft Resource Management Plan (WRMP)	Mr Derek Stork, Chairman of GARD (Group Against Reservoir Development) Councillor Mike Fox-Davies, local councillor for Hendreds & Harwell Councillor John Sanders, Shadow Cabinet Member for Environment
Item 11 – Innovation Fund for Daytime Support Grant Awards	Councillor Sobia Afridi – Shadow Cabinet Member, Adult Social Care & Public Health
Item 12 – Staffing Report – Quarter 2 - 2018	Councillor Liz Brighouse, Opposition Leader (in place of Councillor Laura Price, Opposition Deputy Leader)



## **113/18 TREASURY MANAGEMENT MID-TERM REVIEW (2018/19)**

(Agenda Item. 6)

Cabinet considered a report that set 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 included Debt and Investment activity, Prudential Indicator monitoring and forecast interest receivable and payable for the financial year.

Councillor Glynis Phillips, Shadow Cabinet Member for Finance, noted that the report represented a positive picture with all the metrics being good. Referring to paragraph 16 Councillor Phillips asked when, was the last time there was any new debt financing. Referring to the investment strategy Councillor Phillips queried whether there was any guidance on ethical investment. In relation to Annex 5 Councillor Phillips asked whether there was confidence that there were no links to tobacco companies.

Councillor Bartholomew, Cabinet Member for Finance, responded to the points raised and agreed that the information in the report was very encouraging. He confirmed that the county council was not taking on new debt and the picture on repayments was that they would continue to fall. On environmental, social and governance issues Councillor Bartholomew commented that he had suggested that the Audit & Governance Committee have a look at this area. He confirmed that the county council lends responsibly but that there was no control over how those bodies then re-lend.

Councillor Bartholomew, introduced the contents of the report, thanked officers for their work and moved the recommendations.

**RESOLVED:** to: -

(a) note the report.

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

## **114/18 THE OXFORDSHIRE SAFEGUARDING CHILDREN'S BOARD ANNUAL REPORT/THE PERFORMANCE AUDIT & QUALITY ASSURANCE ANNUAL REPORT AND THE CASE REVIEW & GOVERNANCE ANNUAL REPORT**

(Agenda Item. 7)

Local Safeguarding Children Boards were set up under the Children Act 2004 to co-operate with each other 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.

Cabinet had before them three reports highlighting findings from the Board's annual reports on the effectiveness of local arrangements to safeguard and promote the welfare of children in Oxfordshire, on serious case reviews and quality assurance

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

Councillor Brighthouse, Chairman of Performance Scrutiny Committee, commented that the Committee had been impressed by the work and commitment shown but had recognised several issues needing to be dealt with. These included, academisation, increased levels of exclusions and the use of part time timetables and home schooling. These issues could all add to children becoming more vulnerable. She noted that Lucy Butler was working with the schools and head teachers, but the Committee had felt that the governing bodies needed to have a greater understanding of the issues and implications for safeguarding. She referred to the work the Committee was doing on young carers and added that the Committee was assured that there was ongoing work around the Corporate Parent Panel. Councillor Brighthouse also highlighted waiting times for CAMHS and cyber bullying.

Richard Simpson, OSCB independent chair introduced the OSCB annual report, welcoming the opportunity to speak to Cabinet. He outlined the strengths and achievements over the last year and areas for development. He also noted the future direction for OSCB that included the independent Chair being appointed by Oxfordshire Clinical Commissioning Group and the Police Commissioner rather than the county council. As an incoming Chairman he wanted to strengthen the involvement of children in the work of the Board and to continue the joint working with the Oxfordshire Safeguarding Adults Board (OSAB).

During discussion Cabinet welcomed that the OSCB recognised that there was no complacency with the current situation and confirmed the importance to the county council of the two safeguarding boards working together. The diagram on page 73 should be amended in future reports to include that link. Responding to comments Richard Simpson advised that the length and format of future reports was being looked at.

Officers presented the contents of the reports on serious case reviews and quality assurance.

**RESOLVED:** to note these annual reports and provide any comments.

## **115/18 OXFORDSHIRE SAFEGUARDING ADULTS BOARD (OSAB) ANNUAL REPORT 2017-18**

(Agenda Item. 8)

Cabinet considered the annual report of the OSAB on the work of the Board and of its partners, assessing the position of the partnerships in relation to safeguarding adults at risk within Oxfordshire.

Councillor Brighthouse, Chairman of Performance Scrutiny Committee, praised the layout and commented on the report being easy to understand. She was pleased to see the 9% decrease in safeguarding concerns and that there was a clearer understanding of what needed to be referred into the system. Councillor Brighthouse highlighted areas discussed by the Committee including the difficulty in tackling hoarding, the lack of usability of the thresholds for the enquiry process, the commissioning process, issues around extra care housing and issues around lasting power of attorney.

Pamala Marsden, Independent Chair of the Oxfordshire Safeguarding Adults Board introduced the report and commented that it had been a different report with the aim of reaching people, raising awareness through the year.

During discussion Cabinet:

- Stressed the importance of the crossover with the Oxfordshire Safeguarding Children's Board (OSCB). The transition phase as a young person reached adulthood was important. For older people there was the problem of identification as some older people feared to ask for help.
- Noted the role of community groups and that they were able to notice changes in people attending lunch clubs, coffee mornings etc. Melanie Pearce responding to a question explained that training was offered to voluntary groups and helpful information could be found on the website. Asked if thought could be given on ways to reach out to informal groups such as lunch clubs and coffee mornings Pamala agreed that it was something she could take back for the Board to consider. Councillor Corkin offered to take an item to a parish liaison meeting
- Highlighted the work of the OFRS in supporting adult safeguarding.
- Explored the problem of loneliness and its implications for safeguarding.
- Asked that consideration be given to bringing future reports to an earlier meeting closer to the end of the year being considered.

**RESOLVED:** 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; and

- (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.

## **116/18 OXFORDSHIRE LOCAL AGGREGATE ASSESSMENT 2018**

(Agenda Item. 9)

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.

Cabinet had before them a report that set out updated information on sales and reserves of aggregates in Oxfordshire, for 2017 and making recommendations for a revised LAA 2018, considering this more up to date information.

Councillor John Sanders, Shadow Cabinet Member for Environment, expressed his complete agreement with the recommendations. He noted that this was a period of appreciable change and the county council needed to work on the long-term figures.

Councillor Constance, Cabinet Member for Environment, introduced the report and moved the recommendations.

**RESOLVED:** 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.

## 117/18 THAMES WATER REVISED DRAFT WATER RESOURCE MANAGEMENT PLAN (WRMP)

(Agenda Item. 10)

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

Cabinet considered a paper recommending a consultation response to the latest consultation documents that outlined the changes to the original Draft WRMP and included the preferred demand management and water supply options for Thames Water and the wider South East region.

Mr Stork, Chairman of GARD (Group Against Reservoir Development), supported the recommendations but wished to see a stronger response, referring to a briefing note the Group had made available to Cabinet Members. The response although referring to flooding risk did not mention the increased flooding risk. There was too much emphasis on water resources across the whole of the South-East. The Group urged the Council to call for a public enquiry as the only way to obtain factual clarification on a range of points. Councillor Constance commented on the points raised noting that the county council was unclear what the level of water demand in Oxfordshire will be and that Oxfordshire should not supply the whole of the midlands and south-east.

Councillor Fox-Davies, local councillor for Hendreds and Harwell, where half the villages would border the proposed reservoir highlighted the need for Thames Water to address the leakage issue and to consider alternatives to the reservoir. He was pleased that the council was objecting but asked Cabinet to consider calling for a public enquiry.

Councillor Sanders, Shadow Cabinet Member for Environment, supported the recommendations, expressing concern at the business model proposed by Thames Water. The targets on reducing water leakage were not sufficient. Rachel Wileman, introduced the contents of the report.

During discussion, Cabinet supported the suggested draft response subject to it being strengthened to press for an increase in the rate of reduction of leakages and strengthened demands for a regional plan, together with a call for a public enquiry. Councillor Constance moved the recommendations subject to the comments and with an amendment pressing for a public enquiry.

**RESOLVED:** to:

- (a) Consider the issues and the draft response in Appendix 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.

- (c) Press for a public enquiry.

**118/18 INNOVATION FUND FOR DAYTIME SUPPORT GRANT AWARDS -  
NOVEMBER 2018**

(Agenda Item. 11)

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.

The cross-party panel reviewed the applications and assessed them against grant criteria and recommendations for award were coproduced with people who use services and supported by officer recommendations. Cabinet had before them a report setting out the recommendations of the cross-party panel.

Councillor Afridi, Shadow Cabinet Member for Adult Social Care & Public Health, commended the useful work of the panel and the involvement of service users. However, there was a considerable amount of work involved in the panel process and she highlighted two applications that did not fit the criteria. She suggested that applications be reviewed and only come forward to the panel if they fitted the criteria. Councillor Stratford, noted the comment but felt that it was a balancing act to ensure that the work load was manageable while giving applicants every opportunity to put their application forward. He agreed that the involvement of service users had worked very well. Councillor Stratford moved the recommendations.

**RESOLVED:** 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; namely

To approve the requested funding for the following bids: -

- (1) Farmability
- (2) Witney Day Centre
- (3) Cholsey Parish Council
- (4) The Cedar Community Club

To approve the requested funding for the following bids subject to conditions (these are specified in the cross-party recommendations at 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

- (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.

### **119/18 STAFFING REPORT - QUARTER 2 - 2018**

(Agenda Item. 12)

Cabinet considered a report that gave an update on staffing numbers and related activity during the period 1 July 2018 to 30 September 2018. It gave details of the actual staffing numbers at 30 September 2018 in terms of Full Time Equivalents. In addition, the report provided information on the cost of posts being covered by agency staff and an Agency Trend analysis.

Councillor Brighouse, Opposition Leader, suggested that as the transformation programme went forward a new type of report was needed. Councillor Heathcoat, Deputy Leader of the Council, appreciated the point made and commented that a new report template would be used in future reports. Councillor Price, as Opposition Deputy Leader had been briefed on the new format. Councillor Heathcoat confirmed that the new format would link into the transformation process.

**RESOLVED:** to note the report.

### **120/18 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.

..... in the Chair

Date of signing .....



Division(s):
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## CABINET – 18 DECEMBER 2018

### FINANCIAL MONITORING AND MEDIUM TERM FINANCIAL PLAN DELIVERY REPORT – OCTOBER 2018

Report by the Director of Finance

#### Recommendations

1. **The Cabinet is RECOMMENDED to:**
  - (a) note the report;
  - (b) approve the virements set out in Annex 2a and note the virements set out in Annex 2b; and
  - (c) approve the bad debt write-offs as set out in paragraphs 67 and 68.

#### Executive Summary

2. This report sets out the forecast position of the revenue budget as at the end of October 2018. This report also includes an update on the delivery of savings, plus forecast reserves and balances.
3. There is an overspend of **£7.2m** by directorate services partially offset additional interest of **£0.5m** and additional business rates of **£0.5m** to give an overall Council overspend of **£6.2m**. It may be possible to reduce the overspend further by using the unallocated corporate contingency of **£6.9m**. The report to Cabinet at the same time last year anticipated a directorate overspend of **£11.0m**.

Directorate	Latest Budget 2018/19	Forecast Outturn 2018/19	Forecast Outturn Variance 2018/19	Forecast Outturn Variance 2018/19
	£m	£m	£m	%
People	290.0	297.1	+7.1	2.5%
Communities	105.4	104.7	-0.7	0.7%
Resources	36.0	36.8	+0.8	2.2%
<b>Total Directorate Position</b>	<b>431.4</b>	<b>438.6</b>	<b>+7.2</b>	<b>1.7%</b>
Strategic Measures	-431.4	-432.4	-1.0	-0.2%
<b>Overall Surplus/Deficit</b>	<b>0</b>	<b>6.2</b>	<b>6.2</b>	

### **Main variations**

4. An overspend of **£6.7m** is forecast for Children's Services which mainly relates to Children's Social Care. An additional **£9.5m** was included in the budget for Children's Social Care in 2018/19 due to significant increase in demand. Savings of **£3.0m** were also included in the budget to reflect the work of the Children's Services Programme that was established with focus on addressing demand management; strengthening early help and prevention including closer partnership working; strengthening staffing resources and building community resilience. Despite the additional funding demand for Children's Social Care continues to rise beyond expectations, both locally and nationally and savings are taking longer to deliver than anticipated, although are still expected to be met in the Medium Term Financial Plan period.
5. There is also a **£8.0m** overspend forecast on the Dedicated School Grant (DSG) – High Needs Block. This is mainly due to increasing demand for special school places and the need to place children at independent non-maintained schools. This overspend will be met partly by using the **£4.9m** DSG reserves but the remaining overspend will need to be either carried forward with a recovery plan produced which aims to bring the reserve back into balance.
6. As per the Council's Financial Regulations, an action plan is being developed for the Children's Services overspend as it is greater than **£1.0m** by the Director for Children's Services. This will be discussed with the Director for Finance and the Cabinet Member for Finance and will be presented to Cabinet in a future report.

### **Grants**

7. As set out in Annex 3 the Council receives ringfenced and un-ringfenced government grants totalling **£338.8m**. The decrease of **£5.6m** since the last report reflects the latest grant notifications for the Dedicated Schools Grant, PE Grant and Asylum Grant.

### **Reserves**

8. Annex 4 sets out the forecast earmarked reserves position as at 31 March 2019. These are held for specified one-off projects, contractual commitments and to support the Medium Term Financial Plan. Reserves are forecast to reduce from **£96.6m** to **£69.4m** at 31 March 2019.

### **General Balances**

9. As set out in Annex 5 the current forecast for general balances as at 31 March 2019 is **£25.3m**. This is **£9.0m** higher than the risk assessed level of **£16.3m** as set out in the Medium Term Financial Plan (MTFP) approved by Council in February 2018.

### **Strategic Measures**

10. The current forecast outturn position for in house interest receivable and external fund returns is **£0.5m** above budget. In addition, the

Council is estimated to receive **£0.5m** from the gain on the business rates pool.

### **Medium Term Financial Plan Savings**

11. The forecasts shown in this report incorporate savings included in the medium term financial plan agreed by Council in February 2018 and previous years. At this stage of the year, at least **91%** of the planned savings of **£41.0m** are expected to be delivered.

## **Revenue Commentary**

12. The following Annexes are attached and referenced in the report:

Annex 1	Directorate Budgets and Forecast Variation
Annex 2a	2018/19 virements to approve
Annex 2b	2018/19 virements to note
Annex 3	Grants
Annex 4	Reserves
Annex 5	General Balances

13. Commentary on key variations greater than £0.1m for each service are provided below.

### **People – Children**

14. An overspend of **£6.7m (6.4%)** is reported for Children's services.

#### **Education & Learning – £0.8m**

15. Special Educational Needs Home to School Transport is currently forecast to overspend by **£0.8m**. Savings of **£1.2m** are included in the budget for 2018/19. **£0.8m** of these savings are forecast not to be achieved. **£0.3m** relating to existing students and **£0.7m** in relation to Meadowbrook, post 16 and Special Schools which is offset by an overachievement of **£0.2m** on new student eligibility. This position is being reviewed to identify whether any mitigation can be put in place to reduce the overspend. An update will be included in future reports.
16. Analysis of activity to date has shown an increase in spend on SEN transport to the end of August 2018 which is 15% higher than last year. This is in line with the increase in demand for special school places and the need to place children at independent non-maintained special schools reflected in paragraph 27. This leaves the budget at risk of a further overspend of **£1.2m** due to demographic growth. The on-going effect of this pressure is addressed in the 2019/20 Service & Resource Planning Report elsewhere on the agenda.

#### **Children's Social Care - £2.2m overspend**

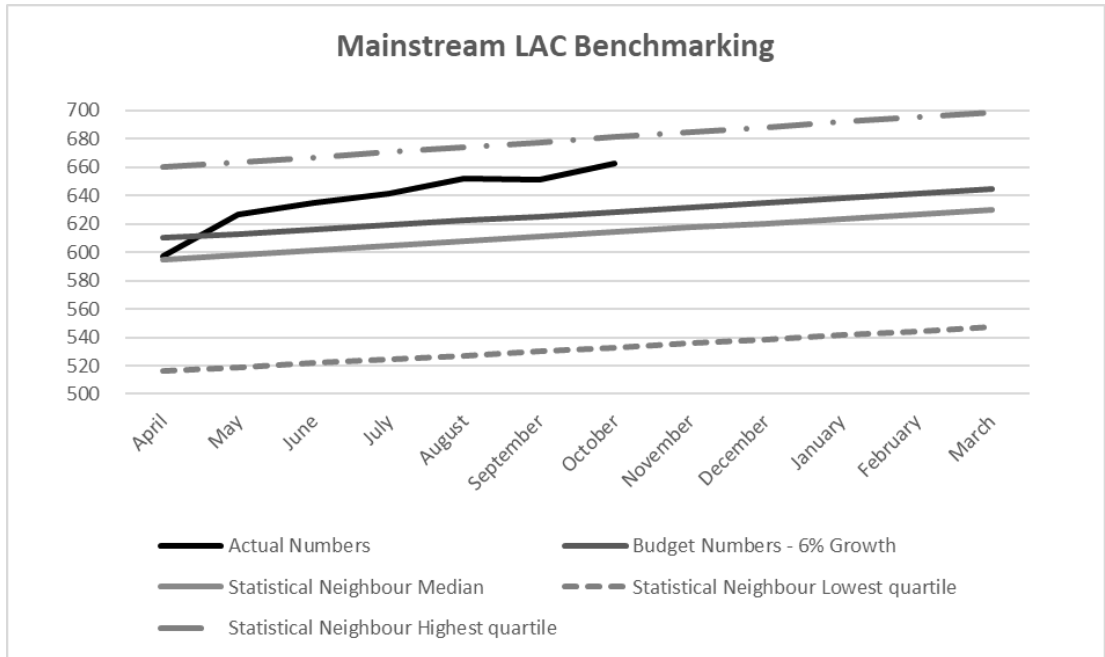
17. **£1.2m** of the overspend relates to an increase in staffing levels within the Social Care Teams due to the increase in demand. In 2017/18 it was possible to manage these pressures within the overall service due to a significant underspend within Family Solutions due to posts being

held vacant. Due to increased caseloads there has been a need to fill these vacancies with both permanent and agency staff.

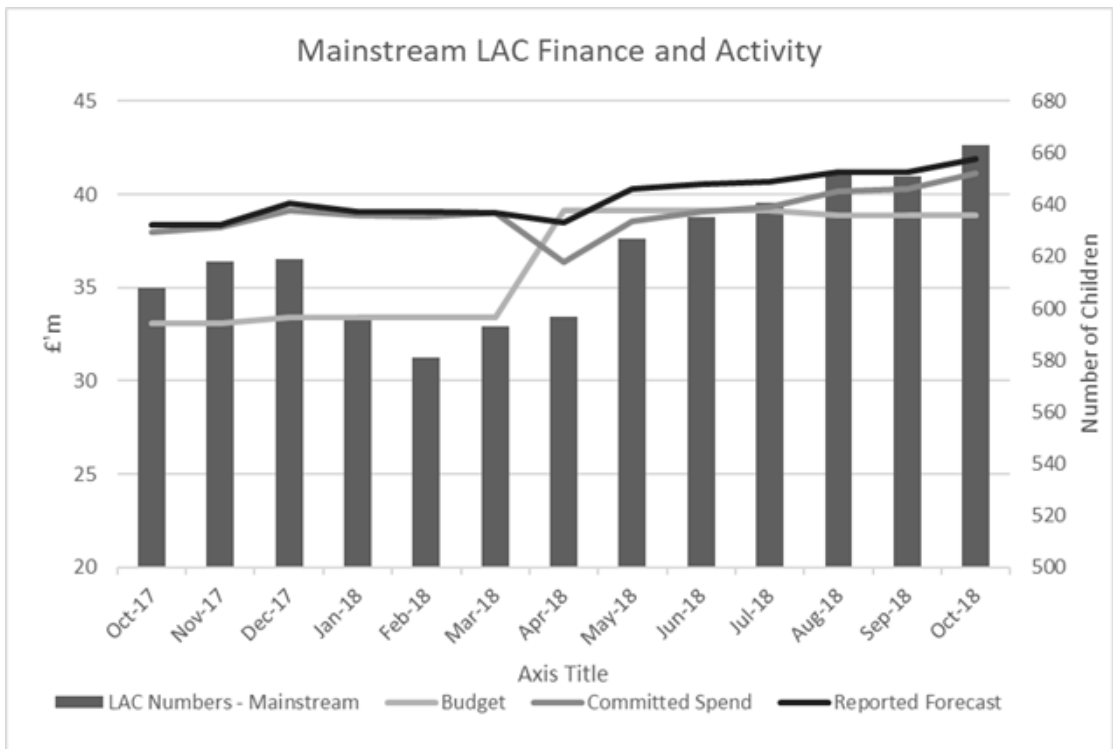
18. In addition, there are overspends and risks within the Leaving Care Service totalling **£0.4m**. This relates to Leaving Care Allowances which reflects a growth in client numbers. This is likely to become a greater pressure in the future, as the increase in looked after children numbers move into Leaving Care services. In addition, an increase in the statutory age from 21 to 25 from 1 April 2018 is expected to bring additional pressures. A grant of **£25,802** has been received from the Department for Education in relation to this, to increase Personal Adviser support. No additional funding has been received in relation to additional allowances and other support also required by the increase in statutory age. Further work needs to be completed to identify the likely pressure due to the additional requirements once demand can be measured more accurately.
19. As reported previously there is also an overspend of **£0.8m** on Unaccompanied Asylum Seeking Children due to costs exceeding grant funding received.
20. Troubled Families has been set an increased target, to increase payment by results income by **£0.2m**. This is a challenging target which would require targets to be achieved and evidenced in an additional 188 families. The outcome will not be known until the final claim is submitted in March 2019.

#### **Children's Social Care Countywide – £3.5m overspend**

21. Corporate Parenting is forecasting an overspend of **£3.5m** of which **£2.3m** relates to an increase in demand. Growth in the number of mainstream looked after children in the first five months of the year has been significantly higher than anticipated, which has put a pressure on the budget for this year.
22. An increase of 70 mainstream looked after children from April 2018 to the end of October takes the number of children looked after to 663. Budget provision for 2018/19 was 610 children, a **£1.3m** growth from 2017/18. Demand growth this month has been offset by a reduction of **£0.4m** in relation to the reprofiling of prudential borrowing over a longer term. If demand continues to rise in line with current trends this would give actual growth for the year of approximately 20% against the budgeted growth of 6%. This would add an additional overspend of **£0.6m** to the current forecast.
23. The following graph shows how Oxfordshire compares to statistical neighbours, based on the latest information available. At present Oxfordshire is not an outlier, although numbers are higher than the statistical neighbour average.



24. The following graph shows the link between the number of mainstream looked after children and the cost of providing placements over a 12-month period.



25. A further **£1.1m** overspend relates to savings which aren't expected to be achieved in 2018/19 as set out in more detail in paragraphs 70 and 71.

### DSG Funded Services

Directorate Service Area	Latest Budget	Forecast Outturn	Forecast Variance	
DSG	£m	£m	£m	%
Schools DSG	127.6	127.6	0.0	0.0%
High Needs DSG	37.4	45.4	8.0	21.4%
Early Years DSG	50.7	50.7	0.0	0.0%
Central DSG	4.0	4.0	0.0	0.0%
<b>Total DSG</b>	<b>219.7</b>	<b>227.7</b>	<b>8.0</b>	<b>3.6%</b>

26. The high needs block is forecast to overspend by **£7.0m** to **£8.0m** in 2018/19, mainly due to increasing demand for special school places and the need to place children at independent non-maintained special schools. There has been a significant increase in the demand for Independent Non-Maintained Special School placements (INMSS) and post-16 independent education provision for children with Special Education Needs and Disabilities. The Education Sufficiency Strategy is in place to manage future demand but immediate demographic pressures are now leading to further projected overspends for 2018/19.
27. The INMSS and post 16 independent provision accounts for **£1.7m** of the budget increase since the last report in September 2018. There were 33 new placements made with INMSS in September and a further 14 placements for post-16 provision. Projections still need to fully take into account the 37% increase in Education, Health and Care Plan assessments that the service has undertaken in 2018/19. A proportion of these assessments will add further pressure into the 2018/19 budget. The increased forecast has been due to actual increases in September/October resulting from the new academic year. An updated position should be available by the end of December 2018 taking account of the majority of demand changes for the financial year.
28. Any overspend needs to be netted off against DSG underspends, carried forward to 2018/19 with a recovery plan produced which aims to bring the reserve back into balance. At this time there are not any forecast underspends elsewhere in DSG and it is forecast this will be partly funded from brought forward balances, which is estimated to be sufficient to fund **£4.9m** of the overspend at this time.
29. The increase in the reserves available relates to the local authority's transfer of DSG underspends from the Schools and Early Years DSG Blocks for 2017-18 (totalling **£0.9m**). This was confirmed by Schools Forum on 7 November 2018 to reduce the deficit incurred by the High Needs budget.

## People – Adult Services

30. Adult Services is forecasting an overspend of **£0.4m (0.2%)**.
31. As noted in the report to Cabinet in September the agreement of the pooled budget risk shares for 2018/19 has been impacted by the forecast position on both pools and on-going risks around Continuing Health Care expenditure. Further to on-going discussions there is now joint agreement between the council and Oxfordshire Clinical Commissioning Group (OCCG) to align the ownership of variations on the Better Care Fund Pooled budget, so that each partner will manage the variations on their own elements of the pool, on a one – off basis in 2018/19.
32. The Adults with Care and Support Needs Pool is fully pooled with combined budgets supporting health and social care needs. Using the same weighted risk share approach as for 2017/18, 87% of the variation would have been met by the council and 13% by OCCG. However, to enable agreement of the wider risk share the council will manage 100% of the variation on a one – off basis in 2018/19. The **£1.2m** element relating to service users falling outside the scope of the Mental Health Outcome Based Contract will continue to be shared 50:50 between both partners.
33. As noted in the Provisional Outturn Report for 2017/18, **£0.7m** was passed to the council by Oxfordshire Clinical Commissioning Group (OCCG) and held in reserves at the end of 2017/18 to be used to support work to mitigate winter pressures across the health and social care system. A plan for the use of this funding in 2018/19 has now been agreed with health partners and is being utilised for a range of actions to improve system flow, reduce delayed transfers of care, and avoid hospital admissions over the winter.
34. In late October the council was notified that it will receive a **£2.3m** share of **£240m** social care grant announced for 2018/19. The funding is intended to help councils alleviate winter pressures on the NHS, get patients home quicker and free up hospital beds. The grant conditions were received at the end of November and set out that the funding should be used in addition to planned spending on adult social care services in 2018/19 to support the local health and social care system to manage demand pressures on the NHS between November 2018 and March 2019. The planned use needs to be discussed with local NHS partners, including local acute hospital trusts, ahead of submission to the Department of Health and Social Care by 14 December 2018. An update will be included in the next report.
- Better Care Fund Pool £0.9m overspend (1.1%)**
35. Reflecting the Section 75 agreement and outcomes sought by the Health & Wellbeing Board, the pool combines expenditure on care homes, activity relating to hospital avoidance and prevention and early support activities.

Care Homes

36. The forecast position reflects a **£0.8m** relating to an increase in the bad debt impairment for care homes service user debt. The 2018/19 budget includes a one – off saving of **£0.3m** based on a forecast reduction in Adult Social Care bad debt over six months old. Since the level of bad debt requiring impairment has instead increased by over **£0.5m** since April 2018 work is underway to try and improve collection rates. Two additional recovery officers are now in post which will help address this increasing figure. Further updates will be provided throughout the year but it is not expected that the saving relating to the impairment will be achieved in 2018/19 with the benefit of the additional capacity more likely to impact from 2019/20 onwards.

**Adults with Care and Support Needs (ACSN) Pool - £3.0(3.7%) overspend**

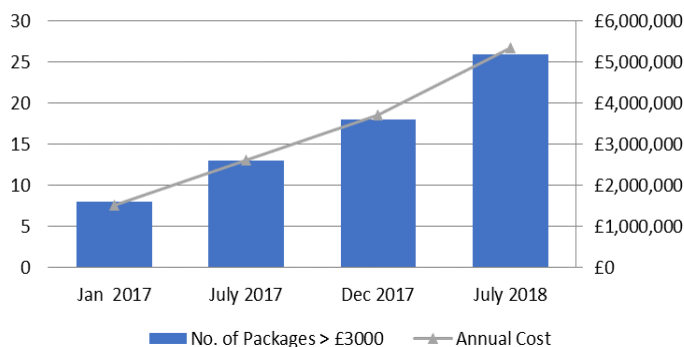
37. The forecast reflects the agreed risk share as noted above. The Adults with Care and Support Need Pooled Budget is currently reporting an overspend of **£3.0m**. This is a 3.7% variance on a **£81.2m** budget.
38. **£2.1m** funding for demographic growth was added to this budget as part of the 2018/19 Medium Term Financial Plan. Savings of **£1.0m** that need to be achieved while continuing to meet assessed needs are also built into the budget but while costs are being avoided, cashable savings are not likely. Part of the Adult Social Care precept was used to reduce the original planned saving by **£1.0m** but the achievement of the remaining saving in 2018/19 looks unlikely. The on-going impact is being considered through the Service & Resource Planning process.

Learning Disabilities

39. There is a forecast overspend of **£2.9m**. This reflects a number of package changes within care homes and the supported living areas which overall have financial effect on the current forecast.
40. The 2017/18 outturn for the Learning Disabilities element of the pool was an overspend of **£1.6m** and reflected increases in average placement costs and some high cost packages transferring from Children's Social Care late in 2016/17. The forecast position for 2018/19 reflects the council's share of the continuing pressure from last year and the additional **£0.6m** full year effect of packages and changes agreed during 2017/18 as well as new changes in 2018/19. Overall the number of service users has not increased but average package sizes are larger as is reflected in the following table. The increased forecast represents the new risk share agreement noted earlier in the report.



### Full Year Effect of LD Packages over £3,000



#### Other Non-Pool Services - £3.4m underspend

41. All other non-pool Adult Social Care Services are currently forecasting an underspend of **£3.4m**, -19.3% of the **£17.8m** budget.
42. The Domestic Violence and Abuse Support Service is now reporting an underspend of **£0.2m** as a result of a new contract being awarded to provide this service resulting in a saving on the original contract value. The underspend will be removed from the service and utilised to meet pressures elsewhere on an on-going basis.
43. There is currently a one – off forecast underspend of **£0.8m** against the **£2.9m** available through the Adult Social Care precept and **£0.7m** of unallocated base budget held since 2015/16 relating to the Care Act and Independent Living Fund funding. Both of these amounts continue to be held outside of the pools but are offsetting part of the pressure on the ACSN pooled budget. A virement to move the **£0.7m** one-off funding into the ACSN pooled budget to aid the forecast position on the pool is requested and will be included within the next cabinet report.
44. There is also **£1.7m** underspend being reported relating to funding previously being earmarked to cover inflationary increases within the Pools no longer being required due to more up to date figures being available, and the utilisation of **£1.8m** iBCF to fund inflationary increases for providers in 2018/19.

#### People – Public Health

45. There is currently a breakeven position forecast for Public Health after the transfer of **£0.4m** to the Public Health Reserve. Under the terms and conditions of the ring-fenced Public Health grant require that any under spends are used in future years for Public Health purposes.

#### Communities

46. An underspend of **£0.7m (0.7%)** is forecast for the Communities directorate

**Infrastructure Delivery - £1.5m underspend**

47. The forecast position reflects an anticipated pressure of **£0.8m** on Street Lighting due to significant increases in energy prices, including over 30% in the latter part of 2017/18. A plan is in place to invest in LED lighting across the Street Lighting network which will reduce energy costs down to an affordable level, with implementation due to start in February 2019. However, the benefits will not be realised in time to reduce the 2018/19 pressure.
48. The forecast position also reflects an anticipated pressure on the Defect Repairs budget of **£1.0m** due to the significant increase in road defects following the abnormal winter weather. Further investment is being sought which could reduce this pressure but at present an overspend is anticipated. These pressures will be mitigated by **£0.6m** through greater capitalisation of activities such as dragon patching, traffic signal and minor works.
49. The overspends above are offset by a forecast underspend on Waste Management of **£3.0m** due to the balance of waste stream tonnages differing from previous years and contract savings.

**Property & Investment - £0.7m overspend**

50. Supported Transport is forecasting an overspend of **£0.7m**. The forecast position reflects a net pressure of **£1.3m** on the Fleet budget where its new operating model is still to be implemented, now that it mainly delivers transport for term time only SEN students. This has been offset by cost reductions of **£0.2m** due to reduced vehicle numbers and therefore reduced maintenance costs, amendments to staff contacts of **£0.1m** and additional short-term income of **£0.3m** (Bus Service Operators Grant) towards funding the Comet bus. An ongoing Fleet project is looking at ways to further reduce this pressure and the results will be reported in future months.
51. Although a balanced budget is forecast for Property, the business is still designing its operating model, and investing significantly in interim management to implement a new fit for purpose business as usual model. This coupled with the uncertainty over the finalisation of the liquidation of Carillion and the need to establish the condition of the council's estate, with yet unknown consequences, puts at risk the services ability to work within the agreed budgets set for the medium term.

**Resources**

52. Resources is forecast to overspend by **£0.7m** (0.6%). **£0.4m** of this this relates to Legal Services due to the cost of external Counsel fees. **£0.3m** relates to the costs (statutory entitled only) associated with making the previous Chief Executive post redundant partially offset by reduced costs due to the shared Chief Executive as set out in the joint funding agreement between Oxfordshire County Council and Cherwell District Council.

## Corporate Measures

### Virements and Supplementary Estimates

53. Virements larger than £0.5m or that relate to un-ringfenced grants requiring Cabinet approval under the Virement Rules agreed by Council on 14 February 2018.
54. Virements to approve this month are set out in Annex 2a and include transfer of the unspent element of the Adult Social Care precept into the Adults with Care and Support Needs Pool on a one – off basis in 2018/19 to manage the forecast overspend. The on-going impact of the pressure is being considered through the Service & Resource Planning process. The Adult Social Care precept was initially held on SCS1-6. The elements relating to Workforce initiatives and on-going support to the voluntary sector following the implementation of the new Daytime Support service are requested to be moved to align with the spend in 2018/19. The virements also reflect the effect of the on-going effect of the 2017/18 price increase and the 2018/19 uplift within the Learning Disability Service. Funding set aside for inflationary increases has been held outside of the Pool within SCS1-6.
55. Annex 2b shows virements Cabinet need to note. These include remove the non-negotiable recharge income and expenditure budgets. The gross cost of support services such as Corporate Landlord, Corporate Finance and Corporate HR will now be shown within the service where they are managed rather than net of apportionment to other directorates. This is to ensure compliance with the CIPFA Code of Practice on Local Authority Accounting by reporting service costs within the directorate where the decisions about incurring those costs are made.
56. There are no supplementary estimates for Cabinet to approve in this report.

