



To: **Members of the Cabinet**

Notice of a Meeting of the Cabinet

Tuesday, 15 September 2015 at 2.00 pm

County Hall, Oxford, OX1 1ND

Joanna Simons

Joanna Simons
Chief Executive

September 2015

Contact Officer: Sue Whitehead
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Membership

Councillors

Ian Hudspeth	Leader of the Council
Rodney Rose	Deputy Leader of the Council
Mrs Judith Heathcoat	Cabinet Member for Adult Social Care
Nick Carter	Cabinet Member for Business & Customer Services
Melinda Tilley	Cabinet Member for Children, Education & Families
Lorraine Lindsay-Gale	Cabinet Member for Cultural & Community Services
David Nimmo Smith	Cabinet Member for Environment
Lawrie Stratford	Cabinet Member for Finance
Hilary Hibbert-Biles	Cabinet Member for Public Health & the Voluntary Sector

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Wednesday 23 September 2015 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: 20 October 2015

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 (01865) 815270 or glenn.watson@oxfordshire.gov.uk for a hard copy of the document.

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

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note opposite

3. Minutes

To approve the minutes of the meeting held on 21 July 2013 (**CA3(to be circulated separately)**) 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. Service & Resource Planning Report - 2016/17 - September 2015 (Pages 1 - 26)

Cabinet Member: Finance

Forward Plan Ref: 2015/028

Contact: Stephanie Skivington, Corporate Finance Manager Tel: (01865) 323995

Report by Chief Finance Officer (**CA6**).

This report is the first in the series on the Service & Resource Planning process for

2016/17 which will culminate in Council setting a budget for 2016/17 in February 2016. This initial report sets the context and the starting point for the process. It sets out:

- the assumptions on which the existing Medium Term Financial Plan (MTFP) is based,
- known and potential financial issues for 2016/17 and beyond which impact on the existing MTFP, and
- a proposed process for Service & Resource Planning for 2016/17 including a timetable of events.

The report follows on from and builds on the report presented to Cabinet in May 2015, 'Addressing the Council's Future Challenges'.

The Cabinet is RECOMMENDED to:

- (a) Note the report;***
- (b) Approve the Service and Resource Planning process for 2016/17; and***
- (c) Approve a four year period for the Medium Term Financial Plan and Capital Programme to 2019/20.***

7. Future Arrangements in Children's Social Care (Pages 27 - 78)

Cabinet Member: Children, Education & Families

Forward Plan Ref: 2015/023

Contact: Jim Leivers, Director for Children's Services Tel: (01865) 815122

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

In common with councils across England, Oxfordshire County Council have to make savings across all service areas as a result of reductions in government funding, pressures on all services and restrictions on ability to raise Council Tax. The Children, Education and Families Directorate need to find savings of £8 million.

Nationally, children's services are now dealing with a growing number of child protection cases and children at risk of neglect. Over the past few years there has been a 50 per cent rise in the number of children on child protection plans, in part as a response to growing concerns about child sexual exploitation.

Reduced funding and rising demand mean we need to make radical changes to the way services for children and families are delivered.

The overwhelming priority for children's services must be to meet our legal requirement to keep children safe from abuse and neglect and it would clearly be unsafe to reduce funding of core child protection social work. The Directorate's savings, therefore, have to come from the Early Intervention Service, which includes the current network of 44 Children's Centres and 7 Early Intervention Hubs and the Youth Engagement and Opportunities Team.

The need to make changes, however, presents opportunities to think about new ways to support families within their communities and ensure some of the services provided within Early Intervention continue.

The Council has developed a preferred model for a new 0-19 service based on integrating the services provided by Children's Centres, Early Intervention Hubs and Children's Social Care. This approach was recommended by the cross-party Cabinet Advisory Group set up to look at new ways of working.

The £8m that remains from the current £16m budget for the Early Intervention Service will be combined with the £4m budget for Children's Social Care Family Support Teams to create a wholly new £12m service.

The new service will focus on supporting children on child protection plans, children in need and those identified as vulnerable through Oxfordshire's Thriving Families programme.

Cabinet is RECOMMENDED:

- ***that the options identified in the report be put forward for public consultation during the Autumn of 2015***
- ***a further report outlining outcome of the consultation along with detailed proposals for the future shape of services be produced for Cabinet consideration in early 2016.***

8. Consultation on the Future Provision of Intermediate Care in North Oxfordshire (Pages 79 - 84)

Cabinet Member: Adult Social Care

Forward Plan Ref: 2015/087

Contact: Kate Terroni, Deputy Director – Joint Commissioning Tel: (01865) 815792

Report by Director for Adult Social Services (**CA8**).

This report outlines a proposal for public consultation on the future of the way Intermediate Care is provided in North Oxfordshire. Intermediate Care is services which support people to avoid going into hospital or help people get back home as quickly as possible. The consultation is asking for people's views on Intermediate Care continuing to be provided through a bed-based service in Chipping Norton and on the development of home-based Intermediate Care.

The Cabinet is RECOMMENDED to agree that there is a public consultation on the way Intermediate Care is provided in North Oxfordshire in the future as set out in this report.

9. Staffing Report - Quarter 1 - 2015 (Pages 85 - 88)

Cabinet Member: Deputy Leader

Forward Plan Ref: 2015/029

Contact: Sue Corrigan, Strategic HR Manager Tel: (01865) 810280

Report by Chief Human Resources Officer(**CA9**).

This report gives an update on staffing numbers and related activity during the period 1

April 2015 to 30 June 2015. It gives details of the actual staffing numbers at 30 June 2015 in terms of Full Time Equivalents. These are shown by directorate in the Annex. In addition, the report provides information on the cost of posts being covered by agency staff.

The Cabinet is RECOMMENDED to note the report

10. Forward Plan and Future Business (Pages 89 - 92)

Cabinet Member: All

Contact Officer: Sue Whitehead, Committee Services Manager (01865 810262)

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 **CA10**. 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.

11. Exempt Item

In the event that any Member or Officer wishes to discuss the information set out in the Annex to Item 12, the Cabinet will be invited to resolve to exclude the public for the consideration of that Annex by passing a resolution in relation to that item in the following terms:

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

NOTE: The report does not contain exempt information and is available to the public. The exempt information is contained in the confidential annex.

THE ANNEX TO THE ITEM NAMED HAS NOT BEEN MADE PUBLIC AND SHOULD BE REGARDED AS 'CONFIDENTIAL' BY MEMBERS AND OFFICERS ENTITLED TO RECEIVE THEM.

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

EXEMPT ITEM

12. Direct Delivery by Developers of Major Off-Site Highways Works
(Pages 93 - 108)

Cabinet Member: Environment

Forward Plan Ref: 2015/082

Contact: Howard Cox, Infrastructure Funding Manager Tel: (01865) 810436

Report by Director for Environment & Economy (**CA12**).

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

5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings

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 disclosure would prejudice the position of the authority in the process of the negotiations, to the detriment of the Council's ability properly to discharge its fiduciary and other duties as a public authority.

In June 2013 Cabinet resolved, with respect to major infrastructure requirements associated with new developments, to approve the principle that direct delivery of such major infrastructure by the developers was acceptable; subject to adherence to specific key principles. Following the introduction of the approved processes this report seeks approval of changes to the key principles with regards to Highways infrastructure in order to provide added flexibility and speed up the process of completing S106 agreements.

The Cabinet is RECOMMENDED to:

Approve:

- ***The substitution of the key principles of direct delivery obligations to be integrated within S106 agreements (for Transport) as set out in Annex 2, in place of those approved by Cabinet on 18th June 2013.***

Revoke:

- ***The previous determination of the content of the key principles in relation to Transport as contained in Annex 1: KEY PRINCIPLES OF DIRECT DELIVERY OBLIGATIONS TO BE INTEGRATED WITHIN S106, taken by Cabinet on 18th June 2013.***
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Division(s): N/A

CABINET – 15 September 2015

Service & Resource Planning 2016/17

Report by the Chief Finance Officer

Introduction

1. This report is the first in the series on the Service & Resource Planning process for 2016/17 which will culminate in Council setting a budget for 2016/17 in February 2016. This initial report sets the context and the starting point for the process. It sets out:
 - the assumptions on which the existing Medium Term Financial Plan (MTFP) is based,
 - known and potential financial issues for 2016/17 and beyond which impact on the existing MTFP, and
 - a proposed process for Service & Resource Planning for 2016/17 including a timetable of events.
2. The report follows on from and builds on the report presented to Cabinet in May 2015, 'Addressing the Council's Future Challenges'.
3. The following annexes are attached to this report:

Annex 1a: Previously agreed budget changes 2016/17 – 2017/18

Annex 1b: Review of assumptions in the existing MTFP

Annex 2: Service & Resource Planning timetable for 2016/17

Assumptions in the existing Medium Term Financial Plan

4. The 2015/16 – 2017/18 Medium Term Financial Plan (MTFP) agreed by Council in February 2015 was set on the basis of limited adjustments from the previous year, incorporating only changes to spending. It was also not extended beyond the three year period. This reflected uncertainties over future levels of government funding due to the then forthcoming General Election, with no government departmental expenditure limits set beyond 2015/16 and a date for the next spending review unknown.
5. Sustained reductions in Government funding combined with pressure to restrict Council Tax increases have resulted in a significant squeeze on Council resources over recent years, at a time when demand for services has been increasing. Significant savings have therefore been required to offset funding reductions and to meet additional expenditure pressures. Over the period 2010/11 to 2017/18 the Council has plans to save £292m. Of this

total, savings of £204m have already been delivered over the period 2010/11 to 2014/15.

6. Of the £88m savings still to be achieved in the existing MTFP to 2017/18, £46m needs to be delivered in 2016/17 and 2017/18. Savings of £42m are built into the budget for 2015/16 and progress against this is being monitored through the Business Strategy Delivery and Financial Monitoring Reports to Cabinet throughout the financial year.
7. The MTFP also includes an additional £9m of on-going funding for demographic and other directorate expenditure pressures added over the period 2016/17 – 2017/18 and provides for 2.5% pay inflation, up to 3% contract inflation, 2% income inflation. No inflation is provided for general prices¹.
8. Details of the savings and additional funding in the existing MTFP for 2016/17 and 2017/18 are set out in Annex 1a.
9. The MTFP assumes £17.5m general balances and £50m earmarked reserves at the start of 2016/17. The Business Strategy Delivery & Financial Monitoring report presented to Cabinet in July 2015 forecast £17m² general balances and £100m earmarked reserves at the end of 2015/16. The Budget Reserve is being used to manage the cash flow implications of the MTFP. It is forecast to go £5m in deficit in 2016/17, before returning to a £2m surplus position in 2017/18. Any temporary use of other reserves or other balances to manage the position would need to be replaced in a subsequent year. The level of earmarked reserves and general balances are reviewed each year as part of the Service & Resource Planning process.
10. General funding (excluding council tax) is estimated to reduce by £18m between 2016/17 and 2017/18 to £111m a year by 2017/18, a reduction of 14% compared to 2015/16. Council tax increases of 3% in 2016/17 and 2017/18 are assumed in the MTFP. Total income from Council Tax (including collection surpluses) is estimated to be £315m a year by 2017/18.
11. Further details on the assumptions in the existing MTFP are provided in Annex 1b.

Relevant Policies and Strategies

12. In setting the budget each year along with the MTFP, the Council considers the following strategies, policies and plans:
 - Corporate Plan - outlines the strategic direction and principles of the Council and sets out the key objectives and priorities for action.