### Grants

57. As set out in Annex 3 the Council receives ringfenced and un-ringfenced government grants totalling **£338.8m**. The decrease of **£5.6m** since the last report reflects the latest grant notifications for the Dedicated Schools Grant, PE Grant and Asylum Grant.
58. On 2 October 2018 the Department of Health and Social Care announced an additional **£240m** of funding for Adult Social Care for 2018/19. The Council will receive approximately **£2.3m**. The grant conditions were received at the end of November and set out that the use of the funding needs to be discussed with local NHS partners ahead of submission to the Department of Health and Social Care by 14 December 2018. An update will be included in the next report.

### Reserves

59. Annex 4 sets out the earmarked reserves brought forward from 2017/18 and the forecast position as at 31 March 2019. These reserves are held for specified one-off projects, contractual

commitments and to support the Medium Term Financial Plan. Reserves are forecast to reduce by **£27.2m** from **£96.6m** to **£69.4m** at 31 March 2019.

### General Balances

60. As set out in Annex 5 general balances were **£25.8m** as at 31 March 2018. The current forecast for general balances as at 31 March 2019 is **£25.3m** after taking into account the forecast directorate overspend of **£6.2m**, unallocated contingency of **£6.9m** and the supplementary estimates totalling **£1.1m** approved by Cabinet in October 2018. This is **£9.0m** higher than the risk assessed level of **£16.3m** as set out in the Medium Term Financial Plan (MTFP) approved by Council in February 2018.

### Strategic Measures

61. There have been no changes to the lending list since the last update.
62. The following table sets out average in-house cash balances and average rates of return for September and October 2018. In house interest receivable for September and October 2018 was **£0.5m**. The current forecast outturn position for in house interest receivable is **£2.7m**, which is **£0.3m** above budget. Which is due to the bank rate increasing earlier than anticipated and higher cash balances than forecast.

Month	Average cash balance	Average rate of return
September	£346.7m	0.87%
October	£366.9m	0.91%

63. External Fund dividends are paid quarterly. The forecast outturn position for external fund returns is **£1m**, which is **£0.2m** above budget.
64. Interest payable is forecast to be in line with the budgeted figure of **£15.6m**.
65. From the latest forecast provided by the District Councils, the County Council is estimated to receive **£0.5m** from the gain on the business rates pool.

### Debt and Loan Write-Offs & Impairments

66. There were **121** general write-offs to the end of October 2018 totalling **£86,721** and there were **97** Adult Social Care Client contribution write offs totalling **£156,198**. There have also been **3** Gypsy service rents & rates write offs for **£7,431**.
67. Under their constitutional powers Director for Law and Governance has agreed a financial settlement as part of a formal mediation negotiation relating to a highways overstay. Cabinet is recommended to approve the balance of **£60,000**.

68. Cabinet is also recommended to approve the write-off of an adult social care debt of **£10,433**. This debt relates to reclaim of a direct payment paid between 2011 and 2013. The direct payment ended when the service user moved area. Legal action was taken in 2013 and some funds were recovered by instalment as there were no assets. The debtor can no longer be located so the likeliness of the recovery of this debt is low.

### **Medium Term Financial Plan Savings**

69. The forecasts shown in this report incorporate savings included in the medium term financial plan agreed by Council in February 2018 and previous years. At this stage of the year, at least **91%** of the planned savings of **£41.0m** are expected to be delivered.
70. In relation to Children's Services, it is anticipated that only 64% of the **£4.6m** planned savings for 2018/19 will be achieved in year. It is however still expected that all savings in the current MTFP will be delivered by the end of the MTFP period.
71. **£1.9m** of savings rated as red consists of **£0.8m** of savings which are currently not anticipated to be made in Home to School Transport, from a total of **£1.2m**. In addition, **£0.6m** of the **£1.6m** saving in relation to Entry to Care is forecast to not be met, although depending on progress to the end of the year this may still be possible, this relates to savings due to controlling entries to care. This is offsetting against significant increased demand, through stronger controls savings are being achieved by challenging high cost placement requests and entries to care. Finally, savings relating to Reconnecting Families of **£0.5m**, against a total of **£1.2m**, is currently forecast to not be achieved in 2018/19, due to a delay in implementation and difficulty in identifying suitable placements to enable children to step down.
72. Adult Social Care expects to achieve 77% of the savings built into 2018/19 budgets. **£1.4m** of the directorate savings are flagged red. These are made up of the **£0.3m** saving from the reduction in the income impairment noted above and the **£1.0m** saving built into the Learning Disabilities budgets. Savings are being achieved within the Learning and Disabilities budgets but they are being hidden by the pressure within the pool which has arisen due to growth in package sizes and activity not as a result of the non-delivery of savings. Revisions to the Adult Social Care contributions policy were agreed by Cabinet on 22 May 2018 and will be implemented from 1 October 2018. Financial re-assessments are being offered to all service users as part of the implementation so an update on the part – year saving expected to be achieved in 2018/19, and on-going full year effect from 2019/20 will be provided later in the year. At present it is expected that the saving will be achieved in both years. The **£2.6m** full year effect of the implementation of the council's new Daytime Support service which has been operating since October 2017 is also expected to be achieved but a further review of the financial position will be carried out later in the year.

73. The Communities directorate is expected to achieve 95% of the planned savings. **£0.2m** of the directorate savings are flagged Red or Amber. This is due to a risk that additional income from solar panels on property sites and from bus lane enforcement cameras, the latter due to a delay in rolling out, will not be realised.
74. Resources are expected to achieve **91%** of the savings agreed. **£0.3m** of the directorate savings are flagged Red or Amber. This mainly relates to the unachievable target for ICT income from non-OCC users.

**LORNA BAXTER**

Director of Finance

Background papers: Directorate Financial Monitoring Reports for June, September and October 2018

Contact Officers: Katy Jurczynszyn, Strategic Finance Manager  
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December 2018

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**Budget Monitoring**

Directorate	BUDGET 2018/19		Latest Budget	Outturn Forecast Year end Spend/Income	Projected Year end Variation to Budget	Projected Year end Variance Traffic Light
	Original Budget	Movement to Date				
	£000	£000	£000	£000	underspend - overspend + £000	
<b>People</b>						
Gross Expenditure	628,461	-29,154	599,307	606,469	7,162	G
Gross Income	-312,944	3,593	-309,351	-309,351	0	G
	<b>315,517</b>	<b>-25,561</b>	<b>289,956</b>	<b>297,118</b>	<b>7,162</b>	<b>A</b>
<b>Resources</b>						
Gross Expenditure	65,015	-11,955	53,060	53,592	532	G
Gross Income	-45,952	28,936	-17,016	-16,774	242	G
	<b>19,063</b>	<b>16,980</b>	<b>36,043</b>	<b>36,817</b>	<b>774</b>	<b>A</b>
<b>Communities</b>						
Gross Expenditure	170,097	-13,814	156,283	154,848	-1,435	G
Gross Income	-71,117	20,267	-50,850	-50,150	700	G
	<b>98,980</b>	<b>6,454</b>	<b>105,434</b>	<b>104,699</b>	<b>-735</b>	<b>G</b>
<b>Directorate Expenditure Total</b>	<b>863,573</b>	<b>-54,923</b>	<b>808,650</b>	<b>814,909</b>	<b>6,259</b>	<b>G</b>
<b>Directorate Income Total</b>	<b>-430,013</b>	<b>52,796</b>	<b>-377,217</b>	<b>-376,275</b>	<b>942</b>	<b>G</b>
<b>Directorate Total Net</b>	<b>433,560</b>	<b>-2,127</b>	<b>431,433</b>	<b>438,634</b>	<b>7,201</b>	<b>G</b>

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Directorate	BUDGET 2018/19			Outturn Forecast Year end Spend/Income	Projected Year end Variation to Budget	Projected Year end Variance Traffic Light
	Original Budget	Movement to Date	Latest Budget			
	£000	£000	£000			
Contributions to (+)/from (-)reserves	-10,330	-924	-11,254	-11,254	0	
Contribution to (+)/from(-) balances	0		0	-6,234	-6,234	
Public Health Saving Recharge	-500		-500	-500	0	
Contingency	7,481	74	7,555	7,555	0	
Insurance	0	2,795	2,795	2,795	0	
Capital Financing	24,070		24,070	24,070	0	
Interest on Balances	-6,020		-6,020	-6,520	-500	
<b>Strategic Measures Budget</b>	<b>14,701</b>	<b>1,945</b>	<b>16,646</b>	<b>9,912</b>	<b>-6,734</b>	
Unringfenced Government Grants	-12,862	182	-12,680	-12,680	0	
Council Tax Surpluses	-5,316		-5,316	-5,316	0	
Revenue Support Grant	-5,868		-5,868	-5,868	0	
Business Rates Top-Up	-39,003		-39,003	-39,003	0	
Business Rates From District Councils	-33,170		-33,170	-33,637	-467	
<b>Council Tax Requirement</b>	<b>352,042</b>	<b>0</b>	<b>352,042</b>	<b>352,042</b>	<b>0</b>	

**KEY TO TRAFFIC LIGHTS**

**Balanced Scorecard Type of Indicator**

Budget	On track to be within +/- 2% of year end budget
	On track to be within +/- 5% of year end budget
	Estimated outturn showing variance in excess of +/- 5% of year end





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People Directorate	BUDGET 2018/19			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
	Original Budget	Movement to Date	Latest Estimate			
	£000	£000	£000			
<b>CEF1 Education &amp; Early Intervention</b>						
Gross Expenditure	72,563	598	73,161	73,961	800	G
Gross Income	-51,320	511	-50,809	-50,809	0	G
	<b>21,243</b>	<b>1,110</b>	<b>22,353</b>	<b>23,153</b>	<b>800</b>	<b>A</b>
<b>CEF2 Children's Social Care</b>						
Gross Expenditure	31,369	1,546	32,915	35,087	2,172	R
Gross Income	-3,109	-1,237	-4,346	-4,346	0	G
	<b>28,260</b>	<b>309</b>	<b>28,569</b>	<b>30,741</b>	<b>2,172</b>	<b>R</b>
<b>CEF3 Children's Social Care Countywide Services</b>						
Gross Expenditure	53,465	202	53,667	57,412	3,745	R
Gross Income	-3,856	-267	-4,123	-4,123	0	G
	<b>49,609</b>	<b>-64</b>	<b>49,545</b>	<b>53,290</b>	<b>3,745</b>	<b>R</b>
<b>CEF4-1 Delegated Schools</b>						
Gross Expenditure	166,684	-3,725	162,959	162,959	0	G
Gross Income	-166,684	3,725	-162,959	-162,959	0	G
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>G</b>
<b>CEF4 Other Schools</b>						
Gross Expenditure	39,963	-1,376	38,587	38,587	0	G
Gross Income	-39,671	1,302	-38,369	-38,369	0	G
	<b>292</b>	<b>-74</b>	<b>218</b>	<b>218</b>	<b>0</b>	<b>G</b>

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People Directorate	BUDGET 2018/19			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
	Original Budget	Movement to Date	Latest Estimate			
	£000	£000	£000			
<b>CEF5 Quality &amp; Compliance</b>						
Gross Expenditure	6,271	-694	5,577	5,577	0	G
Gross Income	-609	0	-609	-609	0	G
	<b>5,662</b>	<b>-694</b>	<b>4,968</b>	<b>4,968</b>	<b>0</b>	<b>G</b>
<b>CEF Non Negotiable Support Service Recharges</b>						
Gross Expenditure	12,175	-12,175	0	0	0	
Gross Income	0	0	0	0	0	
	<b>12,175</b>	<b>-12,175</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>SCS1 Adult Social Care</b>						
Gross Expenditure	195,184	-604	194,580	195,025	445	G
Gross Income	-16,108	14	-16,094	-16,094	0	G
	<b>179,076</b>	<b>-591</b>	<b>178,486</b>	<b>178,931</b>	<b>445</b>	<b>G</b>
<b>SCS2 Joint Commissioning</b>						
Gross Expenditure	6,291	814	7,105	7,105	0	G
Gross Income	-786	-501	-1,287	-1,287	0	G
	<b>5,505</b>	<b>314</b>	<b>5,819</b>	<b>5,819</b>	<b>0</b>	<b>G</b>
<b>SCS Non Negotiable Support Service Recharges</b>						
Gross Expenditure	13,695	-13,695	0	0	0	
Gross Income	0	0	0	0	0	
	<b>13,695</b>	<b>-13,695</b>	<b>0</b>	<b>0</b>	<b>0</b>	

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People Directorate	BUDGET 2018/19			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator	
	Original Budget	Movement to Date	Latest Estimate				
	£000	£000	£000				
<b>PH1</b>	<b>LA Commissioning Responsibilities - Nationally Defined</b>						
	Gross Expenditure	17,630	-200	17,430	17,187	-243	G
	Gross Income	0	0	0	0	0	
		<b>17,630</b>	<b>-200</b>	<b>17,430</b>	<b>17,187</b>	<b>-243</b>	<b>G</b>
<b>PH2</b>	<b>LA Commissioning Responsibilities - Locally Defined</b>						
	Gross Expenditure	12,525	153	12,678	12,478	-200	G
	Gross Income	-273	45	-228	-228	0	G
		<b>12,252</b>	<b>198</b>	<b>12,450</b>	<b>12,250</b>	<b>-200</b>	<b>G</b>
<b>PH3</b>	<b>Public Health Recharges</b>						
	Gross Expenditure	646	2	648	648	0	G
	Gross Income	0	0	0	0	0	
		<b>646</b>	<b>2</b>	<b>648</b>	<b>648</b>	<b>0</b>	<b>G</b>
<b>PH4</b>	<b>Grant Income</b>						
	Gross Expenditure	0	0	0	0	0	
	Gross Income	-30,528	0	-30,528	-30,528	0	G
		<b>-30,528</b>	<b>0</b>	<b>-30,528</b>	<b>-30,528</b>	<b>0</b>	<b>G</b>
	<b>Transfer to Public Health Reserve</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>443</b>	<b>443</b>	<b>G</b>
	<b>Directorate Expenditure Total</b>	<b>628,461</b>	<b>-29,154</b>	<b>599,307</b>	<b>606,469</b>	<b>7,162</b>	<b>G</b>
	<b>Directorate Income Total</b>	<b>-312,944</b>	<b>3,593</b>	<b>-309,351</b>	<b>-309,351</b>	<b>0</b>	<b>G</b>
	<b>Directorate Total Net</b>	<b>315,517</b>	<b>-25,561</b>	<b>289,956</b>	<b>297,118</b>	<b>7,162</b>	<b>A</b>

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Communities Directorate		BUDGET 2018/19			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
		Original Budget	Movement to Date	Latest Estimate			
		£000	£000	£000	£000	underspend - overspend + £000	
<b>EE1</b>	<b>Planning &amp; Place</b>						
	Gross Expenditure	12,125	255	12,380	12,380	0	G
	Gross Income	-6,519	-251	-6,770	-6,770	0	G
		<b>5,606</b>	<b>4</b>	<b>5,610</b>	<b>5,610</b>	<b>0</b>	<b>G</b>
<b>EE2</b>	<b>Infrastructure Delivery</b>						
	Gross Expenditure	59,509	-213	59,296	57,796	-1,500	A
	Gross Income	-10,968	-46	-11,014	-11,014	0	G
		<b>48,541</b>	<b>-258</b>	<b>48,283</b>	<b>46,783</b>	<b>-1,500</b>	<b>A</b>
<b>EE3</b>	<b>Property &amp; Investment</b>						
	Gross Expenditure	59,411	421	59,832	59,832	0	G
	Gross Income	-30,167	-1,269	-31,436	-30,736	700	A
		<b>29,244</b>	<b>-847</b>	<b>28,397</b>	<b>29,097</b>	<b>700</b>	<b>A</b>
<b>EE4</b>	<b>Community Safety</b>						
	Gross Expenditure	24,809	-34	24,775	24,840	65	G
	Gross Income	-1,749	118	-1,631	-1,631	0	G
		<b>23,060</b>	<b>84</b>	<b>23,144</b>	<b>23,209</b>	<b>65</b>	<b>G</b>
<b>EE9</b>	<b>Recharge income from Grants and External organisations</b>						
	Gross Expenditure	0	0	0.00	0	0	
	Gross Income	-817	817	0.00	0	0	
		<b>-817</b>	<b>817</b>	<b>0.00</b>	<b>0</b>	<b>0</b>	

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Communities Directorate	BUDGET 2018/19			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
	Original Budget	Movement to Date	Latest Estimate			
	£000	£000	£000	£000	underspend - overspend + £000	
<b>Non Negotiable Support Service Recharges</b>						
Gross Expenditure	14,243	-14,243	0.00	0	0	
Gross Income	-20,897	20,897	0.00	0	0	
	<b>-6,654</b>	<b>6,654</b>	<b>0.00</b>	<b>0</b>	<b>0</b>	
<b>Directorate Expenditure Total</b>	<b>170,097</b>	<b>-13,814</b>	<b>156,283</b>	<b>154,848</b>	<b>-1,435</b>	<b>G</b>
<b>Directorate Income Total</b>	<b>-71,117</b>	<b>20,267</b>	<b>-50,850</b>	<b>-50,150</b>	<b>700</b>	<b>G</b>
<b>Directorate Total Net</b>	<b>98,980</b>	<b>6,454</b>	<b>105,434</b>	<b>104,699</b>	<b>-735</b>	<b>G</b>

**Financial Monitoring and Delivery Report**  
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Resources Directorate	BUDGET 2018/19			Outturn	Projected	Projected
	Original Budget	Movement to Date	Latest Estimate	Forecast Year end Spend/Income	Year end Variation	Year end Variance Traffic Light Indicator
	£000	£000	£000	£000	underspend - overspend + £000	
<b>CEO1 Chief Executive &amp; Business Support</b>						
Gross Expenditure	903	-60	843	1,076	233	R
Gross Income	0	0	0	0	0	
	<b>903</b>	<b>-60</b>	<b>843</b>	<b>1,076</b>	<b>233</b>	<b>R</b>
<b>CEO2 Human Resources</b>						
Gross Expenditure	4,649	4	4,653	4,712	59	G
Gross Income	-739	-413	-1,152	-1,152	0	G
	<b>3,910</b>	<b>-409</b>	<b>3,501</b>	<b>3,560</b>	<b>59</b>	<b>G</b>
<b>CEO3 Corporate Finance &amp; Internal Audit</b>						
Gross Expenditure	6,535	156	6,691	6,691	0	G
Gross Income	-1,772	-704	-2,476	-2,476	0	G
	<b>4,763</b>	<b>-548</b>	<b>4,215</b>	<b>4,215</b>	<b>0</b>	<b>G</b>
<b>CEO4 Law &amp; Governance</b>						
Gross Expenditure	10,800	940	11,740	12,006	266	A
Gross Income	-8,157	-129	-8,286	-8,326	-40	G
	<b>2,643</b>	<b>810</b>	<b>3,453</b>	<b>3,679</b>	<b>226</b>	<b>R</b>
<b>CEO5 Policy</b>						
Gross Expenditure	3,574	311	3,885	4,045	160	A
Gross Income	-917	-312	-1,229	-1,229	0	G
	<b>2,657</b>	<b>-1</b>	<b>2,656</b>	<b>2,816</b>	<b>160</b>	<b>R</b>

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**CABINET - 18th December 2018**  
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Resources Directorate	BUDGET 2018/19			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
	Original Budget	Movement to Date	Latest Estimate			
	£000	£000	£000	£000	underspend - overspend + £000	
<b>CE07 Customer Experience</b>						
Gross Expenditure	26,042	-13,905	12,137	12,065	-72	G
Gross Income	-3,521	-35	-3,556	-3,428	128	A
	<b>22,521</b>	<b>-13,940</b>	<b>8,581</b>	<b>8,637</b>	<b>56</b>	<b>G</b>
<b>CE08 ICT &amp; Digital</b>						
Gross Expenditure	0	13,111	13,111	12,997	-114	G
Gross Income	0	-317	-317	-163	154	R
	<b>0</b>	<b>12,794</b>	<b>12,794</b>	<b>12,834</b>	<b>40</b>	<b>G</b>
<b>CE09 Recharge income from Grants and External organisations</b>						
Gross Expenditure	0	0	0	0	0	
Gross Income	-1,912	1,912	0	0	0	
	<b>-1,912</b>	<b>1,912</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Non Negotiable Support Service Recharges</b>						
Gross Expenditure	12,512	-12,512	0	0	0	
Gross Income	-28,934	28,934	0	0	0	
	<b>-16,422</b>	<b>16,422</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Directorate Expenditure Total</b>	<b>65,015</b>	<b>-11,955</b>	<b>53,060</b>	<b>53,592</b>	<b>532</b>	<b>G</b>
<b>Directorate Income Total</b>	<b>-45,952</b>	<b>28,936</b>	<b>-17,016</b>	<b>-16,774</b>	<b>242</b>	<b>G</b>
<b>Directorate Total Net</b>	<b>19,063</b>	<b>16,980</b>	<b>36,043</b>	<b>36,817</b>	<b>774</b>	<b>A</b>

**CABINET - 18th December 2018****CABINET IS RECOMMENDED TO APPROVE THE VIREMENTS AS DETAILED BELOW:**

Directorate	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget book line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
SCS	Dec	Oct	Precept virements	SCS1-6	Other Funding	T	-725	0
				SCS1-9	ASC Staffing & Infrastructure	T	250	0
				SCS2	Joint Commissioning	T	475	0
			LD Inflation	ACSNPOOL	Adults with Care and Support Needs Pool	P	511	-511
				SCS1-1B	Adults with Care and Support Needs Pool Contribution	P	511	0
				SCS1-6	Other Funding	P	-511	0
			one off precept funding to LD	ACSNPOOL	Adults with Care and Support Needs Pool	T	839	-839
				SCS1-1B	Adults with Care and Support Needs Pool Contribution	T	839	0
				SCS1-6	Other Funding	T	-839	0
			<b>Grand Total</b>					



**Financial Monitoring and Delivery Report  
CABINET - 18th December 2018**

CABINET IS RECOMMENDED TO NOTE THE VIREMENTS AS DETAILED BELOW:

Directorate (CD = Cross Directorate)	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget book line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
CD	Dec	Sep	Funding for Adult SARS	CEO4	Law & Governance	P	14	0
				SCS2	Joint Commissioning	P	-14	0
			Restarting PH1 Digital	CEO5	Policy		5	0
				SCS2	Joint Commissioning	T	-5	0
			Moving budget for Partnership Boards Officer to Commissioning	CEO5	Policy		-22	0
				SCS2	Joint Commissioning	T	22	0
		Oct	Fire pay inflation additional 1% 2018-19	EE4-1	Fire & Rescue Service		147	0
				VSMMGT	Strategic Measures	P	-147	0
			Fire pay inflation additional 1% 2018-19: part year adjustment (Apr-Jun)	EE4-1	Fire & Rescue Service		-37	0
				VSMMGT	Strategic Measures	T	37	0
			Virement to Communications and Marketing Team for joint health and care recruitment campaign activity (continuation of digital advertisements in Autumn 2018).	CEO5	Policy		5	0
				SCS2	Joint Commissioning	T	-5	0
			Remove Below The Line Support Service Recharges Income & Expenditure Budgets 2018-19	CEF9-1	Corporate Overheads	P	-11,631	0
				CEO9	Corporate Overheads	P	-12,236	28,934
				EE9-1	Corporate Overheads	P	-9,738	20,897
				EE9-2	Corporate Overheads	P	-2,751	0
				SCS9-1	Corporate Overheads	P	-13,476	0
				VSMMGT	Strategic Measures	P	0	0
			Centralising Insurance budgets	CEF9-1	Corporate Overheads	P	-544	0
				CEO9	Corporate Overheads	P	-277	0
		EE9-1		Corporate Overheads	P	-1,412	0	
		EE9-2		Corporate Overheads	P	-343	0	
SCS9-1	Corporate Overheads	P		-219	0			
VSMMGT	Strategic Measures	P		2,796	0			
CEF	Dec	Sep	transfer of DSG for staff from EP0665 EDM to EL1460 Admin	CEF1-1	Management & Central Costs	P	0	-196
						T	0	82
				CEF1-2	Additional & Special Education Needs	P	0	196
						T	0	-82
		Oct	Virement For Merging Cost Centre	CEF3-2	Safeguarding	P	50	-50
			Pupil Premium Grant Increase	CEF1-2	Additional & Special Education Needs	T	146	-146

**Financial Monitoring and Delivery Report  
CABINET - 18th December 2018**

CABINET IS RECOMMENDED TO NOTE THE VIREMENTS AS DETAILED BELOW:

Directorate (CD = Cross Directorate)	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget book line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
CEF	Dec	Nov	Placements project manager budget allocation	CEF2-1	Management & Central Costs	T	28	0
				CEF5-1	Management & Admin	T	-28	0
			High Cost Placement Review Team Allocation	CEF5-1	Management & Admin	T	-77	0
				SCS2	Joint Commissioning	T	77	0
			Allocate recruitment budget against spend	CEF2-1	Management & Central Costs	T	57	0
				CEF5-1	Management & Admin	T	-57	0
			Allocate Retention Budget	CEF2-2	Social Care		72	0
				CEF5-1	Management & Admin	T	-72	0
Allocation of Children's Centre Funds to Sufficiency & Access	CEF1-4	Organisation & Planning	T	48	0			
	CEF5-1	Management & Admin	T	-48	0			
CS	Dec	Sep	Removal of recharge budgets in PMO	CEO7	Transformation	P	-491	491
		Oct	Transfer Catalyst budget	CEO3	Corporate Finance & Internal Audit	P	-15	0
				CEO5	Policy		15	0
SCS	Dec	Sep	SCS2 Restructure - Tidy	SCS1-6	Other Funding	P	159	0
				SCS2	Joint Commissioning	P	125	-284
			BCF Budget Tidy - Permanent	BCFPOOL	Better Care Fund Pool	P	529	-529
		Oct	Virement to Oxfordshire Employment service relating to the Pathways to Care project.	SCS1-3	Provider and Support Services	T	20	0
				SCS2	Joint Commissioning	T	-20	0
			Self Funders Consultancy	BCFPOOL	Better Care Fund Pool	T	0	0
			BCF Pool inflation	SCS2	Joint Commissioning	T	20	-20
				BCFPOOL	Better Care Fund Pool	P	147	-147
SCS1-1A	Better Care Fund Pool Contribution	P	147	0				
SCS1-6	Other Funding	P	-147	0				
<b>Grand Total</b>							<b>-49,147</b>	<b>49,147</b>

**Financial Monitoring and Delivery Report**  
**CABINET - 18th December 2018**  
**Government Grants 2018/19**

Ringfenced	Directorate	Issued by	2018/19 Budget Book	In year Adjustments / New Allocations reported previously reported	In year Adjustments/ New Allocations reported this time	Latest Allocation
			£000	£000	£000	£000
<b>People - Children's Services</b>						
R	Dedicated Schools Grant (DSG) - Schools Block	DfE	130,518		-2953	127,565
R	Dedicated Schools Grant (DSG) - Central Block	DfE	4,041			4,041
R	Dedicated Schools Grant (DSG) - High Needs Block	DfE	51,166		-483	50,683
R	Dedicated Schools Grant (DSG) - Early Years Block	DfE	39,655		-2281	37,374
R	Pupil Premium	DfE	6,914			6,914
R	Education Funding Agency - Sixth Form Funding and Threshold	DfE	619			619
R	Youth Justice Board	YJB	553			553
R	Asylum (USAC and Post 18)	HO	1,143		701	1,844
R	PE and Sport Grant	DfE	2,774		-191	2,583
R	Universal Infant Free School Meals	DfE	5,067		-505	4,562
R	Remand Framework	YJB	43			43
R	Extended Personal Adviser Duty Implementation Grant	DfE			26	26
R	Virtual School Heads	DfE			38	38
<b>TOTAL PEOPLE - CHILDREN'S SERVICES</b>			<b>242,493</b>	<b>64</b>	<b>-5,712</b>	<b>236,845</b>
<b>People - Adult Services</b>						
R	Improved Better Care Fund	DH	7,504			7,504
<b>TOTAL PEOPLE - ADULT SERVICES</b>			<b>7,504</b>	<b>0</b>	<b>0</b>	<b>7,504</b>
<b>Public Health</b>						
R	Public Health Grant	DH	30,528			30,528
<b>TOTAL PUBLIC HEALTH</b>			<b>30,528</b>	<b>0</b>	<b>0</b>	<b>30,528</b>

**Financial Monitoring and Delivery Report**  
**CABINET - 18th December 2018**  
**Government Grants 2018/19**

Ringfenced	Directorate	Issued by	2018/19 Budget Book	In year Adjustments / New Allocations reported previously reported	In year Adjustments/ New Allocations reported this time	Latest Allocation
			£000	£000	£000	£000
<b>Communities</b>						
R	Bus Service Operators Grant	DfT	795			795
R	Natural England	DEFRA	242			242
R	Housing and Growth Deal Capacity Funding	MHCLG	2,500			2,500
	<b>Subtotal Communities Grants</b>		<b>3,537</b>	<b>0</b>	<b>0</b>	<b>3,537</b>
<b>Grants held on behalf of Local Enterprise Partnership</b>						
R	Oxford Innovation Business Support	BEIS	205			205
R	Careers & Employment Centre		75			75
R	European Regional Development Fund		40			40
R	DCLG (Local Enterprise Partnership Funding)	MHCLG	500			500
R	City Deal Skills Grant	ESFA	0			0
	<b>Subtotal Grants held on behalf of Local Enterprise Partnership</b>		<b>820</b>	<b>0</b>	<b>0</b>	<b>820</b>
<b>TOTAL COMMUNITIES</b>			<b>4,357</b>	<b>0</b>	<b>0</b>	<b>4,357</b>
<b>Resources</b>						
R	Music	DfE	827			827
<b>TOTAL RESOURCES</b>			<b>827</b>	<b>0</b>	<b>0</b>	<b>827</b>
<b>Strategic Measures</b>						
U	Lead Local Flood Authority	DEFRA	42			42
U	Extended Rights to Free Travel	DfE	278		69	347
U	Fire Revenue Grant	MHCLG	213			213
U	Troubled Families - Service Transformation Grant	MHCLG	200			200
U	Troubled Families - Payment by Results	MHCLG		60		60
U	Troubled Families Attachment Fees - Phase 2	MHCLG		492		492
U	New Homes Bonus	MHCLG	3,366			3,366
U	New Homes Bonus Adjustment Grant	MHCLG	0			0

**Financial Monitoring and Delivery Report  
CABINET - 18th December 2018  
Government Grants 2018/19**

Ringfenced	Directorate	Issued by	2018/19 Budget Book	In year Adjustments / New Allocations reported previously reported	In year Adjustments/ New Allocations reported this time	Latest Allocation
			£000	£000	£000	£000
U	New Burden Grant - Property Searches	MHCLG		3		3
U	Local Reform & Community Voices Grant	DH	515			515
U	Adult Social Care Grant	DH	1,432			1,432
U	Independent Living Fund	DH	3,562			3,562
U	Education Services Grant	DfE	0			0
U	Special Educational Needs Reform Grant	DfE	0			0
U	Special Educational Needs Implementation Grant	DfE	331			331
U	Special Educational Needs Preparation for Employment Grant	DH	97			97
U	Mockingbird Funding	DfE		164		164
U	School Improvement and Brokering Grant	DfE		231		231
U	Transition Funding	MHCLG	0			0
U	Section 31 Grant for Business Rate Compensation	MHCLG	2,775			2,775
U	Revenue Support Grant	MHCLG	5,868			5,868
U	Business Rates Top-Up	MHCLG	39,003			39,003
<b>TOTAL STRATEGIC MEASURES</b>			<b>57,682</b>	<b>950</b>	<b>69</b>	<b>58,701</b>
<b>Total All Grants</b>			<b>343,391</b>	<b>1,014</b>	<b>-5,643</b>	<b>338,762</b>

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Ringfenced

**R** Ringfenced  
**U** Un-ringfenced

Issued by

**DfE** Department for Education  
**YJB** Youth Justice Board  
**HO** Home Office  
**DH** Department of Health  
**MHCLG** Ministry of Housing, Communities and Local Government

**ESFA** Education & Skills Funding Agency  
**BEIS** Department for Business, Energy & Industrial Strategy  
**DEFRA** Department for Environment, Food & Rural Affairs  
**CO** Cabinet Office

Financial Monitoring and Delivery Report  
CABINET - 18th December 2018  
EARMARKED RESERVES

	2018/19			Last reported forecast as at 31 March 2018 £000	Change in closing balance to last forecast £000
	Balance at 1 April 2018	Movement	Forecast Balance at 31 March 2019		
	£000	£000	£000		
Schools' Reserves	15,177	-978	14,199	14,199	0
Vehicle and Equipment Reserve	2,760	-2,137	623	643	-20
Grants and Contributions Reserve	13,539	-5,323	8,216	7377	839
Government Initiatives	587	-45	542	587	-45
Trading Accounts	658	-68	590	590	0
Council Elections	158	150	308	308	0
Partnership Reserves	654	0	654	654	0
On Street Car Parking	2,311	-1,000	1,311	1311	0
Transformation Reserve	2,482	-47	2,435	3200	-765
Budget Prioritisation Reserve	16,966	-15,860	1,106	1106	0
Insurance Reserve	8,515	-1,000	7,515	7515	0
Business Rates Reserve	150	405	555	555	0
Capital Reserves	31,316	0	31,316	31316	0
Budget Equalisation Reserve	1,293	-1,304	-11	-11	0
<b>Total Reserves</b>	<b>96,566</b>	<b>-27,207</b>	<b>69,359</b>	<b>69,350</b>	<b>9</b>

Commentary
<p>In accordance with the Education Reform Act 1988, the scheme of Local Management of Schools provides for the carry forward of individual schools surpluses and deficits. These reserves are committed to be spent on schools. Other School Reserves cover a number of miscellaneous education activities, including amounts loaned to individual schools against school reserves, and School Partnership Accounts which are operated in respect of inter-school activities, primarily relating</p> <p>Includes funding for Fire &amp; Rescue Service vehicles and equipment.</p> <p>Includes £1.2m Public Health Grant.</p> <p>Funding for government initiatives, including adoption reform work.</p> <p>Holds surplus funds from self-financing services such as Oxfordshire Safeguarding Children's Board</p> <p>This will be used to fund future elections. In years where no County Elections take place any underspend on the Council Elections budget will be transferred to this reserve.</p> <p>To be spent on LEP related project expenditure and the Growth Deal</p> <p>This surplus has arisen under the operation of the Road Traffic Regulation Act 1984 (section 55). The purposes for which these monies can be used are defined by statute.</p> <p>This reserve was established as part of the 2016/17 budget process to utilise one-off grant funding from the Government to fund the Council's Fit for the Future Transformation programme.</p> <p>This reserve is being used to support the implementation of the Council's priorities and the Medium Term Financial Plan.</p> <p>This reserve covers the County Council for insurance claims that, based on the previous experience of the County Council, are likely to be received, as well as a number of insurance related issues.</p> <p>This reserve is to smooth the volatility of Business Rates income.</p> <p>This reserve has been established for the purpose of financing capital expenditure in future years.</p> <p>This reserve is being used to manage the cash flow implications of the variations to the Medium Term Financial Plan.</p>

**Financial Monitoring and Delivery Report**  
**CABINET - 18th December 2018**  
**General Revenue Balances**

Date	Forecast 2018/19		Budget 2018/19
	£m	£m	£m
General Balances: Outturn 2017/18	25.718		16.300
County Fund Balance		<b>25.718</b>	<b>16.300</b>
Planned Contribution to Balances			
Planned Contribution from Balances			
<b>Original forecast outturn position 2018/19</b>		<b>25.718</b>	<b>16.300</b>
<b>Additions</b>			
		0.000	0.000
<b>Calls on balances deducted</b>			
Schools converting to Academies	-1.100		
		-1.100	
<b>Automatic calls on/returns to balances</b>			
		0.000	
<b>Additional Strategic Measures</b>			
Forecast Strategic Measures Overspend /Underpend		0.000	
<b>Other items</b>			
		0.000	
<b>Net General Balances</b>		<b>24.618</b>	<b>16.300</b>
<b>Total Gross Expenditure Budget</b>		<b>797.065</b>	<b>797.065</b>
<b>Balances as a % of Gross Expenditure</b>		<b>3.09%</b>	<b>2.05%</b>
<b>Net Balances</b>		<b>24.618</b>	
<b>Calls on / returns to balances agreed but not actioned</b>			
		0.000	
<b>Calls on / returns to balances requested in this report</b>			
		0.000	
<b>Forecast Variation at Year End</b>			
Less forecast directorate overspend (as set out in Annex 1)		-6.234	
Unallocated Contingency		6.941	
<b>Revised Outturn position</b>		<b>25.325</b>	

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## CABINET – 18 DECEMBER 2018

### CAPITAL PROGRAMME UPDATE AND MONITORING REPORT

Report by the Director of Finance

#### Recommendations

1. The Cabinet is RECOMMENDED to:
  - (a) note the report;
  - (b) approve the updated Capital Programme at Annex 2 and the associated changes to the programme in Annex 1c; and
  - (c) approve the budget requirement of £6.3m towards the extension of Broadband for Business in Rural Oxfordshire.

#### Executive Summary

2. This is the third separate capital programme update and monitoring report and focuses on the delivery of the 2018/19 capital programme based on projections at the end of October 2018 and new inclusions within the overall ten-year capital programme.
3. The forecast directorate programme expenditure for 2018/19 is **£127.1m** (excluding school's local capital). This has increased by **£0.2m** compared to the latest approved capital programme.
4. The total ten-year capital programme (2018/19 to 2027/28) is now **£891.2m**, an increase of **£22.5m** compared to the capital programme approved by Cabinet in October 2018.
5. The report also includes capital funding announcements made as part of the Autumn Budget 2018.
6. The following annexes are attached:

Annex 1 Capital Programme Monitoring  
Annex 2 Updated Capital Programme

#### 2018/19 Capital Monitoring

7. The capital monitoring position set out in Annex 1a, shows the forecast directorate programme expenditure for 2018/19 is **£127.1m** (excluding school's local capital). This has increased by **£0.2m** compared to the latest approved capital programme. The table in the following paragraph summarises the variations by portfolio area.
8. The variations in 2018/19 include the approved recommendations from the October 2018 Cabinet meeting and schemes that have been re-

## CA7

profiled accordingly. Significant in-year variations for each directorate are listed in Annex 1b. New schemes and total programme/project budget changes are listed in Annex 1c.

Portfolio Area	Last Approved Programme * £m	Latest Forecast Expenditure £m	Variation £m
People: Children's Services	24.9	25.1	+0.2
People: Adult Services	6.9	6.9	+0.0
Communities: Transport	65.6	65.6	+0.0
Communities: Other Property Resources	13.7	13.7	+0.0
	15.8	15.8	+0.0
<b>Total Directorate Programmes</b>	<b>126.9</b>	<b>127.1</b>	<b>+0.2</b>
Schools Local Capital	1.2	1.2	+0.0
Earmarked Reserves	10.6	10.6	+0.0
<b>Total Capital Programme</b>	<b>138.7</b>	<b>138.9</b>	<b>+0.2</b>

\* Approved by Cabinet 16 October 2018

9. Within the basic need programme, stage 2 business cases (contract let) have been approved for expansions at Marcham and John Blandy Primary Schools. The budget provision for both projects have been increased by £0.6m from the previous approved budget. This will enable both projects to commence on site in accordance with the Construction Development Agreement. Both projects were tendered through the Scape framework and the increase funded through the basic need programme contingency.

### Actual Expenditure to Date

10. Excluding forecast expenditure on third party schemes (OxLEP funded schemes and the Housing and Growth Deal Affordable Housing element), the 2018/19 programme reduces from **£127.1m** to **£115.2m**. Actual capital expenditure as at the end of October for Council controlled projects was **£24.6m** with in year commitments at **£39.4m**. The combined value is **51%** of the forecast expenditure. These figures are based on paid invoices at the end of October, so delivery levels are likely to be higher than this.

### Ten Year Capital Programme Update

11. The total ten-year capital programme (2018/19 to 2027/28) is now **£891.2m**, an increase of **£22.5m** compared to the capital programme approved by Cabinet in October 2018. The updated capital programme is set out in Annex 2. The following table summarises the variations by directorate and the main reasons for these variations is explained in the following paragraphs.

## CA7

Portfolio Area	Last Approved Total Programme (2018/19 to 2027/28) *	Latest Updated Total Programme (2018/19 to 2027/28)	Variation
	£m	£m	£m
People: Children Services	164.1	164.3	+0.2
People: Adults Services	26.5	26.5	+0.0
Communities: Transport	443.0	452.3	+9.3
Communities: Other	36.4	36.4	+0.0
Resources	99.2	99.2	+0.0
<b>Total Directorate Programmes</b>	<b>769.2</b>	<b>778.7</b>	<b>+9.5</b>
Schools Local Capital	6.3	6.3	+0.0
Earmarked Reserves	93.2	106.2	+13.0
<b>Total Capital Programme</b>	<b>868.7</b>	<b>891.2</b>	<b>+22.5</b>

\* Approved by Cabinet 16 October 2018

12. The capital programme now includes the additional £3.5m towards the Eastern Arc Phase 1: Access to Headington Project following approval by Cabinet in October 2018. The project now has an overall budget of £14.5m, with the additional element being funded from the Housing & Growth Deal Infrastructure Grant.
13. As announced in the Autumn Budget on 29 October 2018, the government has allocated £420m to Local Authorities in 2018/19 to tackle potholes, repair damaged roads, and invest in keeping bridges open and safe. The Council's share of this additional funding is £7.4m. This funding has been included in the capital programme and will be used to fund the additional £10m highway maintenance programme approved by Cabinet in July 2018. The Council funding will be carried forward and added to the 2019/20 programme.
14. When the £40.8m Street Lighting LED investment project was approved it was envisaged that the Street Lighting annual programme would contribute £0.5m per year for four years, thus reducing the prudential borrowing required by £2m on the project. It has since been established that the project will be fully funded through prudential borrowing as the Street Lighting annual programme budget is required for the maintenance or replacement of street lighting columns not affected by the LED project.
15. Cabinet was notified in July 2018 that the 2020/21 basic need (schools places) grant allocation will be £27m. During November 2018 it was announced that several Councils would receive their 2020/21 funding allocation in 2018/19, of which Oxfordshire was included.
16. When compared to the forecasted funding which was already included within the overall capital programme for pupil places, this generates an additional £13m. This has been placed into earmarked reserves until the outcome of next service & resource planning process between 2019/20 and 2028/29. As funding has been received two years in advance, the

capital cashflow balance has subsequently improved for 2018/19 and 2019/20.

## **Capital Programme Approvals**

17. The Community Infrastructure Programme Board (CIPB) recommend that Cabinet approve the following schemes and programmes for inclusion in the capital programme. The business case documents presented to CIPB are available as background papers.

### Broadband for Business in Rural Oxfordshire (BiRO)

18. Cabinet is recommended to approve a £6.3m budget for a project to provide small and medium businesses in rural areas of Oxfordshire with fibre broadband to enable growth. The project will be fully funded by a grant from DEFRA. Any additional revenue costs will be met from surpluses of the Better Broadband project.

## **Capital Funding Update**

19. Announced in the Autumn Budget on 29 October 2018, was an increase to the Disabled Facilities Grant of £45m in 2018/19. The Council receives this funding but is required to passport it to the City and District Councils. The Council has not yet been notified of the increased allocation.
20. The Budget also provided £400m for schools across England to spend on equipment and facilities in 2018/19. This equates to £0.010m per primary and £0.050m per secondary school.

### **LORNA BAXTER**

Director of Finance

Background papers:

Stage 0 Business Case – Broadband for Business in Rural Oxfordshire

Contact Officers: Katy Jurczynszyn, Strategic Finance Manger  
(Financial Strategy & Monitoring)  
07584 909518

December 2018

Capital Programme Update & Monitoring Report - Cabinet 18 December 2018  
 Capital Programme 2018/19 to 2027/28  
 Summary

Directorate	Latest Approved Capital Programme (Cabinet October 2018)			Latest Forecast			Variation			Current Year Expenditure Monitoring				Performance Compared to Original Programme (Council February 2018)		
	Current Year	Future Years	Total	Current Year	Future Years	Total	Current Year	Future Years	Total	Actual expenditure to date	Commitments	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	%
People: Children	24,951	139,198	164,149	25,116	139,193	164,309	165	-5	160	7,528	6,020	30%	54%	30,800	-5,684	-18%
People: Adults	6,895	19,558	26,453	6,895	19,558	26,453	0	0	0	5,905	486	86%	93%	1,457	5,438	373%
Communities: Transport	65,619	377,364	442,983	65,616	386,728	452,344	-3	9,364	9,361	9,474	29,856	14%	60%	50,424	15,192	30%
Communities: Other Property Development Programmes	13,733	22,630	36,363	13,758	22,630	36,388	25	0	25	2,026	2,633	15%	34%	10,328	3,430	33%
Resources	15,778	83,447	99,225	15,778	83,447	99,225	0	0	0	2,671	404	17%	19%	12,256	3,522	29%
<b>Total Directorate Programmes</b>	<b>126,976</b>	<b>642,197</b>	<b>769,173</b>	<b>127,163</b>	<b>651,556</b>	<b>778,719</b>	<b>187</b>	<b>9,359</b>	<b>9,546</b>	<b>27,604</b>	<b>39,399</b>	<b>22%</b>	<b>53%</b>	<b>105,265</b>	<b>21,898</b>	<b>21%</b>
People: Schools Local Capital	1,154	5,142	6,296	1,154	5,142	6,296	0	0	0	900	0	78%	78%	850	304	36%
Earmarked Reserves	10,600	82,583	93,183	10,600	95,578	106,178	0	12,995	12,995					13,936	-3,336	0%
<b>OVERALL TOTAL</b>	<b>138,730</b>	<b>729,922</b>	<b>868,652</b>	<b>138,917</b>	<b>752,276</b>	<b>891,193</b>	<b>187</b>	<b>22,354</b>	<b>22,541</b>	<b>28,504</b>	<b>39,399</b>	<b>21%</b>	<b>49%</b>	<b>120,051</b>	<b>18,866</b>	<b>16%</b>

**Capital Programme Update & Monitoring Report - Cabinet 18 December 2018**  
**Capital Programme 2018/19 to 2027/28**

**In-year Expenditure Forecast Variations**

<b>Project / Programme Name</b>	<b>Previous 2017/18 Forecast*</b>	<b>Revised 2017/18 Forecast</b>	<b>Variation</b>	<b>Comments</b>
	<b>£'000s</b>	<b>£'000s</b>	<b>£'000s</b>	
<b>People: Children Capital Programme</b>				
Existing Demographic Pupil Provision (Basic Needs Programme)	3,677	3,027	-650	Projects being developed. Draw down of budget provision for the projects below.
Marcham - Expansion to 1FE (ED882)	300	550	250	Stage 2 approved. Forecast completion August 2019.
John Blandy - Expansion to 1.5FE (ED887)	800	1,200	400	Stage 2 approved. Forecast completion August 2019.
Northfield Special School - Reinstatement works & Temporary Accommodation at Iffley Academy (ED931)	495	660	165	Inclusion of enhancement budget and reallocation of previous approved budget. Revenue £0.240m, total £0.920m.
<b>PEOPLE: CHILDREN TOTAL IN-YEAR VARIATION</b>			<b>165</b>	
<b>Communities: Transport Capital Programme</b>				
Growth Deal Infrastructure Programme	13,087	9,587	-3,500	Growth Deal - Tfr to Eastern Arc Project.
Eastern Arc Phase 1 Access to Headington	4,784	7,784	3,000	Cabinet Oct 18
Street Lighting	422	912	490	Restored funding to Street Lighting
Other Small Variations			7	
<b>COMMUNITIES: TRANSPORT TOTAL IN-YEAR VARIATION</b>			<b>-3</b>	
<b>Communities: Other Property Development Capital Programme</b>				
Health & Safety (Non-Schools)	75	100	25	Woodstock Library
<b>COMMUNITIES: OTHER PROPERTY DEVELOPMENT TOTAL IN-YEAR VARIATION</b>			<b>25</b>	
<b>CAPITAL PROGRAMME TOTAL IN-YEAR VARIATION</b>			<b>187</b>	

\*As approved by Cabinet

**Capital Programme Update & Monitoring Report - Cabinet 18 December 2018**  
**Capital Programme 2018/19 to 2027/28**

**New Schemes & Budget Changes**

Project / Programme Name	Previous Total Budget* £'000s	Revised Total Budget £'000s	Variation £'000s	Comments
<b>People: Children Capital Programme</b>				
Existing Demographic Pupil Provision (Basic Needs Programme)	76,789	75,493	-1,296	Projects being developed. Draw down of budget provision for the projects below.
Marcham - Expansion to 1FE (ED882)	847	1,497	650	Stage 2 approved. Forecast completion August 2019.
John Blandy - Expansion to 1.5FE (ED887)	2,247	2,893	646	Stage 2 approved. Forecast completion August 2019.
Northfield Special School - Reinstatement works & Temporary Accommodation at Iffley Academy (ED931)	520	680	160	Inclusion of enhancement budget and reallocation of previous approved budget. Revenue £0.240m, total £0.920m.
<b>PEOPLE: CHILDREN TOTAL PROGRAMME SIZE VARIATION</b>			<b>160</b>	
<b>Communities: Transport Capital Programme</b>				
Growth Deal Infrastructure Programme	146,337	142,837	-3,500	Growth Deal - Tfr to Eastern Arc Project.
Eastern Arc Phase 1 Access to Headington	11,165	14,665	3,500	Cabinet Oct 18
Street Lighting	5,864	7,824	1,960	Restored funding to Street Lighting
Highways & Associated Infrastructure	20,000	27,401	7,401	Inclusion of the Oct 18 additional government grant funding.
<b>COMMUNITIES: TRANSPORT TOTAL PROGRAMME SIZE VARIATION</b>			<b>9,361</b>	
<b>Communities: Other Property Development Capital Programme</b>				
Health & Safety (Non-Schools)	900	925	25	Woodstock Library
<b>COMMUNITIES: OTHER PROPERTY DEVELOPMENT TOTAL PROGRAMME SIZE VARIATION</b>			<b>25</b>	
<b>CAPITAL PROGRAMME TOTAL PROGRAMME SIZE VARIATION</b>			<b>9,546</b>	

\*As approved by Cabinet

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## CAPITAL PROGRAMME: 2018/19 TO 2027/28

Programme	Capital Investment Programme (latest forecast)						CAPITAL INVESTMENT TOTAL £'000s	
	Current Year	Firm Programme	Provisional Programme					
	2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s		
People: Children	25,116	37,147	31,730	14,960	9,350	46,006	164,309	
People: Schools Local Capital	1,154	800	792	700	650	2,200	6,296	
People: Adults	6,895	1,875	12,378	2,284	3,021	0	26,453	
Communities: Transport	65,616	79,912	78,250	62,244	77,370	88,952	452,344	
Communities: Other Property Development Programmes	13,758	12,077	5,157	2,296	550	2,550	36,388	
Resources	15,778	28,427	36,270	3,500	3,000	12,250	99,225	
<b>TOTAL ESTIMATED CAPITAL PROGRAMME EXPENDITURE</b>	<b>128,317</b>	<b>160,238</b>	<b>164,577</b>	<b>85,984</b>	<b>93,941</b>	<b>151,958</b>	<b>785,015</b>	
Earmarked Reserves	10,600	27,820	17,492	629	15,282	34,355	106,178	
<b>TOTAL ESTIMATED CAPITAL PROGRAMME</b>	<b>138,917</b>	<b>188,058</b>	<b>182,069</b>	<b>86,613</b>	<b>109,223</b>	<b>186,313</b>	<b>891,193</b>	
<b>TOTAL ESTIMATED PROGRAMME IN-YEAR RESOURCES</b>	<b>153,501</b>	<b>180,982</b>	<b>178,887</b>	<b>98,076</b>	<b>84,231</b>	<b>136,957</b>	<b>832,634</b>	
In-Year Shortfall (-) / Surplus (+)		14,584	-7,076	-3,182	11,463	-24,992	-49,356	-58,559
Cumulative Shortfall (-) / Surplus (+)	58,559	73,143	66,067	62,885	74,348	49,356	0	0

SOURCES OF FUNDING	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23	up to 2027 / 28	CAPITAL RESOURCES TOTAL
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
SCE(C) Formulaic Capital Allocations - Un-ringfenced Grant	93,605	108,881	103,004	46,178	67,930	105,625	525,223
Devolved Formula Capital- Grant	850	800	792	700	650	2,200	5,992
Prudential Borrowing	12,158	36,550	36,332	19,888	18,869	2,943	126,740
Grants	11,808	10,946	10,298	4,796	0	0	37,848
Developer Contributions	19,788	30,581	31,207	15,037	5,487	6,562	108,662
District Council Contributions	0	0	226	0	0	0	226
Other External Funding Contributions	301	0	0	14	0	0	315
Revenue Contributions	379	300	210	0	0	0	889
Schools Contributions	28	0	0	0	0	0	28
Use of Capital Receipts	0	0	0	0	16,287	49,886	66,173
Use of Capital Reserves	0	0	0	0	0	19,097	19,097
<b>TOTAL ESTIMATED PROGRAMME RESOURCES UTILISED</b>	<b>138,917</b>	<b>188,058</b>	<b>182,069</b>	<b>86,613</b>	<b>109,223</b>	<b>186,313</b>	<b>891,193</b>
<b>TOTAL ESTIMATED IN YEAR RESOURCES AVAILABLE</b>	<b>153,501</b>	<b>180,982</b>	<b>178,887</b>	<b>98,076</b>	<b>84,231</b>	<b>136,957</b>	<b>832,634</b>
Capital Grants Reserve C/Fwd	16,219	29,329	20,774	14,522	18,305	0	0
Usable Capital Receipts C/Fwd	22,335	24,111	25,893	29,266	36,946	30,259	0
Capital Reserve C/Fwd	20,005	19,703	19,400	19,097	19,097	19,097	0

PEOPLE: CHILDREN'S SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast							Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme							
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s				
<b>Secondary Capital Programme</b>											
King Alfred's (ED928)	0	625	100	100	0	0	0	825	825	200	
<b>Secondary Capital Programme Total</b>	<b>0</b>	<b>625</b>	<b>100</b>	<b>100</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>825</b>	<b>825</b>	<b>200</b>	
<b>Provision of School Places (Basic Need)</b>											
Existing Demographic Pupil Provision (Basic Needs Programme)	2,635	3,027	10,851	10,474	8,000	7,000	33,506	75,493	72,858	69,831	
11/12 - 17/18 Basic Need Programme Completions	0	248	158	0	0	0	0	406	406	158	
Chilton - Expansion to 1.5FE (ED893)	1,580	190	14	0	0	0	0	1,784	204	14	
Sutton Courtenay - Expansion to 1FE (ED883)	1,147	400	46	0	0	0	0	1,593	446	46	
Matthew Arnold - 1FE Expansion (ED877)	1,003	2,000	356	0	0	0	0	3,359	2,356	356	
Faringdon Community College - 2FE Expansion (ED876)	3,090	2,400	100	700	0	0	0	6,290	3,200	800	
East Hanney, St James - Expansion to 1FE (ED859)	215	1,600	200	118	0	0	0	2,133	1,918	318	
Fitzwaryn - Expansion (ED900)	28	575	25	0	0	0	0	628	600	25	
Bloxham, Warriner - 2FE Expansion (ED901)	585	3,000	1,800	315	0	0	0	5,700	5,115	2,115	
Marcham - Expansion to 1FE (ED882)	151	550	650	146	0	0	0	1,497	1,346	796	
John Blandy - Expansion to 1.5FE (ED887)	146	1,200	1,300	247	0	0	0	2,893	2,747	1,547	
<b>Provision of School Places Total</b>	<b>10,580</b>	<b>15,190</b>	<b>15,500</b>	<b>12,000</b>	<b>8,000</b>	<b>7,000</b>	<b>33,506</b>	<b>101,776</b>	<b>91,196</b>	<b>76,006</b>	

PEOPLE: CHILDREN'S SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast							Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme							
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s				
<b>Growth Portfolio - New Schools</b>	Note: This section of the programme shows available funding and not the full scheme cost, unless specified Project Approval number displayed										
Didcot, Great Western Park - Secondary (Phase 1) (ED836) Aureus	20,252	0	1,419	0	0	0	0	21,671	1,419	1,419	
Didcot, Great Western Park - Primary 2 (14 classroom) (ED835) Aureus	5,639	1,100	411	0	0	0	0	7,150	1,511	411	
Bicester, South West - Secondary (Alchester)	870	500	6,000	6,630	2,000	0	0	16,000	15,130	14,630	
Oxford - Barton (West) - 1.5FE Primary School	259	500	3,700	2,500	241	0	0	7,200	6,941	6,441	
Banbury, Southam Road - 1FE Primary School	21	500	3,000	2,500	129	0	0	6,150	6,129	5,629	
The Swan Free School (Financial Contribution)	24	700	800	500	76	0	0	2,100	2,076	1,376	
West Witney, Curbridge - 1.5FE Primary School	0	150	250	600	300	0	0	1,300	1,300	1,150	
Bicester, Graven Hill - 2FE Primary School	0	200	300	750	380	0	0	1,630	1,630	1,430	
North East Wantage, Crab Hill - 2FE Primary School	0	200	300	700	350	0	0	1,550	1,550	1,350	
Project Development Budget	6	0	100	100	100	100	0	406	400	400	
New School Programme Completions	0	0	298	0	0	0	0	298	298	298	
<b>Growth Portfolio Total</b>	<b>27,071</b>	<b>3,850</b>	<b>16,578</b>	<b>14,280</b>	<b>3,576</b>	<b>100</b>	<b>0</b>	<b>65,455</b>	<b>38,384</b>	<b>34,534</b>	

PEOPLE: CHILDREN'S SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast							Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme							
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s				
<b>Children's Home</b>											
Re-provision of Maltfield (ED932)	0	0	500	2,000	500	0	0	3,000	3,000	3,000	
<b>Children's Home Total</b>	<b>0</b>	<b>0</b>	<b>500</b>	<b>2,000</b>	<b>500</b>	<b>0</b>	<b>0</b>	<b>3,000</b>	<b>3,000</b>	<b>3,000</b>	
<b>Annual Programmes</b>											
Schools Access Initiative	0	400	400	300	300	300	900	2,600	2,600	2,200	
Temporary Classrooms - Replacement & Removal	0	230	566	350	350	350	850	2,696	2,696	2,466	
Schools Accommodation Intervention & Support Programme	0	100	100	100	100	100	500	1,000	1,000	900	
School Structural Maintenance (inc Health & Safety)	0	3,111	2,200	2,000	1,800	1,500	5,250	15,861	15,861	12,750	
Northfield Special School - Reinstatement works & Temporary Accommodation at Iffley Academy (ED931)	0	660	20	0	0	0	0	680	680	20	
School Estate	0	0	0	0	0	0	5,000	5,000	5,000	5,000	
<b>Annual Programme Total</b>	<b>0</b>	<b>4,501</b>	<b>3,286</b>	<b>2,750</b>	<b>2,550</b>	<b>2,250</b>	<b>12,500</b>	<b>27,837</b>	<b>27,837</b>	<b>23,336</b>	

PEOPLE: CHILDREN'S SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast							Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme							
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s				
<b><u>Other Schemes &amp; Programmes</u></b>											
CEF Transformation Programme - Children & Family Centres (ED895)	1,088	200	212	0	0	0	0	1,500	412	212	
Capacity Building - Early Yrs Entitlement	2,282	500	500	500	204	0	0	3,986	1,704	1,204	
Free School Meals (ED862)	0	0	63	0	0	0	0	63	63	63	
Loans to Foster/Adoptive Parents (Prudentially Funded)	0	75	75	100	130	0	0	380	380	305	
Small Projects	114	25	15	0	0	0	0	154	40	15	
<b>Other Schemes &amp; Programmes Total</b>	<b>3,484</b>	<b>800</b>	<b>865</b>	<b>600</b>	<b>334</b>	<b>0</b>	<b>0</b>	<b>6,083</b>	<b>2,599</b>	<b>1,799</b>	
<b><u>Retentions</u></b>											
<b>Retentions Total</b>	<b>100</b>	<b>150</b>	<b>318</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>568</b>	<b>468</b>	<b>318</b>	
<b><u>Schools Capital</u></b>											
Devolved Formula Capital	0	1,154	800	792	700	650	2,200	6,296	6,296	5,142	
<b>School Local Capital Programme Total</b>	<b>0</b>	<b>1,154</b>	<b>800</b>	<b>792</b>	<b>700</b>	<b>650</b>	<b>2,200</b>	<b>6,296</b>	<b>6,296</b>	<b>5,142</b>	
<b>PEOPLE: CHILDREN CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>41,235</b>	<b>26,270</b>	<b>37,947</b>	<b>32,522</b>	<b>15,660</b>	<b>10,000</b>	<b>48,206</b>	<b>211,840</b>	<b>170,605</b>	<b>144,335</b>	
<b>PEOPLE: CHILDREN ADJUSTED CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>41,235</b>	<b>25,116</b>	<b>37,147</b>	<b>31,730</b>	<b>14,960</b>	<b>9,350</b>	<b>46,006</b>	<b>205,544</b>	<b>164,309</b>	<b>139,193</b>	

PEOPLE: ADULTS CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s			
<u>Public Health Directorate</u>										
<b>PUBLIC HEALTH PROGRAMME TOTAL</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<u>SOCIAL CARE FOR ADULTS PROGRAMME</u>										
Adult Social Care Programme	563	300	750	750	750	1,137	0	4,250	3,687	3,387
HOPs Phase 1- New Builds	0	0	0	10,503	0	0	0	10,503	10,503	10,503
Specialist Housing: ECH & Supported Living	776	1,000	1,000	1,000	1,500	1,884	0	7,160	6,384	5,384
Deferred Interest Loans (CSDP)	0	125	125	125	34	0	0	409	409	284
<b>SOCIAL CARE FOR ADULTS PROGRAMME TOTAL</b>	<b>1,339</b>	<b>1,425</b>	<b>1,875</b>	<b>12,378</b>	<b>2,284</b>	<b>3,021</b>	<b>0</b>	<b>22,322</b>	<b>20,983</b>	<b>19,558</b>
<u>Disabled Facilities Grant</u>										
Disabled Facilities Grant	0	5,438	0	0	0	0	0	5,438	5,438	0
<b>DISABLED FACILITIES GRANT PROGRAMME TOTAL</b>	<b>0</b>	<b>5,438</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,438</b>	<b>5,438</b>	<b>0</b>
Retentions & Minor Works	0	32	0	0	0	0	0	32	32	0
<b>PEOPLE: ADULTS CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>1,339</b>	<b>6,895</b>	<b>1,875</b>	<b>12,378</b>	<b>2,284</b>	<b>3,021</b>	<b>0</b>	<b>27,792</b>	<b>26,453</b>	<b>19,558</b>

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast						Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme						
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s			
<b>HOUSING &amp; GROWTH DEAL - INFRASTRUCTURE</b>										
Infrastructure Programme	0	9,587	20,000	22,737	34,992	55,521	0	142,837	142,837	133,250
Oxford, Botley Rd (NPIF-funded)	10	1,005	3,621	2,627	8	1,829	0	9,100	9,090	8,085
Oxford Parks Cycle Route (con'n)	0	19	0	0	0	0	0	19	19	0
Collinwood Rd, crossing and link	0	10	0	0	0	0	0	10	10	0
Knights Rd, extension	0	10	0	0	0	0	0	10	10	0
Littlemore, pedestrian and cycle bridge	0	10	0	0	0	0	0	10	10	0
<b>HOUSING &amp; GROWTH DEAL PROGRAMME TOTAL</b>	<b>10</b>	<b>10,641</b>	<b>23,621</b>	<b>25,364</b>	<b>35,000</b>	<b>57,350</b>	<b>0</b>	<b>151,986</b>	<b>151,976</b>	<b>141,335</b>
<b>CITY DEAL PROGRAMME</b>										
<b>Science Transit</b>										
Kennington & Hinksey Roundabouts	7,373	100	0	0	0	0	0	7,473	100	0
Hinksey Hill Northbound Slip Road	768	188	524	5,655	336	1,229	0	8,700	7,932	7,744
<b>Access to Enterprise Zone</b>										
Harwell Link Rd Section 1 B4493 to A417	10,756	110	783	0	0	0	0	11,649	893	783
Harwell Link Rd Section 2 Hagbourne Hill	5,326	532	157	0	0	0	0	6,015	689	157
Featherbed Lane and Steventon Lights	2,340	1,000	1,769	2,615	0	0	0	7,724	5,384	4,384
Harwell, Oxford Entrance	321	1,123	387	169	0	0	0	2,000	1,679	556
<b>Northern Gateway</b>										
Loop Farm Link Road	533	2,500	4,036	231	0	0	0	7,300	6,767	4,267
Other City Deal Programme spend	187	0	-93	0	0	0	0	94	-93	-93



COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast						Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme						
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s			
<b>Completed Projects</b>										
Cotteslowe Roundabout	4,949	31	197	0	0	0	0	5,177	228	197
Wolvercote Roundabout	5,286	5	71	0	0	0	0	5,362	76	71
<b>CITY DEAL PROGRAMME TOTAL</b>	<b>37,839</b>	<b>5,589</b>	<b>7,831</b>	<b>8,670</b>	<b>336</b>	<b>1,229</b>	<b>0</b>	<b>61,494</b>	<b>23,655</b>	<b>18,066</b>
<b>LOCAL PINCH POINT PROGRAMME</b>										
Milton Interchange	12,003	175	175	153	38	0	0	12,544	541	366
A34 Chilton Junction Improvements	9,675	100	400	350	358	0	0	10,883	1,208	1,108
<b>LOCAL PINCH POINT PROGRAMME TOTAL</b>	<b>21,678</b>	<b>275</b>	<b>575</b>	<b>503</b>	<b>396</b>	<b>0</b>	<b>0</b>	<b>23,427</b>	<b>1,749</b>	<b>1,474</b>
<b>LOCAL GROWTH FUND PROGRAMME</b>										
Eastern Arc Phase 1 Access to Headington	5,192	7,784	582	1,107	0	0	0	14,665	9,473	1,689
Science Vale Cycle Network Improvements	390	430	307	3,328	45	0	0	4,500	4,110	3,680
Oxford Science Transit Phase 2 - A40 Public Transport improvements (project development)	1,896	475	0	1,129	0	0	0	3,500	1,604	1,129
Didcot Northern Perimeter Road 3 (project development)	524	226	0	0	0	0	0	750	226	0
A34 Lodge Hill Slips (project development)	99	3,017	1,805	9,675	1,213	0	0	15,809	15,710	12,693
Oxford Queen's Street Pedestrianisation	571	470	429	0	0	0	0	1,470	899	429
<b>LOCAL GROWTH DEAL PROGRAMME TOTAL</b>	<b>8,672</b>	<b>12,402</b>	<b>3,123</b>	<b>15,239</b>	<b>1,258</b>	<b>0</b>	<b>0</b>	<b>40,694</b>	<b>32,022</b>	<b>19,620</b>

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast						Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme						
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s			
<b>SCIENCE VALE UK</b>										
Milton Park Employment Access Link: Backhill Tunnel	1,026	85	163	0	0	0	0	1,274	248	163
Wantage, Crab Hill (contribution)	0	0	2,000	2,500	0	0	0	4,500	4,500	4,500
HIF1 DGT OBC development	0	500	0	0	0	0	0	500	500	0
<b>SCIENCE VALE UK LOCALITY PROGRAMME TOTAL</b>	<b>1,026</b>	<b>585</b>	<b>2,163</b>	<b>2,500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6,274</b>	<b>5,248</b>	<b>4,663</b>
<b>OXFORD</b>										
Oxford, Rising Bollards	0	229	20	0	0	0	0	249	249	20
Iffley Fields Controlled Parking Zone	5	25	220	0	0	0	0	250	245	220
Woodstock Rd, ROQ	142	558	0	11	0	0	0	711	569	11
Riverside routes to Oxford city centre	943	1,126	1,862	100	0	0	0	4,031	3,088	1,962
<b>OXFORD LOCALITY PROGRAMME TOTAL</b>	<b>1,090</b>	<b>1,938</b>	<b>2,102</b>	<b>111</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,241</b>	<b>4,151</b>	<b>2,213</b>
<b>BICESTER</b>										
Bicester Perimeter Road (Project Development)	0	250	750	0	0	0	0	1,000	1,000	750
<b>BICESTER LOCALITY PROGRAMME TOTAL</b>	<b>0</b>	<b>250</b>	<b>750</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,000</b>	<b>1,000</b>	<b>750</b>

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast							Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme							
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s				
<b><u>BANBURY</u></b>											
A361 Road Safety Improvements	18	700	3,187	30	201	0	0	4,136	4,118	3,418	
<b>BANBURY LOCALITY PROGRAMME TOTAL</b>	<b>18</b>	<b>700</b>	<b>3,187</b>	<b>30</b>	<b>201</b>	<b>0</b>	<b>0</b>	<b>4,136</b>	<b>4,118</b>	<b>3,418</b>	
<b><u>WITNEY AND CARTERTON</u></b>											
HIF2 West Oxon OBC development	0	500	0	0	0	0	0	500	500	0	
Witney, A40 Downs Road junction (contribution)	0	1,250	0	0	0	0	0	1,250	1,250	0	
<b>WITNEY AND CARTERTON LOCALITY PROGRAMME TOTAL</b>	<b>0</b>	<b>1,750</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,750</b>	<b>1,750</b>	<b>0</b>	
<b><u>COUNTYWIDE AND OTHER</u></b>											
East-West Rail (contribution)	59	737	737	737	737	737	6,574	10,318	10,259	9,522	
Small schemes (developer and other funded)	0	886	-8	107	374	0	0	1,359	1,359	473	
Completed small developer-funded schemes	0	0	10	0	42	0	0	52	52	52	
Completed schemes	262	28	130	111	83	0	0	614	352	324	
<b>COUNTYWIDE AND OTHER INTEGRATED TRANSPORT TOTAL</b>	<b>321</b>	<b>1,651</b>	<b>869</b>	<b>955</b>	<b>1,236</b>	<b>737</b>	<b>6,574</b>	<b>12,343</b>	<b>12,022</b>	<b>10,371</b>	
<b>INTEGRATED TRANSPORT STRATEGY TOTAL</b>	<b>70,654</b>	<b>35,781</b>	<b>44,221</b>	<b>53,372</b>	<b>38,427</b>	<b>59,316</b>	<b>6,574</b>	<b>308,345</b>	<b>237,691</b>	<b>201,910</b>	