¹ Applied to costs of premises, transport and supplies and services.

² After taking into account the contingency of £3.5m being held in 2015/16.

- Financial Strategy – sets out how the Council intends to finance its services and priorities and the principles upon which the medium term financial plan and the capital programme are based.
- Treasury Management Strategy – the Local Government Act 2003 requires the Council to set out its treasury strategy for borrowing and to prepare an Annual Investment Strategy (as required by Investment Guidance issued subsequent to the Act). The Annual Investment Strategy sets out the Council's policies for managing its investments and for giving priority to the security and liquidity of those investments.
- Corporate Charging Policy – ensures that charges are levied on a fair and consistent basis across the Council's services.

National Budgets and other Government announcements

Budget March 2015

13. The Budget announced by the Chancellor in March 2015 indicated that there would be further severe reductions in local government funding in 2016/17 and 2017/18. National savings totalling £30bn were expected to be required before 2018/19, with £12bn savings from welfare changes and £5bn from changes to the tax system to address imbalances and tackle avoidance and evasion. The remaining £13bn was expected to come from Departmental Expenditure Limits. This produced a 'roller coaster' effect of deep cuts in 2016/17 and 2017/18 followed by a surplus in 2018/19. It was also announced that the NHS, Education and International Development budgets would be protected which would increase the amount of savings needed from local government and other departments.

2015/16 In-year Budget Reductions

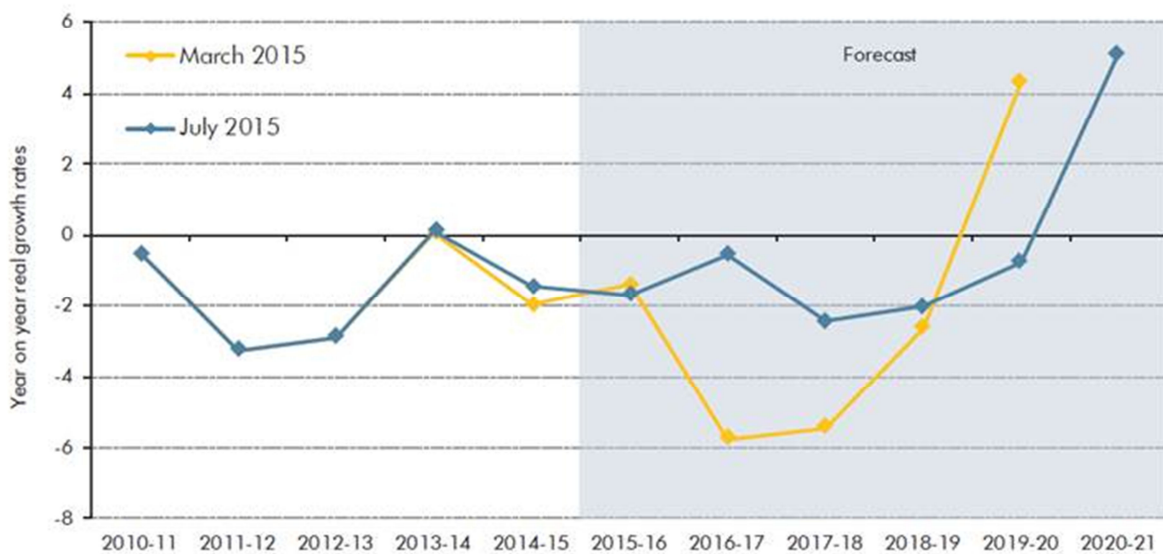
14. On 4 June 2015, the Chancellor announced a £3bn cut from government spending this year. Included in this was a proposal to reduce the public health grant to local authorities by £200m for 2015/16. The consultation on how this might be achieved closed on 28 August 2015. It is expected that the specific grant for Oxfordshire will be reduced by £1.9m.

Summer Budget July 2015

15. Following the General Election in May 2015, when the Conservative Party gained an overall majority in the House of Commons, the Chancellor of Exchequer announced a Summer Budget on 8 July 2015.
16. Compared to the Budget in March 2015, the plan to achieve a surplus was extended by one year from 2018/19 to 2019/20. The national savings required increased to £37bn with the amount expected to come from Departmental Expenditure Limits raised to £20bn. The increase of £7bn in Departmental savings is thought to be linked to the additional real terms funding increase of £10bn per year by 2020 agreed for Health, thereby increasing the savings required for non ringfenced departments.

17. The Office for Budget Responsibility (OBR) stated that “on the basis of these latest plans, the forthcoming Spending Review looks a lot less challenging. The squeeze pencilled in for the first year of the next Spending Review period, 2016/17, has been eased very significantly’. Over the Parliamentary period overall departmental spending will fall by an average of 1.5% per year in real terms. No year will see cuts as severe as in 2011/12 and 2012/13. However, as part of the July 2015 budget, the Chancellor also announced the raising of the Defence budget by 0.5% per year in real terms in addition to the already protected departments of Education, Health and International Development. This will mean higher reductions for other departments. The table below shows the projections of the two Budgets.

Chart 1.4: Year-on-year real growth in resource DEL



18. Public sector pay awards will be limited to 1% a year for the four years from 2016/17 onwards in order to protect jobs³.
19. A new ‘national living wage’ for all workers aged over 25 was announced, to be introduced from April 2016. The wage will start at £7.20 and will rise to 60% of median earnings by 2020, which would be £9, according to OBR forecasts. The Local Government Association has estimated this could cost local government £1bn a year by 2020/21. There is also a risk that the national living wage will put pressure on wages just above the minimum to rise concurrently to maintain pay differentials, escalating costs further.
20. The cost pressures are predominantly associated with implementing the national living wage for providers delivering Council contracts. The largest pressures will be on social care contracts for home support and residential care as well as other services such as reablement and direct payments.
21. Other announcements of interest to local government in the budget included:

³ Oxfordshire has a local agreement on staff pay awards, see Annex 1b for details

- Local Government Pension Scheme (LGPS) - The Government will work with LGPS administering authorities to ensure that they pool investments to significantly reduce costs, whilst maintaining overall investment performance. Authorities will be invited to bring forward their own proposals to meet common criteria for delivering savings. The Government will consult later this year on the detailed criteria, as well as legislation to require those authorities which do not have sufficiently ambitious proposals to pool investments.
- Business Rates - The Government has published a progress update on action on improvements to the administration of business rates, including the appeals system, and on tackling business rates avoidance. It has also launched a consultation on the introduction of a business rates relief for local newspapers.
- Local Authority Assets – The Government will make available a further £6m to expand the ‘One Public Estate’ programme to local authorities in England with a significant asset base.
- Childcare – From September 2017, the Government will extend the free childcare entitlement to 30 hours a week for working parents of 3 and 4 year olds. The Department for Education has published a call for evidence on the costs for early year providers in providing childcare.
- Devolution – The government set out an invitation to towns and counties to come forward with devolution deals building on those agreed for Greater Manchester in order to boost growth. A bidding process for new Enterprise Zones was also announced.

Care Act

22. Following the Summer Budget, on 17 July 2015, the Government announced a delay to implementing phase two of the Care Act that was due to come into force from April 2016. The introduction of a cap on care costs, the full introduction of the duty on local authorities to meet the eligible needs of self-funders in care homes and the introduction of the proposed appeals system for care and support have all been delayed until April 2020. This falls beyond the next Spending Review period.
23. The proposals to cap care costs and create a supporting private insurance market were expected to add £6 billion to public sector spending over the next 5 years. The Government said it “will continue with other efforts to support social care, in particular through the Better Care Fund, which will drive the integration of social care and NHS going forward”.

Spending Review 2015

24. On 22 July 2015, the Government published a document setting out its approach to the spending review; 'A country that lives within its means: Spending Review 2015'. The document sets out the parameters of the review, the outcome of which will be published on 25 November 2015.
25. HM Treasury has invited departments to set out plans for reductions to their budgets. In line with the approach taken in 2010, HM Treasury is asking departments to model two scenarios, of 25% and 40% savings in real terms, by 2019/20. The total departmental budget excluding welfare and the protected departments is £142bn. Therefore 40% savings would give £57bn and 25% would give £36bn. Both considerably higher than the £20bn required.
26. Whilst the spending review will provide a much clearer indication on the funding position for local government for the four years up to 2019/20, it will not set out the impact on different types of authorities or individual allocations. Individual allocations will not be confirmed until the Provisional Local Government Finance Settlement is announced which is expected to be either week commencing 14 or 21 December 2015.

Likely future financial context for Oxfordshire

27. The report to Cabinet in May 2015, 'Addressing the Council's Future Challenges' set out the implications of the General Election and the likely future financial context for Oxfordshire based on the Budget in March 2015, the known pressures in the existing MTFP and the rising demand for services. These issues suggested that the Council will need to make further savings over the next five years of between £50m to £60m. This is in addition to the £46m already in the MTFP that needs to be delivered in 2016/17 and 2017/18.
28. This figure was on the basis of :
 - Expected need to reduce the Council Tax increase from 3.0% to 2.0% (and possibly further reductions) for both 2016/17 and 2017/18, giving rise to a pressure of £2.9m in 2016/17 and a further £3.1m in 2017/18, £6m in total.
 - Adding future years to the medium term plan. It is estimated that each year added to the plan gives rise to a pressure of approximately £9.5m. Extending the MTFP to 2020/21 adds a pressure of £28m.
 - A potential for reductions in specific grants from 2015/16 (based on the experience of the national emergency in 2010). A reduction in grants could be in the range of £2m to £6m.
 - The likelihood of a faster cut in Revenue Support Grant than seen over the last five years. It is estimated that a quicker reduction in grant could give rise to a pressure of £16 million over the period 2016/17 to 2020/21.

29. Although the Summer Budget suggests that the Spending Review may not be as challenging as expected in March, as set out above, the reductions in funding will not be known until the period of late November to late December 2015. Given the significant uncertainty until then, it would not be prudent to assume that additional savings required have changed from the figure reported in May.
30. It is proposed that given the spending review will cover the four years to 2019/20, that the MTFP to be agreed by Council in February 2016 will cover the period 2016/17 to 2019/20. As the report to Cabinet in May 2015 assumed a five year MTFP to 2020/21 and that each year added to the plans costs an additional £9.5m, the level of savings required for the four years to 2019/20 is expected to be in the region of £50m.

Service & Resource Planning Process and Timetable

31. The report to Cabinet in May 2015 also set out how the Council was planning to respond to the future challenges and set out the work already undertaken to prepare for this. Delivering further savings requires a paradigm shift in the way the Council works and its role. To drive this change, the traditional approach to the Service & Resource Planning process will not suffice.
32. Furthermore, given the extreme uncertainty about the level of additional savings required until the end of 2015, it is appropriate to consult the public, at an early stage, all savings options being put forward for consideration.
33. Savings options will be made available to the public in the week commencing 28 September 2015, following which there will be public meetings in October 2015 to generate feedback on the options. A specific event for parish and town councils will also be held. The options will be published on the Council's website for feedback and comment. The consultation will close in mid-November 2015 when the response will be collated and presented to Performance Scrutiny Committee in December 2015, which will enable a cross-party group of councillors to consider and challenge the options.
34. The draft Local Government Finance Settlement isn't due until late in December. Rather than reviewing the Cabinet's budget proposals as before, this year the Performance Scrutiny Committee will be asked at its December meeting to consider all of the detailed savings options and will be asked to identify the least desirable saving options. Capital proposals will be considered by Performance Scrutiny in early January 2016.
35. Cabinet will take into consideration the comments from Performance Scrutiny Committee and the public alongside the funding available announced as part of the provisional settlement, in setting out its proposed budget to Cabinet on 26 January 2016.