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast							Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme							
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s				
<b>STRUCTURAL MAINTENANCE PROGRAMME</b>											
Carriageways	0	1,684	1,455	1,079	1,942	1,295	10,000	17,455	17,455	15,771	
Surface Treatments	0	8,484	7,930	7,803	6,750	3,175	32,500	66,642	66,642	58,158	
Footways	0	722	752	750	946	62	4,000	7,232	7,232	6,510	
Drainage	0	1,037	900	900	876	900	4,500	9,113	9,113	8,076	
Bridges	0	2,091	2,150	1,877	1,877	2,000	10,000	19,995	19,995	17,904	
Public Rights of Way Foot Bridges	0	146	93	100	93	100	500	1,032	1,032	886	
Street Lighting	0	912	775	775	712	775	3,875	7,824	7,824	6,912	
Traffic Signals	0	250	172	247	319	250	1,250	2,488	2,488	2,238	
Section 42 contributions	0	1,494	839	828	828	575	2,875	7,439	7,439	5,945	
Highways & Associated Infrastructure	0	10,065	7,401	0	0	0	9,935	27,401	27,401	17,336	
<b>STRUCTURAL MAINTENANCE ANNUAL PROGRAMMES TOTAL</b>	<b>0</b>	<b>26,885</b>	<b>22,467</b>	<b>14,359</b>	<b>14,343</b>	<b>9,132</b>	<b>79,435</b>	<b>166,621</b>	<b>166,621</b>	<b>139,736</b>	

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast						Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		Firm Programme		Provisional Programme						
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s			
<b><u>Major schemes and other programme</u></b>										
Street Lighting LED replacement		715	9,411	9,411	9,411	8,922	2,943	40,813	40,813	40,098
Embankment Stabilisation Programme	799	0	0	0	8	0	0	807	8	8
Henley Rd (Flowing Springs)	1,159	0	0	0	0	0	0	1,159		
A420/A34 Botley Junction & Cumnor Bypass	476	0	0	0	15	0	0	491	15	15
Kennington Railway Bridge	978	750	1,316	0	40	0	0	3,084	2,106	1,356
Oxford, Cowley Road	73	0	1,997	0	0	0	0	2,070	1,997	1,997
A478 Playhatch Road (project development)	124	0	0	0	0	0	0	124	0	0
Network Rail Electrification Bridge Betterment Programme	408	250	500	1,108	0	0	0	2,266	1,858	1,608
NPIF programme 2017-18	1,653	1,234	0	0	0	0	0	2,887	1,234	0
Completed Major Schemes	-1	1	0	0	0	0	0	0	1	0
<b>STRUCTURAL MAINTENANCE MAJOR SCHEMES TOTAL</b>	<b>5,669</b>	<b>2,950</b>	<b>13,224</b>	<b>10,519</b>	<b>9,474</b>	<b>8,922</b>	<b>2,943</b>	<b>53,701</b>	<b>48,032</b>	<b>45,082</b>
<b>STRUCTURAL MAINTENANCE PROGRAMME TOTAL</b>	<b>5,669</b>	<b>29,835</b>	<b>35,691</b>	<b>24,878</b>	<b>23,817</b>	<b>18,054</b>	<b>82,378</b>	<b>220,322</b>	<b>214,653</b>	<b>184,818</b>
<b>COMMUNITIES: TRANSPORT CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>76,323</b>	<b>65,616</b>	<b>79,912</b>	<b>78,250</b>	<b>62,244</b>	<b>77,370</b>	<b>88,952</b>	<b>528,667</b>	<b>452,344</b>	<b>386,728</b>

COMMUNITIES: OTHER PROPERTY DEVELOPMENT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s			
<b><u>Fire &amp; Rescue Service</u></b>										
Fire Equipment (SC112)	547	103	0	0	0	0	0	650	103	0
Relocation of Rewley Training Facility	0	50	450	75	25	0	0	600	600	550
F&RS - Replacement Fire Doors	0	100	100	0	0	0	0	200	200	100
Carterton Fire Station	38	0	0	0	0	0	0	38	0	0
Fire Review Development Budget	0	250	2,700	275	196	0	0	3,421	3,421	3,171
<b>COMMUNITY SAFETY PROGRAMME TOTAL</b>	<b>585</b>	<b>503</b>	<b>3,250</b>	<b>350</b>	<b>221</b>	<b>0</b>	<b>0</b>	<b>4,909</b>	<b>4,324</b>	<b>3,821</b>
<b><u>ASSET UTILISATION PROGRAMMES</u></b>										
Asset Utilisation Programme	55	400	1,000	1,500	792	0	0	3,747	3,692	3,292
Didcot Library & Community Hub (CS19)	0	100	1,000	350	150	0	0	1,600	1,600	1,500
<b>ASSET UTILISATION PROGRAMME TOTAL</b>	<b>55</b>	<b>500</b>	<b>2,000</b>	<b>1,850</b>	<b>942</b>	<b>0</b>	<b>0</b>	<b>5,347</b>	<b>5,292</b>	<b>4,792</b>
<b><u>ENERGY EFFICIENCY IMPROVEMENT PROGRAMME</u></b>										
SALIX Energy Programme	440	150	130	10	0	0	0	730	290	140
Electric Vehicles Charging Infrastructure	0	50	60	0	0	0	0	110	110	60
<b>ENERGY EFFICIENCY IMPROVEMENT PROGRAMME TOTAL</b>	<b>440</b>	<b>200</b>	<b>190</b>	<b>10</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>840</b>	<b>400</b>	<b>200</b>
<b><u>PROPERTY (Non-School) PROGRAMMES</u></b>										
Minor Works Programme	0	525	290	200	200	200	800	2,215	2,215	1,690
Health & Safety (Non-Schools)	0	100	75	75	75	100	500	925	925	825
Non-Schools Estate	0	0	0	150	150	250	1,250	1,800	1,800	1,800
Defect Liability Programme	30	430	0	0	0	0	0	460	430	0
<b>ANNUAL PROPERY PROGRAMMES TOTAL</b>	<b>30</b>	<b>1,055</b>	<b>365</b>	<b>425</b>	<b>425</b>	<b>550</b>	<b>2,550</b>	<b>5,400</b>	<b>5,370</b>	<b>4,315</b>

COMMUNITIES: OTHER PROPERTY DEVELOPMENT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s			
<b>WASTE MANAGEMENT PROGRAMME</b>										
Waste Recycling Centre Infrastructure Development	0	100	1,000	1,350	339	0	0	2,789	2,789	2,689
Alkerton WRC	0	50	400	931	369	0	0	1,750	1,750	1,700
<b>WASTE MANAGEMENT PROGRAMME TOTAL</b>	<b>0</b>	<b>150</b>	<b>1,400</b>	<b>2,281</b>	<b>708</b>	<b>0</b>	<b>0</b>	<b>4,539</b>	<b>4,539</b>	<b>4,389</b>
<b>CORPORATE PROPERTY &amp; PARTNERSHIP PROGRAMMES</b>										
<b>DIGITAL INFRASTRUCTURE PROGRAMME</b>										
Better Broadband For Oxfordshire (BBFO)	14,102	2,590	3,060	0	0	0	0	19,752	5,650	3,060
Oxford Flood Relief Scheme	0	5,250	0	0	0	0	0	5,250	5,250	0
Cogges Manor Farm	38	250	762	0	0	0	0	1,050	1,012	762
New Salt Stores & Accommodation	423	3,250	1,050	232	0	0	0	4,955	4,532	1,282
<b>CORPORATE PROPERTY &amp; PARTNERSHIP PROGRAMMES TOTAL</b>	<b>14,563</b>	<b>11,340</b>	<b>4,872</b>	<b>232</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>31,007</b>	<b>16,444</b>	<b>5,104</b>
Retentions (completed schemes)	0	10	0	9	0	0	0	19	19	9
<b>COMMUNITIES: OTHER PROPERTY DEVELOPMENT CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>15,673</b>	<b>13,758</b>	<b>12,077</b>	<b>5,157</b>	<b>2,296</b>	<b>550</b>	<b>2,550</b>	<b>52,061</b>	<b>36,388</b>	<b>22,630</b>

RESOURCES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	up to 2027 / 28 £'000s			
<b>COMMUNITY SERVICES PROGRAMME</b>										
Bicester Library (CS13)	710	300	250	190	0	0	0	1,450	740	440
Westgate Library - Redevelopment	2,527	300	701	72	0	0	0	3,600	1,073	773
Cowley Library (Development budget)	1	10	69	0	0	0	0	80	79	69
Barton Library Access (CS20)	0	89	0	0	0	0	0	89	89	0
<b>COMMUNITY SERVICES PROGRAMME TOTAL</b>	<b>3,238</b>	<b>699</b>	<b>1,020</b>	<b>262</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,219</b>	<b>1,981</b>	<b>1,282</b>
Operational Assets	136	1,400	1,264	400	2,000	2,000	5,000	12,200	12,064	10,664
Children Services - ICT (Phase 1&2)	292	1,500	1,100	108	0	0	0	3,000	2,708	1,208
Organisational Redesign	0	250	1,000	3,500	1,500	1,000	7,250	14,500	14,500	14,250
<b>PORTFOLIO AREA TOTAL</b>	<b>428</b>	<b>3,150</b>	<b>3,364</b>	<b>4,008</b>	<b>3,500</b>	<b>3,000</b>	<b>12,250</b>	<b>29,700</b>	<b>29,272</b>	<b>26,122</b>
<b>OXFORDSHIRE LOCAL ENTERPRISE PARTNERSHIP</b>										
<b>Local Growth Fund</b>										
Didcot Station Car Park Expansion	7,284	2,166	50	0	0	0	0	9,500	2,216	50
Advanced Engineering & Technical Skills Centre	3,737	263	0	0	0	0	0	4,000	263	0
DISC project	457	1,500	1,043	0	0	0	0	3,000	2,543	1,043
Smart Oxford Culham City	57	1,000	943	0	0	0	0	2,000	1,943	943
LGF3 Agritech Centre	0	500	500	0	0	0	0	1,000	1,000	500
<b>HOUSING &amp; GROWTH DEAL - HOUSING</b>										
Affordable Housing	0	6,500	21,500	32,000	0	0	0	60,000	60,000	53,500
<b>OXFORDSHIRE LOCAL ENTERPRISE PARTNERSHIP, HOUSING &amp; GROWTH DEAL TOTAL</b>	<b>11,535</b>	<b>11,929</b>	<b>24,036</b>	<b>32,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>79,500</b>	<b>67,965</b>	<b>56,036</b>
Completed Projects	14	0	7	0	0	0	0	21	7	7
<b>RESOURCES CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>15,215</b>	<b>15,778</b>	<b>28,427</b>	<b>36,270</b>	<b>3,500</b>	<b>3,000</b>	<b>12,250</b>	<b>114,440</b>	<b>99,225</b>	<b>83,447</b>



Division(s): N/A

## **CABINET – 18 DECEMBER 2018**

### **SERVICE & RESOURCE PLANNING 2019/20 to 2022/23**

**Report by the Chief Finance Officer**

#### **Recommendations**

1. **Cabinet is RECOMMENDED to take the issues set out in the report into consideration in forming their proposed budget for 2019/20, Medium Term Financial Plan to 2022/23 and Capital Programme to 2028/29.**

#### **Executive Summary**

2. This report is the second in the series on the Service & Resource Planning process for 2019/20 and sets out the latest identified pressures and proposed savings for 2019/20 and the medium term as well as key points arising from the Autumn Budget announced on 29 October 2018.
3. The report to Cabinet in September 2018 and the Financial Monitoring reports throughout the year have set out the emerging pressures that need addressing as part of the 2019/20 Service & Resource Planning process.
4. In addition to the pressures and investments included in the existing MTFP, there are new Service and Corporate pressures totalling £61.9m for the period 2019/20 to 2022/23. Predominantly these arise from increased demand in both adults and children's social care. There has also been a significant rise in the number of children with Education, Health and Care Plans putting significant pressure on the High Needs Block of the Dedicated Schools Grant.
5. Service and corporate savings proposals of £22.2m have been identified over the period 2019/20 to 2022/23. Details of savings along with the pressures are set out in Annex 1 to the report.
6. Currently there is a remaining net pressure of £8.1m in 2019/20, £21.1m in 2020/21, £8.5m in 2021/22 and £2.0m in 2022/23, giving a total net pressure of £39.7m over the medium term. This position includes the removal of the current transformation savings profile included in the existing MTFP. A new profile will be set out in the January 2019 Cabinet report to reflect expected delivery times. The Council is awaiting the outcome of the Provisional Local Government Finance Settlement and final information from district councils before addressing the 2019/20 position in order that a balanced budget can be set on 12 February 2019. At this stage, it is anticipated that, the net pressure in 2019/20 will be met, on a one-off basis, by the use of reserves and balances.

7. The current assumptions for the level of government funding beyond 2019/20 are moderately pessimistic. Assumptions include the loss of all growth in business rates since 2013/14 and the fallout of all one-off grants and funding received in 2019/20. Government ministers have given indications that Local Government funding is going to increase by at least the rate of inflation during the next spending review period. As a result, current funding assumptions are being reviewed and will be presented in the January Cabinet report. At this stage it is estimated that the shortfall in 2020/21 may reduce to circa £9m.
8. A risk assessment will be undertaken following the Provisional Local Government Finance Settlement to determine the appropriate level of general balances to be held for the forthcoming year. The level of corporate contingency, held to manage demand led budgets, will also need to be reviewed in light of the risk assessment.
9. Members of the public and stakeholders will be able to comment on the budget proposals and Council Tax level. The consultation will open on 6 December 2018 and close on 6 January 2019. A summary of responses will be provided to Cabinet to allow them to take the comments into consideration in agreeing their budget proposals.

## **Introduction**

10. This report will be considered ahead of Cabinet by the Performance Scrutiny Committee on 13 December 2018. The report to Cabinet in January will set out the Cabinet's proposed 2019/20 revenue budget including a council tax requirement and a council tax for Band D equivalent properties, the 2019/20 – 2022/23 Medium Term Financial Plan and Capital Programme with associated strategies to 2028/29.
11. The provisional local government finance settlement is expected to be announced on 6 December 2018. An addendum setting out the implications will be produced once it has been announced.
12. The following annexes are attached to this report:

Annex 1: Revenue budget pressures and savings 2019/20 – 2022/23

Annex 2: Service & Community Impact Statement (SCIA)

## **Corporate Plan and Priority Delivery Plans**

13. An updated Corporate Plan will be presented to Council for approval in February 2019.
14. The Corporate Plan sets out the Council's vision: **Thriving communities for everyone in Oxfordshire.**

15. To achieve our vision, we will listen to residents so we can continuously improve our services and provide value for money. Our priorities are:

#### **Thriving communities**

- We help people live safe, healthy lives and play an active part in their community
- We provide services that enhance the quality of life in our communities, and protect the local environment

#### **Thriving people**

- We strive to give every child a good start in life, and protect everyone from abuse and neglect
- We enable older and disabled people to live independently and care for those in greatest need

#### **Thriving economy**

- We support a thriving local economy by improving transport links to create jobs and homes for the future

16. To help articulate how the Council will focus on each of these priorities, we are Priority Delivery Plans will be produced (one for each of the priorities above). These will be cross-cutting plans that bring together key actions from across the Council, and help to demonstrate how we will make meaningful steps towards the key outcomes identified in the corporate plan.

### **The Financial Strategy**

17. A new financial strategy for 2018/19 – 2027/28 which was approved last year set out a vision for how the Council will become self-sustaining and financially resilient in delivering its vision for thriving communities for everyone in Oxfordshire. A revised strategy for this year's planning timeframe will be brought to Cabinet in January 2019 for approval. However, the principles of the strategy remain unchanged as set out below:

- The Council aims to achieve long term sustainability and financial resilience and provide the resources to deliver the Council's vision and priorities. However, to succeed in reaching this state requires successful delivery of three critical elements which reflect the financial planning principles for the forthcoming year:
  - Managing the impact of rising need, caused by increased population and increased complexity, for adult and children's social care through effective demand management approaches and cost control
  - Delivering the savings currently in the medium term financial plan (MTFP), and identifying upwards of £17m<sup>1</sup> of savings included in the MTFP from transforming how we work.
  - Taking a holistic approach to use of reserves and other corporate measures as well as income generation, to ensure the council has

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<sup>1</sup> Was £15m when the Strategy was agreed by Cabinet in January 2018 but subsequently changed to £17.4m when the budget was agreed by Council in February 2018

the financial breathing space during 2018/19 and 2019/20 to drive forward actions which will reduce demand

## **Service & Resource Planning process**

18. The Service & Resource planning process is well established. The clear financial planning principles contained in the Financial Strategy set the framework in which the budget for 2019/20 and MTFP to 2022/23 have been proposed.
19. The approach to financial planning for the 2019/20 cycle was discussed with the Political Group Leaders ahead of the process commencing in September 2018.
20. A member engagement session was held in November 2018 for Cabinet plus key members of the Labour and Liberal Democrat Groups. The purpose was to review the latest revenue pressures and savings.
21. The Performance Scrutiny Committee will consider and comment on the revenue pressures and savings and will feedback to Cabinet. The Cabinet will take the Scrutiny Committee's comments into consideration in proposing its budget in January 2019. Performance Scrutiny Committee will also consider and comment on the capital proposals and the review of charges at its meeting in January 2019.
22. Following the announcement of the Provisional Local Government Finance Settlement, the Cabinet will propose the 2019/20 revenue budget, 2019/20 – 2022/23 Medium Term Financial Plan and Capital Programme to 2028/29 on 22 January 2019.
23. A briefing session will also be held with union representatives in January 2019.
24. Council will meet on 12 February 2019, following the Final Local Government Finance Settlement and final information from District Councils, to agree the 2019/20 revenue budget, Medium Term Financial Plan for 2019/20 – 2022/23 and Capital Programme to 2028/29.

## **Pressures and Savings**

25. The report to Cabinet in September 2018 and the Financial Monitoring reports throughout the year have set out the emerging pressures that need addressing as part of the 2019/20 Service & Resource Planning process. The paragraphs below set out the pressures and savings proposals, details of which are provided in Annex 1.

### Pressures

26. In addition to the pressures and investments included in the existing MTFP, there are new Service and Corporate pressures totalling £61.9m for the period 2019/20 to 2022/23 as shown in the table below.

<b>Service Area</b>	<b>2019/20 £m</b>	<b>2020/21 £m</b>	<b>2021/22 £m</b>	<b>2022/23 £m</b>	<b>Total £m</b>
Children's Services	10.2	5.0	3.9	5.2	<b>24.3</b>
Adult Services	7.0	1.3	1.6	7.2	<b>17.1</b>
Communities	5.0	1.2	0.2	1.0	<b>7.4</b>
Corporate Measures	3.8	0.7	1.0	7.6	<b>13.1</b>
<b>TOTAL NEW PRESSURES</b>	<b>26.0</b>	<b>8.2</b>	<b>6.7</b>	<b>21.0</b>	<b>61.9</b>
Total Pressures in Existing MTFP	7.3	4.5	-0.3		<b>11.5</b>
<b>TOTAL PRESSURES</b>	<b>33.3</b>	<b>12.7</b>	<b>6.4</b>	<b>21.0</b>	<b>73.4</b>

### Children's Services

27. In Children's Services, there are pressures in Children's Social Care due to the increasing number of looked after children (including children with disabilities) requiring placements. The number of looked after children has increased from 684 in March 2017 to 785 at the end of October 2018, an increase of 15% (mainly in mainstream looked after children). The 2018/19 budget was sufficient to meet growth of 6%. Assuming a mid-range forecast of 9% growth, it is estimated that the number of looked after children will be 880 at the end of 2019/20. This gives rise to a pressure of £5.1m in 2019/20 and a further £10.5m over the medium term. Significant increases in the number of looked after children is a pattern being seen nationally. Comparing to statistical neighbours, Oxfordshire is within the range expected based on population size and characteristics.
28. A staffing pressure totalling £2.3m over the medium-term period is included in Children's Social Care. This is required as a result of the increased demand in Children's Services and will keep social worker caseloads at the current level.
29. The High Needs block of the ring-fenced Dedicated Schools Grant, supports provision for children and young people with special educational needs and disabilities (SEND) from birth to age 25. Spend in this area is expected to exceed the grant funding available by between £7m and £8m in 2018/19 and continue to increase over the medium term. The growth in demand for Special School and Resource Base provision has increased rapidly due to:
- Changes in the Children's & Families Act 2014 that increased the age range in provision for children with SEND from 2-19 to 0-25 years. This has led to a 77% increase (since 2013) in the number of requests for an Education, Health and Care Plan assessment.
  - A rise in the number of children identified as having Social and Emotional Mental Health (SEMH) and an Autistic Spectrum Condition (ASC) diagnosis.

- A real term reduction in school funding has also impacted on the ability of mainstream schools to effectively educate pupils with special educational needs at an early stage.
30. The increase in requests for special school places and the lack of Council places available within the County, has led to a higher number of children being placed out of county in the independent sector. This has also resulted in an additional pressure in the Home to School Transport budget and an additional £0.8m is included for each year of the medium term financial plan to meet the increased demand.
  31. The Council is applying to the Secretary of State for Education to transfer 0.5% (£1.8m) of Schools Block funding to the High Needs Block to relieve part of the pressure in the short term. This is allowable under the conditions attached to the Dedicated Schools grant.
  32. Taking into account the current consultation from the Department for Education (paragraph 67 below), there is an expectation that a recovery plan will be developed alongside the SEND sufficiency strategy (elsewhere on the agenda) which will help to address the underlying pressure. However, this is likely to take some time to bring the spend back in line with the grant funding received. Therefore, £3m will be added to the corporate contingency budget in 2019/20 as local authorities cannot continue to build up cumulative deficits on DSG provision that cannot realistically be recouped.
  33. The significant increase in the number of Education, Health and Care Plan assessments has placed pressure on the SEND case work team to carry out assessments within the required 20-week timescale and the annual review process. £0.9m is included in the proposals to address this statutory requirement.

#### Adult Services

34. Currently, there is a forecast overspend of £2.9m in 2018/19 on the Learning Disabilities element of the Adult with Care and Support Needs Pooled Budget. The number of service users has remained stable; however, the level of need is increasing which significantly increases the cost of care packages. To meet the current year overspend on an ongoing basis and allow for additional growth, a pressure of £3.7m is included for 2019/20 plus a further £0.5m in each year of the medium term, giving a total pressure of £5.2m to 2022/23.
35. Subject to consultation, a £3.3m pressure may arise from the impact of future increases in the National Living Wage (NLW) on the rates the council pays external providers for adult social care. The Adult Social Care Precept has been used to fund this pressure to date, however, it will not be clear until the Spending Review in 2019 if additional funding will be made available for social care.
36. A staffing pressure totalling £1.5m over the medium-term reflects increased demand for service user care assessments and reviews and the need to

support on-going work on co-production of changes to services with service users and initiatives to encourage more people to join and remain within the local care workforce. £0.6m of the pressure will be met by a shift in staffing resource from mental health to Special Education Needs and Disabilities (SEND) and safeguarding to meet demand.

37. £5.8m is included for demographic growth in adult social care in 2022/23, the additional year of the medium term financial plan.

### Communities

38. As reflected in the Financial Monitoring reports to Cabinet, there is a £0.8m pressure in 2018/19 on the street lighting budget that is due to an increase in energy prices as well as an increase in the cost of maintenance under the new contract. The pressure is expected to increase over the medium term to £1.8m by 2022/23.
39. Employer contribution rates on unfunded pension schemes, including the Fire Fighters scheme, will increase significantly from 2019/20 as the Treasury has lowered the discount rate applied when calculating contribution rates from 2.8% to 2.4%. The cost of the increase is estimated at £1.6m for the Council. It is expected that a grant will be issued to cover broadly 70% of the increased cost in 2019/20. It is currently assumed that this grant will only be available for 2019/20.

### Corporate Measures

40. The MTFP includes growth in the taxbase of 2.0% in 2019/20. Provisional figures from the District Councils indicate that the actual growth in the taxbase for 2019/20 will only be 1.78%. This results in a £0.9m pressure over the medium term.
41. Adding an additional year, 2022/23, to the medium term financial plan requires an allowance for pay and contract inflation, this has been included at £6.6m.

### Savings

42. Service and corporate savings proposals of £22.2m have been identified over the period 2019/20 to 2022/23. A summary by service is shown in the following table:

<b>Service Area</b>	<b>2019/20 £m</b>	<b>2020/21 £m</b>	<b>2021/22 £m</b>	<b>2022/23 £m</b>	<b>Total £m</b>
Children's Services	0.8	-1.4	-1.1	-0.7	<b>-2.4</b>
Adult Services	-5.5	-2.2	-0.5	0.0	<b>-8.2</b>
Communities	-3.4	-1.2	-0.7	-1.0	<b>-6.3</b>
Corporate Measures	-9.8	17.7	4.1	-17.3	<b>-5.3</b>
<b>TOTAL NEW SAVINGS</b>	<b>-17.9</b>	<b>12.9</b>	<b>1.8</b>	<b>-19.0</b>	<b>-22.2</b>
Total Savings in	-7.3	-4.5	-7.5		<b>-19.3</b>

Existing MTFP					
<b>TOTAL SAVINGS</b>	<b>-25.2</b>	<b>8.4</b>	<b>-5.7</b>	<b>-19.0</b>	<b>-41.5</b>

### Children's Services

43. In Children's Services, savings that were agreed as part of the 2018/19 Service & Resource Planning process for Children's Social Care and Home to School Transport are being re-profiled to reflect the expected timescale for delivery. The savings in Children's Social Care focus on addressing demand management; strengthening early help and prevention including closer partnership working; strengthening staffing resources and building community resilience. The service is also aiming to reduce, where possible, the length of time children stay in care and support families to reunite at the earliest possible stage and increase the number of in-house foster carers to reduce the reliance on more expensive foster care agencies.

### Adult Services

44. Within Adult Services, the Learning Disabilities Community Connections team will carry out proactive and supportive reviews/re-assessments of learning disabilities packages of care aimed at increasing independence and reducing spend through improvements to the provision of supported living, using assistive technology and connections to the community. This will be challenging but is expected to deliver £1.5m of on-going savings from 2019/20.
45. By investing in a more proactive approach to reviewing the packages of care that older people receive, it is expected that care packages can be streamlined to ensure they are meeting people's core needs and excess capacity can be released for new growth (funded from demography) creating a saving of £1.2m in 2019/20 and a further £1.2m in 2020/21.
46. £1.5m of savings are expected to be achieved through moving to block purchasing arrangements for most long and short-term care home beds across the health and social care system and negotiating with providers about prices.

### Communities

47. Within the Communities directorate, the council has made savings of £1.7m through renegotiating contracts within the infrastructure operations service area.
48. As approved by Cabinet in July 2018, the £40m investment in street lighting to replace traditional lanterns with LED lighting will make significant energy savings to bring the budget back into balance and pay for the cost of investment.



49. The Integrated Transport Unit will achieve £1.4m of savings over the medium term through reviewing the number and type of vehicles used in the service, changing vehicle maintenance provider and exploring additional external income opportunities.

### Corporate Measures

50. The transformation savings included in the existing MTFP will be re-profiled over the medium term to reflect expected delivery times. The current savings profile has been removed and the new profile will be set out in the January report.
51. In Strategic Measures, a target saving of £1.0m is included for 2019/20 to be realised from additional investment income as a result of higher forecast cash balances and a higher return on investments. The actual figure will be confirmed in the January 2018 Cabinet report as the Treasury Management Strategy is further developed and changes arising from the capital programme are incorporated into the Strategic Measures budget.
52. In July 2018, the Government published a technical consultation on the 2019/20 Local Government Finance Settlement. This included a preferred option for removing negative Revenue Support Grant (RSG) (a negative adjustment to business rates top-up grant) from the 2019/20 settlement. This will give the Council a one-off benefit of £6.2m and will be confirmed in the Provisional Local Government Finance Settlement due to be published on 6 December 2018.
53. As detailed in paragraph 63 below, the Council will receive an additional £6.2m Adult and Children's Social Care grant in 2019/20.
54. An additional £16.3m of funding is included in 2022/23 by adding an additional year of Council Tax and business rates inflation increases in the medium term financial plan.

### Overall Position

55. The table below shows that currently there is a remaining net pressure of £8.1m in 2019/20, £21.1m in 2020/21, £8.5m in 2021/22 and £2.0m in 2022/23, giving a total net pressure of £39.7m over the medium term.

	<b>2019/20 £m</b>	<b>2020/21 £m</b>	<b>2021/22 £m</b>	<b>2022/23 £m</b>	<b>TOTAL £m</b>
Pressures	26.0	8.2	6.7	21.0	<b>61.9</b>
Savings	-17.9	12.9	1.8	-19.0	<b>-22.2</b>
<b>Net Pressure (+)/Saving (-)</b>	<b>8.1</b>	<b>21.1</b>	<b>8.5</b>	<b>2.0</b>	<b>39.7</b>

2019/20 Position

56. The Council is awaiting the outcome of the Provisional Local Government Finance Settlement and final information from district councils before addressing this position in order that a balanced budget can be set on 12 February 2019. At this stage, it is anticipated that, the net pressure in 2019/20 will be met in part, on a one-off basis, by the use of reserves and balances.

2020/21 Position

57. The assumptions for the level of government funding received following the Local Government Finance reforms in 2020/21 are moderately pessimistic. Assumptions include the loss of all growth in business rates since 2013/14; the fallout of the additional social care grant and firefighters pension grant; and the fallout of the negative RSG amount that is being reinstated for 2019/20. Government ministers have given indications that Local Government funding is going to increase by at least the rate of inflation during the next spending review period. As a result, current funding assumptions are being reviewed and will be presented in the January Cabinet report. At this stage it is estimated that the shortfall in 2020/21 may reduce to circa £9m.

2021/22 Position

58. The current MTFP includes £7.9m of funding not allocated in 2021/22. Once the implications of the finance reforms are clear, a decision will be taken on how this should be utilised.

Risks

59. As part of the Cabinet's proposed budget each January, a risk assessment is undertaken to determine the appropriate level of general balances to be held for the forthcoming year. This takes into account the latest financial monitoring position, the risks in the proposed budget and the economy generally. A corporate contingency is also held to enable those more volatile budgets to be managed. The existing MTFP includes a corporate contingency of £4.5m for 2019/20 and this will need to be reviewed in light of the risk assessment. The risk is particularly around the uncertainty in being able to manage demand and achieve the savings in full.

**Transformation**

60. Following the approval of the business case in September 2018 for the council-wide transformation programme, the costs of change and resultant benefits and savings continue to be modelled. These will be routinely reported as the programme moves from the design phase into the implementation phase.

61. Officers moved quickly to implement the Cabinet decision of 16 October 2018 to work with its strategic partner, PwC, and initial transformational activity already underway includes:
- Improvements to our Shared Services Partnership that delivers Finance and HR back office support systems.
  - Exploring the opportunities for creating a joint Law and Governance Service between Oxfordshire County Council and Cherwell District Council
  - Detailed planning of further phases of transformational activity that will commence early in 2019, including the fitness for purpose of the Council's Information and Communications Technology.

### **Autumn Budget 2018 and other government consultations**

62. On 29 October 2018, the Chancellor of the Exchequer, Phillip Hammond MP, announced the Autumn Budget. The following paragraphs outline the key announcements in the Budget which impact on 2019/20 and beyond, in particular those of interest to local government and Oxfordshire.
63. A month before the Budget, the Secretary of State for Health and Social Care, Matt Hancock, announced an additional £240m of funding for social care in 2018/19 to help councils alleviate winter pressures on the NHS. The Council's share of this funding is £2.3m. In his Budget speech the Chancellor announced a repeat of this funding for 2019/20 alongside an additional £410m for adult and children's social care totalling an extra £650m for 2019/20. This will give the Council an additional grant of £6.2m in 2019/20. The 2019/20 winter pressures element of the additional funding (£2.3m) is required to be pooled into the Better Care Fund. The Social Care Support grant (£3.9m) will not be ringfenced and can be used to improve social care for older people, people with disabilities and children.
64. The government will allocate £420m to Local Authorities in 2018/19 to tackle potholes, repair damaged roads, and invest in keeping bridges open and safe. The Council's share of this additional funding is £7.4m. To support projects across England that ease congestion on local routes, the government will also make £150m of NPIF funding available to Local Authorities for small improvement projects such as roundabouts. The £7.4m will be used in 2018/19 to fund the additional £10m highway maintenance programme approved at Cabinet in July 2018. The Council funding will be carried forward and added to the 2019/20 programme.
65. The 2016 Autumn Statement established the National Productivity Investment Fund (NPIF) to provide over £23bn of high-value investment between 2017/18 and 2021/22. The 2017 Autumn Budget expanded the NPIF by an additional year and increased the total level of funding to over £31bn. The 2018 Budget extended the NPIF by a further year to 2023-24, and expanded it to £37bn. It also announces a roads investment package and next steps for the rollout of full fibre broadband nationwide.

66. Following the recommendations of the independent Low Pay Commission, the National Living Wage (NLW) will increase by 4.9% from £7.83 to £8.21 from April 2019.

Consultation on the Implementation of New Arrangements for Reporting Deficits of the Dedicated Schools Grant (DSG)

67. DSG is a ring-fenced specific grant, provided outside the local government finance settlement. It must be used in support of the school's budget for the purposes defined in the School and Early Years Finance Regulations. As funding is ringfenced, there is no requirement for local authorities to top-up the grant from general funding from non-ringfenced revenue reserves.
68. For this reason, the DfE intends to require all local authorities with a cumulative overspend on DSG provision to produce recovery plans detailing how the overall DSG account can be brought into balance within a three-year period.
69. Even though there is no requirement to subsidise DSG funding from general funding, local authorities cannot continue to build up cumulative deficits on DSG provision. In this scenario, local authorities may come under pressure to address the cumulative deficit on DSG provision through drawing on other resources.
70. The Department recognises that it may be hard for some authorities to balance the DSG account within three years, therefore they may accept a recovery plan that leaves some or all of the deficit accumulated to date outstanding. The local authority would carry forward the amount agreed as a deficit, but this would not be required to be recovered within the three-year period. In all cases, the department will expect local authorities' recovery plans to demonstrate how in-year spending will be brought in line with in-year resources within three years at most.

### **Capital Strategy and Programme**

71. Last year, in-line with the ambition to focus on a longer-term approach to financial planning, the Council moved from a four year to a ten-year capital programme.
72. There is a new focus on:
- Developing the Council's assets and responding to rising demand (social care and highway condition)
  - Improving and retaining our assets to generate positive return
  - New approach to borrowing to take a more responsible approach to asset management (including statutory compliance)
  - New approach to investment in further assets where this meets our corporate objectives
  - Strategies underpinning investment decisions

73. The current capital programme includes the delivery of some major capital programmes including grant funded schemes through City Deal, Local Growth Fund, the Housing and Growth Deal and additional highways pothole funding. There is also Council investment in the Street Lighting estate.
74. Capital proposals are emerging in each of the following portfolio areas:
- Schools Estate – including basic need (new schools and expansion), maintenance, health and safety and improvements
  - Non-Schools Estate – including health & safety, maintenance, improvements
  - Operational Assets – including vehicles, ICT systems and equipment
  - Highways and associated infrastructure – including street lighting, and bridges
  - Organisational redesign – including schemes to address demand management and digitalisation
75. Further major delivery programmes are emerging including the Housing Infrastructure Fund (HIF), where the council is bidding for a further £300m; additional £120m investment in highways and property assets; investment required from the Special Educational Need and Disabilities (SEND) Strategy; the office accommodation strategy and the transformation programme.
76. Capital proposals will be presented to the Performance Scrutiny Committee on 10 January 2019 and Cabinet on 22 January 2019.

## **Consultation**

77. Members of the public and stakeholders will be able to comment on the budget proposals and Council Tax level through the Council's website, by email, social media or by writing to the County Council. Paper copies of the consultation document will also be made available in libraries. The consultation will open on 6 December 2018 and close on 6 January 2019. A summary of responses will be provided to Cabinet to allow them to take the comments into consideration in agreeing their budget proposals.

## **Equality and Inclusion Implications**

78. The Equality Act 2010 imposes a duty on local authorities that, when making decisions of a strategic nature, decision makers must exercise 'due regard to the need to eliminate unlawful discrimination... advance equality of opportunity... and foster good relations.'
79. Potential impacts of the budget options have been considered and are set out in the overarching Service & Community Impact Statement in Annex 2.

## **Financial and Legal Implications**

80. This report is mostly concerned with finance and the implications are set out in the main body of the report. The Council is required under the Localism Act 2011 to set a council tax requirement for the authority. This report provides information which, when taken together with the future reports up to January 2019, will lead to the council tax requirement being agreed in February 2019, together with a budget for 2019/20, updated medium term financial plan and capital programme.

LORNA BAXTER  
Chief Finance Officer

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December 2018

## Pressures and Savings Summary

Pressures and Savings	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	Total £m
<b>Pressures</b>					
Children's Services	10.193	5.011	3.850	5.250	<b>24.304</b>
Adult Services	7.006	1.338	1.600	7.150	<b>17.094</b>
Communities	4.961	1.236	0.190	1.000	<b>7.387</b>
Corporate	3.814	0.633	1.034	7.633	<b>13.114</b>
<b>TOTAL PRESSURES</b>	<b>25.974</b>	<b>8.218</b>	<b>6.674</b>	<b>21.033</b>	<b>61.899</b>
<b>Savings</b>					
Children's Services	0.826	-1.369	-1.150	-0.750	<b>-2.443</b>
Adult Services	-5.461	-2.200	-0.500	0.000	<b>-8.161</b>
Communities	-3.365	-1.160	-0.730	-1.045	<b>-6.300</b>
Corporate	-9.852	17.645	4.162	-17.219	<b>-5.264</b>
<b>TOTAL SAVINGS</b>	<b>-17.852</b>	<b>12.916</b>	<b>1.782</b>	<b>-19.014</b>	<b>-22.168</b>
<b>TOTAL NET PRESSURES (+)/SAVINGS (-)</b>	<b>8.122</b>	<b>21.134</b>	<b>8.456</b>	<b>2.019</b>	<b>39.731</b>

## Children's Services

Ref	Pressures and Savings	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	Total £m	RAG STATUS OF SAVING		PRESSURE
							Deliverability	Operational Impact	Volatility
	<b>Pressures</b>								
20CH1	Education & Learning - Reinvestment to deliver statutory responsibilities	0.839				0.839			Low
20CH2	Education & Learning - Investment in SEND EHCP case work team	0.900				0.900			High
20CH3	Education & Learning - Home to School Transport demography	0.800	0.800	0.800	0.800	3.200			High
20CH4	Children's Social Care - Programme pressure	0.390	0.080			0.470			Low
20CH5	Children's Social Care - Corporate Parenting & Placements : Demographic Increases (Mid Case)	4.674	3.500	2.800	3.800	14.774			High
20CH6	Children's Social Care - Children with Disabilities : Demographic Increases	0.400	0.100	0.100	0.200	0.800			Medium
20CH7	Children's Social Care - Staffing pressure	1.640	0.381		0.300	2.321			Medium
20CH8	Children's Social Care - Leaving Care Allowances & Support	0.550	0.150	0.150	0.150	1.000			Medium
	<b>Total Pressures - Children's Services</b>	<b>10.193</b>	<b>5.011</b>	<b>3.850</b>	<b>5.250</b>	<b>24.304</b>			
	<b>Savings</b>								
20CH9	Education & Learning - rephase existing Home to School Transport savings (19PC4)	0.707	0.270			0.977			
20CH10	Education & Learning - rephase Home to School Transport saving	-0.307	-0.270	-0.400		-0.977	R	A	
20CH11	Children's Social Care - (19PC5) Entry to Care - Restate Savings	3.284	1.900			5.184			
20CH12	Children's Social Care - (19PC6) Reconnecting Families - Restate Savings	1.880	0.500			2.380			
20CH13	Children's Social Care - (19PC7) Placement Costs - Restate Savings	0.310				0.310			
20CH14	Children's Social Care - restated savings : Reconnecting Families	-1.658	-0.833			-2.491	A	G	
20CH15	Children's Social Care - restated savings : Review of Third Party Spend	-1.650	-1.000			-2.650	R	G	
20CH16	Children's Social Care - restated savings : Fostering	-0.088	-1.016			-1.104	A	G	
20CH17	Children's Social Care - restated savings : Service Redesign	-0.940	-0.800			-1.740	R	A	
20CH18	Children's Social Care - restated savings : Supported Lodgings	-0.120	-0.120			-0.240	G	G	
20CH19	Children's Social Care - Prudential Borrowing Payment period extended	-0.492				-0.492	G	G	
20CH20	Children's Social Care - Savings on Unregulated Placements (assuming capital PB)	-0.100				-0.100	A	G	
20CH21	Children's Social Care - Extend Review of Third Party Spend			-0.250	-0.250	-0.500	R	G	
20CH23	Children's Social Care - Efficiencies resulting from embedded new model			-0.500	-0.500	-1.000	R	R	
	<b>Total Savings - Children's Services</b>	<b>0.826</b>	<b>-1.369</b>	<b>-1.150</b>	<b>-0.750</b>	<b>-2.443</b>			
	<b>Net Pressure (+)/Saving (-)</b>	<b>11.019</b>	<b>3.642</b>	<b>2.700</b>	<b>4.500</b>	<b>21.861</b>			



## Adult Services

Ref	Pressures and Savings	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	Total £m	RAG STATUS OF SAVING		PRESSURE
							Deliverability	Operational Impact	Volatility
	<b>Pressures</b>								
20AD1	Learning Disabilities - ongoing effect of additional service users and packages	3.700	0.500	0.500	0.500	5.200			High
20AD2	Physical Disabilities - on-going effect of additional service users and packages	0.750				0.750			High
20AD3	Demographic Growth in 2022/23 (additional year of MTFP)				5.800	5.800			Low
20AD4	Provider Inflation - reflecting National Living Wage increases	0.200	0.900	1.100	1.100	3.300			Low
20AD5	Review Team, Assistive Technology, and Sourcing Capacity to support reviewing process	0.390				0.390			Low
20AD6	Additional Resources to manage coproduction, cross system work, and service change	0.842	-0.312			0.530			Low
20AD7	Increase in SEND and safeguarding staffing	0.624				0.624			Low
20AD8	Extend funding for Housing Related Support/Homelessness (as per February 2018 Council)		0.250		-0.250	0.000			Low
20AD9	Adult Social Care Precept Fallout	0.500				0.500			Low
	<b>Total Pressures - Adult Services</b>	<b>7.006</b>	<b>1.338</b>	<b>1.600</b>	<b>7.150</b>	<b>17.094</b>			
	<b>Savings</b>								
20AD10	Learning Disability Package Savings	-1.500				-1.500	A	A	
20AD11	Learning Disabilities Regional Framework		-0.200			-0.200	A	G	
20AD12	Impact of reviews of older peoples home care packages	-1.200	-1.200			-2.400	A	G	
20AD13	Use iBCF to fund inflation in 2019/20	-0.200				-0.200	G	G	
20AD14	Improvement to Aquired Brain Injury/Autism Pathway	-0.200				-0.200	A	A	
20AD15	Reduce contribution to the Mental Health Outcome Based Contract for Adults of Working Age (£6.2m current contribution to Oxford Health Foundation NHS Trust)		-0.500	-0.500		-1.000	A	A	
20AD16	Review of investment and support for employment and wellbeing	-0.400				-0.400	G	G	
20AD17	Commercial Savings - price negotiations with care home providers	-1.500				-1.500	A	G	
20AD18	Release planned MTFP funding (18SCS3) back into Adult Social Care in 2019/20	-0.161				-0.161	G	G	
20AD19	Reduction to mental health social work contribution for Adults of Working Age (£1.8m current contribution to Oxford Health Foundation NHS Trust)	-0.300	-0.300			-0.600	A	G	
	<b>Total Savings - Adult Services</b>	<b>-5.461</b>	<b>-2.200</b>	<b>-0.500</b>	<b>0.000</b>	<b>-8.161</b>			
	<b>Net Pressure (+)/Saving (-)</b>	<b>1.545</b>	<b>-0.862</b>	<b>1.100</b>	<b>7.150</b>	<b>8.933</b>			

## Communities

Ref	Pressures and Savings	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	Total £m	RAG STATUS OF SAVING		PRESSURE
							Deliverability	Operational Impact	Volatility
	<b>Pressures</b>								
	<b>Infrastructure Operations</b>								
20COM1	Street Lighting - Energy and Maintenance Costs	1.400	0.100	0.150	0.150	1.800			Low
20COM2	Street Lighting - Borrowing Costs of replacement investment				0.780	0.780			Low
20COM3	Integrated Transport Unit - net operating deficit	1.400				1.400			Low
20COM4	Infrastructure Operations - average annual Safety Defects demand pressure	0.500				0.500			Medium
	<b>Capital Investment &amp; Delivery</b>								
20COM5	Joint Use Agreements - net cost pressure	0.400				0.400			Low
20COM6	Property utility cost increases	0.450	0.035	0.065	0.070	0.620			Medium
20COM7	Atrium (Property database) replacement costs	0.100	-0.050	-0.025	-0.015	0.010			Low
	<b>Community Safety</b>								
20COM8	Increased co-ordination costs of alignment	0.150				0.150			Low
20COM9	Increased pension costs for Fire Fighters	0.446	1.151			1.597			Low
20COM10	Increase share of Joint Control Centre costs - growth in volume				0.015	0.030			Low
20COM11	New H&S requirement for Firefighter PPE	0.100				0.100			Low
	<b>Total Pressures - Communities</b>	<b>4.961</b>	<b>1.236</b>	<b>0.190</b>	<b>1.000</b>	<b>7.387</b>			
	<b>Savings</b>								
	<b>Infrastructure Operations</b>								
20COM12	Street Lighting - cost efficiency due to LED replacement		-0.700	-0.950	-0.930	-2.580	A	G	
20COM13	ITU - Use of Bus Services Operators Grant to fund net cost of the Comet Bus Service	-0.400		0.400		0.000	A	A	
20COM14	Integrated Transport Unit change to the cost of operating model	-0.300	-0.500	-0.600		-1.400	A	A	
20COM15	Infrastructure Operations - short term use of Waste demography (MTFP - 17EE35)	-0.500		0.500		0.000	A	G	
20COM16	Infrastructure Operations - increased capitalisation of chargeable activities	-0.100				-0.100	G	G	
20COM17	Infrastructure Operations - Contract negotiations	-1.700				-1.700	G	G	
	<b>Capital Investment &amp; Delivery</b>								
20COM18	Joint Use Agreements - One off funding to part fund pressure	-0.100	0.100			0.000	G	G	
	<b>Planning &amp; Place</b>								
20COM19	Income from the new Strategic Transport Model		-0.060	-0.080	-0.100	-0.240	A	A	
	<b>Community Safety</b>								
20COM20	Impact of greater alignment of services			-0.150		-0.150	G	G	
20COM21	Cost recovery charges for Coroner's Service	-0.010			-0.005	-0.015	G	G	
20COM22	Retained Fire Fighters budget higher than required	-0.150		0.150		0.000	A	G	
20COM23	Increased income from extra demand	-0.005			-0.010	-0.015	G	G	
20COM24	Use of remarked reserves and contributions to reserve budgets	-0.100				-0.100	G	G	
	<b>Total Savings - Communities</b>	<b>-3.365</b>	<b>-1.160</b>	<b>-0.730</b>	<b>-1.045</b>	<b>-6.300</b>			
	<b>Net Pressure (+)/Saving (-)</b>	<b>1.596</b>	<b>0.076</b>	<b>-0.540</b>	<b>-0.045</b>	<b>1.087</b>			

## Corporate Measures

Ref	Pressures and Savings	2019/20	2020/21	2021/22	2022/23	Total
		£m	£m	£m	£m	£m
	<b>Pressures</b>					
20CM1	Taxbase increase for 2019/20 is 1.78% compared to the 2% estimated in the current MTFP	0.814	0.033	0.034	0.033	0.914
20CM2	Increase in Contingency for SEND High Needs Block	3.000	0.600	1.000	1.000	5.600
20CM3	Inflation for 2022/23 (additional year of MTFP)				6.600	6.600
	<b>Total Pressures - Corporate</b>	<b>3.814</b>	<b>0.633</b>	<b>1.034</b>	<b>7.633</b>	<b>13.114</b>
	<b>Savings/Funding Changes</b>					
20CM4	Reprofile Transformation Savings	10.000	4.200	3.200		17.400
20CM5	Strategic Measures - target saving from investment returns	-1.000				-1.000
20CM6	Business Rates pooling share of growth (until business rates baseline reset)	-0.500	0.500			0.000
20CM7	Negative Revenue Support Grant - not implemented in 2019/20	-6.239	6.239			0.000
20CM8	Adults & Children's Social Care Grant - announced in Autumn Budget 2018	-6.206	6.206			0.000
20CM9	Use of Budget Reserve	-5.907	0.500	0.962	-0.962	-5.407
20CM10	Council Tax increase 1.99% in 2022/23 (additional year of MTFP)				-7.963	-7.963
20CM11	1.75% increase in taxbase in 2022/23 (additional year of MTFP)				-7.143	-7.143
20CM12	Inflation increase on Business rates in 2022/23 (additional year of MTFP)				-1.151	-1.151
	<b>Total Savings - Corporate</b>	<b>-9.852</b>	<b>17.645</b>	<b>4.162</b>	<b>-17.219</b>	<b>-5.264</b>
	<b>Net Pressure (+)/Saving (-)</b>	<b>-6.038</b>	<b>18.278</b>	<b>5.196</b>	<b>-9.586</b>	<b>7.850</b>

RAG STATUS OF SAVING		PRESSURE
Deliverability	Operational Impact	Volatility

Low
High
Low

G	G
G	G
G	G
G	G
G	G
G	G
G	G

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Division(s): All

## CABINET – 18 DECEMBER 2018

### COMPULSARY PURCHASE POWERS FOR THE ACQUISITION OF LAND REQUIRED FOR THE DELIVERY OF SCHEMES

Report by Director of Capital Investment & Delivery

#### Recommendation

1. The Cabinet is **RECOMMENDED** to:
  - (a) approve delegation of the exercising of Compulsory Purchase Powers to the Director of Capital Investment and Delivery, in consultation with the Cabinet Member responsible for Transport, for the purchase of land required for the delivery of the major infrastructure schemes outlined in paragraphs 7 and 9 of this report, in the event that the land cannot be acquired by negotiation; and
  - (b) note that should the whole or any part of lands required are not acquired by negotiation, the making of a Compulsory Purchase Order under provisions contained in Part XII of the Highways Act 1980 for the acquisition of the land, will be progressed. This could include providing the necessary attendance, expert witness provision, etc. at a Public Enquiry if required.

#### Executive Summary

2. In order to progress with the delivery of proposed major transport infrastructure schemes, the use of Compulsory Purchase Powers may have to be used for the acquisition of land required for the construction, maintenance and operation of new transport infrastructure.
3. Cabinet is requested to approve delegation to the Director of Capital Investment & Delivery, in consultation with the Cabinet Member responsible for Transport, to exercise Compulsory Purchase Powers for the purchase of land required for schemes detailed in this report, in the event that the land cannot be purchased through negotiation with landowners.
4. The schemes are set out at paragraphs 8 and 10.

#### Background

5. The Council is proposing to deliver a programme of major transport infrastructure projects, to support and enable housing and economic growth in Oxfordshire. The transport network needs to operate safely and be fit for purpose, delivering the Transport Strategy set out within the Council's Local Transport Plan.

6. Cabinet has previously approved the delegation of the exercising of Compulsory Purchase Powers for major transport schemes at the July 2015 and January 2016 Cabinet meetings.
7. It has now been identified that other proposed major schemes being developed require additional land for the construction of the planned improvements.
8. The Council's land agent will work with landowners and continue negotiations to purchase the required land through agreement in the first instance. However, in some cases there may be issues reaching agreement to enable the schemes to progress to the construction phase and achieve programme delivery. With this in mind, the ability to delegate the decision to use Compulsory Purchase Order (CPO) powers to the Director of Capital Investment & Delivery in consultation with the Cabinet Member responsible for Transport, would enable a swift response should land negotiations be proving to be unconstructive.

## Proposed Schemes

9. Schemes within the Council's committed capital programme for which delegated CPO powers are requested are:
  - a) **Tramway Road Accessibility Improvements** – provision of new vehicle access to Banbury Railway Station car park via Tramway Road, and a new two-way bus lane and taxi link connecting Tramway Road to join Station Approach.
  - b) **Former RAF Upper Heyford Mitigation Package Phase 1** – reduce the impact on Middleton Stoney to enable the current Local Plan allocation for Heyford Park to build out without the need for a Grampian condition. Junction work and traffic management under consideration as part of this project, as well as HGV restrictions in the area.
  - c) **Access to Carterton - A40 Minster Lovell West Facing Slips** – to deliver an improved route into Carterton and RAF Brize Norton from the A40 comprising safety improvements to the B4477 and provision of an all movement interchange at the A40/Minster Lovell junction by providing west facing slip roads at the grade separated junction.
  - d) **Frilford Junction** – a new junction arrangement at Frilford which is the confluence of two major A-roads in Oxfordshire (the A415 and A338). Improvements seek to allow additional capacity at the junction.
  - e) **Marcham Bypass** – creation of a new by-pass to the southern side of Marcham Village connecting into the Frilford Junction scheme to provide relief to Marcham Village which is constrained in nature and is an AQMA area.

- f) **Thame to Haddenham Cycle Route** – provision of cycle route between Thame and Haddenham railway station adjacent to A418 (Aylesbury Road) and Thame Road, providing a better walking and cycling environment linking key areas of the town.
  - g) **A4260 and A44 Corridor Improvements** – various measures to improve transport corridor routes along the A44/ Woodstock Road and the A4260/ Banbury Road. Aim to increase bus transport usage into the city, by prioritising public transport, cycling and pedestrian access along the two routes, as well as a proposed new park and ride site on the A44 corridor and expansion of the existing Water Eaton park and ride site.
10. The programme of improvements for each of the routes will consist of a mixture of new highways infrastructure and upgrades to existing public rights of way. Land purchase will be required where new highways infrastructure cannot be fitted into the existing highway boundary and for the creation of new paths.
11. In addition to the above, there are schemes being developed on the forward capital programme which are waiting for future funding opportunities to enable implementation. In order to be able to progress promptly should funding be made available, delegated CPO powers are requested for these schemes too:
- a) **A40 Dual Carriageway** – proposal to extend the existing dual carriageway from Witney eastwards to the proposed Eynsham Park & Ride; retain and improve the existing shared footway/cycleway, and provide new junctions for side road access.
  - b) **A40 Westbound Bus Lane** – phase 1 of the A40 Eynsham Park & Ride with Bus Lanes Scheme, funded by the Local Growth fund, will deliver short sections of westbound bus lane to improve bus journeys from Oxford City Centre to West Oxfordshire. We aim to lengthen these sections of westbound bus lane to ensure that buses are not held in congestion, which will further improve bus service reliability.
  - c) **Footbridge works to the A40 Duke's Cut and Wolvercote Canal Bridges** - there are four bridges which carry the A40 over the canals and railway just west of Wolvercote roundabout. At present there isn't room within the existing highway boundary to provide an eastbound bus lane in addition to the existing pedestrian/cycle paths on the north and south sides of the A40 as well as the single carriageway traffic running lanes. This scheme seeks to widen, or provide new bridges to accommodate an eastbound bus lane in addition to the foot/cycleway and general traffic running lanes.
  - d) **Cycle Route from A40 to National Cycle Route 5** – connecting the A40 with the National Cycle Route from Oxford to Reading, via the Oxford Tow Path near Duke's Cut Lock.

- e) **B4044 Community Path** – provision of a safer multipurpose cycle and pedestrian path along the B4044 between Eynsham, Swinford, Farmoor and North Hinksey on the west side of Oxford.

- 12. Further details of the schemes and wider transport strategies they relate to can be found within the County Council’s Local Transport Plan 2015 – 2031.

### **CPO Processes**

- 13. The ability to use CPO powers should help support the land negotiations and provide a greater confidence in achieving earlier agreements without having to resort to actually using the CPO powers sought.
- 14. In the event that CPO powers are required, there will be the need to carry out the statutory requirements to give notice of the CPO to the land owner and to the public. If objections are received, there may be a need for preparation and attendance at a public enquiry.
- 15. All necessary processes and procedure would be followed in the making of any Compulsory Purchase Orders.

### **Financial and Staff Implications**

- 16. Scheme cost estimates currently do not have an allowance for the additional costs likely to be needed for a full CPO process. Initial costs to start the process can be met through the contingency allowance. If it looks likely that the full CPO process will be necessary, then it is probable that the scheme cost estimate will need to be increased or scope of the project reduced.
- 17. In the event of CPO being exercised, it is likely to cause impacts on the delivery timetable of schemes, with an estimated delay of 6 – 8 months. Should a public enquiry be required, delays could be significantly longer estimated between 12 – 18 months. This may also increase project costs.
- 18. There is no direct impact on staffing.

ALEXANDRA BAILEY  
Director for Capital Investment & Delivery

Background papers                      Local Transport Plan (4) 2015 – 2031  
Available online at [www.oxfordshire.gov.uk](http://www.oxfordshire.gov.uk)

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November 2018



Division(s): All

## **CABINET REPORT– 18 DECEMBER 2018**

### **SPECIAL EDUCATIONAL NEEDS & DISABILITY SUFFICIENCY OF PLACES STRATEGY**

**Report by Director for Children’s Services**

#### **Recommendation**

1. The Cabinet is **RECOMMENDED** to note and approve the special educational needs sufficiency of places strategy

#### **Executive Summary**

2. An analysis of the sufficiency of places for children and young people with special educational needs and disabilities demonstrated that there is an urgent need to increase the number of places available within Oxfordshire schools.
3. The special educational needs and disability sufficiency of places strategy has been written as a result of this analysis of need and builds on the county council’s vision for special education need and disability. The sufficiency of places strategy is part of a broader special educational needs and disability strategy in preparation.
4. In order to provide sufficient school places the analysis shows that by 2022 further places for approximately 100 more pupils with Education Health and Care Plans in mainstream schools and for an additional 300 special school places will be needed.
5. Paragraph 16 of the report sets out the 4 strands making up the Strategy.

#### **Introduction**

6. In 2018 Oxfordshire County Council conducted an analysis of the sufficiency of places for children and young people with special educational needs and disabilities.
7. Since 2013 there has been increase in demand of 77% for Education, Health and Care Plans. This has led to an increase in demand for special school places and that there has been an increase in allocation of places to independent non- maintained special schools
8. The increase in the demand for places has placed a pressure on the high needs block. A review was conducted of the high needs block as part of a process that Local Authorities with funding from Central Government carried

out to review the spend. This was conducted by an external consultant, Linda Calverley and was completed August 2018.

9. The review also coincided with the outcome of the Joint Local Area special educational needs and disability Inspection and production of the subsequent Written Statement of Action.
10. The special educational needs and disability sufficiency of places strategy has been written as a result of the analysis of need that clearly shows that there is an urgent need to increase the number of places available within Oxfordshire schools.
11. This builds on our vision for special educational needs and disability which is:
  - a. Investing in and developing good quality local provision which meets the needs of children and young people with special educational needs and disability within Oxfordshire – the right pupils, in the right provision at the right place
  - b. Oxfordshire County Council has a whole- hearted commitment to investing in and developing schools' special educational needs and disability provision for the children of Oxfordshire. A 'local first' approach will ensure that children and young people's needs are at the core of our service planning.
  - c. In Oxfordshire we are proud of the special educational needs and disability education provision we currently deliver which enables more children and young people with special educational needs and disability to access local provision. Our future programme and creative approaches are enabling this work to expand and deliver even better outcomes.
12. The sufficiency of places strategy is one part of the broader special educational needs and disability strategy and this full strategy will be brought to Cabinet in spring term of 2019.

## Key Issues

### **Ensure there are sufficient school places through the special educational needs and disability sufficiency of places strategy and reduce demand for independent and non-maintained specialist placements:**

13. A special educational needs and disabilities sufficiency of places strategy has been produced (Annex 1). This strategy identifies that Oxfordshire's school age population is growing, both because of the rise in births experienced between 2002-2011 and due to the large-scale housing growth planned for the county between now and 2027. However, the growth in demand for special school and resource base provision has increased rapidly.
14. This is due to an increase in Education, Health and Care Plans (77% since 2013) due to changes brought in by Children's and Families Act 2014, which

increased the age range from 2-19 to 0-25 years. There has also been a rise in demand in children being identified as having social and emotional mental health needs, and/or a diagnosis of Autism. In addition, there has been a real term reduction in school funding, impacting on the ability for a mainstream school to effectively educate pupils with special educational needs at an early stage. This has resulted in children and young people requiring places at special schools, resource bases, independent non-maintained special schools, and/or can place them at risk of exclusion or elective home education.

15. Currently, the Council has a lack of special educational needs school places. Analysis has shown that the Council requires by 2022:
  - a. Places for approximately 100 more pupils with Education Health and Care Plans in mainstream schools, to be supported via an enhanced network of resource bases and mainstream programmes
  - b. An additional 300 special school places to reverse the recent dependence on the independent non-maintained special school sector and ensure needs can be met through the local authority's provision.
  
16. To meet this increase and demand for places the special educational needs and disability sufficiency of places strategy identifies four key strands. The four strands set out the vision for how Oxfordshire County Council will ensure sufficient education provision for children and young people with special educational needs and disabilities.
  - a. Strand 1: Ensure that all early year's providers and mainstream schools support an inclusive approach to education:

All children, where possible, to be educated in their local school, receiving the support they need at the earliest stage and providers following an inclusive approach for all children with special educational needs and disabilities.
  - b. Strand 2: Review of the current resource base provision across the County:

Conduct a review of all base provision needs and undertake a consultation with schools who currently have a resource base provision onsite to identify any opportunities to increase capacity.
  - c. Strand 3: Review of current special school sites  
Whilst many of the special schools across Oxfordshire have already increased the numbers of children they admit the review is to focus on whether further expansion is possible and a survey of all special school sites has been undertaken.
  - d. Strand 4: New Schools  
Open two new special schools focused on social, emotional and mental health needs and Autism in Bloxham Grove and Didcot and to rebuild Northfield school  
For a detailed explanation please see Annex 1 (pages 16-19)

17. The special educational needs and disabilities team is working on aligning the various aspects in relation to special educational needs and disabilities and will be in the spring term bringing to Cabinet the completed overall strategy for special educational needs and disabilities and will also be reporting in February to Education Scrutiny.
18. The proposal is that the special educational needs and disability Programme Board, in the Spring term, will become the special educational needs and disabilities performance board to oversee and hold to account progress made within special educational needs and disability as a whole. This board will be chaired by the Lead Member for Education and reports will be given to Members, Education Scrutiny and other Governance Bodies.
19. Cabinet is asked to note and approve the special educational needs and disability sufficiency of places strategy.

## **Financial and Staff Implications**

20. This strategy is aimed at increasing and improving special educational needs and disabilities places and provision within the maintained sector (including academies) to ensure the educational needs of all children with special educational needs and disabilities can be met without undue reliance on the independent non-maintained special school sector. In doing so it will also enable more effective and efficient use to be made of the high needs block funding.
21. There was an overspend of £1.2m by the end of 2016/17 in the high needs block which rose to £2.8m in 2017 /18 and is estimated to be more than £6m in 2018/19.
22. Work is underway to determine, utilising a recent survey of special schools, additional county council capital investment to implement this strategy and reduce the need to use the independent non-maintained special school sector.
23. The costs for a placement in an independent non-maintained special school would, as typical examples, be:
  - A day placement at a school for a child with social emotional & mental health needs, costs £53,649 per year (based on a child just going in to the school). The cost of this placement for 5 years (until the end of year 11) would be £268,245. This does not include transport costs on a daily basis, which equates to around £20,000 per year.
  - A day placement for a child attending a school for children diagnosed with Autism will cost around £77,000. The cost of a placement for 5 years would cost £385,000. This does not include transport costs.
24. A local first approach to meet the needs of children and young people will reduce the impact on the transport costs for students who are currently travelling considerable distances to access a school place.

## **Equalities Implications**

25. The Local Authority needs to ensure that it has sufficient school places for all children, including those with special educational needs. It would not be fulfilling its statutory duty to ensure that sufficient school placements are available for all children if this strategy was not in place.

## **Risk Management**

26. By providing the additional places the Council will be able to fulfil the choice and expectations of parents for the best possible education reducing the spend from the High needs block and special education needs transport budgets.
27. The Council will be able to meet its statutory duties of effectively and within the 20-week timescale complete an Education and Health Care Plan for a child.

LUCY BUTLER  
Director for Children's Services

Background papers:

Contact Officer: David Clarke, Deputy Director for Education

December 2018

**Annex 1:**



# **Special Educational Needs Sufficiency of Places Strategy**

## **2018-2027**

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## Executive Summary

This strategy:

- i. Ensures Oxfordshire has sufficient school places to meet the needs of all children with special educational needs and disabilities; ensuring that the provision is developed in the right place, at the right time, with the additional places to address population growth and the identified increase in demand.
- ii. Provides support across Oxfordshire's mainstream schools to ensure they provide inclusive education, and adopts a 'local first' approach wherever appropriate.
- iii. Ensures the high needs block funding is spent effectively to meet the needs of children with special educational needs and disabilities across Oxfordshire.

Oxfordshire's school age population is growing, both because of the rise in births experienced between 2002-2011 and due to the large-scale housing growth planned for the county between now and 2027. However, the growth in demand for special school and resource base provision has increased rapidly. This is due to:

- An increase in Education Health and Care Plans (77% since 2014) due to changes brought in by Children's and Families Act 2014, which increased the age range from 2-19 to 0-25 years (resulting in an additional 450 plans).
- A rise in demand in children being identified as having social and emotional mental health needs, and/or a diagnosis of Autism.
- A real term reduction in school funding, impacting on the ability for a mainstream school to effectively educate pupils with special educational needs at an early stage. Resulting in children and young people requiring places at special schools, resource bases, independent non-maintained special schools, and/or can place them at risk of exclusion or elective home education.

Previous growth planning for special schools in Oxfordshire was based predominantly on population growth. However, the rapid increase in the provision of Education Health and Care Plans has over the last few years has meant that even though many of the special schools have increased their capacity (Appendix 4) the need for additional places is continuing to grow and the current number of places is not sufficient to meet the demand. The consequence of this has led to: -

- Special school and resource base provision under strain, with most schools and bases currently at or over capacity because of the increase in special educational needs and disabilities demand.
- Increased use of independent non-maintained special school placements and as of January 2018, 227 pupils were placed at independent non-maintained special schools. This growth has doubled the cost of independent non-maintained special school placements since 2013 and for 2017/18 the total cost of independent non-maintained special school placements to the council was over £14m and this is predicted to rise for 2018/2019 because of insufficient places in the maintained sector.
- High needs block revenue pressures and overspend.



Currently, as a result there are insufficient school places to meet this demand which impacts on the ability for the Council to: -

- Effectively and in the 20-week timescale complete an Education and Health Care Plan for a child and fulfil the statutory requirements.
- Fulfil the choice and expectations of parents for the best possible education provision for their child
- Require increasing number of places into independent non-maintained special schools resulting in the overspend of the high needs block
- Utilise the high needs block resource to support early intervention in mainstream schools



The strategy was conducted to detail how the Council plans to address the current lack of special educational needs school places. Analysis has shown that the Council requires by 2022: -

- Support for approximately 100 more pupils with Education Health and Care Plans in mainstream schools, to be supported via an enhanced network of resource bases and mainstream programmes
- An additional 200 special school places to reverse the recent dependence on the independent non-maintained special schools sector and ensure needs can be met through the local authority's provision.

The paper identifies options to meet the increase in demand on places for children particularly, though not exclusively, with social and emotional mental health needs/Autism to: -

- expand and develop current education provision across mainstream schools
- review resource base and special school sector
- the building of new special school provision

The special educational needs and disabilities sufficiency of places strategy comprises four strands. These four Strands (see page 16) sets out the vision for how Oxfordshire County Council will ensure sufficient education provision for children and young people with special educational needs and disabilities where the demand for places is increasing and the level of funding is decreasing both for the Council and Schools. The impact will be:

- A local first approach to educating children and young people with special educational needs
- Inclusive attitude to engage learners and schools reducing exclusions and in some cases elective home education
- Providing best value in the allocation of the high needs block and revenue spend, for example, for every 10 pupils taught in mainstream school this would lead to a saving of £226k/year

- Provide effective transport arrangements as pupils would be able to, where appropriate, access local provision
- Ensuring that Education Health and Care Plans are issued within 20 weeks and the content of each plan is of high quality with input throughout the process from parents/carers and young people. This will help to minimise the number of complaints and cost of appeals and tribunals.

## **The Need for this Strategy**

### **Population growth**

In Oxfordshire, as well as nationally, total pupil numbers have risen, and will continue to rise over the period covered by this report. The county has seen an increase in the birth population between 2002-2011. This growth has already progressed through the primary age range and is now filtering into the secondary sector.

### **Children & Families Act 2014**

Following the Introduction of the Children's & Families Act in 2014, the age range of children eligible to have an Education, Health and Care plan increased from 2-19 (16 years if in a mainstream school) years to 0-25 years. The number of Education, Health and Care plans maintained by Oxfordshire since 2014 has increased significantly (77%). With the predicted population growth, it is expected that the total number of Education, Health and Care plans will continue to increase over the next five to ten years as shown on page 6, (Figure 1), around 13% per year. The number of children with an Education, Health & Care plan will have nearly doubled in five years.