36. As a range of savings options are being put forward for consideration that will only be determined once Cabinet proposes its budget, it will not be possible for five year Business Strategies to be revised. Once Council sets the budget in February 2016, Directorates will then be able to update their Business Strategies for the 2017/18 planning cycle to reflect the changes agreed from 2016/17.
37. The District Councils are required to provide Council Tax bases, Council Tax collection surpluses/deficits and business rate forecasts by 31 January 2016. Provisional figures are expected in mid-December 2015.
38. The final settlement is not expected until early February 2016. This will confirm the general funding available to the Council for 2016/17 and the Council Tax referendum limit to be applied.
39. The Council meeting to agree the 2016/17 revenue budget, medium term financial plan and capital programme will take place on 16 February 2016.
40. A timetable for the Service & Resource Planning process is attached at Annex 2.

Capital Programme Planning

41. The Capital Strategy section of the Financial Strategy provides the framework for determining capital spending plans and the effective use of the Council's limited capital resources.
42. The Property Asset Management Plan and Highways Asset Management Plan underpin the Capital Strategy. The Property Asset Management Plan sets out the role of the Council's property assets in meeting strategic objectives and the directorate business strategies. The Highways Asset Management Plan sets out the prioritisation for investment in highway infrastructure.
43. The Council considers the capital investment and programming activity as an integral part of the Council's Service & Resource Planning process. This ensures that the creation of a new asset or investment in the existing assets and infrastructure network is justified through detailed business strategies and delivery models for the service, and implications for the medium term financial plan are clearly identified.
44. In view of the delivery period for significant programmes, such as those relating to the Local Growth Deal, it is proposed to extend the capital planning period a further year to cover the period 2015/16 to 2019/20. This will provide an additional year of funding in the capital programme.
45. New capital investment pressures are currently emerging. Proposals will be brought forward in September/October 2015 to inform the capital planning process.

Councillors will have an opportunity to contribute to capital prioritisation decisions through the January 2016 Performance Scrutiny Committee meeting.

Equality and Inclusion Implications

46. The Public Sector Equality Duty, under section 149 of the Equality Act 2010, places a responsibility on local authorities to exercise 'due regard to the need to eliminate unlawful discrimination... advance equality of opportunity... and foster good relations.'
47. There are no equality and inclusion implications arising directly from this report. A high level assessment of the broad impact of new savings options will be included as part of the published information in late September 2015. More detailed impact assessments, which will take account of feedback from the public consultation and from Scrutiny, will accompany Cabinet's proposed budget in January.

Financial and Legal Implications

48. 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 2016, will lead to the council tax requirement being agreed in February 2016, together with a budget for 2016/17, updated medium term financial plan and capital programme.

RECOMMENDATION

49. **The Cabinet is RECOMMENDED to:**
 - (a) **Note the report;**
 - (b) **Approve the Service and Resource Planning process for 2016/17;**
and
 - (c) **Approve a four year period for the Medium Term Financial Plan and Capital Programme to 2019/20.**

LORNA BAXTER
Chief Finance Officer

Contact Officers:
Katy Jurczynyn: Senior Financial Adviser (Capital & MTFP)
(Tel: 01865 323975)

September 2015

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Previously Agreed Directorate Budget Changes Summary 2016/17 - 2017/18

Directorate	2016/17 £000	2017/18 £000	Total £000
Pressures			
Children, Education & Families	420	238	658
Social & Community Services - Adult Social Care	3,765	4,250	8,015
Social & Community Services - Fire & Rescue Service and Community Safety	700	50	750
Environment & Economy	928	-1,192	-264
Chief Executive's Office	0	0	0
Public Health	0	0	0
Subtotal Previously Agreed Pressures	5,813	3,346	9,159
Savings			
Children, Education & Families	-4,620	-3,238	-7,858
Social & Community Services - Adult Social Care	-8,290	-8,750	-17,040
Social & Community Services - Fire & Rescue Service and Community Safety	-1,085	-456	-1,541
Environment & Economy	-4,911	-6,084	-10,995
Chief Executive's Office	-181	-278	-459
Public Health	-1,250	-1,250	-2,500
Subtotal Previously Agreed Savings	-20,337	-20,056	-40,393
Total of Previously Agreed Budget Changes	-14,524	-16,710	-31,234

**Children, Education & Families
Pressures and Savings 2016/17 - 2017/18**

Budget Book Reference		Saving or Pressure	2016/17 £000	2017/18 £000	Total £000
	Children's Social Care				
	Corporate Parenting				
15CEF8	Children's Homes borrowing costs to fund four new homes in Oxfordshire	P	420	238	658
15CEF9	Children's Homes Savings - from building Children's Homes in the county which reduces the number of high cost out of county placements	S	-420	-238	-658
	Subtotal Corporate Parenting		0	0	0
	Total Children's Social Care		0	0	0
	Cross Directorate				
15CEF10	Reduce administration support in line with reductions in directorate services, seek efficiency improvements.	S	-500		-500
15CEF11	Develop more integrated management across Special Educational Needs (SEN) & Disability. Challenge costs of 16+ SEN responsibilities transferred into OCC from Education Funding Agency, obtaining savings within Dedicated Schools Grant (DSG) funded SEN services that enable a larger DSG contribution to the educational cost of placements	S	-1,200		-1,200
15CEF12	Reduce support services from Joint Commissioning team in line with other service reductions. Reduce non-statutory public engagement activities.	S	-500		-500
15CEF 2 and 16CEF4	Implementation of an integrated Children's Social Care and Early Intervention Service.	S	-2,000	-3,000	-5,000
	Total Cross Directorate		-4,200	-3,000	-7,200
	TOTAL CHILDREN, EDUCATION & FAMILIES		-4,200	-3,000	-7,200

Type of Budget Change
P - Previously agreed pressure
S - Previously agreed saving
O - Previously agreed one-off investment

2016/17 £000	2017/18 £000	Total £000
420	238	658
-4,620	-3,238	-7,858
0	0	0
-4,200	-3,000	-7,200

**Social & Community Services - Adult Social Care
Pressures and Savings 2016/17 - 2017/18**

Budget Book Reference		Saving or Pressure	2016/17 £000	2017/18 £000	Total £000
	Older People				0
14SCS7	Greater use of assistive technology to enable more people to remain in their homes for longer and reduce the need for home support	S	-250		-250
15SCS2	Working closely with providers to generate efficiencies in contracted services	S	-400	-400	-800
15SCS3	Supporting our staff to work more efficiently, reducing bureaucracy and streamlining process – establishing efficiency savings in preparation for increased demand generated by funding reform, which we expect will be funded by central government	S	-1,500		-1,500
15SCS6 16SCS17	Continuing to fund information and advice for people who may need or are eligible for social services, but reducing support for mainstream welfare rights advice and advocacy. A review of information and advice services will be undertaken.	S	-40		-40
15SCS7 16SCS7	Part of the £2.8m unidentified saving in the MTFP in 2017/18 has been made earlier than expected as set out in 16SCS4-6 detailed below. Work is continuing to identify the remainder of this saving.	S		-2,050	-2,050
15SCS8	£10.000m investment in 2014/15 to help meet increased demand for social care reduces from 2015/16 (also see additional demography under 'All Client Groups')	P	-1,100	-1,600	-2,700
15SCS8	£10.000m investment in 2014/15 to help meet increased demand for social care reduces from 2015/16 (also see additional demography under 'All Client Groups')	S	-500		-500
	Total Older People		-3,290	-4,050	-7,340
	Learning Disabilities				0
14SCS16	More efficient delivery of care leading to reduced cost of Learning Disabilities Resource Allocation System.	S	-1,000		-1,000
15SCS9	Close working with learning disability service users to find new ways of working whilst ensuring assessed needs continue to be met.	S	-400	-1,800	-2,200
16SCS1	Learning Disabilities - £4.6m pressure due to increasing demand and £1.5m of previously agreed savings that still need to be delivered.	P	-135	850	715
16SCS2	Learning Disabilities - manage pressures by 2017/18 within the resources available in the medium term plan.	S	-2,500	-3,500	-6,000
	Total Learning Disabilities		-4,035	-4,450	-8,485
	Physical Disabilities				
14SCS12	More efficient delivery of care leading to reduced cost of Physical Disabilities Resource Allocation System	S	-200		-200
	Total Physical Disabilities		-200	0	-200
	All Client Groups				
15SCS10	Demography	P	5,000	5,000	10,000
15SCS11	Phased reduction in line with central government reductions in Supporting People funding for Housing Related Support	S	-500		-500
16SCS8	Savings to be identified	S	-1,000	-1,000	-2,000
	Total All Client Groups		3,500	4,000	7,500
	TOTAL ADULT SOCIAL CARE		-4,025	-4,500	-8,525

Type of Budget Change

P - Previously agreed pressure

S - Previously agreed saving

O - Previously agreed one-off investment

	2016/17 £000	2017/18 £000	Total £000
	3,765	4,250	8,015
	-8,290	-8,750	-17,040
	0	0	0
	-4,525	-4,500	-9,025

Social & Community Services - Fire & Rescue Service and Community Safety Pressures and Savings 2016/17 - 2017/18

Budget Book Reference		Saving or Pressure	2016/17 £000	2017/18 £000	Total £000
Fire and Rescue Service					
15SCS19	Change of staffing to support county-wide Emergency Cover - Bicester Fire Station - potential staffing model change from fully on-call (2 appliances) to 1 appliance on-call and 1 appliance day crewed. (This will require an additional 10 firefighters plus 4 supervisory managers)	P	700		700
15SCS22	Development of established staffing model to support emergency cover - Increase in on-call firefighters in the West Oxford District Council & Carterton area	P		50	50
15SCS26	Emergency Planning - Restructure and alignment with Oxfordshire Fire & Rescue in relation to business continuity management.	S	-20		-20
15SCS27	Agile Working - Full review of administration and support function following the introduction of agile working arrangements	S		-60	-60
15SCS28	Development of Commercial Training Unit (Income Generation)	S	-25	-25	-50
15SCS29	Collaboration Efficiencies - Revenue reductions associated with implementation of Thames Valley Fire Control Service (TVFCS)	S	-25	-25	-50
15SCS30	Collaboration Efficiencies - reconfiguration of Oxfordshire Fire & Rescue's Technical Communications Team following the implementation of TVFCS	S	-25		-25
15SCS31	Collaboration Efficiencies - Benefits realisation of collaborative approach to training delivery, leading to the reduction in staffing costs.	S	-50		-50
15SCS32	Collaboration Efficiencies - Benefits realisation of collaborative approach to training support, leading to reconfiguration of training administration resources	S		-50	-50
15SCS33	Senior Management Restructure and Collaboration - amend operational rota	S	-30		-30
15SCS36	Large/Major Incident Command Review - review OFRS resources in conjunction with the other Thames Valley fire & rescue services.	S		-30	-30
15SCS39	Change of Staffing to Support County-wide Emergency Cover - Reduction in staffing for one on-call appliance at Bicester - covered by day crewed personnel (see 15SCS19)	S		-50	-50
15SCS42	Change of Staffing to Support County-wide Emergency Cover - Banbury Fire Station - staffing model change from 1 appliance full time 24/7 and one on-call appliance to 1 appliance day crewed and one on-call (release 10 Firefighters plus 4 Supervisory Managers)	S	-360		-360
15SCS43	Reduction in Full-time Firefighter Support - for new Carterton emergency cover arrangements (see 15SCS21)	S		-216	-216
14SCS31	Fire Pension Scheme - changes implemented from April 2016, therefore budget not needed in 2015/16 (one-off)	S	200		200
16SCS10	Review Commercial Trading and increase income	S	-25		-25
16SCS13	LEAN review of processes across F&RS & Trading Standards	S	-75		-75
15SCS19	Delay implementing operational changes to Bicester by two years to 18/19, currently scheduled for 16/17.	S	-650		-650
Total Fire & Rescue Service & Emergency Planning			-385	-406	-791
TOTAL COMMUNITY SAFETY AND F&RS			-385	-406	-791