The figures for the first ten months of 2018 show an increase from **13%** to **37%**. If the total growth of Education, Health and Care plans continue to accelerate rather than grow at the projected rate, the number of children with Education, Health and care plans will be higher than those predicted in Figure 1 in 2023 and the number of specialist placements required will exceed the current number planned.

The growth rate will need to be monitored carefully and this strategy will need to be refreshed annually to ensure that the demand for places is monitored closely.

### **Increased incidence of specific needs**

The numbers of Education, Health and Care plans appear to be growing with a higher number of children being diagnosed with social, emotional and mental health needs and Autism (Figure 2 & 3). This rising demand and particularly the increasing complexity of needs is creating a lack of placements across the Local Authority.

Over the last five years, the number of Education, Health and Care plans with Autism Spectrum Disorders identified as the primary need has nearly doubled. Those children identified as having social and emotional mental health needs and specific learning difficulty as their primary need have also grown significantly faster than others, although specific learning difficulty remains a small percentage of the total of Education, Health and Care plans maintained by the Local Authority.

Children with social and emotional mental health needs and Autism now account for nearly half of Education, Health and Care plans maintained by Oxfordshire.

Figure 1: Projected number of Education, Health and Care plans for Oxfordshire by 2023

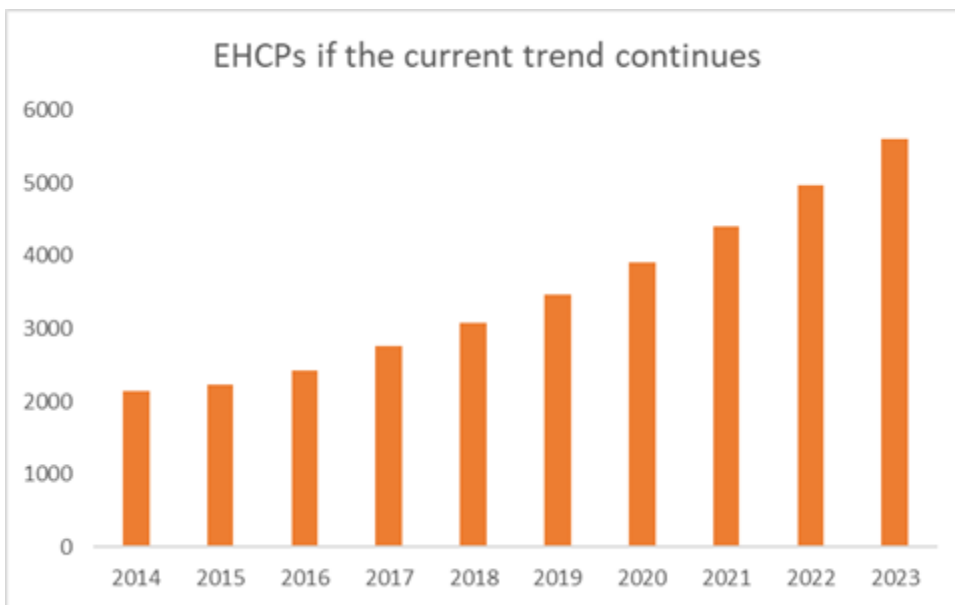


Figure 2: Increase in Education, Health and Care plans (all ages) listing each primary need in Oxfordshire 2014-2018

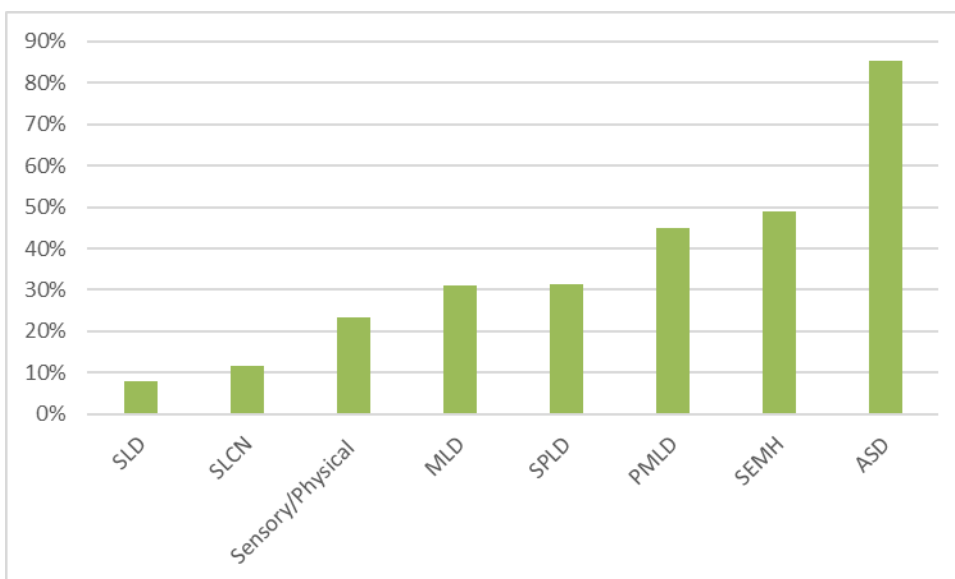
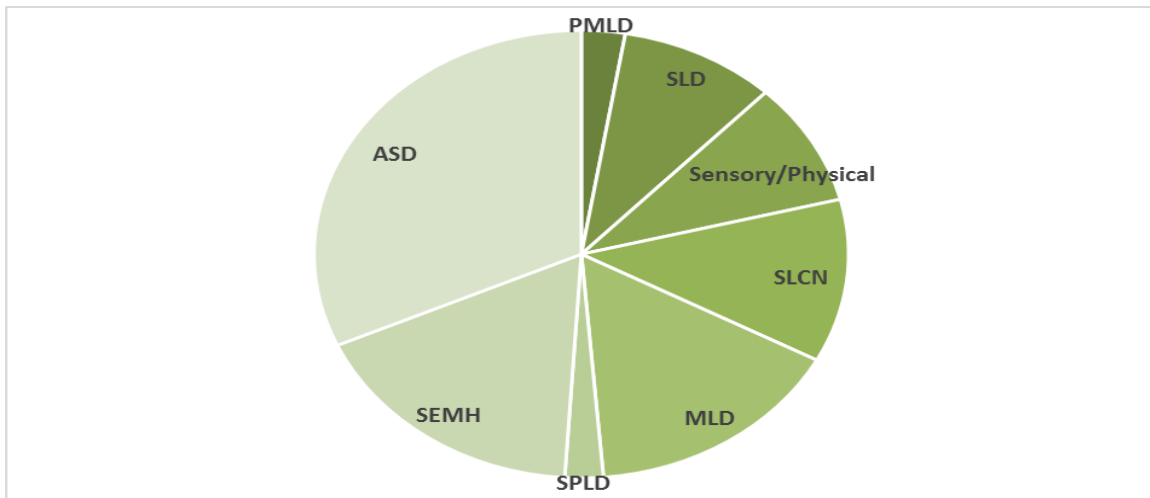


Figure 3: Oxfordshire Education, Health and Care plans (all ages) by Primary Need 2018



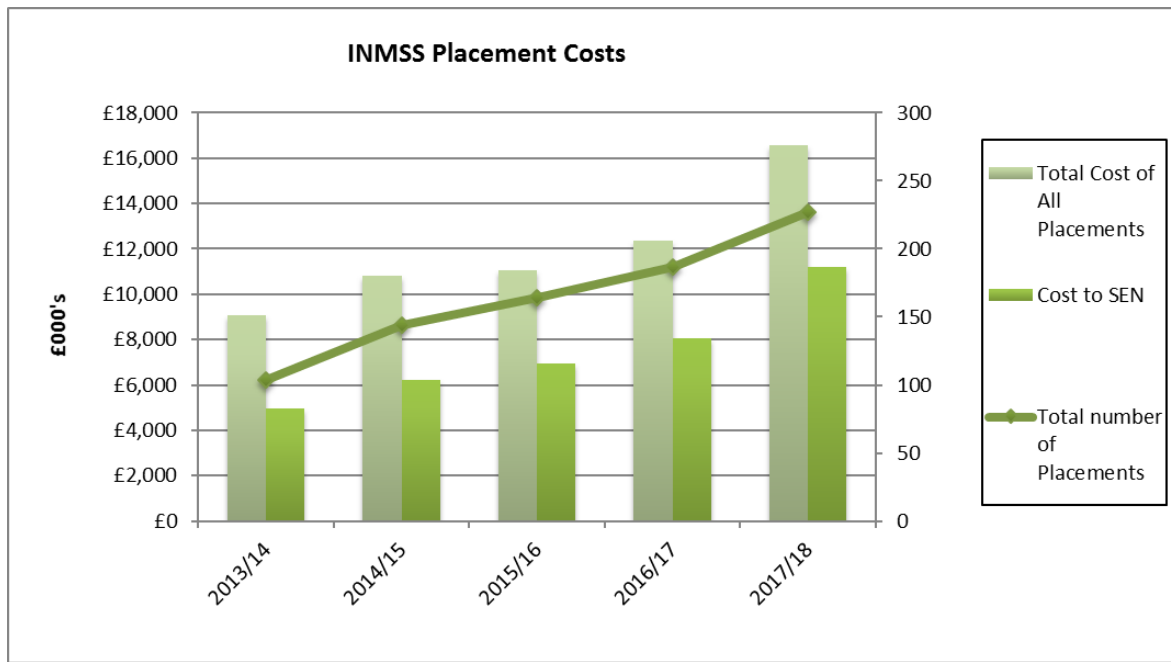
Due to the increase of children with a primary need of Autism/social and emotional mental health needs, additional provision will need to be developed across the mainstream & special school sector to ensure the Local Authority is able to provide support across the mainstream and special school sector.

### **Increased use of high-cost independent non-maintained provision resulting in an overspend on the high needs block.**

Despite a significant increase in Oxfordshire's maintained special school places in recent years, the numbers of requests for specialist provision have risen more quickly and supply is not meeting demand. This has resulted in a year-on-year increase in the numbers of children funded from the high needs block in the Independent sector.

By January 2018, 227 pupils were placed in the independent sector. This growth has doubled the cost of independent non-maintained special school placements since 2013: in 2017/18 the total cost of independent non-maintained special school placements to the council was over £14m, this is continuing to grow as demand increases.

Figure 4: Independent non-maintained special school placements and costs (all ages) 2013/14 – 2017/18

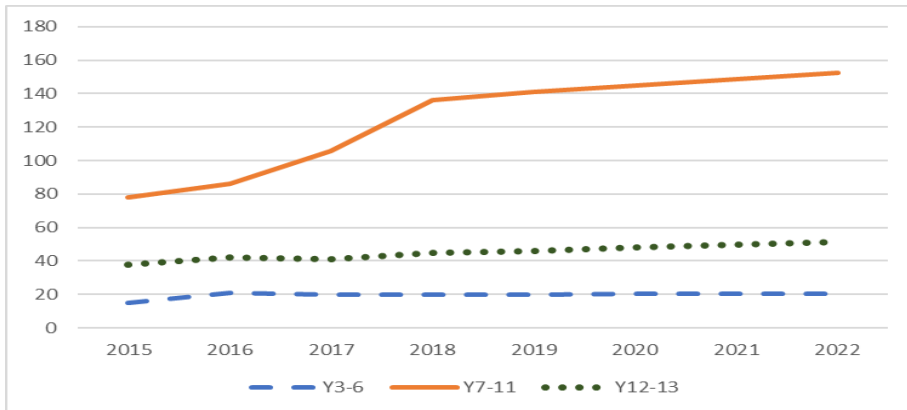


Most of this growth has been for children with Autism and social and emotional mental health needs, by 2018 placements with this area of need accounted for 73% of all independent non- maintained special schools school placements. This demand is exacerbated by the shortage of maintained special school places.

If independent non- maintained special school placements (all needs) grow only in line with the forecast population growth for each age group, there would be a minimal increase in the primary age group, but the secondary age group would grow by 17 places and the sixth form age range by another 6 places by 2022.

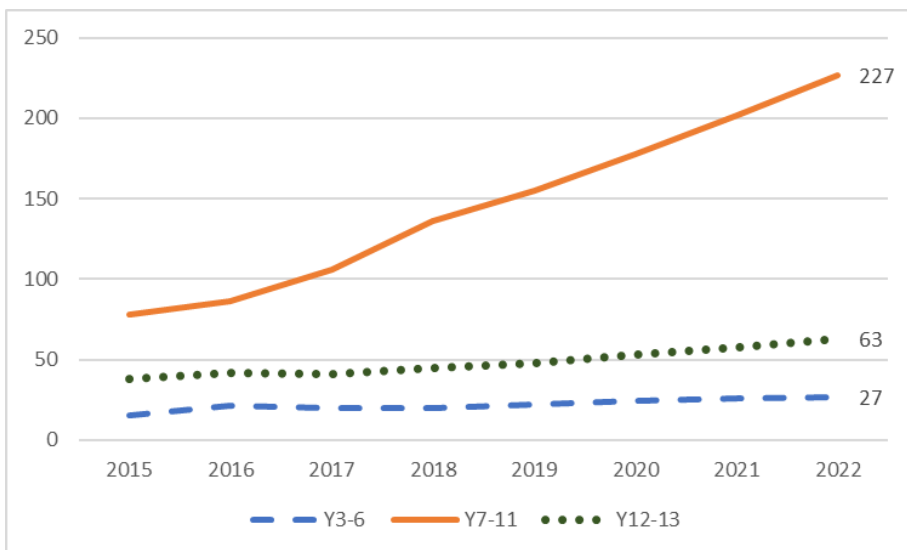
At an average cost of approximately £50,000 per place, if Independent Non-Maintained Special School placements only grow in line with population an extra 24 places at least would be required for the Year 3-13 age range and would represent an additional burden to the high needs block of approximately £1.2m.

Figure 5: Projected Oxfordshire Independent Non-Maintained Special School placements in line with population



However, if the trend since 2015 is projected forward, the additional number of places for the secondary age range would increase to 116. The additional pressure on the high needs block funding would be at least £5.8m.

Figure 6: Projected Oxfordshire independent non-maintained special school placements in line with recent trends



## **How well does Oxfordshire's current provision meet the current and future needs of children and young people with special educational needs and disabilities?**

Maps 1 and 2 (Appendix 1) illustrate significant weaknesses in the current distribution of special schools and resource bases across the Local Authority:

- There is a lack of primary resource bases in most areas outside Oxford city.
- There is a shortage of resource bases focused on social and emotional mental health needs.
- There is a lack of special school provision for social and emotional mental health needs and Autism outside of Oxford city.

As a result, many pupils face long journeys to school, especially for Autism and social and emotional mental health needs placements. While the profound and multiple learning disabilities/severe learning disability focused community special schools draw many of their pupils from the surrounding locality, only a third of pupils attending the county's social and emotional mental health needs special schools in Oxford live in Oxford.

The shortage of social and emotional mental health needs and Autism places mean that many pupils with these needs attend community special schools. In many cases their needs would be better met by more specialist schools, and if such schools were available, it would free up space at community special schools.

Many families do not consider the county's provision for social and emotional mental health needs and Autism adequately meets their children's needs, which leads to increased demand for higher cost places at independent non-maintained schools.

In 2017, Ofsted and the Care Quality Commission jointly inspected the effectiveness of Oxfordshire's approach to implementing the special educational needs and disabilities reforms set out in the Children and Families Act 2014. This inspection identified several key shortcomings that need to be addressed by a Written Statement of Action monitored by the Department for Education and Care Quality Commission on a quarterly basis.

### **Predicted number of additional special school and resource base places required.**

It is predicted that the number of additional places required by 2022 will be:

- Support for approximately 100 more pupils with Education, Health and Care plans in mainstream schools, to be supported via an enhanced network of resource bases;

- An additional 200 special school places to reverse the dependence on the independent non- maintained special schools sector and ensure children's needs can be met in county through the local authority's provision.

The additional capacity will need to have a particular focus on social, emotional and mental health needs and Autism, which are the fastest growing needs in Oxfordshire and together now account for nearly half of all children in Oxfordshire with Education, Health and Care plans.

- The strategy primarily focuses on the five-year period 2018-2022, but also looks beyond to the following five-year period to 2027. Whilst also recognising that housing and population growth, and trends in special educational needs and disabilities provision, are less certain over the longer timeframe. The strategy will be reviewed and refreshed annually and where the trend differs from that which has been previously identified, the strategy will be revised accordingly.

This strategy sits alongside Oxfordshire County Council's special educational needs and disabilities high needs block funding Review 2018 which includes recommendations on funding models across the maintained and special school sector.

The Special Educational Needs & Disabilities education sufficiency strategy comprises four strands, which sets out the vision for how Oxfordshire County Council will ensure sufficient education provision for children and young people with special educational needs and disabilities.

### **Strand 1: Ensure that all early year's providers and mainstream schools support an inclusive approach to education.**

All children should be educated in their local school, receiving the support they need at the earliest stage. All providers should follow an Inclusive Approach to all children with special educational needs and disabilities. To ensure that support is available for all children the following will be addressed:

- Early Intervention strategies will be put into place to support schools to ensure that they are able to request support from professionals at the earliest opportunity.
- Following the review of the high needs block funding, measures will be put into place to ensure that any funding allocated to a child will follow the child, ensuring that the funding will always be available at the school or setting that the child attends to meet their needs.
- Review of the special educational needs support service to ensure that specialist teachers can support schools and settings to meet all children's needs at the earliest opportunity before the school/setting feels the need to apply for an Education, Health and Care plan. It is hoped that this approach will prevent the escalation of needs for some children which in turn can then lead to more expensive provision/school setting being required.
- There is a wealth of specialist expertise in schools/settings across Oxfordshire. Much of this support is used in its own sector and not spread



across to support other schools to meet children's needs. The Local Authority needs to be able to utilise this support to upskill staff in all schools to ensure that the inclusive environment that many schools offer is available to all, with staff having the expertise to deal with children with more complex needs.

- Offer outreach/inreach support across the early years/mainstream sector. Using the expertise that is available in our alternative provision and special school sectors.
- School to school peer support to upskill staff who do not feel confident that they are able to meet all children's needs.

It is hoped that this approach could help to reduce the number of fixed term and permanent exclusions across the County. However, this will not prevent all children being excluded so we need to ensure that any alternative provision provided supports children's educational needs, therefore we will need to undertake a:

- Ensure the alternative provision available across Oxfordshire will meet the needs of children in the primary and secondary sector have their needs met if they are permanently excluded without any delays (by the 6<sup>th</sup> day).
- Ensure that a robust commissioning approach is in place across Children's Services to ensure that any provision required to be commissioned is appropriate, cost effective and contracted appropriately.

## **Strand 2: Review of the current resource base provision across the County (Appendix 1 – List of current resource bases)**

Currently many of the resource bases are run by staff employed by Oxfordshire County Council. The school does not have any of the employment costs or hold the responsibility to replace staff when they leave. This seems to be a situation that is unique to Oxfordshire as in many other Local Authorities, provision attached to a school site is often run by the school. The focus is to: -

- Conduct a review of all base provision needs.
- Undertake a consultation with schools who currently have a resource base provision onsite to identify any opportunities to increase capacity.
- Establish a clear funding mechanism (part of the high needs block funding review) to ensure that schools have the funds to cover the costs for staff and to support the pupils attending the resource base provision.
- Open at least 7 resource bases within new mainstream schools by 2022. It is hoped, where possible, that we can utilise empty space on an existing school site. Where possible expansion of resource bases will be tied in with expansion plans for current schools.
- New resource bases currently confirmed to open over the next 3 years are:
  - Aureus Primary School, Didcot, January 2019 – 8 places, Social and Emotional Mental Health needs (in addition to Didcot DEN which opened 2017)
  - Aureus Secondary School, Didcot, January 2019 – growing to 20 places, Social and Emotional Mental Health needs

- Banbury (starting at Longford Park, moving to new Southam Road Primary School), October 2018 – 10 places, Communication and Interaction/ Social and Emotional Mental Health needs
- Gagle Brook Primary School, Bicester, September 2019 – 6 places, Communication and Interaction
- SW Bicester secondary school, 2020 – 8 places, Social and Emotional Mental Health needs
- Barton Primary School, Oxford, 2020 – 8 places, Social and Emotional Mental Health needs
- New west Witney primary school, 2020 – 8 places, Communication and Interaction

This is a total of 68 additional places, which will significantly improve the geographic and primary need coverage of bases, as can be seen in **Appendix 3**.

In addition, Oxfordshire have completed many capital projects since 2011. Further projects across the County have been planned, some of which are already underway. Each proposal is explained in more detail in **Appendix 4**.

### **Strand 3: Current special schools (Appendix 2 – List of all current special schools)**

Many of the special schools across Oxfordshire have already increased the numbers of children they admit to the school due to the increases in demand for places over the last few years. To determine whether further expansion is possible, a review of all special school sites has been undertaken to see:

- If further expansion is possible, either to reconfigure the current building to accommodate more students or whether there is room on the site to build additional accommodation.
- To review the internal accommodation, and provide investment to schools where refurbishment is required. Many of our special schools have not had any capital investment for several years and therefore may need some investment to upgrade them in some areas.
- Northfield school in particular is a school that requires significant investment, with the recommendation to re-build and expand the current school. Without this school, more children will need to be educated out of county which will further increase the pressure on the high needs block funding.
- Continue the current programme of special school expansions, with planned expansions by 2022 at:
  - Fitzwaryn School (Wantage)
  - Bardwell School (Bicester)
  - John Watson School (Wheatley).
- Confirm the potential to relocate and expand accommodation used by the secondary phase of Bishopswood School (Sonning Common).
- Provide new, expanded, accommodation to replace that currently used by Northfield School.
- Review additional capacity needs resulting from planned housing growth in each district, once the respective Local Plans are adopted and agreed.

- A review of all special school provision has been undertaken (Appendix 6) to identify any opportunities for expansion. Each school site will now be looked at closely and any development opportunities investigated further with schools.

#### **Strand 4: New Schools**

The following projects have already been highlighted:

- Open two new special schools focused on social, emotional and mental health needs and Autism:
  - Bloxham Grove in north Oxfordshire (due to open 2020);
  - A new school in Valley Park, Didcot in south Oxfordshire (target date 2023). Application has been submitted to the Department of Education to gain funding towards this project as part of the special free school application process.
- All projects will include resource base provision within the specification for new mainstream schools, except where the local need is already met.



## **Financial Summary**

This strategy is aimed at increasing and improving Special Educational Needs & Disabilities provision within the maintained sector (including academies) to ensure the educational needs of all children with Special Educational Needs & Disabilities can be met without undue reliance on the Independent Non-Maintained Special School sector. In doing so it will also enable more effective and efficient use to be made of the high needs block funding.

There was an overspend of £1.2m by the end of 2016/17 in the Dedicated Schools Grant (DSG) High needs block which rose to £2.8m in 2017 /18 and is estimated to be more than £6m in 2018/19.

The DSG funding blocks were ring fenced from April 2018 and the Council becomes liable for any overspend. In comparison to other Local Authorities Oxfordshire is poorly funded and an example of this is that Buckinghamshire, a very similar Council in terms of size and number of pupils, has a High needs block allocation that is £17 million more than Oxfordshire.

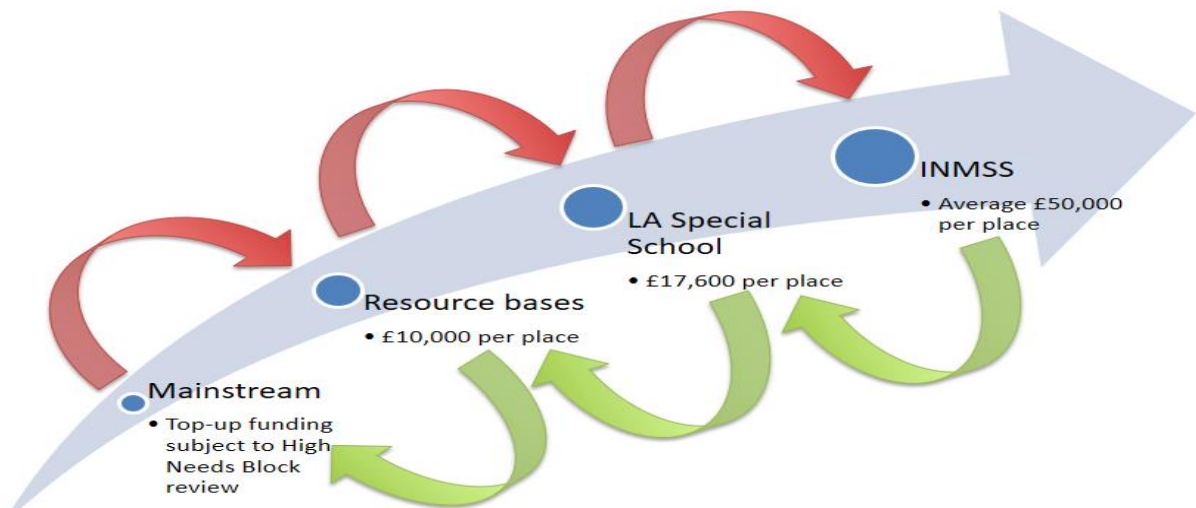
Without the investment proposed in this strategy, there will continue to be a growing overspend on the High Needs budget due to the reliance on high-cost Independent providers. It is only through the additional capacity proposed in this strategy that the decisive change necessary can be made in High Needs spending.

Additional county council capital investment proposed by this strategy (in addition to existing capital programme, and subject to confirmation over Section 106 funding) £15m

Expected annual revenue savings because of this strategy (after 6 years, once proposed new schools are at full capacity) £7m

Most importantly, these savings will be made while at the same time improving the education provision for children and young people with special educational needs and disabilities in Oxfordshire, reducing the reliance on out of county provision and reducing travel distances to access suitable provision.

Figure 7: Cost implications of special educational needs and disabilities market segments



### Example

If the Local Authority decided not to increase the special school provision provided across the county, more children would need to be placed in the independent non-maintained sector:

Examples of costs are:

- A day placement at a school for a child with social emotional and mental Health needs, costs £53,649 per year (based on a child just going in to the school). The cost of this placement for 5 years (until the end of year 11) would be £268,245. This does not include transport costs on a daily basis, which equates to around £20,000 per year.
- A day placement for a child attending a school for children with Autism will cost around £77,000. The cost of a placement for 5 years would cost £385,000. This does not include transport costs.

The high needs block funding is already under extreme pressure and is currently showing an overspend. If the trend continues as is with the increased demand on the Independent sector, with costs for placements demonstrated above, this would further impact on the high needs block budget and put further pressure on the transport budget.

### **Revenue savings resulting from this strategy**

Although this strategy recommends a very significant capital investment by the council, such investment will unlock a greater scale of future revenue savings.

Recent years have seen a trend towards greater use of higher cost special educational needs and disabilities education providers; this strategy facilitates the reversal of that trend by ensuring there are sufficient resource base and Local Authority special school places to meet Oxfordshire's needs.

As well as improving access to learning for children and young people with special educational needs and disabilities, this will deliver better value for money and in time end the current overspend on the high needs block.

Although the expanding resource bases and special schools are an important part of enabling revenue savings to be made, the largest element relates to the additional provision proposed for social and emotional mental health needs and Autism.

The two new special schools and the replacement and expansion of accommodation currently used by Northfield School will provide 224 additional places specifically for children and young people with social and emotional mental health needs and Autism. The current shortage of suitable maintained special school places for these needs has led to a rapid growth in the use of independent schools, where places are on average around £30,000 per pupil per year more expensive than Local Authority special schools, and in many cases much higher than that. The 224 places created by this strategy therefore offer the potential to reduce spending by around £7m per year.

The full scale of this saving will, of course, only be realised if there are sufficient pupils who would otherwise have required Independent placements who are instead able to access Local Authority provision as a result of the additional capacity.

It must be recognised that these savings will not happen overnight. As well as the delay before the new schools can be built and opened, once they are, it is unlikely that significant numbers of pupils already at the Independent providers will transfer. A more conservative assumption is that the savings will grow annually as new placements can be made to the new schools rather than to expensive out of county providers.

In the last four years, an average of 35 new independent non-maintained special school placements have been made for Autism and social and emotional mental health needs per year, but this has been accelerating; by June 2018 there had been 44 new independent non-maintained special school placements for Autism or social and emotional mental health needs in the 2017/18 academic year, reflecting the upward trend. It is considered that the majority, if not all, of these would not have been required if sufficient suitable maintained special school capacity had been available. It is the future transfer pupils, rather than those already in independent non-maintained special schools, who would be the main targets for placements at the new schools. If 40 places per year could be diverted from the independent non-maintained special school sector to maintained schools as a result of this strategy, assuming a saving per place of approximately £30,000 this would reduce expenditure by around £1.2m in the first year, growing to the maximum saving within six years as the new school's fill.

## Concluding Statement

This strategy focuses on delivering sufficient special educational needs and disabilities provision to ensure that capacity not only keeps up with population growth and increase in demand, but also reverses the trend towards the high number of placements in the independent non-maintained special school sector. This will require by 2022:

- Support for approximately 100 more pupils with Education Health and Care Plans in mainstream schools, to be supported via an enhanced network of resource bases;
- An additional 200 special school places to reverse the recent dependence on the independent non-maintained special school sector and ensure needs can be met through the local authority's provision.



The additional capacity will need to have a particular focus on social, emotional and mental health needs and Autism.

As already indicated there will be a need to refresh this strategy annually to ensure that the population growth and the increase in requests for Education, Health and Care plans are monitored to ensure that the current projected growth has not been under estimated.

## Appendix 1 – List of Current Resource Bases

The table below shows the resource bases and Special Educational Needs Units in Oxfordshire, as of 2017/18, including the primary need and the number of planned places. In total there are currently 165 places across these bases.

Table 2: Resource bases and Special Educational Needs Units in Oxfordshire schools

<b>School</b>	<b>Location</b>	<b>Age range</b>	<b>Need</b>	<b>Planned Places</b>
<b>Cherwell</b>	Oxford	Secondary	C&I	20
<b>Cherwell</b>	Oxford	Secondary	HI	10
<b>Willowcroft – Didcot DEN</b>	Didcot	Primary	SEMH	8
<b>Fitzharrys</b>	Abingdon	Secondary	C&I	12
<b>Larkmead</b>	Abingdon	Secondary	VI	8
<b>Lord Williams</b>	Thame	Secondary	C&I	20
<b>Marlborough</b>	Woodstock	Secondary	PD, C&I	25
<b>New Marston</b>	Oxford	Primary	HI	8
<b>St Andrews</b>	Chinnor	Primary	C&I	7
<b>St Nicholas</b>	Oxford	Primary	C&I	15
<b>Warriner</b>	Bloxham	Secondary	C&I	12
<b>Woodgreen</b>	Witney	Secondary	MLD	20

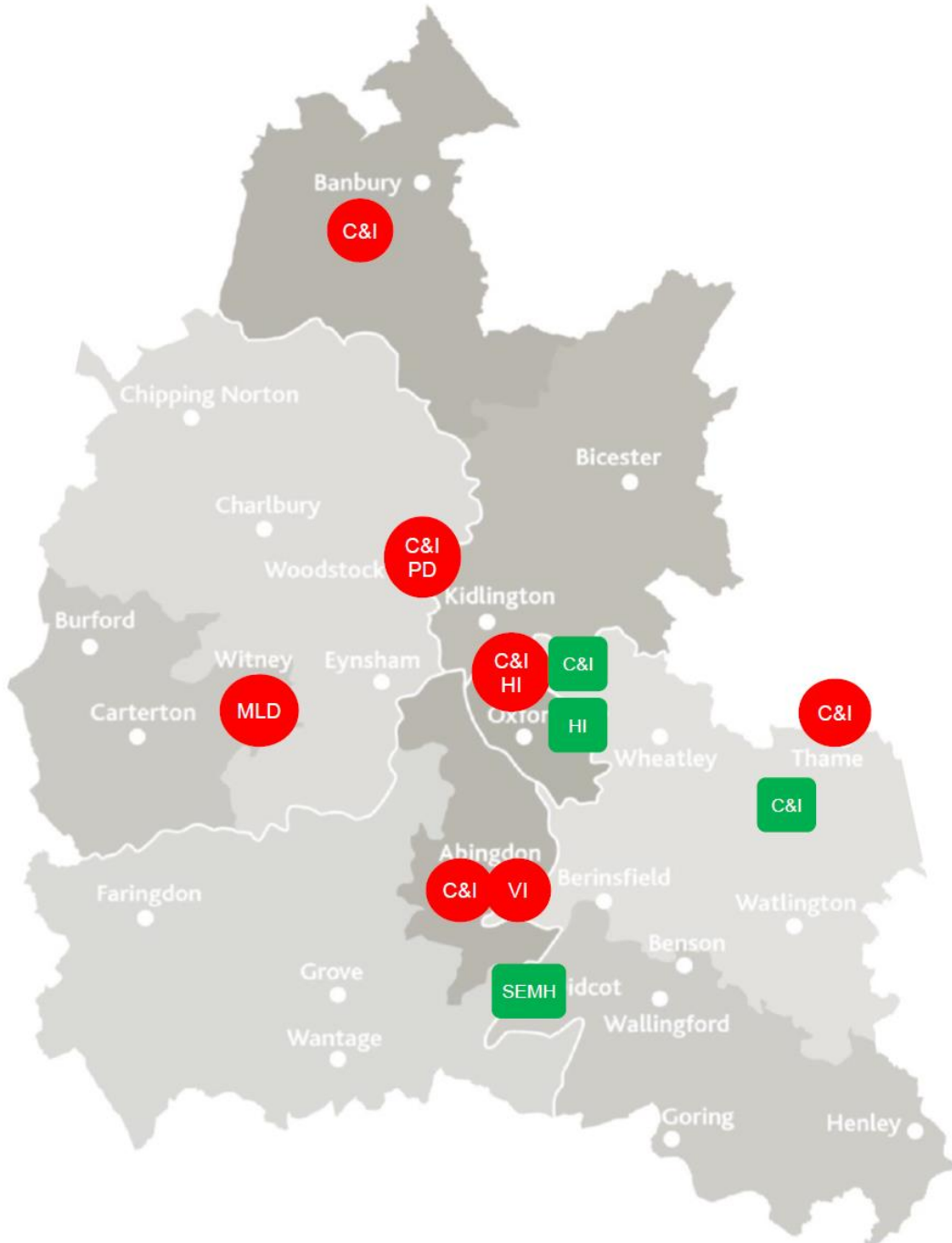
As shown in Map 1, secondary resource bases are currently reasonably well distributed across the county, although there is a relative shortage in the south of the county. Primary resource bases are concentrated in Oxford, Chinnor and Didcot, leaving significant geographic gaps.

Most resource bases are currently focused on the broad areas of Communication & Interaction (C&I) needs, which includes Speech, Language & Communication Needs and Autism Spectrum Disorders. There is only one resource base specially focused on Social, Emotional & Mental Health (SEMH) needs, and this only opened in 2017.