Type of Budget Change

P - Previously agreed pressure

S - Previously agreed saving

O - Previously agreed one-off investment

	2016/17 £000	2017/18 £000	Total £000
	700	50	750
	-1,085	-456	-1,541
	0	0	0
	-385	-406	-791

Environment & Economy
Pressures and Savings 2016/17 - 2017/18

Budget Book Reference		Saving or Pressure	2016/17 £000	2017/18 £000	Total £000
	Strategy & Infrastructure				0
15EE5	Unidentified Savings within Strategy - Delivery being planned	S	-150		-150
15EE6	Move to a self funding position for travel planning	S	-75		-75
14EE16	Economic Development & Growth - £0.100m additional funding to gather business intelligence and help address barriers to growth was provided in 2013/14. This falls out in 2016/17.	O	-100		-100
15EE7	Move to a self funding position for Invest in Oxfordshire	S	-125		-125
16EE18	Medium term service implications of economic growth (incl. Greenbelt Review, Plan Shaping, Road Agreement & Transport DC, pooled resource)	P	-88	-186	-274
16EE19	One-off service pressures (including LTP4 Programme support and minerals and Waste Local Plan)	P	-150		-150
16EE20	Realise opportunities from Growth (including Section 788, capitalisation of staff, pre-application charging and ST model income)	S	-20	-20	-40
16EE21	Removal and reduction of services (incl. Trust for Oxfordshire's Environment grant, Travel plan funding and reduction in agency spend)	S	-12		-12
	Total Strategy & Infrastructure		-720	-206	-926
	Commercial Services				
	<u>Miscellaneous</u>				
15EE13	Unidentified Saving- within Commercial Services delivery being planned	S		-535	-535
16EE1	Insufficient Parking Account funding to draw down budgeted contribution to revenue	S		150	150
	Subtotal Miscellaneous		0	-385	-385
	<u>Property & Facilities Management</u>				
14EE32 14EE15 15EE10	Asset Rationalisation Savings	S	-250	-640	-890
15EE11	Asset Reduction Implementation - Change in profile of additional funding	P	711	-756	-45
14EE5	Estimated facilities management contract savings	S	-20		-20
14EE26	Further savings from Facilities Management contract dependent on experience of phase 1 of contract	S	-175		-175
14EE34	Reintroduce maintenance 'holiday' to non-school property - suspension of non-statutory property maintenance work	S	-707		-707
15EE18	Property and Facilities staffing including - reduce facilities management structure/Property & Facilities service stream/Property and Facilities staffing	S	-60	-400	-460
15EE19	Reduce size of property portfolio therefore reducing the overall size of contract	S	-100	-100	-200
15EE20	Reduce planned Property Repairs and Maintenance	S		-400	-400
15EE12	Other staff/staffing facilities reduction	S	-50		-50
16EE4	Property related pressures (incl. contract clarifications, Asbestos surveys and change to the Asset Rationalisation saving profile)	P	-145	-300	-445
16EE9	Reduction in the funding available to support ad hoc Property Contract work	S	-444	336	-108
	Subtotal Property & Facilities Management		-1,240	-2,260	-3,500

Budget Book Reference		Saving or Pressure	2016/17	2017/18	Total
			£000	£000	£000
	Network & Asset Management				
14EE10	Reduction in road patching work and pre-planned surface maintenance schemes	S	-310		-310
15EE27	Reduce Road Survey Budget/other network maintenance/Network management general restructure/joint workings/Further other network maintenance	S	-102	-281	-383
15EE28	Street Lighting - Energy Saving plus reduction in inspection frequencies and cleaning regimes	S	-390	-30	-420
15EE16	Withdraw contributions to Bus Stop infrastructure information	S		-57	-57
16EE8	Changes in Real Time Passenger Information technology leading to efficiencies	S		-280	-280
15EE30	Income generated through sponsorship and providing other services	S	-100	-400	-500
16EE11	Increase in parking charges	S	-100	-100	-200
	Subtotal Network & Asset Management		-1,002	-1,148	-2,150
	Highways and Transport Operations Delivery				
					0
15EE34	Significant defect correction lines/signs	S		-175	-175
15EE36	Other Highways Savings	S	-88		-88
16EE7	Reduction and efficiencies in Roads Maintenance (incl. removal of Locality Area Stewardship based funding, efficiencies in winter maintenance and one-off capitalisation of patching)	S	1,675		1,675
					0
	Subtotal Highways and Transport Operations Delivery		1,587	-175	1,412
	Waste Management				
					0
	Waste Disposal				
15EE22	Increased Waste Tonnage - linked to the economic up turn and increase in number of households	P	500	500	1,000
16EE5					0
	Waste Treatment Procurement				
15EE23	Commercial Waste & Electrical energy from waste - Third Party Income	S		-1,300	-1,300
					0
	Waste Recycling Centre Strategy				
15EE24	Household Waste Recycling Centres - additional pressure from increased Redbridge Rent and unachieved savings; new strategy for future savings to be developed	P		-350	-350
					0
	Oxfordshire Waste Partnership				
14EE3	Oxfordshire Waste Partnership -phased withdrawal of non-statutory waste incentives	S	-213		-213
					0
	Subtotal Waste Management		287	-1,150	-863

Budget Book Reference		Saving or Pressure	2016/17 £000	2017/18 £000	Total £000
	<u>Supported Transport</u>				0
15EE14 16EE10	Supported Transport Project savings which includes review of: transport contract management, Dial a Ride, bus subsidies, home to school transports including Special Educational Needs (SEN)	S	-2,100	-1,700	-3,800
					0
	Subtotal Supported Transport		-2,100	-1,700	-3,800
	<u>Highways and Transport Performance and Contract Management</u>				
15EE15	Highways contract process efficiency	S		-118	-118
	Subtotal Highways and Transport Performance and Contract Management		0	-118	-118
	Total Commercial Services		-2,468	-6,936	-9,404
	<u>OCS Management Team</u>				
16EE12	Unachievable previously agreed MTFP savings (including printer materials and pension overheads)	P	100	-100	0
16EE15	LEAN and reshape the service out of scope from the Hampshire partnership (incl. reshape Senior Management structure and reduce agency spend)	S	-105		-105
	Subtotal OCS Management Team		-5	-100	-105
	<u>ICT</u>				
14EE22	Removing/ rationalising ICT applications which reduces maintenance costs	S	-150		-150
14EE28	Removal and recycling of ICT Hardware	S	-50		-50
15EE39	ICT Rationalisation - including implementation of new telephony technology	S	-400		-400
	Subtotal ICT		-600	0	-600
	<u>Business Development</u>				
15CEO13c	Remove 4fte (vacant posts) and reduce Communications spend (Business Development share)	S	-33	-34	-67
	Subtotal Business Development		-33	-34	-67
	<u>Customer Service Centre</u>				
16EE17	Self Service	S	-157		-157
	Subtotal Customer Service Centre		-157	0	-157
	Total Oxfordshire Customer Services		-795	-134	-929
	TOTAL ENVIRONMENT & ECONOMY		-3,983	-7,276	-11,259

Type of Budget Change

P - Previously agreed pressure

S - Previously agreed saving

O - Previously agreed one-off investment

2016/17 £000	2017/18 £000	Total £000
928	-1,192	-264
-4,811	-6,084	-10,895
-100	0	-100
-3,983	-7,276	-11,259

**Chief Executive's Office
Pressures and Savings 2016/17 - 2017/18**

Budget Book Reference		Saving or Pressure	2016/17 £000	2017/18 £000	Total £000
	Chief Executive's Office & Business Support				
14CEO7a	Reduce staffing and office costs from Chief Executive's Office	S	-100		-100
15CEO14	Take out military and local grants (Locality Grant to Choose Abingdon and Refugee Resource Grant)	S	-15		-15
	Total Chief Executive's Office & Business Support		-115	0	-115
	Human Resources				
15CEO3	Reduce Human Resources establishment by 2 full time equivalents	S	-42		-42
16CEO5	One-off Learning & Development reduction	O	250		250
	Total Human Resources		208	0	208
	Law and Culture				
15CEO9	Withdrawal of grant to the Mill Arts Centre	S		-80	-80
15CEO10	Increased efficiencies to be achieved by Library Service through further review of management support, book procurement & supplies and services	S	-187		-187
15CEF3	Make Music Service self financing by increasing income and reducing free tuition.	S	-70	-182	-252
	Total Law and Culture		-257	-262	-519
	Policy				
15CEO13b	Remove 4fte (vacant posts) and reduce Communications spend	S	-17	-16	-33
	Total Policy		-17	-16	-33
	TOTAL CHIEF EXECUTIVE'S OFFICE		-181	-278	-459

Type of Budget Change

- P - Previously agreed pressure
S - Previously agreed saving
O - Previously agreed one-off investment

	2016/17 £000	2017/18 £000	Total £000
	0	0	0
	-431	-278	-709
	250	0	250
	-181	-278	-459

**Public Health
Pressures and Savings 2016/17 - 2017/18**

Budget Book Reference		Saving or Pressure	2016/17 £000	2017/18 £000	Total £000
15PH1	More efficient contract negotiations	S	-1,250	-1,250	-2,500
TOTAL PUBLIC HEALTH			-1,250	-1,250	-2,500

Type of Budget Change

P - Previously agreed pressure

S - Previously agreed saving

O - Previously agreed one-off investment

2016/17 £000	2017/18 £000	Total £000
0	0	0
-1,250	-1,250	-2,500
0	0	0
-1,250	-1,250	-2,500

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**Review of Assumptions in the 2016/17 – 2017/18
Medium Term Financial Plan (MTFP)**

Inflation

1. The table below sets out the inflation assumptions built into the current MTFP.

Year	Pay	Prices	Contracts (up to)	Income	In MTFP
2016/17	2.5%	0.0%	3.0%	2.0%	£7.300m
2017/18	2.5%	0.0%	3.0%	2.0%	£7.400m

2. Oxfordshire entered into a local agreement on staff pay awards¹ with Unison in 2014. For the first two years the agreement bound the council to pay an equivalent annual pay award to the national agreement. In 2016/17, the third year of the agreement, the linkage to the national award no longer applies. The proposed pay award for 2016/17 to 2018/19 will be presented to the Remuneration Committee for consideration in October 2015.
3. Consumer Price Inflation (CPI) was 0.1% in July 2015, up from 0% in June 2015. The Office for Budget Responsibility forecast CPI² inflation to be below target in 2015, returning gradually to 2% in 2020. Retail Price Inflation (RPI), was 1.0% in June and July 2015.

Previously Agreed Directorate Budget Changes

4. The MTFP includes funding for demographic and other agreed directorate pressures and savings which were approved by Council in February 2015. Details are set out in annex 1b.

Funding for demographic and other agreed pressures³	2016/17 £m	2017/18 £m	Total £m
Children, Education & Families	0.420	0.238	0.658
S&CS – Adult Social Care	3.765	4.250	10.715
S&CS – Fire & Rescue Service and Community Safety	0.700	0.050	0.750
Environment & Economy	0.928	-1.192	-0.264
Chief Executive's Office			0
Public Health			0
TOTAL	5.813	3.346	9.159

¹ The agreement covers employees who were previously employed under the National Agreement on Pay and Conditions of Service for Local Government Services (the Green Book)

² Published in the Budget 2015

³ Where a negative is shown the figure relates to previous years' funding falling out.

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Savings	2016/17 £m	2017/18 £m	Total £m
Children, Education & Families	-4.620	-3.238	-7.858
S&CS – Adult Social Care	-8.290	-8.750	-19.740
S&CS – Fire & Rescue Service and Community Safety	-1.085	-0.456	-1.541
Environment & Economy	-4.911	-6.084	-10.995
Chief Executive’s Office	-0.181	-0.278	-0.459
Public Health	-1.250	-1.250	-2.500
TOTAL	-20.337	-20.056	-40.093

5. In addition there are £6.028m of corporate savings over the same period, mainly through reduced inflation provision.

Balances and Reserves

6. The MTFP assumes general balances at the start of 2016/17 will be £17.5m and maintained at that level over the medium term. In the first financial monitoring report to Cabinet for 2015/16 on 21 July 2015, general balances are forecast to be £13.9m at the end of this financial year, after taking into account the £5.6m forecast overspend. There is a contingency of £3.5m being held in 2015/16 to offset unexpected pressures, if this is used to meet part of the forecast overspend, balances will be £17.4m at the end of this financial year.
7. The table below sets out the estimates for earmarked reserves included in the MTFP.

MTFP Estimates	2016/17 £m	2017/18 £m
Estimated school reserves at start of year	7.6	4.5
Estimated reserves at start of year	42.5	30.6
Estimated total reserves at start of year	50.1	35.1
Estimated use of (-)/additions to (+) school reserves in year	-3.1	-2.4
Estimated use of (-)/additions to (+) reserves in year	-11.9	5.7
Estimated school reserves at end of year	4.5	2.1
Estimated reserves at end of year	30.6	36.3
Estimated total reserves at end of year	35.1	38.4

8. The Budget Reserve is being used to manage the cash flow implications arising from a different profile of pressures and savings in the MTFP. The Reserve is forecast to go into £5.0m deficit in 2016/17, before returning to a £2.0m surplus position in 2017/18. Temporary use of other reserves or other balances, such as developer contributions, may be needed to manage the cash flow position, as the Council cannot hold a deficit reserve. Any temporary use of other reserves or other balances would need to be replaced in a subsequent year.
9. Earmarked reserves at the start of 2015/16 were £23.8m higher than assumed in the MTFP, with the largest differences relating to school reserves

CA6

(£7.0m) and the grants and contributions reserve (£5.9m), the latter primarily relating to an increased underspend on the Dedicated Schools Grant. The latest forecast (reported to Cabinet on 21 July 2015) indicates that earmarked reserves will fall to £100.0m by the end of this financial year.

General Funding

10. The Council's general funding, other than from Council Tax (see below), comprises Revenue Support Grant, Business Rates Top-Up and a 10% share of Business Rates collected by the District Councils. The MTFP assumes that Business Rates Top-Up and our local share of Business Rates both increase with inflation (Retail Price Index), whereas Revenue Support Grant (RSG) reduces over the medium term. For planning purposes, Revenue Support Grant estimates for 2016/17 and 2017/18 are broadly consistent with the level of funding reductions seen over the last few years.
11. The following table shows the estimates for general funding (excluding Council Tax) included in the MTFP.

MTFP Estimates	2016/17	2017/18
Business Rates Top-Up (£m)	37.901	39.000
Business Rates from District Councils (£m)	31.001	31.900
Business Rates Total (£m)	68.902	70.900
Percentage change from previous year	2.2%	2.9%
Revenue Support Grant (£m)	49.844	39.875
Percentage change from previous year	-20.0%	-20.0%
Total Business Rates + RSG (£m)	118.746	110.775
Percentage change from previous year	-8.5%	-6.7%

Council Tax

12. The MTFP is based on Council Tax increases of 3.0% in 2016/17 and 2017/18. A 1% change in Council Tax equates to £2.9m, with a small residual effect in subsequent years.
13. The MTFP assumes growth in the taxbase of 1.0% in each of the remaining two years of the MTFP. A variation of +/-0.25% results in a gain/loss of £0.7m.
14. Surpluses on Council Tax collection are estimated to be £3.0m in each remaining year of the MTFP. This is based on a prudent position, reflecting that previous years' surpluses were above that level in the last five years. In 2015/16 the estimated Council Tax collection surpluses were £7.5m.
15. The table below sets out the estimates for Council Tax included in the MTFP.

MTFP Estimates	2016/17	2017/18
Council Tax Requirement (£m)	299.870	311.955
Council Tax Base	236,223	238,585
Council Tax (Band D equivalent) (£)	1,269.44	1,307.52
Increase in Council Tax (Band D)	3.00%	3.00%
Council Tax collection surpluses (£m)	3.000	3.000
Percentage change from previous year	-60%	0%
Total Council Tax Income (£m)	302.870	314.955
Percentage change from previous year	2.4%	4.0%

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Service & Resource Planning Timetable 2016/17

Month	Day	Date	For/From	Action/Event
September	Tue	8th September	All Councillors	Briefing on the Service & Resource Planning process
	Tue	15th September	Cabinet	Service & Resource Planning Report providing an update on the latest information and proposing a process for 2015/16
		W/C 28th September		Publication of full list of savings options
October		During October		Public meetings for feedback on savings options
November		Mid November		Online consultation on savings options closes
	Wed	25th November		Spending Review
December		Early/Mid December	District Councils	Notification of draft Council Taxbases and draft Business Rates Forecasts
		Early December		Chancellor's Autumn Statement
	Wed	9th December	All Councillors	Briefing on savings options to be considered by the Performance Scrutiny Committee
		Mid/Late December	Communities & Local Government	Provisional Local Government Finance Settlement
	Tue	15th December	Cabinet	Service & Resource Planning Report to Cabinet, providing the review of charges and an update on the latest financial position including impact of Spending Review.
	Thu	17th December	Performance Scrutiny Committee	Consider savings options and feedback from public consultation and provide comment to the Cabinet
January	Thu	7th January	Performance Scrutiny Committee	Consider draft capital proposals and provide comment to the Cabinet
	Mon	25th January	District Councils	Notification of Council Tax surpluses or deficits
	Tue	26th January	Cabinet	Cabinet proposes 2016/17 revenue budget, MTFP and capital programme for recommendation to Council in light of comments from the Performance Scrutiny Committee and consultation feedback.
	Fri	29th January	District Councils	Notification of Council Taxbases, Business Rate Forecasts and Business Rate surpluses or deficits
February		Early February	Communities & Local Government	Final Local Government Finance Settlement
	Wed	3rd February	Cabinet/Opposition and Other Group Leaders /CCMT/Chief Finance Officer	Deadline for Cabinet, Opposition and other groups to submit full budget papers to Committee Services
	Fri	5th February	Committee Services	Publication of Council agenda and Cabinet, Opposition & other groups full budgets, including the Chief Finance Officer's statutory report
	Wed	10th February	Opposition & Other Group Leaders	Deadline for amendments to Cabinet budget by Opposition and other groups to Committee Services (By 9am)
	Wed	10th February	Committee Services	Publication of amendments to Cabinet budget by Opposition and other groups
	Tue	16th February	Council	Agrees Revenue Budget 2016/17; Capital Programme 2015/16 - 2019/20; MTFP 2016/17-2019/20; Corporate Plan 2016/17-2019/20

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Division(s): All

CABINET – 15 SEPTEMBER 2015

Future Arrangements in Children's Social Care

Report by Director for Children's Services

Executive Summary

1. In common with councils across England, Oxfordshire County Council have to make savings across all service areas as a result of reductions in government funding, pressures on all services and restrictions on ability to raise Council Tax. The Children, Education and Families Directorate need to find savings of £8 million.
2. Nationally, children's services are now dealing with a growing number of child protection cases and children at risk of neglect. Over the past few years there has been a 50 per cent rise in the number of children on child protection plans, in part as a response to growing concerns about child sexual exploitation.
3. Reduced funding and rising demand mean we need to make radical changes to the way services for children and families are delivered.
4. The overwhelming priority for children's services must be to meet our legal requirement to keep children safe from abuse and neglect and it would clearly be unsafe to reduce funding of core child protection social work. The Directorate's savings, therefore, have to come from the Early Intervention Service, which includes the current network of 44 Children's Centres and 7 Early Intervention Hubs and the Youth Engagement and Opportunities Team.
5. The need to make changes, however, presents opportunities to think about new ways to support families within their communities and ensure some of the services provided within Early Intervention continue.
6. The Council has developed a preferred model for a new 0-19 service based on integrating the services provided by Children's Centres, Early Intervention Hubs and Children's Social Care. This approach was recommended by the cross-party Cabinet Advisory Group set up to look at new ways of working.
7. The £8m that remains from the current £16m budget for the Early Intervention Service will be combined with the £4m budget for Children's Social Care Family Support Teams to create a wholly new £12m service.
8. The new service will focus on supporting children on child protection plans, children in need and those identified as vulnerable through Oxfordshire's Thriving Families programme.

The proposed new service

9. It is proposed that Children's Centres and Early Intervention Hubs will be replaced by eight Children and Family Centres. The eight Centres will be based in areas of highest need across the county, with social workers, family support workers and other professionals using these as bases to work with families in need of help and support. From the Centres a significant outreach service will be provided to all parts of Oxfordshire which will help those families who most need intensive support. This will include running targeted groups in local communities travelling to meet families in their homes, at school or other venues.
10. By focusing on children at risk of abuse and neglect, some universal services, such as stay and play and open access youth sessions, will no longer be provided directly by the county council. The council is however committed to helping local communities develop or retain their universal provision for children. It is proposed that work will be undertaken to ascertain whether local communities would wish to deliver these services and if so how this could be best achieved. It is necessary however to reinforce the issue that Oxfordshire County Council cannot continue to financially support or provide for these services.
11. A new Locality and Community Support Service is proposed to manage and co-ordinate links with universal services such as schools, health services and other community-based provision. Children services staff will link with universal services being delivered by other providers, enabling concerns to be shared about vulnerable children and support, advice and guidance to be given.
12. Given the funding available and demand for child protection services, the new approach represents the best way to target resources at families who need most help.
13. The paper sets out a proposed model to meet the overwhelming priority of keeping children safe in Oxfordshire, while achieving the budget savings. If Cabinet accept the recommendations within the report this model, along with two alternatives, will be put to a public consultation during Autumn 2015.