Appendix 1 - Map 1: Oxfordshire resource bases

- Resource bases – primary
- Resource bases – secondary



## Appendix 2 – Current List of Oxfordshire’s Special Schools

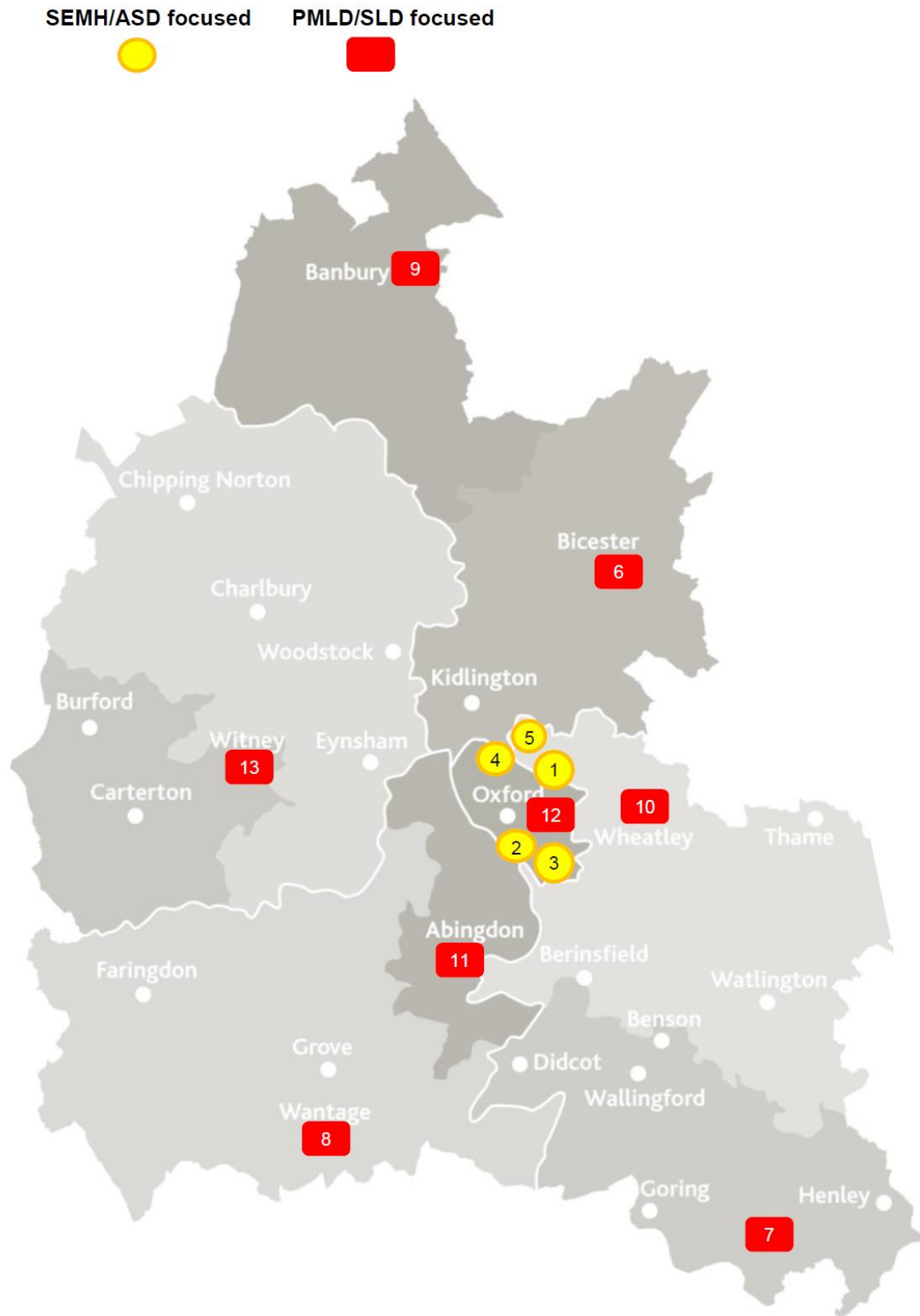
Oxfordshire’s special schools can be divided into two broad categories:

- Five county-wide schools focused chiefly on Social, Emotional & Mental Health needs and/or Autism Spectrum Disorders. These are in and around Oxford city:
  1. Endeavour Academy [Ofsted rating - Good]
  2. Iffley Academy (also has a high percentage of Moderate Learning Difficulties) [Ofsted rating - Outstanding]
  3. Northfield School [Ofsted rating - Good]
  4. Northern House School [Ofsted rating - Outstanding]
  5. Woodeaton Manor School [Ofsted rating - Good]
- Eight community special schools with a greater focus on Profound and Multiple Learning Difficulties and Severe Learning Difficulties, as well as other complex needs, although in many cases also with a high percentage of pupils with Autism Spectrum Disorders:
  6. Bardwell School – Bicester [Ofsted rating - Good]
  7. Bishopswood School – Henley & Sonning Common [Ofsted rating - Good]
  8. Fitzwaryn School – Wantage [Ofsted rating - Outstanding]
  9. Frank Wise School – Banbury [Ofsted rating - Outstanding]
  10. John Watson School – Wheatley [Ofsted rating - Good]
  11. Kingfisher School – Abingdon [Ofsted rating - Good]
  12. Mabel Prichard School – Oxford [Ofsted rating - Good]
  13. Springfield School – Witney [Ofsted rating - Good]

In addition, and not covered by this strategy, Meadowbrook College is an Alternative Provision academy located across three sites in Banbury, Oxford and Abingdon. The Oxfordshire Hospital School provides education for children medically unfit to attend school.

As shown in Appendix 2, Map 2 below, children with Profound and Multiple Learning Difficulties and, Severe Learning Difficulties who attend community special schools are well distributed across the county, Oxfordshire’s current special school provision for social and emotional mental health needs, and Autism is concentrated in and around Oxford. Children and young people living outside Oxford have long journeys to access these schools.

Appendix 2 - Map 2: Oxfordshire special schools





## Appendix 4: Oxfordshire Special Educational Needs and Disabilities Capital Investment Since 2011

### 1. Completed Projects (Additional Places and Suitability etc)

#### 2011

- **Northern House School, Oxford - £1.308m – 8 additional places**  
Construction of a new two-storey six classroom block to replace a two-classroom timber building, a Horsa classroom building and a double temporary classroom all of which were in poor condition with limited life expectancy and significant suitability issues. The project included an additional classroom and a food technology and life skills provision following a successful application by Oxfordshire County Council for grant funding from the Department for Education.

#### 2012

- **Woodeaton Manor School - £227k – 6 additional places**  
Construction of a new classroom building to provide additional accommodation to support the lowering of the age range of the school.

#### 2014

- **New Endeavour Academy - £4.292m – 25 additional places**  
Construction of accommodation for the new Endeavour Academy residential school for young people with autism. The project includes the remodel of a former school building to create a secondary school facility incorporating class bases for KS3, KS4 & KS5 pupils and ancillary accommodation. A new 12-bedroom residential unit was constructed with the grounds comprising 2 kitchens and dining areas and a central social area.

#### 2015

- **Bardwell School Bicester - £1.388m – 9 additional places**  
Replacement of prefabricated 'temporary' buildings with purpose built sixth form accommodation, part funded from successful bid by Oxfordshire County Council to the Department for Education's Demographic Growth Capital Fund.

#### 2016

- **Frank Wise School, Banbury - £1.920m – 8 additional places**  
Replacement of prefabricated 'temporary' buildings with purpose built sixth form accommodation, part funded from successful bid by Oxfordshire County Council to the Department for Education's Demographic Growth Capital Fund.
- **The Iffley Academy, Oxford - £30k – 8 additional places**  
Internal alterations and remodelling to create an additional classroom. The project was undertaken by the Academy with grant funding from Oxfordshire County Council.
- **Northfield Special School, Oxford - £250k – 16 additional places**  
Provision of 2 classroom building to provide additional accommodation to support increase in capacity

#### 2017

- **Mabel Prichard Special School, Oxford - £356k – 8 additional places**  
Internal alterations to convert former classroom space, being used for Design & Technology/Art, in to a KS2 classroom. Construction of a new Design & Technology/Art facility.
- **Woodeaton Manor Special School - £44k – 16 additional places**  
Internal reorganisation to relocate the boys residential facility elsewhere on site and convert former residential accommodation to create 2 new classrooms. Project undertaken by Foundation School with grant funding from Oxfordshire County Council.
- **Kingfisher Special School, Abingdon - £480k – 8 additional places**  
Replacement of prefabricated ‘temporary’ building with new 3-classroom block. Project managed by Academy Trust with funding provided by Oxfordshire County Council. Construction work commenced on site summer 2017.

**2018**

- **Fitzwaryn Special School, Wantage - £560k – 16 additional places**  
Internal reorganisation and remodelling alongside new build post 16 accommodation to create 2 additional classrooms. If approved the project will be managed by the Trust with grant funding from Oxfordshire County Council.
- **Bardwell Special School, Bicester - £63k – 16 additional places**  
Conversion of former Children’s Centre building to provide Foundation Stage facility for Bardwell School. Relocation of Foundation Stage children will release 2 classrooms within the main school building to provide 16 additional pupil places. Scope of works being investigated by the school, work forecast to be complete within 2017/18 financial year. Work to be undertaken by the school with grant funding from Oxfordshire County Council.

**2019**

- **John Watson Special School, Wheatley - £1.739m – 16 additional places**  
Primary - Proposals for expansion of the primary site subject to significant delay (Carillion), project reviewed and alternative scheme now being progressed which reorganises existing accommodation and relocates Oxfordshire County Council staff from ‘Wheatley Centre’. Initial funding has been identified within the council’s capital programme. Additional classrooms for John Watson Special School required 2018 (temporary use of former Primary School ICT room) and 2019.

**Total Investment = £14.590m****Total Additional Places = 169****2020**

- **New Iffley North Special School - £n/a – 100 additional places**  
Successful Free School application for new school catering for pupils aged 7 – 18. Project delivered by Education & Skills Funding Agency. To be co-located with Warriner School, Bloxham.

## Appendix 5: Project Development

### 1. Specialist Resourced Provision in New Schools - confirmed

- 2018 Aureus Primary School, Didcot – 8 places, Social and Emotional Mental Health needs
- 2018 Aureus Secondary School, Didcot – growing to 20 places, Social and Emotional Mental Health needs
- 2018 Gagle Brook Primary School, Bicester – 6 places, Communication and Interaction
- 2020 SW Bicester secondary school – 8 places, Social and Emotional Mental Health needs
- 2020 Southam Road Primary School – 10 places, Communication and Interaction (initially in Longford Park School 2018)
- 2020 Barton Primary School, Oxford – 8 places, Social and Emotional Mental Health needs
- 2020 New west Witney primary school – 8 places, Communication and Interaction

### 2. Projects In Development – Funding Approved – Delivery Timescale To Be Confirmed

- **Bardwell Special School, Bicester – 16 additional places**  
Initial Option Appraisal work has been undertaken to explore the potential to address the problems created by the small school hall and provide additional capacity. Preferred solution is to convert the hall to a classroom and construct a new school hall and further classroom. Funded from Special Provision Fund and Section 106 'developer funding'.
- **John Watson Special School, Wheatley – 16 additional places**  
Secondary -Feasibility work is underway to explore how best to replace an aged prefabricated 'temporary' building on the secondary school site and provide additional capacity. Funded from Special Provision Fund and Section 106 'developer funding'.

### 3. Projects in Development – Funding to be Identified

- **Bishopswood (Secondary), Sonning Common**  
Proposal to relocate existing provision (except hydrotherapy pool) from shared accommodation into vacant standalone building previously used by Chiltern Edge School. Project would address existing deficiencies and create additional accommodation.
- **New Didcot Special Educational Needs School – Funding To Be Confirmed**  
Site to be provided as part of Valley Park housing development. Financial implications for Oxfordshire County Council for site purchase and construction cost over and above developer contribution. Potential free school project subject to Wave Free School Programme bid.
- **Rebuild of Northfield School**  
Proposal to rebuild and relocate the current school in a different position on the current school site. To increase the pupil numbers at the school to around

100 places. To be funded from Special Provision Fund and Section 106 developer funding.

In the remainder of the 2018-22 period this is likely to be where already permitted housing development includes new schools:

- Grove Airfield: potential for both primary and secondary resource bases within new school(s) – Social and Emotional Mental Health needs, target date 2022.
- North Abingdon – new primary school
- East Carterton – new primary school

While planned new mainstream schools provide the greatest opportunity for adding resource bases, there would remain some gaps in coverage, and further exploration will be needed into opportunities for incorporating resource bases within existing schools, especially in the south-eastern and south-western corners of the county. Given the concentration of population within Oxford City, a further resource base here would also be of value.

In the 2023-28 period, further new schools are expected due to housing development proposed but not yet confirmed through the Local Plan process, including:

- Chipping Norton – new primary school
- Eynsham – new primary schools
- Cherwell's Oxford Unmet Needs sites
- Vale of White Horse and South Oxfordshire District Council's Local Plan proposed sites.

#### Resource requirements

- The capital costs of resource bases through new schools are sought from developers through Section 106 agreements as part of the total school cost.
- The operating costs of bases will be provided through high needs block allocations.

#### Risks

- The timing of new schools is subject to the progress of delivery of the associated housing developments, and therefore some resource bases may be delayed by factors beyond the council's control.
- Some new schools – and hence resource bases – may not be fully funded from developer contributions.
- Where no new school is planned, resource bases would need to be agreed within existing schools, and it may not be possible to reach agreement in all areas.



Division(s):

## **CABINET REPORT – 18 DECEMBER 2018**

### **PROPOSAL TO AGREE TO RE-BUILD AND EXPAND NORTHFIELD SCHOOL THROUGH THE SPECIAL EDUCATIONAL NEEDS AND DISABILITY SUFFICIENCY OF PLACES STRATEGY**

**Report by Director for Children's Services**

#### **Recommendations**

1. **The Cabinet is RECOMMENDED to:**
  - (a) note the outcome of the informal consultation and capacity reviews and agree not to issue a statutory notice for closure.
  - (b) approve the proposed re-build of Northfield School in-line with the Special Educational Needs and Disability Education Sufficiency Strategy 2018-2027 for circa 100 students.
  - (c) support allocation of £9.52m capital budget within the capital programme for the delivery of re-provision of Northfield Special School, the funding for which will be agreed through the annual service and resource planning process and the Capital Programme to be approved by Council in February 2019.
  - (d) approve admission of Year 7 pupils for the academic year 2019/20 in to Northfield Special school and for in year transfers from January 2019.

#### **Executive Summary**

2. In April 2018, following the exposure of asbestos during priority works the school site was closed and the school operated out of temporary accommodation over two sites.
3. Cabinet had agreed to a public consultation being carried out on the closure of the school but officers continued to explore alternatives. During the Summer meetings were held to get the views of parents, pupils and staff. Following these informal consultations and in light of the Special Educational Needs and Disability review on the capacity of places the report recommends the rebuilding of Northfields school on the existing site.
4. A capital budget of £9.52m has been set aside to provide a replacement new build for Northfield School providing circa 100 places for children. Paragraphs 19-21 set out the placement costs at Northfield School compared to the typical cost at an independent non-maintained special school.

## **Introduction**

5. A building conditions survey was commissioned by Oxfordshire County Council in December 2017, this highlighted serious problems in relation to the fabric of Northfields school. Priority works were highlighted and a spend of around £1.89m was predicted.
6. In April 2018, asbestos was exposed in one of the main circulation areas of the school and it was necessary to close the school on health and safety grounds. Children Education and Families no longer considered it practicable to try to keep the building open. As a result, the school operated out of temporary accommodation over two sites. Year 10 and 11 utilising several portacabins on the existing school site, whilst years 7 to 9 were relocated to Hill End Centre, Eynsham Road, Farmoor, a multi-purpose Education centre.
7. On 4<sup>th</sup> June 2018, a request was made to, and approved by Cabinet, to carry out a public consultation on the closure of Northfield School. This request was made due to the ongoing issues with the school building, as well as education attainment issues. Subsequent to this approval, officers carried out further work to determine if there was an alternative.
8. In July, parent and staff meetings took place to update them on the medium-term solution, plans for the September-term and the ongoing review of long-term property options. The Director for Education, Member for Education, School Headteacher and School Improvement Manager led these meetings.
9. The meetings allowed parents, pupils and staff to express their views and concerns. It was agreed at that point to establish temporary accommodation, so that the school could continue to operate whilst refurbishment of the main school building took place. A review of the long-term solution for the school was recommenced.
10. At the end-of-term a letter was sent to parents, staff and unions confirming the imminent refurbishment works to the school building and explaining the likelihood of Hill End arrangements (plus other external providers) remaining in place for some pupils until the first half of the autumn term.
11. Following the informal consultation and the outcome of the Special Educational Needs and Disability review on the capacity of places, it is not recommended that Cabinet issue a statutory notice for closure of the school.
12. This paper and the attached business case recommends the rebuilding of Northfields school on the existing site.

## **Key Issues**

13. Northfield school, Blackbird Leys, is a local authority maintained school that provides education for children with social, emotional and mental health needs and autism for children aged 0-18. The school have 74 commissioned places, however, currently there are only 52 children on roll.

14. The works undertaken over the summer, will only provide a temporary solution for the school and therefore it is essential that a longer-term solution is found, either by re-providing the accommodation on the existing site or by finding an alternative site.
15. Rebuilding the school on the current site will reduce the risk of planning constraints and potential time delays that would otherwise result if the school were relocated onto a new site. The attached business case outlines rebuilding the school whilst still retaining the existing buildings, external areas and car park so that disruption is minimised for the pupils and staff at the school.
16. The Special Educational Needs and Disability Sufficiency of Places Strategy identifies that Oxfordshire County Council will need an additional 300 places for children with Social Emotional Mental Health/Autistic Spectrum Disorder. This will be addressed by
  - (a) a new free school in the north of the county at Bloxham which will provide 100 places
  - (b) a proposed free school in the south of the county at Valley Park, Didcot which will also provide 100 places
  - (c) the rebuilding of Northfield school which would provide 100 places in the Centre
17. By extending the age range to accommodate children from Year 5, the local authority will be able to transition children with social emotional mental health/autistic spectrum disorder earlier into a specialist school and avoid another move into secondary provision, relieving additional stress for the child and family.
18. By expanding the school and adding an additional year into 6<sup>th</sup> form, will aid young people who require additional time to transition to college to do this, to ensure that the next placement is successful.
19. The aims of this project fits with the Council's strategic objectives to give every child a good start in life and support children with special educational needs within Oxfordshire.
20. With the Northfield site redevelopment there is an opportunity to create a modern special educational needs school with a specialism in social emotional and mental health needs and autistic spectrum disorder.

### **Financial and Staff Implications**

21. A capital budget of £9.52m has been set aside to provide a replacement new build for Northfield School. This will provide circa 100 places for children on the existing school site. Full details on the initial business case is in Annex 1
22. The cost of a placement at Northfield school is currently **£17,600 per year**. (£10,000 place funding + £7,600 top-up funding). Total cost for 52 children at Northfield is **£915,000**.

23. The costs for a placement in an independent non-maintained special school would, as typical examples, cost the following:
- (a) A day placement at a school for a child with the social, emotional and mental health, costs £53,649 per year (based on a child just going in to the school). The cost of this placement for 5 years (until the end of year 11) would be **£268,245. This does not include transport costs on a daily basis, which equates to around £20,000 per year.**
  - (b) A day placement for a child attending a school with autistic spectrum disorder will cost around £77,000. The cost of a placement for 5 years would cost **£385,000. This does not include transport costs.**
24. 52 places at £53,649 would cost over **£2.5m per year**, plus transport costs. This means the local authority would need to fund at least an additional **£1.5m** per year.
25. Places in the independent non-maintained special school sector are becoming more difficult to source due to the demand from all local authorities who are also experiencing a high demand for specialist placements, therefore this cost is likely to be more expensive the further away the placement is sourced.
26. The high needs block funding is already under extreme pressure and is currently overspent. If Northfield school closes the costs for placements demonstrated above, would further impact on the budget and also put further pressure on the transport budget.

### **Equalities Implications**

27. The provision of a school for children with special educational needs aligns with the councils emerging special educational needs and disability strategy and seeks to improve the accessibility of pupils with special educational needs to educations. A full service and community impact assessment will be carried out as the project develops.

### **Risk Management**

28. Northfield School has recently had an Ofsted Inspection, but the outcome has not yet been published. It is important for the school that a clear plan is in place for the long-term future of the school. We have been in regular communication with Ofsted to ensure that they are aware of the work we are doing.
29. The staff team have been working hard to ensure that the children on roll have been receiving education provision during the refurbishment work. The situation has been difficult especially with the uncertainty around the future of the school.

30. Retention of the specialist staff is a priority due to the challenges in finding experienced replacement staff.
31. If the school closed, the local authority would have a shortage of 74 places for children with social emotional and mental health needs and autistic spectrum disorder (based on the current planned place numbers for the school). This would leave 52 children without a school placement, based on current numbers on roll.

### **Communications**

32. At present the proposals have been shared with:
  - (a) Corporate Leadership Team
  - (b) Headteachers of Special Schools
  - (c) Interim Executive Board at Northfield school
  - (d) Parents at Northfield school
  - (e) Capital Investment Programme Board
33. If the proposal is agreed and moves to the next stage, the proposal will be shared wider with key partners and stakeholders.

LUCY BUTLER  
Director of Children's Services

Annex : Initial Business Case

Contact Officer: David Clarke, Deputy Director for Education

December 2018

Annex 1:

**Initial Business Case (Stage 0B Commit to Investigate)**

Project/Programme Name:	Northfield School – Replacement New Build School for 108 Social Emotional Mental Health and Autistic Spectrum Disorder Pupils on existing site with sufficient land to deliver 160 school as future proofing.
Total Capital Budget:	£9.52m (2Q18 forecast)
Sponsoring Director:	Children Services
Divisions Affected:	Leys
External Stakeholders Affected:	Other Special Educational Needs and Disability placement providers, residents of Knights Road, Blackbird Leys and the wider Blackbird Leys estate. Possible future housing as part of the overall site development.
Approval No:	

**Sign-off & Approval**

Responsible Owner	Name	Date
Lead Officer <i>Service Manager / Client / Project Sponsor</i> Education Sufficiency & Access, People Directorate	Kevin Griffin	
Strategy Team – Brief/option appraisal	Andrew Clarke	
Delivery Team - Project Manager, building delivery/ S106 requirements	Liz Clutterbrook	
Finance (Revenue) <i>Finance Business Partner/Senior Financial Adviser</i>	Sarah Fogden	
Capital Finance Team	Graham Clare	
Other Contributors as applicable <i>e.g. developer funding, asset strategy, legal, procurement</i> Developer Funding Team	Howard Cox	

### *Decision Required*

1. Approve the release of £200k project development budget forward funded from the capital programme until the capital programme is approved by Council in February 2019.
2. Approve the re-build of Northfield Special School to include additional places for circa 100 students
3. Support allocation of £9.52m (2Q18 forecast) capital budget within the capital programme for the delivery of re-provision of Northfield Special School through the annual service and resource planning process funded through reprioritisation or utilisation of current budget blocks within the 10 year programme, utilisation of the £120m prudential borrowing programme, or another funding preference
4. Approve admission of Year 7 pupils for the academic year 2019/20 in to Northfield Special school and for in year transfers from January 2018.
5. Please note this paper will be presented for consideration to Cabinet on 18<sup>th</sup> December.

### *Description & Objectives of the Proposal / Desired Outcomes & Business Benefits*

#### Educational Attainment

6. The aims of this project fits with the Councils strategic objectives to give every child a good start in life, and protect everyone from abuse and neglect and help people live safe, healthy lives and play an active part in their community.
7. The County Council has a statutory duty to ensure that there are sufficient special educational needs school places across the county inclusive of social emotional mental health and autistic spectrum disorder , promote high educational standards, ensure fair access to educational opportunities and promote the fulfilment of every child's educational potential. The council must ensure that there are sufficient special schools in their area to help promote diversity and increase parental choice.
8. This initial business case outlines the educational infrastructure required to ensure the provision of sufficient and suitable special educational needs school places to meet the demand within Oxfordshire for children with social emotional and mental health needs and autistic spectrum disorder provision.

***The Existing School***

9. Northfield School, Blackbird Leys, is a local authority maintained special school providing education for Social Emotional and Mental Health (SEMH) and Autism (ASD) children aged 11-18. There are currently 74 pupil places at the school.
10. The County Council has, for many years, recognised the need for investment at the school due to suitability and condition issues and has looked to find viable solutions to enable re-provision, including seeking central government grants, sale of land / reconstruction, but this had not proved possible / viable.
11. Such aspirations have contributed toward lack of investment in the buildings both through the County Council's allocation of the Schools Structural Maintenance Grant (SSMG) and the schools use of its delegated funding in light of their repairs and maintenance obligations
12. Over the past 2 years condition issues have led to short term closure of the school, mainly due to roof leaks, but in the Autumn of 2017 it was closed for 2 weeks due to damage to ceilings, which exposed asbestos.
13. Emergency works instigated by the county council following damage to ceilings led to the identification of other internal issues such as past alteration works carried out by the school which compromised fire protection. As a consequence, the County Council procured a Condition Survey from professional consultants which noted that the school buildings and services installation are extremely aged, worn and some areas have suffered impact damage caused by the occupants of at the school. The fabric of the building and the building services were deemed to require a considerable volume of remedial and repair works; the services installations were also considered to not be fit for purpose.
14. This identified need for circa £750k of urgent works and a further £1.2m of necessary works excluding costs of any asbestos removal, decant and temporary accommodation
15. A structural survey also took place which identified the existing building were structurally satisfactory but further analysis showed material suitability issues. It is recognised that the building was not originally designed to meet the needs of pupils with SEMH and ASD difficulties.
16. The building has four different floor levels which creates issues in corridors, with steps and low ceilings which are accessible to pupils. The circulation routes are narrow and winding and some spaces need to be accessed through other spaces, which is disruptive to classes.



17. Externally, this manifests itself in low roof eaves which are accessible to pupils, and low windows which are vulnerable to damage. Windows which are accessible are Perspex, which provides poor visibility and are fixed shut providing poor natural ventilation.
18. The pupils have a designated breakfast room and eat lunch in their classrooms as there is no kitchen or dining facility.
19. Since early 2018 access to the main school buildings was heavily restricted due to health and safety concerns which resulted in the buildings being deemed not fit for purpose and the school being classified as a 'serious concern'.
20. Consequently, much of the teaching has been carried out offsite at Hill End. Works to deal with critical building condition issues is currently being carried out to enable the teaching activity to return to the site following the October 2018 half term.
21. This will allow for the pupils to remain in their school for the medium-term and thus provides stability, which is particularly important for pupils with SEMH. It also provides stability in the medium-term for parents and staff whilst allowing time for a long-term option to be determined for re-provision of the school.

## **Objectives**

22. The project sits under the Children's Transformation programme. It impacts on the pupils, their parents, and staff at Northfield School. Other SEND placement providers will also be impacted by decisions made about Northfield School. Proposed changes to the school will be assessed within the context of the Special Educational Needs and Disability school sufficiency strategy.
23. The emerging Special Educational Needs and Disability Sufficiency strategy indicates that Oxfordshire County Council requires an additional 300 pupil places for children with SEMH. This is in part being answered with the building of a new 'Free School' in the north of the county at Bloxham which will provide for 100 pupils, and a second school in the south at Valley Park, Didcot which will likewise provide for 100 pupils. Both schools will specialise in SEMH and ASD. Additionally, new accommodation and SEN Resource bases are being added into new and existing mainstream schools which will further help provide much needed places.
24. The decision to consult on a statutory closure has been stopped because of the Sufficiency of Places Strategy and the essential need for Northfields to remain

open and be rebuilt as per the reasons set out in this paper. Therefore, the consultation brought to Cabinet in June has been stopped due to the outcomes of the SEND review identifying the need for this school to remain open through a rebuild on the current site.

25. Education colleagues and Academy providers advise that educational outcomes are materially affected by the size of the school whereby the optimum provision for an SEMH environment is considered to be circa 100 pupils.

26. An option appraisal concluded that re-provision of the school on the existing site was the preferred option

27. The objective is therefore to deliver a replacement new build School for 108 pupils located on the existing site but with sufficient land to deliver 160 school places to allow for future proofing if critically required by growth in demand.

28. By locating the school at Northfield, part of the site area could be sold for residential use benefitting the local community. The capital receipt from the sale would contribute towards the cost of the new school.

29. Subject to an agreed delivery programme It is currently expected that the new school will be required to be complete and operational for use from the beginning of the autumn term in September 2021 (accepting this date will need to be kept under review).

Non-Financial Benefits & Owners (Include intangibles)	Financial Benefits & Owners Include any savings & realisation times	Targets / KPIs Improvement in or contribution to
A new build facility will reduce the likelihood of challenging behavior and help improve educational outcomes.		Achieving design quality indicators set upon briefing the project in consultation with staff, pupils and parents
	Speed of delivery of 34 additional places will reduce the likelihood of a need for procuring out-of-county placements which cost between £20k and £70k per pupil per year, compared to a place at a state maintained school of £17.5k.	
Helps pupils live safe, healthy lives and play an active part in their community.		The outcomes for the students will reduce exclusions and improve life

		chances including positive transition destinations into college or employment
	Release of land can help meet the City Councils housing shortfall, support the Growth Deal and achieve a capital receipt	
Staff retention may be improved through retaining the schools location and provision of new facilities		Northfield staff are highly experienced and the retention of this staff group will enable consistency and when established promotion of excellence through supporting mainstream schools across the County to retain and educate SEMH children in their local school

## Results of Options Appraisal and Programme/Project Scope

30. Northfield School will not accept any future pupil intake from September 2018 whilst the school remains in the existing buildings. That will have the obvious effect of gradually diminishing the pupils on roll for every subsequent year as the oldest pupils leave. Rebuilding Northfield could then contribute to addressing the 300no shortfall of SEN places in the county by increasing its current population.
31. A detailed Option Appraisal was undertaken which concludes that re-provision through increasing capacity from 74 to 108 (34 additional places) would offer the optimum size of school and that utilisation of the existing site presents the best solution having accounted for the appraisal criteria.
32. The growth in places would help address the remaining county shortfall when added to Bloxham, Valley Park, and the expansion of SEN Resource bases in mainstream schools as identified by the Special Educational Needs and Disability Sufficiency strategy.
33. With the Northfield site redevelopment there is an opportunity to:
  - a. create a modern special school with a specialisation in SEMH and ASD benefitting from the appropriate teaching spaces and direct links externally. A modern, purpose-built special school catering for the needs of the pupils to the best possible standards.
  - b. school would become a centre of excellence whereby expertise can be utilised to provide outreach (where staff visit other schools offering advice, guidance and support) and in reach (where schools visit Northfields to observe first hand quality teaching and learning

- strategies) support for mainstream schools to be able to more effectively educate children with SEMH needs in their local mainstream school further reducing the impact on the High Needs Block.
- c. For the children to have their needs met and be educated locally and therefore have a sense of belonging to their community developing peer relationships essential to the overall success of their development.
34. Rebuilding the school on the current site removes the possibility of local resistance, planning constraints and potential time delays that would otherwise result if the school were to be relocated onto a new site.
35. Evidence suggests that a 108 pupil place school, with a cohort of SEMH and ASD boys and girls, would provide the ideal number for this type of school to best function with the most conducive environment. A larger school population, whilst physically possible to achieve on the site, would be more difficult to manage and be considered detrimental to the education of the pupils. The additional land necessary to enable expansion to these levels is relatively small due to the constraints of maintaining the existing school while rebuilding takes place – It is therefore considered appropriate to include sufficient land to enable future expansion to 160. pupils
36. The Options Appraisal indicated a school of this size could be built on the Northfield site whilst still retaining the existing buildings, external areas and car park in place for the duration of the build. This in turn reduces any disruption, time and cost with no requirement to provide decant accommodation during construction.
37. The Options Appraisal also includes for the provision of a Multi-Use Games Area (MUGA). This additional facility brings benefit to the county council by enabling residential development of surplus land currently identified as playing fields nearby and increasing capital receipts that would be generated (Northfield Hostel site)

## Estimated Costs & Proposed Funding Plan

38. The Indicative capital costs provided by Gleeds in 2018 to support section 106 negotiations for new schools together with verification / adjustments from the Councils in-house construction team has been used to calculate the estimated cost, based on the areas within each Option. The estimated cost for a 2,616m<sup>2</sup>, 2 form entry provision for 108 pupils, to be used as a guide budget figure is approximately £9.52m.
39. The following financial considerations could also be taken into account:

- a. Re-construction of the school would remove the demand for investments that would otherwise be funded through the school's structural maintenance grant; a provision of £0.5m had been allocated for roof repairs in the provisional 18/19 programme.
- b. If the provision of additional places was used to reduce out-of-county placements rather than additional pressures from growth (which could potentially be met through the planned new schools) revenue savings would occur. If the school was to close and the current 52 students were placed in Independent Non Maintained Special School (INMSS) taking out the Maintained Special School rate of £17,600 at the lowest rate of £54,000 (this is based on a day placement at a school for a child with SEMH needs at £54,000 per year and would equate to £268,245 for 5 years, but this would increase to £77,000 per year or £385,000 for the 5 years if the child was placed at an Independent school) it would cost over £1.8m per year plus transport costs. From September 2019 when the full circa 100 places would be required this would therefore cost over £3.6m plus transport per year.
- c. The High Needs Block funding is already under extreme pressure due to an increase in demand. If Northfield School closes the cost for placements demonstrated above, would further impact on the budget and put further pressure on the transport budget.

#### High Needs Budget

	2016/17	2017/18	2018/19
	£'m	£'m	£'m
<b>High Needs Grant</b>	50.8	59.0	60.8
<b>Expenditure</b>	51.5	61.4	66.8
<b>Overspend</b>	0.7	2.4	6.0

#### Notes:

- 1) 2018/19 Forecast expenditure as at Sept 18
- 2) Change of responsibility to include Post 16 from 17/18

Summary of Capital Budget Requirement:

	£000k
A: Estimated cost of feasibility and preliminary design requested to be released (development budget*) supporting the delivery of the new school.	£200
B: Estimated cost of supporting the delivery of the new school during the detailed design, procurement & enabling works (to be requested to be released at Stage 1)	£500
C: Estimated cost of supporting the delivery of the new school during the delivery/ construction (to be requested to be committed at Stage 2)	£7,580
D: Contingency	£1,240
<b>Total Project Cost</b>	<b>£9,520 (3Q19)</b>

The estimated annual expenditure profile for the project is as follows:

Year	2018/19	2019/20	2020/21	2021/22	Contingency
Capital (New build) £000	£50k	£300k	£3,350k	£4,580k	£1,240k
Revenue £000	0	0	0	0	0

## Project Delivery Timetable & Procurement Plan

It is recognised that the vision is to deliver the replacement school as quickly as possible but also to deliver a high quality design that takes account of innovation and best practice.

Whilst traditional procurement techniques of advertising for exemplar designers to come forward together with the wide range of supporting professional service providers necessary to develop proposals is possible, this would significantly increase procurement timescales by at least 6 months plus 3 months to procure the design team. The table below which compares standard traditional timescales to standard delivery via the Education and Skills Funding Agency (ESFA) construction framework.