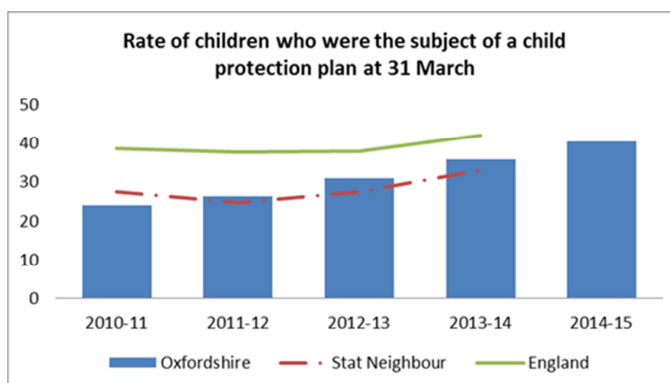
Background

Over the next two to three years, the Children, Education and Families Directorate (CEF) is facing a number of significant challenges. In addition to the current budget position, requiring substantial savings to be made, the demand for services and changes to the environment in which the local authority operates means that existing organisational arrangements are no longer fit for future requirements. A wholesale redesign of the Directorate is required to ensure that the available resources are targeted at those children and families most in need, while ensuring the Authority continues to meet its statutory responsibilities.

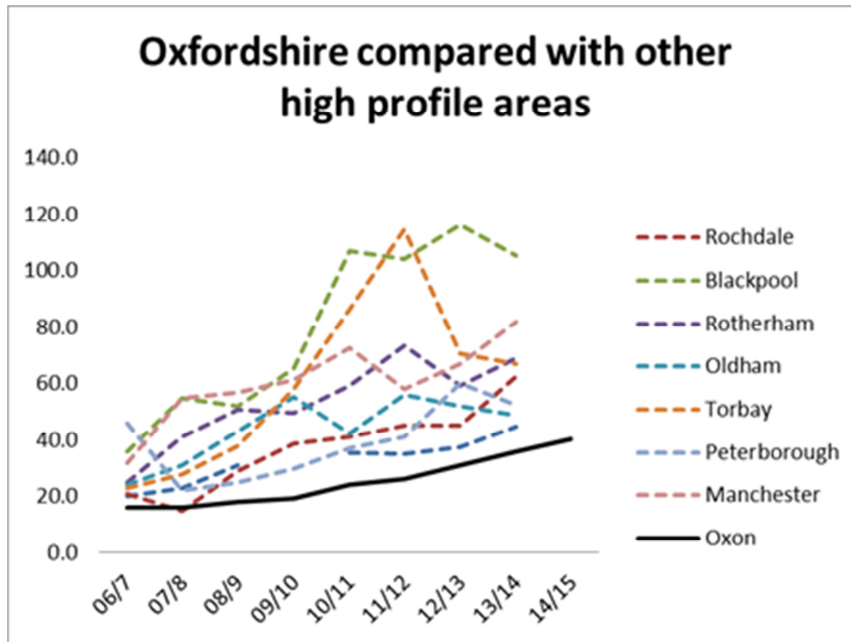
14. The current pressures on services have been well rehearsed in previous reports to Cabinet and to Scrutiny. They do, however, merit repetition and consequently are outlined in the report. These are only one of the challenges facing the Directorate

and the Council. The ultimate driver for change in both service delivery and the changing service and strategic priorities by which the Directorate operates is the overwhelming need to reduce expenditure and balance the budget.

15. It is recognised that further reductions beyond those already agreed by Council will need to be made. This is outlined in detail later in the report but should be seen against the current operational pressures highlighted below.
16. The pressure on statutory social care services for children and families continues to grow. The County Council and its partner agencies are now working with higher levels of child protection and care than it has ever done in the past.
17. Between March 2011 and March 2014, the number of children on child protection plans rose by 50 per cent. A rise that is much higher than the national average of 9 per cent, and that of our statistical neighbours who experienced a 21 per cent increase. In 2014/15 Oxfordshire experienced a further rise of 13 per cent, and in the first quarter of 2015/16 another increase of 11 per cent. There are now 634 children subject to a child protection plan.



18. The level of increase in numbers on child protection plans within Oxfordshire cannot be explained by an increase in referrals to Children's Social Care, which in line with the rest of the country has remained constant. There has, however, been an increase in section 47 (child protection) investigations of 63 per cent in Oxfordshire, compared with 43 per cent for statistical neighbours and 23 per cent nationally.
19. When Oxfordshire's increase is compared to those in other areas which have been through high profile Child Sexual Exploitation cases, a common trend is detected. Derby, Rochdale, Blackpool, Rotherham, Oldham, Torbay, Peterborough, and Manchester have all seen steep rises in their numbers of children subject of a child protection plan. As the graph on the next page shows Oxfordshire's rate of growth is slightly below the group average, increasing by 124 per cent since 2006/7 compared with 134 per cent for the whole group.



20. Within Oxfordshire, most children are the subject of a plan because of neglect - 56 per cent at the end of March 2015. This compares with 47 per cent for statistical neighbours and 43 per cent nationally. The rate of children on a plan for neglect is now considerably higher than nationally.
21. In addition to the rise in children on child protection plans, the number of children who are looked after by the local authority has risen by over 30 per cent between 2013, from 427 in July 2013, to a current figure of 563 children. This figure includes a 104 per cent rise in the number of unaccompanied asylum seeking children in the last year.
22. While Oxfordshire is one of only 14 authorities to have been judged good by Ofsted, out of 58 inspected to date within their latest inspection methodology, the rise in activity within Children's Social Care is creating huge pressures in the teams. The average caseload for social workers within the Family Support Teams has risen to 20 children, from an average of 15/16 last year, with caseloads ranging from 14-32.
23. In addition, to pressures within Children's Social Care, the Directorate needs to adapt to the changing role of some of our key partners, including education and health services. The rise of the Academy system within schools has begun to create a different relationship between the Local Authority and schools. Most Secondary schools are now Academies with increasing numbers of primary schools converting in part as a consequence of Academy chain arrangements. While the local authority no longer has responsibility for running schools, we continue to have a safeguarding responsibility. It is clear that many Academies will continue to need our support to deal with the most vulnerable pupils.
24. Changes within the arena of Health, including the expanded responsibilities of school health nurses within schools, transfer of health visiting responsibilities to the local authority, and a review of Children and Adolescent Mental Health Services offer opportunities to negotiate a different relationship with our partners.

25. Given the pressures within Children's Social Care, and the need to achieve financial savings, services to vulnerable children and their families need to be organised differently. In order to deliver the necessary changes, the Directorate has established a range of task and finish projects. These include:
- Delivery of the Placement Strategy for children in and on the edge of care, including the development of four new residential centres and a new approach to recruiting and supporting local carers. *(Agreed by Cabinet on 16 July 2013).*
 - Education Strategy (Paper to be presented to Cabinet in early Autumn. New arrangements for delivery of CEF's education orientated functions and engagement with schools)
 - Early Intervention Transformation Programme to develop proposals for a new model of delivery for early intervention and children's social care service. *(Full details of these proposals are set out in this paper.)*
26. In endorsing the Placement Strategy for children in and on the edge of care, Cabinet agreed to a £7million investment to develop four new residential centres. The edge of care team established as part of the development of the new children's homes will work with a wider group of young people, their families and their social workers to keep children, wherever possible, out of the Looked After system.
27. With these new challenges the Directorate remains positively committed to continuing to provide services that are accessible to children and families across our large rural county; that deliver our statutory responsibilities and that meet the requirements of our regulator Ofsted. However, out of financial necessity, and in order to address pressures in those services we are required to deliver by law, our services to children and families must now be targeted at the most vulnerable - children on child protection plans, children in need and families identified through the Thriving Families programme.

Proposal for a new delivery model

Context

28. As part of the service and resource planning process for the period 2014/15 to 2017/18 savings of £3 million were agreed by Council in February 2014 and a further £3m in February 2015 to be achieved through the integration of the Early Intervention Service with Children's Social Care. There was considerable public and member interest in proposals for how this would be achieved. Over the past 18 months a cross-party Cabinet Advisory Group (CAG) has met to explore issues and support the development of proposals. The work of the CAG has included considering evidence and policy relating to Children's Centres and Early Intervention Services; undertaking research and a needs analysis and visiting services.
29. On 23 June 2015 Cabinet accepted the recommendations of the Cabinet Advisory Group on Children's Early Intervention Services which set out proposals for streamlining and refocusing the service in order to achieve the savings and respond to increases in demand for statutory social care services. These proposals were underpinned by a set of principles:

- To ensure county council's services are targeted to those in greatest need in both rural and urban locations (ie ensure geographic spread)
 - To ensure the child, and their families, are listened to and their experiences of services is seamless and integrated
 - To do what the council is required to do by legislation, regulation or policy
 - To support partners to provide universal services
 - To protect the reputation of the Council
30. Since June 2015, and as a requirement of Cabinet, a large scale engagement exercise has taken place involving a broad range of stakeholders likely to be affected by the recommendations of the Cabinet Advisory Group. The results of this engagement activity have informed the development of a detailed proposal for the redesign of services on which partners and the public will be consulted.

Current services

31. The primary aim of Oxfordshire's Early Intervention Service has been to provide community support to vulnerable children and families in order to promote their wellbeing and prevent any concerns or difficulties escalating to a point where statutory services are required. The service currently comprises of:
- 44 Children's Centres commissioned by the Local Authority to support families with children aged 0-5 years. 14 of Oxfordshire's Children's Centres are currently managed by schools, 15 by the voluntary sector, and 15 by the Local Authority. All of these Children's Centres are designated centres whose core purpose is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in child development and school readiness; parenting aspirations and parenting skills; child and family health and life chances.
 - 7 Early Intervention Hubs providing support to children aged from 0-19, or 25 if the child has additional needs, and their families. All of the Early Intervention Hubs are managed by the Local Authority. There is no statutory responsibility to provide Early Intervention Hubs.
 - Youth Engagement and Opportunities team focusing on education, employment and training opportunities for all 16-19 year olds, and 19-25 year olds who are vulnerable. Encompassed within this team are services which fulfil the Local Authority's statutory duties to support young people to participate in education or training post-16.
 - Thriving Families Team, providing intensive support to families that have been identified as being in need through the national Troubled Families Programme
32. Children's Social Care provides a service to children and families whose needs are such that they require a statutory intervention to protect and safeguard the well-being of children. This includes children in need, children subject to child protection plans, looked after children and care leavers (as defined by the Children Act 1989). The service is led by social workers and is currently organised into teams who focus on delivering different elements of the statutory function. This includes teams that assess the needs of children; those who support children living at home; others that

support children who are in, or have left, the care of the local authority and disabled children. In addition, as required by statute, a Quality Assurance and Safeguarding team provide independent oversight and challenge to the statutory service, while the Corporate Parenting Service incorporates adoption, fostering and placement services. Access to Children's Social Care is through the Multi-Agency Safeguarding Hub (MASH), established with partners in September 2014 to enable the sharing of information so that risks to children can be identified at an early stage and provide a single front door to statutory safeguarding services.

Proposals for Change

33. As outlined, the current model of intervention needs to change to ensure that we are providing services for those most in need. Lack of resources coupled with the dramatic increase in workloads arising from Child Protection and Children In Care means that the current operation of discretionary support and help based on universal provision is no longer tenable when seen against the need to make radical reductions in the size and form of provision. Oxfordshire is not alone in trying to resolve these challenges. Most local authorities have or are currently reshaping their preventative and early intervention services. The priority of the Council must be to ensure its statutory duties of intervention, support and care are met and complied with. When faced with the current pressures there are few alternatives but to ensure services are targeted to those in greatest need of intervention.
34. Consequently, it is proposed that the work of Children's Centres and Early Intervention Hubs is integrated with Children's Social Care Family Support Teams, who provide a service to both children in need and to children in need of protection. These teams currently have extremely high workloads and are struggling to continue to provide the necessary levels of effective intervention. These integrated teams will be area based and provide targeted interventions built on the learning achieved from a range of pilots and commissioned work both within Oxfordshire and elsewhere. This has included:
 - The work of the Oxfordshire Thriving Families Programme
 - The North Oxfordshire Neglect Pilot
 - National examples of successful work to date
 - Discussions with key stakeholders over the summer period
35. In 2011, the national Troubled Families programme was launched with the intention of changing repeating generational patterns of poor parenting, abuse, violence, drug use, anti-social behaviour and crime in the most troubled families in the UK. Within Oxfordshire, the programme known locally as "Thriving Families" was tasked with identifying 810 families with two or three of the following problems: children not attending school; adults out of work; families involved in anti-social behaviour or youth crime, and improving their situation. Oxfordshire was successful in demonstrating improvements in all 810 families. (Full details in Report to Performance Scrutiny 14 May 2015)
36. Key learning from the success of Thriving Families programme in Oxfordshire, includes:

- Importance of having one worker that understands the needs of the whole family and is able to spend time with the family to understand how they function as a unit
 - Benefits of workers having low caseloads meaning they have the flexibility to offer practical support when it is needed, including accompanying the family to appointments and supporting the development of routines
 - Enabling workers to focus on supporting families to make sustainable changes, rather than only having capacity to respond to crises, is important in order to address the root cause of problems
 - Use of tools such as the 'outcome star' with individuals and families enables everyone to see the progress being made
 - Co-ordinated working between key agencies such as social care, health, schools, the police and youth justice services and the Department of Work and Pensions is key to enabling families achieve changes
37. The North Oxfordshire pilot which focused on strengthening support and multi-agency working for children on child protection plans due to neglect. This pilot ran from January - June 2015 across the North of Oxfordshire in Cherwell and West Oxfordshire District Council areas. Key findings include:
- Importance of strong multi-professional working to support and challenge families, with key services including social care, education, health and Community Support. Central to this is a shared understanding among professionals and the family of the changes that are needed to improve things.
 - Engagement of the family is critical to enabling change. Families must understand what needs to change and feel involved in decisions about how to make that change.
 - Understanding, and planning for, the need of the whole family is vital to achieving better outcomes. Services for children, and those for adults, need to work together to provide coherent support to families, not just individuals within the family.
 - Enabling professionals to participate in joint training sessions, and in particular for social workers to share their knowledge with practitioners in universal services, builds confidence and understanding across local networks.
 - Benefits for families with children on child protection plans receiving support from workers other than just their social worker. Different professionals bring different skills and expertise which they can use to bring about positive change for children.
 - Importance of families receiving intensive, practical support to help bring about change, including introducing routines and boundaries
38. Further evidence from the Early Intervention Foundation and Oxfordshire's Early Intervention Directory has been used to establish the effectiveness and impact of a range of programmes and interventions available to support children and families.
39. In addition to the learning gained from detailed evidence gathering, the Directorate has over the last three months commenced a detailed programme of engagement with a range of key stakeholders. This has included meetings with schools who

manage a Children's Centre or have a Children's Centre on their school site; three listening events involving CEF staff; briefings to the nine County Council locality meetings for elected members; meetings with voluntary sector providers, Oxford Clinical Commissioning Group Executive and Oxford Health Executive Group; meetings with senior officers of the City and District Councils and three listening events for stakeholders which included representatives from health, district councils, Thames Valley Police, town and parish councils, Children's Centres advisory groups and the voluntary and community sector. In addition several meetings and focus groups have been held with parents and young people, from both urban and rural parts of the County. Full details of the engagement activity are available at Annex 1.

40. The key messages emerging to date include:

- Broad support for the development of a single integrated service to support 0-19 year olds but reservations by some that this could lead to loss of focus on the needs of particular age groups, including 0-5s and adolescents.
- A recognition of the financial pressures faced by the local authority
- Concern from staff that age specific expertise will be lost in a new 0-19 service
- Concern that a loss of the current network of Children's Centres will adversely affect vulnerable families and those living in more isolated areas of Oxfordshire.
- Concern that the loss of universal services could result in services becoming stigmatised, with the result that families in need of help will be reluctant to use them.
- Concerns that any reduction in the number of centres will lead to a lack of venues for delivering services.
- Concerns about who will be able to access services (the threshold for intervention). Questions about where the line will be drawn between who receives help and who does not.
- Concern that current strong local interagency professional relationships and networks vital for working with families will be weakened.
- Concerns from partners, notably the education and health sectors that reduction in universal services will lead to increased work for their services.
- The number of families requiring statutory intervention will increase if there is a reduction in universal provision.
- Universal services are themselves under pressure and will not be able to provide services to all those children and families currently supported by the Early Intervention Service without support from the local authority.
- Most Head Teachers feel they do not have the resources to manage and deliver a Children's Centre offer without financial support from the local authority. However, some have expressed a desire to have discussions with Governors, partners, particularly Health, and their local community about how the space could best be used to meet the needs of children and families.

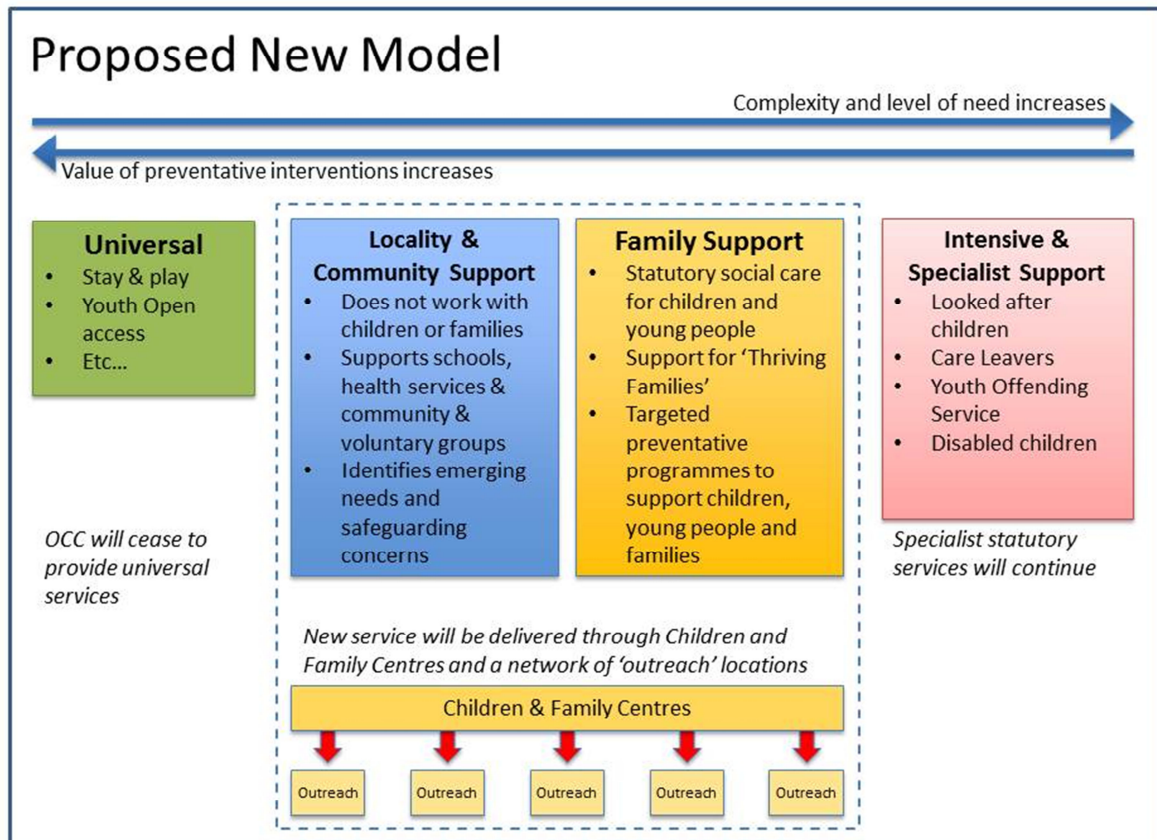
41. Further work with stakeholders and those with an on-going interest in the future form of provision is planned for the Autumn with the intention of reporting to Cabinet on the outcome of this early in 2016. This is an important element of the planning

process as it will identify potential future use of premises and the appetite of local communities to continue to support universal service provision the local Authority can no longer provide as a main element of future work.

A proposed new delivery model

42. Following the engagement process and analysis of other evidence, a preferred new model of delivery is proposed. Key features of this preferred model include:
- Reconfiguring the work of the Children's Centres and the Early Intervention Hubs so as to target service delivery for children in need and children at risk via the creation of 8 Children and Family Centres located in the neediest areas of Oxfordshire.
 - Development of a network of outreach locations making use of the current configuration of existing Children's Centres and Early intervention Hubs
 - Development of a new locality and community support service to offer advice and support to schools and other community services.
 - Development of a new Family Support Service supporting 0-19 year olds (25 years if young people have additional needs). This brings together some of the functions of the current Early Intervention Service with those of the Family Support Teams currently within Children's Social Care
 - Work with local communities to support the retention of universal provision if communities support this.
 - Retention of the current area based team structure: North area covering Cherwell and West Oxfordshire District Councils; South area including Vale of White Horse and South Oxfordshire District Councils; Central area covering Oxford City Council.
 - Ending, or significantly reducing the local authority's role in delivering universal services.

Illustration of the proposed new model



Universal services

43. These are services which are accessible to all children and families regardless of need. The Early Intervention Service currently provides universal services such as stay and play sessions at Children's Centres and open access youth sessions at the Hubs amongst others. Other providers of universal services include schools, health and the voluntary and community sector. Universal services have a key role in identifying children and families who are in need of additional support. In the preferred new model, universal services can no longer be funded or provided by the local authority but the council is committed to supporting local communities develop or retain universal provision for children. This will be explored during the consultation.

Intensive and Specialist Support Services

44. These are services for children in care, care leavers, disabled children and young offenders. They are existing statutory services and at this stage no changes are being proposed to their structure.

Locality and Community Support Service

45. This proposed new service will build on the work previously carried out by locality co-ordinators and the current well respected model of locality support whereby social workers link with universal services enabling concerns to be shared and advice and guidance given in relation to children and young people where there may be child protection issues. It will support agencies that continue to provide universal services to children, for example schools, health and community based services.
46. It is proposed that there will be three teams operating out of each locality area, made up of a mixture of social work professionals and family support staff. A proposed structure chart is available at Appendix 1. Staff will have a range of professional backgrounds, including social work, with each providing a lead within a local area. The intention is that within each locality a network will develop of key professionals from schools, health and other services who will work closely with the new service to support vulnerable families within the community. Discussions are on-going with partners regarding this.
47. It is proposed that the new service will:
- Have named workers to link with schools and other services to liaise, offer advice, support to identify vulnerable children.
 - Support the use of the Common Assessment Framework (CAF) and Team Around the Family (TAF) processes to identify vulnerable children at an early stage, thus enabling support to be put in place before problems escalate.
 - Work with schools and school partnerships to support their Common Assessment Framework and Team Around the Family processes and lead professional roles
 - Facilitate local professional networks to ensure consistent practice and to provide joint training
 - Support escalation of concerns about any child to appropriate services
 - Take a lead with partner agencies in co-ordinating local services for children
 - Support young people to participate in post-16 education and training. This will include the function to track the numbers of young people participating in post-compulsory education and learning, and make information available on employment, education and training opportunities for young people.
48. The development of this team is in response to feedback from partners, and learning from the North pilot and Thriving Families, about the importance of facilitating strong multi-professional working and the benefits of supporting universal services to work with vulnerable children in order to prevent concerns escalating.