<b>BASE DELIVERY PROGRAMME (SCHOOLS AND NON-SCHOOLS)</b>						
		OB draft	OB approval	feasibility	start on site	ready for use
75000- 15000k		18/10/2018	15/11/2018	09/05/2019	23/07/2020	09/12/2021

Plus 3 months for procurement of the design team

<b>ESFA DELIVERY PROGRAMME (SCHOOLS)</b>						
		OB draft	OB approval	feasibility	start on site	ready for use
75000- 15000k		18/10/2018	15/11/2018	18/04/2019	23/01/2020	10/06/2021

It is therefore proposed that the project is procured through the ESFA Construction Framework where we have already entered into access agreements to enable us to procure such projects. The intelligent client team will assign its specialist special educational needs Architect to the project who has already been involved and who has significant recent experience in the design of exemplar projects within the private sector to support the project management team as necessary.

Irrespective of procurement route it is however recognised that delivery for an opening in September 2021 will be a significant challenge due to the need for wide ranging research and engagement to determine a robust brief and develop the clients requirements for such a specialist project.

The exact programme for delivery will be established in detail once the stage 1 Business Case has received approval and selection / engagement of the ESFA design and construction team occurs. The anticipated timescale for the provision of accommodation remains September 2021 at this stage. It is however noted that transfer from the existing to new accommodation does not have to occur at the start of the academic year.

## Service and Community Impact Assessment

The provision of a school for children with Special Needs aligns with the councils emerging Special Educational Needs and Disability strategy which seeks to improve the accessibility of pupils with special needs to education. A full service and community impact assessment will be carried out by the service as the project develops.

## Risks, Constraints, Dependencies & Exclusions

The key areas of risk are as follows:

Description of area or sources of risk and impact on project	Mitigation	Owner
Resolving access and boundaries in light of City Council ownership / access / adoption	Early engagement	PM

## CA10b

issues		
Delay to programme due to change of use of land	Using existing school site minimises local resistance and possible planning constraints	PM
Maintaining existing school in operation whilst new school is constructed in terms of disruption, cost and phasing	design to enable single phase construction	PM
increased costs due to having to place pupils in Independent schools	gaining parental confidence that new school provision will be delivered to an appropriate timescale and quality	PM
Failure to secure additional receipts from sale of land at hostel site	Sport England's approval to be gained to proposals as part of planning process	PM
Failure to secure additional receipts from sale of land at school site	Submission of section 77 application asap	PM
Pupil proximity to site during construction poses H&S / safeguarding issues.	Early engagement of contractor / teaching staff within design process	PM
Engagement with Stakeholders regarding new build challenged or considered insufficient.	Work with the Engagement and Communications Team to ensure documentation and engagement activity provides best opportunity for stakeholders to express their views	PM
Staff retention concern given minimum of 3 year wait until new build is complete. Parent / pupil dissatisfaction over time it will take to provide a new build solution.	maintain engagement of staff pupils and parents during design process	PM
Restricted access along Knights Road constrains the ability for the school to expand.	liaise with highways asap in conjunction with redevelopment proposals on adjoining land by Oxford City Council	PM
Lease constraints compromise sale of land / result in a ransom that reduce capital receipts	Early engagement with Oxford City Council.	PM
Failure to deliver within the given time to meet the statutory duty of the authority to provide pupil places.	PM to monitor programmed and ensure contingency funds are always in place.	PM
Design doesn't meet the requirements of the BB104 and the defined Brief and Specification.	Rigorous review and interrogation of design proposals by competent professionals.	PM

### Communication & Consultation

The new school specification will need to meet the requirements as set out in BB104 'SEND and Alternative Provision'. As with all Special Schools, the consultation process with the school, parents and end users will help to define the overall



provision offered and ensure they are able to contribute to the design and development of the school.

The agreed accommodation schedules will now be developed with the headteacher, staff, parents, governors and other stakeholders of the school and the opportunity taken to share proposals with the local community, prior to a planning application being made.

The building works required to accommodate the new school will involve a planning application and this submission will form part of the consultation process. Once a planning application is submitted the Council will undertake the required consultation process and interested parties will have the opportunity to make their comments or objections to the proposals.

Work has already moved forward to understand opportunities for engaging with teams within Brookes University, visits to exemplar schemes and development of proposals for engagement of pupils, staff, parents etc within briefing and design development.

### **Programme / Project Governance**

The programme for delivery will be established in detail once this Business Case has received approval. The current anticipated timescale for the provision of accommodation is to have the new school building ready for occupation and setting up ideally by September 2021.

This project is overseen by the Programme Management Office (PMO). Day to day responsibility for the management of this project will rest with the Project Manager to deliver the project within agreed project tolerances.

The Project Manager will work within a framework to report any out of tolerance working and key risk to a working group chaired by the PMO with representation from the contract management team through the project life of design and delivery.

The project sponsor is David Clarke from Children Services who will agree the proposed accommodation schedule.

The project will be reviewed at technical gateways at the end of Stage 1 and Stage 2a, with approval to proceed being issued by the PMO before proceeding to the next stage.

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Division(s): All

## CABINET – 18 DECEMBER 2018

### DAYTIME SUPPORT SUSTAINABILITY GRANT AWARDS 2019-20

#### Report by Deputy Director, Joint Commissioning

#### Recommendations

1. Cabinet is **RECOMMENDED** to:
  - (a) congratulate the voluntary sector for its dedication and commitment to continuing to provide much valued services, and their work towards self-sustainability
  - (b) approve for funding the bids listed under 31 (a) above.
  - (c) approve the recommendations for funding the bids listed under 31 (b) above.
  - (d) approve the recommendations for funding the bids listed under 31 (c) above, subject to conditions as set out in the cross-party panel recommendations (Annex 2).
  - (e) approve for funding the combined bids listed under 31 (d) above.
  - (f) approve the recommendation to reject the bids listed under 31 (e) above.
  - (g) approve transferring the remaining amount, as set out under 31 (f) above, to the Innovation Fund 2018; and
  - (h) approve the recommendations set out under 37 (1-5) above.

#### Executive Summary

2. The Daytime Support Sustainability Fund 2019-20 was open to applications from all community and voluntary organisations providing daytime support services with the aim of supporting the continuation and development of community and voluntary organisations.
3. Oxfordshire's voluntary sector delivers excellent support to many vulnerable people; and the majority do so without funding from Oxfordshire County Council. However, there are a number of funding streams available to help with the transition to the new, flexible countywide system of daytime support in Oxfordshire; with innovation and for those requiring some additional support to ensure sustainability. This report covers the Sustainability Fund, with £250,000 available for 2018/19 & 2019/20.

4. Applications are assessed, against agreed criteria by an cross-party panel and the report contains the recommendations for cabinet to consider. The list of organisations with recommendations is set out at paragraph 31. Paragraph 37 proposes a review of the application process and makes 5 recommendations for consideration as part of the review.

### **Introduction**

5. The Daytime Support Sustainability Fund 2019-20 was open to applications from all community and voluntary organisations providing daytime support services, to apply on behalf of these services.
6. The aim of the funding is to support the continuation and development of community and voluntary sector daytime support opportunities in Oxfordshire, and to further support these services to increase their self-sustainability. This funding comes from the Adult Social Care precept.
7. As per the agreed cross-party panel decision making process, the cross-party panel reviewed the applications and assessed them against the grant criteria as set out in the guidance.
8. This paper sets out the final cross-party panel recommendations for allocation of the Sustainability Fund 2019-20, for decision by Cabinet.
9. This paper sets out the cross-party panel's recommendations for future applications to the Sustainability Grant Fund and the reviewing process, for decision by Cabinet.

### **Background**

10. Daytime support is an important part of the lives of many people. It provides vital links to the community that help people to live independent and fulfilling lives. As demand for social care grows and government funding reduces, we need to make sure that daytime support is fit for the future and sustainable over the longer term. Following the decisions made at Cabinet in January and full council in February 2017, we have now implemented a new, flexible countywide system of daytime support in Oxfordshire.
11. Oxfordshire's voluntary sector delivers excellent support to many vulnerable people; and the majority do so without funding from Oxfordshire County Council.
12. Some of these daytime support voluntary sector services had contracts with the county council, which ended on 31 August 2017. These organisations were eligible to apply to the Transition Fund in 2017-18 for transition funding, to enable them to move to more self-sustaining models as their contracts end.
13. Several of the services which previously had contracts with the county council did not to apply for further funding in 2018-19, as they have successfully transitioned to self-sustainability with local support.

14. Whilst we want to support as many community and voluntary sector daytime support services as possible to flourish independently, we recognise some services require some additional support. The Sustainability Fund is available to support these services, with £250,000 for 2018/19 & 2019/20.
15. We also want to support the development of new, self-sustaining initiatives. The Innovation Fund (phases 1 and 2) opened in May and August 2018, and has awarded funding to 14 new projects across Oxfordshire. Phase 3 of this fund will open on 1 December 2018 and close on 18 January 2019, with £49,247.40 available.
16. We recognise the importance of supporting and enabling services which had contracts with the county council, to transition to more self-sustaining models. £550,000 of additional Transition Funding was made available for 2017-18 and 2018-19.
17. £300,000 was available for services whose contracts with the council ended at the end of August 2017, for the period 1 September 2017 to 31 March 2018. Applicants were asked to outline how they would use the funding applied for to work towards becoming self-sustaining.

### **Our approach**

18. This paper and Cabinet decision is for the allocation of the available Sustainability funding in 2019-20. This fund is £250,000.
19. Support has been and continues to be available to voluntary and community organisations, and communities and groups, through Oxfordshire Community and Voluntary Action. They have been supporting services to develop and action their sustainability plans, and to submit applications to the grant fund.

### **Process**

20. The process was set out and agreed by the Cabinet Member for Adult Social Care at the Delegated Decisions Meeting on Tuesday 19 September 2017.
21. Applications to the fund were open from Wednesday 12 September to Friday 2 November 2018.
22. These applications were assessed by the cross-party panel against the criteria outlined in the guidance notes at Annex 1.
23. Applicants, along with their local county councillor, will be notified by e-mail of the Cabinet decision. Applicants will be notified of the decision by the end of December 2018.
24. Funding arrangements will be made in January/February, to start on 1 April 2019.

## Criteria

25. The fund was open to applications from community and voluntary sector organisations providing, or seeking to provide, daytime support services. We want to support these services to continue to exist, flourish and develop across Oxfordshire. The following criteria were set out alongside the application form (see Annex 1).
26. These **daytime support services** support people to **live well** in their **local communities**. They need to **offer what people have told us they need** from daytime support. In the case of these services, this is mostly: social contact; getting out of the house; maintaining independence; seeing friends; having a meal. Many of these services also provide a much-valued break for carers.
27. They also need to be **rooted in local communities**; this means well-used; connected to and supported by local organisations, people and businesses; linked to other local support and opportunities; and supported by volunteers.
28. We will **prioritise the grant funding** at supporting those services which **require this financial support** to enable them to provide daytime support opportunities locally.
29. We will judge applications according to both:
  1. The **need for the service**, including
    - Increased risk of multiple deprivations, with reduced alternative opportunities for daytime support.
    - Increased risk of loneliness and isolation, with increased need for daytime support.
  2. The **need for our financial support**, including:
    - The service is providing support in an area/to people at risk of multiple deprivation, and is unable to become self-sustaining through combinations such as increasing charges and fundraising.
    - The service is already good value for money, largely volunteer-run and raises significant income through fundraising, but there are critical expenses which it cannot cover without this funding.
    - Where possible, the service can demonstrate that they have taken steps to maximise self-sustaining options available to them.
    - The service is provided by a community/voluntary organisation which cannot reasonably rely on its own resources to support its transition to a more self-sustaining model.
    - There is clear information regarding what the sustainability fund will cover, which may include one off costs
    - There are sustainability and business plans in place to fund the service on an ongoing basis.

## Assessment of applications

30. There were 34 applications received.
31. Having carefully assessed all the bids received against the established criteria, the cross-party panel are recommending the following. Details of the cross-party panel recommendations are set out in Annex 2.
- (a) To approve the requested funding for the following bids:
- (1) Age UK
  - (2) Bromsgrove Day Centre
  - (3) Cornhill – R.V.S
  - (4) Day Break
  - (5) Cluster Care
  - (6) Kennington Memory Club
  - (7) Volunteer Link Up
- (b) To approve the recommended funding amount for the following bids (the proportion of the requested funding amount recommended to award is specified in the cross-party recommendations – annex 2).
- (1) Berinsfield Day Centre
  - (2) Chalgrove Day Centre
  - (3) Charlbury Day Centre
  - (4) Chinnor Day Centre
  - (5) Eynsham Day Centre
  - (6) Forget Me Not
  - (7) October Club
  - (8) Witney Day Centre
  - (9) Wychwoods Day Centre
- (c) To approve the recommended funding amount for the following bids (the proportion of the requested funding amount recommended to award is specified in the cross-party recommendations – annex 2), subject to conditions (these are specified in the cross-party recommendations – annex 2 and mostly relate to a requirement to further develop sustainability plans, and review attendance fee and a requirement to work with Oxfordshire Community & voluntary Action)
- (1) Aspire
  - (2) Enrych
  - (3) Carterton Day Centre
  - (4) Deddington Day Centre
  - (5) Hanborough Day Centre
  - (6) Happy Place
  - (7) Oxfordshire Chinese Community
  - (8) Stonesfield Lunch Club
  - (9) St Mary's
  - (10) Thame Day Centre
  - (11) West Way Day Centre – R.V.S

- (d) To approve the recommended combined funding for the following bids (the amount recommended is specified in the cross-party recommendations – annex 2).
- (1) Watlington Day Centre- Thursday Club
  - (2) Watlington Drop In
- (e) To approve the recommendation to reject bids from all organisations that are declined.
- (1) Archway Befriending Services
  - (2) Highlands Day Centre
  - (3) The Stroke Club
  - (4) Oxfordshire Association for the Blind
  - (5) St John's Care Home
- (f) To reallocate the remaining amount of £5,153 to the Innovation Fund. Applications to this fund will open on 1 December 2018, for the financial year 2019-20. This will provide one-off funding to support the development of new, self-sustaining daytime support opportunities across the county.

### Financial and Staff Implications

32. To allocate the available funding to as many organisations as possible, the panel recommendation was to award a maximum level of 70% of the amount awarded in 2018-19, where applicable. This is in line with the intention of the grant to support services to move towards a self-sustaining financial model.
33. The panel reviewed applications on an individual basis for those requesting more than 2018/19, the same as 2018/19, no previous funding and seeking to provide, and in some cases, did agree to the full award requested. The panel's decision in all cases was based on the individual circumstances described within the application and how these aligned with the grant criteria.
34. Where appropriate, organisations will be made aware of the Innovation Fund 2018, with the panel in agreement that the sustainability application can be used when applying to this fund.
35. This table summarises the funding requests and cross-party panel funding recommendations and the total financial impact.

#### Existing services requesting less than 2018/2019

Name of Service	Name of Organisation	Amount Requested	Amount Recommended 30% reduction compared to 18/19, where applicable
Age UK services	Age UK Oxfordshire	£27,500	£27,500
Berinsfield Voluntary Day Centre	Berinsfield Voluntary Day Centre	£12,000	£10,500



## CA11

Bromsgrove Day Centre	Bromsgrove Day Centre - Faringdon	£5,000	£5,000
Daybreak Services	Daybreak Services	£50,000	£50,000
Chalgrove Day Centre	Chalgrove Day Centre	£10,000	£8,750
Charlbury Day Centre	Charlbury Day Centre	£3,000	£2,520
Chinnor Day Centre	Chinnor Day Centre	£9,000	£7,000
Cluster Care Group	Cluster Care Group	£2,500	£2,500
Eynsham Day Centre	Eynsham Day Centre	£4,000	£3,262
Kennington Memory Club	Kennington Memory Club	£4,000	£4,000
October Club	October Club	£15,000	£14,000
Volunteer Transport & Befriending Services	Volunteer Link Up	£4,970	£4,970
Wychwoods Day Centre	The Wychwoods Day centre Ltd.	£4,906	£3,500
<b>Total</b>		<b>£151,876</b>	<b>£143,502</b>

**Existing services requesting the same as 2018/2019**

Name of Service	Name of Organisation	Amount Requested	Amount Recommended 30% reduction compared to 18/19 amount
Forget Me Not	Forget Me Not	£15,000	£10,500
St Mary's Thursday Club	St Mary's Bloxham	£5,000	£3,500
Stonesfield Lunch Club	Stonesfield Lunch Club	£5,000	£3,500
Thame Day Centre	Thame Day Centre	£12,000	£8,400
Witney Day Centre	Oasis Church	£5,000	£3,500
<b>Total</b>		<b>£42,000</b>	<b>£29,400</b>

**Existing services requesting more than 2018/2019**

Name of Service	Name of Organisation	Amount Requested	Amount Recommended
Carterton Day Centre	Carterton Day Centre	£10,000	£5,000
Deddington Day Centre	Deddington Day Centre Thursday Club	£10,000	£5,000
Cornhill Day Centre	R.V. S	£10,945	£10,945
Happy Place Day Centre	Oxfordshire Older Chinese Community	£7,500	£5,000
Hanborough Day Centre	Hanborough & District Day Centre	£9,000	£4,000
Highlands Day Centre	Highlands	£10,000	No award
Oxfordshire Chinese Centre	Oxfordshire Chinese Centre	£12,400	£7,000
West Way Day Centre	R.V. S	£10,178	£5,000
Watlington Drop In	Watlington & District Day Centre	£8,000	Combined amount to cover Drop In and Day Centre £8,000
Watlington Day Centre – Thursday Club	Watlington & District	£8,000	As Above
<b>Total</b>		<b>£45,500</b>	<b>£49,945</b>

**Existing with no previous funding**

<b>Name of Service</b>	<b>Name of Organisation</b>	<b>Amount Requested</b>	<b>Amount Recommended</b>
The Stroke Club	Chinnor Day Services	£2,000	No award
Enrych	Enrych	£15,000	£10,000
<b>Total</b>		<b>£17,000</b>	<b>£10,000</b>

**Seeking to provide services**

<b>Name of Service</b>	<b>Name of Organisation</b>	<b>Amount Requested</b>	<b>Amount Recommended</b>
Archway Foundation	Archway Foundation	£11,900	Reject
Aspire	Aspire	£12,500	£12,000
Oxfordshire Association for the Blind	Oxfordshire Association for the Blind	£14,300	Reject- defer to Innovation Fund
St John's Care Home	Accurocare	£5,000	Reject – defer to Innovation Fund
<b>Total</b>		<b>£43,700</b>	<b>£12,000</b>
<b>Overall amount</b>		<b>£350,599</b>	<b>£244,847</b>
<b>Remaining</b>			<b>£5,153</b>

36. The cross-party panel recommendations for the Sustainability Fund 2019/20 are summarised within table 1 as set out in Annex 3.
37. The cross-party panel felt that there needs to be a review of the process and timeline for future grant funding to ensure that the cross-party panel can explore bids in more detail, where they deem this necessary, and to include the following recommendations.
- (1) To develop a map to identify geographical location and reach of each service requesting funding, with a view to prioritising funding in areas where there is limited daytime support services
  - (2) A recommendation to review the evaluation process to allow the opportunity for more detailed evaluation where necessary.
  - (3) A recommendation to review officer time to monitor what is happening over the grant period.
  - (4) A recommendation to review the application questions to ensure that all necessary information is gathered.
  - (5) A recommendation to find an electronic means of viewing applications or an alternative to avoid masses of paperwork for the panel decision making process
38. 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.
39. 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 taken into account in the decision processes.

BENEDICT LEIGH

Deputy Director for Joint Commissioning

December 2018

Contact Officer: Rebecca Lanchbury, Commissioning Officer, 07584 481 255

Background papers: Sustainability Fund 2019-20 Application Forms

Annex 1: Guidance & Application Form Sustainability Fund 19-20

Annex 2: Cross-party panel recommendations

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Division(s): Banbury Grimsbury & Castle

## **CABINET – 18 DECEMBER 2018**

### **THE MILL ARTS CENTRE, BANBURY**

**Report by Director for Capital, Investment & Delivery**

#### **Recommendations**

1. **The Cabinet is RECOMMENDED to: -**
  - (a) to declare The Mill surplus to the county council's requirements.
  - (b) to approve the principle of transferring The Mill to Cherwell District Council, as a named purchaser for £1 which is less than best consideration subject to the necessary legal safeguards being in place.
  - (c) to delegate to the Director of Law & Governance in conjunction with the Director of Capital Investment and Delivery to conclude the necessary legal agreement; and
  - (d) to request that officers review the procedure for the disposal of surplus land at less than market value and bring an updated approach back to Cabinet at the appropriate time (once the current government consultation on this issue has concluded).

#### **Executive Summary**

2. The Mill is a key artistic venue in the north of the County and until 2013 was directly run by Oxfordshire County Council. The Mill Building is owned by the county council and leased to the Mill Arts Centre Trust on a peppercorn rent. Indirect financial support through property and ICT costs amount to circa £110,000 per annum. Cherwell District Council also provide grant support in region of £42,000 per annum.
3. The county council and district council encouraged the Trust to come forward with a business plan in order that both councils could consider how the long-term sustainability of the centre could be secured. The proposed business plan did not anticipate operating with a surplus until 2027/28 and assumed overall transitional funding across the 10-year period would be in region of £685,000 and did not account for a number of factors set out at paragraph 14.

4. The county and district councils sought an independent valuation of the property to inform discussions about transfer from the county council. Taking into account a recent condition survey and restrictions on use the market value was judged to be £275,000.
5. The report sets out a proposal to transfer the building to Cherwell District Council for £1 and the rationale for a sale at less than best consideration.

### **Introduction**

6. The Mill is a key artistic venue in the north of the County accommodated within a 4 storey converted Mill building that is used as studios, offices, meeting rooms and bar facilities and has been extended to the rear to create a large auditorium space. Until 2013, The Mill was directly run by Oxfordshire County Council.
7. The Mill building is owned by the county council and leased to the Mill Arts Centre Trust (MACT) on a peppercorn rent. The terms of the lease result in indirect financial support through property and ICT costs of circa £110,000 per annum. The county council also funds the building insurance costs.
8. Cherwell District Council also provide grant support in region of £42,000 per annum.
9. This is the only arts centre venue owned by the county council, others within Oxfordshire are held by district councils. It is not a statutory function for the council and arts funding was ceased as part of savings linked to service and resource planning in 2013 but is a provision that we support for the community of Banbury and surrounding areas.
10. Since then the Mill management and governance has strengthened and it is now a Charitable Incorporated Organisation (Trust). It is increasingly improving its' financial position but will take time to further grow in capacity and revenue. Covering all current operating costs continues to be challenging for Trust and is the reason why the county council has not withdrawn its financial subsidies sooner.
11. Upon expiry of the initial lease at the end of March 2017 the county council agreed a further 12-month lease to enable the Trust to produce a business case to demonstrate how it would become self-financing.

12. The county council and district council encouraged the Trust to come forward with a business plan in order that both councils could consider how the long-term sustainability of the centre could be secured.
13. A report was presented in February 2018 which illustrated the extent of further subsidy which would be necessary to support the Mill achieving a secure financial footing. The business plan did not anticipate operating with a surplus until 2027/28 and assumed overall transitional funding across the 10-year period would be in region of £685,000.
14. This business plan did not account for:
  - (a) any level of rental charge
  - (b) building maintenance other than minor repairs
  - (c) costs of developing designs beyond architectural services for a planning application
  - (d) the implications arising from an increase in budgeted loan repayments for capital works. The business case proposed capital investment of c£3,500,000 but this was derived from a cost/m<sup>2</sup> as opposed to a detailed cost estimate and conflicted with previous professional advice for a similar proposal in 2013 which suggested costs of £6,740,000 (£8,685,000 at today's values).
15. Whilst further work was carried out by the Trust with an aim to address these issues it became apparent that the overall scale of subsidy required from the county council was unsustainable.
16. Upon expiry of the lease at the end of March 2018 the county council agreed a further lease of 6 months – the short term was deliberate to ensure that the Trust continued to work with county and district councils to achieve a long-term solution to the situation. A further six-month lease is being put in place from 1 October 2018.

### **Proposed sale**

17. The county and district councils agreed to jointly procure an independent valuation of the property from Savills to inform discussions about transfer from the county council.
18. Savills opinion of market value of the freehold interest with a restriction on use for the building to be only used for Community & Cultural Purposes is £275,000. This valuation takes account of items identified in the recent condition survey.

19. Following evaluation of the condition report for the Mill, understanding of the county council's current levels of subsidy and aspirations for future development that the Trust have proposed, Cherwell DC has proposed purchasing the Mill from the county council for £1.
20. Given the circumstances this seems reasonable as it will release the county council from future costs associated with the Mill and should be accepted.
21. Whilst this represents a disposal for less than best consideration transfer to Cherwell will enable the county council's corporate plan priorities for thriving communities to be supported and enable us to do the best we can for residents in accordance with our values.

### **Legal Implications**

22. The county council is able to exercise its powers to dispose of property for less than best consideration (where the undervalue does not exceed £2m and the authority considers the disposal will help to secure the promotion or improvement of the economic, social or environmental wellbeing of its area) by virtue of a General Consent from the Secretary of State which came into force on 4 August 2003.
23. It is felt that the Mill Arts Centre would fall within the General Consent and the county council has also had regard to the matters identified in Circular 06/03: Local Government Act 1972 general disposal consent (England) 2003 disposal of land for less than the best value consideration that can reasonably be obtained. The council's Executive's resolution of 28 October 2003 as to the use of the General Consent is attached at annex 1. The resolution enables disposals with part of the consideration being by way of services or provision of accommodation provided (in lieu of monetary consideration) that has a value to the county council and it should be noted that the disposal of The Mill does not deliver these.
24. It should, however, be noted that a sale at an undervalue would be a public subsidy and could result in unlawful state aid, but there is scope to classify the aid as "permitted aid" in this instance. Article 53 permits "investment aid" to be given for cultural centres, spaces or theatres towards their conservation or improvement of the infrastructure, provided that at least 80% of the time or space capacity per year is used for cultural purposes.
25. This would enable the district council to pay the county council a figure they can justify, but as the sale would be at an undervalue from the county council's perspective there would need to be a restrictive covenant to ensure



80% of the property is used for cultural purposes to avoid the state aid issue. There would also need to be additional safeguards to ensure the continuing enforceability of this covenant and to protect the county council's interest on any disposal or if the restriction was modified or discharged (applying statutory procedures for this purpose).

26. It has been established that the general obligation to offer back to the former owner under the Crichel Down Rules does not apply to The Mill given that the property is non-agricultural land being disposed of more than 25 years after its acquisition in 1971.

### **Timescales**

27. Cherwell DC Full Council are considering this matter (acquisition of the Mill) on 17<sup>th</sup> December.
28. It is expected that the transfer should take place as soon as possible and within this financial year in order to enable the district council to grant a long lease to the Trust, which will in turn mean that the Trust will be able to obtain grant funding. It will also enable the necessary arrangements to take over full management of the centre (ICT and property).

### **Communications**

29. The Mill Arts Centre Trust are aware of the negotiations to transfer The Mill to the district council and are keen for it to take place as soon as possible. We have been working closely with district council colleagues to ensure regular and consistent communication with the Trust.

### **Financial and Staff Implications**

30. The current short-term lease results in property and ICT costs to the county council of circa £110,000 per annum, plus building insurance costs. It also assumes officer support including ICT. The grant of a long-term lease on the same basis would result in ongoing costs to the county council, although at present the county council is not tied into a long-term agreement.
31. In addition to the revenue costs the county council has been funding, the recent condition survey commissioned by Cherwell DC identifies c£600,000 of repairs and maintenance work that is required to the Mill. Whilst some minor repair work has been funded by the county council there is no provision in current plans for work of this level. This would therefore present a significant pressure on the repairs programme for the whole of the council's estate if the county council granted a long-term lease on the same basis. Transfer of the

building to Cherwell DC will ensure that financial subsidies including ICT support to the Mill Trust will cease.

32. The site is not within the disposal programme and the current capital programme funding does not assume any capital receipt from this site.

### **Equalities Implications**

33. The Mill is the only dedicated multi arts space in Banbury and the surrounding area. It aims to inspire, educate and engage the community by providing a high quality artistic and learning and participation programme that raises aspirations for audiences and elevates the profile of Banbury.
34. In addition to a varied programme of events of plays, concerts, workshops, The Mill works with Children and young people, older people and people with special needs through:
- Visual Arts Programme provides the opportunity for young children and their families to work with professional artists to explore their creativity and develop new social networks.
  - Work placement scheme Gen Y, run in partnership with Banbury and Bicester College offers young people aged between 16-18 years the opportunity to gain work experience in a creative environment before making final career/higher education choices.
  - 2016 saw The Mill embarking on a partnership project to develop artistic activities for older people including dance and music projects.
  - The hub for creative activity for the arts and health social prescribing initiative.

### **Risk Management**

35. The key risk of not transferring The Mill to the district council is the adverse publicity should The Mill close as a consequence of the county council's withdrawal unaccounted for financial support.
36. Transfer to the district council will mean that the county council will lose an opportunity to utilise the building for other purposes.

ALEXANDRA BAILEY  
Director for Capital, Investment & Delivery

Contact Officers:

Claire Phillips, Asset and Investment Manager  
Karen Lister, Head of Estates

November 2018



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Division(s): N/A
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## CABINET – 18 DECEMBER 2018

### FORWARD PLAN AND FUTURE BUSINESS

#### Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
<b>Cabinet, 22 January 2019</b>	
<ul style="list-style-type: none"> <li> <p>▪ <b>Delegated Powers - January 2019</b> To report on a quarterly basis any 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 call-in.</p> </li> </ul>	Cabinet, Leader 2018/132
<ul style="list-style-type: none"> <li> <p>▪ <b>Business Management &amp; Monitoring Report for Quarter 2 - 2018/19 - January 2019</b> To note and seek agreement of the report.</p> </li> </ul>	Cabinet, Deputy Leader 2018/131
<ul style="list-style-type: none"> <li> <p>▪ <b>Governance Review</b> To consider the findings of the Governance Review Working Group.</p> </li> </ul>	Cabinet, Deputy Leader 2018/185
<ul style="list-style-type: none"> <li> <p>▪ <b>Developing OCC's Fostering 'Offer' to Carers, to Ensure Financial Sustainability Through Delivery of Thriving Communities, Thriving People and Thriving Economy</b> Decisions required potentially include: (1) To seek approval to proceed with the pre-agreed (CIPB) capital investment to strengthen the 'Offer' to in-house foster carers and increase OCC's market share; (2) To seek approval to proceed to deliver the new 'foster care' project as defined in the Project Initiation Document and financially qualified in the full business case. Additional revenue may be required to support delivery of the 'Offer'.</p> </li> </ul>	Cabinet, Children & Family Services 2018/173
<ul style="list-style-type: none"> <li> <p>▪ <b>Attainment Working Group Report - January 2019</b> The Education Scrutiny Committee working group will complete an investigation into school attendance in January 2019.</p> </li> </ul>	Cabinet, Education & Cultural Services 2018/121

The group intend to make a series of recommendations and request that the Cabinet consider and respond to their recommendations.

- **Revision of Oxfordshire Minerals and Waste Development Scheme** Cabinet, Environment 2018/172  
To approve the Oxfordshire Minerals and Waste Development Scheme (Ninth Revision) 2019.
- **Oxfordshire Plan 2050 : Statement of Community Involvement Consultation Responses and the Draft Preferred Options Document** Cabinet, Environment 2018/178  
The item is to keep Cabinet informed of progress on the Oxfordshire Plan 2050 at key stages in its development.
- **Service & Resource Planning Report 2019/20 - January 2019** Cabinet, Finance 2018/130  
The report will present the Cabinet's proposed budget for 2019/20, Medium Term Financial Plan to 2022/23 and Capital Programme to 2028/29 for recommendation to Council in February 2019.

### **Cabinet Member for Education & Cultural Services, 16 January 2019**

- **Formal Approval of Schools Funding Formula 2019-20** Cabinet Member for Education & Cultural Services, 2018/133  
The final funding formula for schools and academies for 2018-19 needs to be formally approved politically before submission to the DfE by 21 January. Schools Forum has been consulted in development of the funding formula for 2018-19 as a statutory consultee, but the decision on the final formula is made by the local authority, after considering Schools Forum views.
- **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.

This report may contain confidential information.

## Cabinet Member for Environment, 17 January 2019

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| <ul style="list-style-type: none"> <li>▪ <b>Oxford: Marsh Lane and Newman Road - Proposed Cycle Provision</b><br/>To seek approval of the proposals.</li> </ul>   | Cabinet Member for Environment, 2018/166 |
| <ul style="list-style-type: none"> <li>▪ <b>East Challow, Wantage: A417 - Proposed 30mph Speed Limit</b><br/>To seek approval of the proposals.</li> </ul>  | Cabinet Member for Environment, 2018/167 |
| <ul style="list-style-type: none"> <li>▪ <b>Checkendon: Village and Exlade Street - Proposed 20mph and 30mph Speed Limits</b><br/>To seek approval of the proposals.</li> </ul>                                     | Cabinet Member for Environment, 2018/162 |
| <ul style="list-style-type: none"> <li>▪ <b>Wardington: A361 - Proposed Extension of 30mph Speed Limit and Signalled Crossing</b><br/>To seek approval of the proposals.</li> </ul>                                 | Cabinet Member for Environment, 2018/157 |
| <ul style="list-style-type: none"> <li>▪ <b>Banbury: Castle Quay Area (Spiceball Park Road) - Amendment to Waiting Restriction, Traffic Calming and Bus Stops</b><br/>To seek approval of the proposals.</li> </ul> | Cabinet Member for Environment, 2018/161 |
| <ul style="list-style-type: none"> <li>▪ <b>Cherwell and West Oxfordshire: Proposed New and Amended Disabled Persons Parking Places</b><br/>To seek approval of the proposals.</li> </ul>                           | Cabinet Member for Environment, 2018/145 |
| <ul style="list-style-type: none"> <li>▪ <b>Oxford: Manzil Way - Proposed Parking Spaces for Electric Vehicles to Charge</b><br/>To seek approval of the proposals.</li> </ul>                                      | Cabinet Member for Environment, 2018/158 |
| <ul style="list-style-type: none"> <li>▪ <b>Cumnor: Cumnor Hill - Proposed Extension of 30mph Speed Limit</b><br/>To seek approval of the proposals.</li> </ul>   | Cabinet Member for Environment, 2018/148 |
| <ul style="list-style-type: none"> <li>▪ <b>Oxford: South Oxford CPZ - Proposed Amendment to Permit Eligibility of 84 Marlborough Road</b><br/>To seek approval of the proposals.</li> </ul>                        | Cabinet Member for Environment, 2018/182 |
| <ul style="list-style-type: none"> <li>▪ <b>Chesterton: The Hale, Proposed 30mph Speed Limit</b><br/>To seek approval of the proposals.</li> </ul>  | Cabinet Member for Environment, 2017/022 |
| <ul style="list-style-type: none"> <li>▪ <b>Oxford: Barracks Lane - Proposed Waiting Restrictions</b><br/>To seek approval of the proposals.</li> </ul>   | Cabinet Member for Environment, 2018/183 |
| <ul style="list-style-type: none"> <li>▪ <b>Abingdon: Bath Street - Proposed Waiting Restrictions</b><br/>To seek approval of the proposals.</li> </ul>   | Cabinet Member for Environment, 2018/184 |

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