Family Support Service

49. It is proposed that a new Family Support Service is developed which integrates the children social care family support teams with the family support function currently undertaken in the early intervention service. This new service will support children and families where concerns cannot be managed by universal services. It will support children who are in need (as defined by the Children Act 1989), on child protection plans and going through court processes. In addition, the service will support children and families identified as vulnerable in line with the Thriving Families criteria but who do not meet the threshold for support from social care services.
- Access to the Family Support Service will be via the Multi-Agency Safeguarding Hub (MASH) thus streamlining the current process whereby families can contact Children's Centres and Early Intervention Hubs directly for a service.
 - Building on the learning from Oxfordshire's Thriving Families programme, children will have identified key workers who will lead and co-ordinate the support they require. Support will primarily be provided through direct work with individual children and their families, however, in addition the service will offer a standardised evidence based range of group programmes designed to address the key risks and issues affecting families. Only programmes where there is strong evidence of their successful impact will be delivered. The focus of these programmes will be on addressing some of the key risks that are affecting children and families in Oxfordshire.
 - The Family Support Service will be organised into three area teams, each managed and overseen by a senior manager reporting to the Deputy Director for children's social care. (See appendix 1 for a proposed structure chart). Teams will consist of managers, practice supervisors, social workers and family support workers bringing a range of experience and expertise to work with children and families. Following feedback from partners, it is proposed that the new service will be locality based and operate from the Children and Family Centres. Teams will develop strong links with the services in the local vicinity, in particular schools, health, and voluntary and community services. In addition, there are opportunities to further develop this service to broaden the range of professionals working within the teams and discussions are on-going with partners regarding this.
 - The development of a Family Support Service is being proposed in response to the increasing pressures within Children's Social Care and, in particular, the need to focus resources on children in need to prevent a further escalation of their needs. The model increases capacity to work with these children by targeting resources on the most vulnerable children. The new service brings together support for vulnerable families into one service for 0-19 year olds, removing the current division between Early Intervention and Children's Social Care Services.

Children and Family Centres

50. Services within the new service will be delivered from a network of Children and Family Centres which will provide a base for both the Locality and Community Support Service and the Family Support Service and will replace the existing network of Children's Centres and Early intervention Hubs. In addition, it is hoped that some universal services will continue to be delivered from these Centres, for example health visiting and activities run by the voluntary and community sector. Discussions are on-going regarding the exact nature and extent of this element of their provision.
51. Children and their families that are receiving services from the Family Support Service (those supported under the Thriving Families programme, who are children in need or on child protection plans) will be able to access services offered from the Centre. This will include meeting their key worker and other professionals there, or attending a specific group programme. A timetable of activities will be produced for each Centre, and system put in place to respond to families in times of crisis. However, families will not only receive these services from the Children and Family Centre we will also provide an outreach service to local areas.
52. The primary focus of the Children and Families Centres will be to provide services to those children and families receiving services from the Family Support Service. However, once discussions with partners are concluded there may be opportunities for them to deliver some of their universal provision from these Centres, for example clinics run by health visitors, or drop-in sessions provided by a voluntary sector organisation. Where this is the case a broader group of children and families will be able to attend the Centres for specific activities.
53. It is proposed that Children and Family Centres are established in the following locations:

North Area (Cherwell and West Oxfordshire District Council areas)	Central Area (Oxford City Council area)	South Area (Vale of White Horse and South Oxfordshire District Council areas)
Banbury	Oxford - Blackbird Leys	Abingdon
Bicester	Oxford - Rose Hill / Littlemore	Didcot
Witney	Oxford - Barton/Sandhills	

Outreach from Children and Family Centres

54. Children's Centre's and Hubs already offer an extensive outreach service. It is proposed that we build on this and offer an outreach service that will be provided to all parts of Oxfordshire which will help those families who most need intensive support. This will be provided in two ways, firstly workers from the Family Support Service will travel to meet children and families at other venues, including their home, school and other locations close to where the family live to provide 1:1

support. In addition, targeted group programmes will be offered from alternative venues such as local community centres, which will include the more rural parts of the County, in order to ensure families do not have to travel extensive distances to attend them. This will ensure we offer support to vulnerable families and children on a county wide basis.

55. Outreach support along with the development of locality based initiatives will make use of the existing network of locally based provision currently used by Children's Centres and Early Intervention Hubs. The configuration of these resources will be further developed as part of the proposed consultation framework beginning in Autumn 2015.
56. In addition, where there Children's Centres currently have child care provision on-site opportunities will be explored to further expand this in order to increase early years provision within the County.

Methodology used to identify locations

57. In order to select the proposed locations for the new Children and Family Centres an evidence-based approach was followed using the Index of Multiple Deprivation (IMD). The IMD was used to identify the areas in Oxfordshire with the greatest need. These were then ranked based on largest population and level of need. This suggested that the Children and Family Centres should be located in the main settlements in the county. However, this does not give an adequate geographic spread of services.
58. This rationale was further tested by comparing the results produced using the Index of Multiple Deprivation with a similar mapping exercise using the following additional data sets:
 - Prior home locations of children who became looked after between 31st March 2011 to 31st March 2015
 - Home locations of children subject to a child protection plan between 31st March 2011 to 31st March 2015
 - Home locations of families identified in Phase 1 of Oxfordshire's Thriving Families programme
59. The results of mapping these additional data sets broadly supported the results of the IMD mapping.
60. The approach in determining the proposed location of Children and Family Centres also took account of county wide growth data for the next 5 years.
61. The rural nature of Oxfordshire was also addressed by ensuring that all locations highlighted from mapping indicators represented the lowest average travel time for service users to the location in each area.
62. Full details of the methodology used to determine location will be made available as part of the proposed public consultation.

Public Consultation

63. While the model described above is the local authority's preferred option, it is proposed to hold a public consultation on the three options as outlined below. These models are based on a reduction of £8 million in the Early Intervention budget. The option to make no changes to the current Early Intervention Service has not been included as this is unaffordable, given the budget decisions.

Option 1	Preferred model: No universal services
Summary	<p>In this option the local authority ceases to provide, or commission any universal services, including stay and play or open access youth sessions. The available resources are used to maximise the number of Children and Family Centres and maximise the capacity of the Family Support Service to provide support to the most vulnerable families through casework, group programmes and outreach.</p> <p>The children and families supported in this option are children in need, those on child protection plans and families identified through Oxfordshire's Thriving Families programme</p>
Key elements	<ul style="list-style-type: none"> • No universal services funded or provided by the local authority • Creation of a Locality and Community Support Service to support and advise universal services, for example schools, health and community based services • Family Support Service providing case work and programmes of support to children in need, those on child protection plans and families identified through Oxfordshire's Thriving Families programme • Family Support Service providing targeted support through outreach • 8 Children and Family Centres in the following locations: Oxford - Blackbird Leys, Oxford - Rose Hill/Littlemore, Oxford - Barton/Sandhills, Banbury, Didcot, Abingdon, Bicester, Witney • Children and Family Centres offer a venue for partners to deliver services
Risks	<ul style="list-style-type: none"> • No local authority support to deliver universal services could result in the service becoming stigmatised • Could disadvantage rural communities by located Children and Family Centres in the County's main settlements

Option 2	Limited Universal Services
Summary	<p>In this option the local authority continues to provide, or commission, limited universal services, for example stay and play or open access youth sessions, to be delivered within the 8 Children and Family Centres.</p> <p>The resource to do this would be provided by an increase in the</p>

	caseloads within the Family Support Service, along with a reduction in the number of group programmes, and the amount of outreach provided by the Family Support Service. The Family Support Service would primarily support families through casework and by providing open access sessions to the wider community.
Key elements	<ul style="list-style-type: none"> • Limited universal services funded or provided by the local authority within Children and Family Centres • Creation of a Locality and Community Support Service to support and advise universal services, for example schools, health and community based services • Family Support Service focussing on providing case work to children in need, those on child protection plans and families identified through Oxfordshire's Thriving Families programme • Family Support Service providing limited group programmes and targeted support through outreach • 8 Children and Family Centres in the following locations: Oxford - Blackbird Leys, Oxford - Rose Hill/Littlemore, Oxford - Barton/Sandhills, Banbury, Didcot, Abingdon, Bicester, Witney • Children and Family Centres offer a venue for partners to deliver services
Risks	<ul style="list-style-type: none"> • Compromises the authority's ability to support those children and families most in need • Could disadvantage rural communities by located Children and Family Centres in the County's main settlements • Could disadvantage rural communities by limiting the amount of outreach provided by the Children and Family Centres • Increases caseloads within the Family Support Service

Option 3	Universal Services through community investment
Summary	<p>In this option the local authority would provide grant funding to the voluntary and community sector of up to a total of £1,000,000 each year for the delivery of services to families across Oxfordshire in locations across the County.</p> <p>The resource to do this would be provided by reducing staffing levels within the Family Support Service and consequently the number of Children and Family Centres.</p>
Key elements	<ul style="list-style-type: none"> • Grant funding available to the voluntary and community sector to provide services to children and families across Oxfordshire • Creation of a Locality and Community Support Service to support and advise universal services, for example schools, health and community based services • Family Support Service focussing on providing case work to children in need, those on child protection plans and a limited number of Oxfordshire's Thriving Families • Family Support Service providing a small number of targeted group

	<p>programmes and limited outreach from Children and Family Centres</p> <ul style="list-style-type: none"> • 6 Children and Family Centres in locations of greatest need, as determined through the methodology outlined above (paragraphs 57-62) • Children and Family Centres offer a venue for partners to deliver services
Risks	<ul style="list-style-type: none"> • Reduction in the number of Children and Family Centres • Compromises the authority's ability to support those children and families most in need • Inability to support all of the families identified through Oxfordshire's Thriving Families programme • Could disadvantage rural communities by located Children and Family Centres in the County's main settlements • Could disadvantage rural communities by limiting the amount of outreach provided by the Children and Family Centres • Increases caseloads within the Family Support Service • Services are available in communities where there is capacity to bid for grant funding, not where need is greatest

Financial and Staffing Implications

64. The budget agreed by Council in February 2014 included savings of £3m in Early Intervention to be achieved by 2017-18. Further savings of £3m were agreed by Council in February 2015 making a total of £6m to be achieved by 2017-18.
65. The Service & Resource Planning 2016/17 report, elsewhere on this agenda sets out the need for the Council to make further savings beyond those in the existing Medium Term Financial Plan to reflect the implications of spending reductions announced in the National Budgets in both March and July 2015. Savings options in the region of £50 million will be put forward for consideration in late September 2015. There is an expectation that options for savings will come from all service areas. As a consequence an additional £2 million savings from this budget are being consulted on.
66. Should discussions regarding the proposals for additional savings result in the savings required from Early Intervention remaining at £6m, this will provide an opportunity to increase the number of Children and Families Centres within Oxfordshire.
67. The existing budgets for the service areas that are proposed to be combined are set out in the table below:

Service Area	2015-16 Net Budget * £m
Early Intervention Hubs	5.8
Children's Centres	7.7

Youth, Engagement & Opportunities	1.5
Thriving Families	0.2
Less: Pay budget / Vacancy factor saving share	-0.2
Sub-total – Early Intervention *	15.0
Add: Staffing Budgets for Family Support	4.0
Total Budget for Combined Service before savings	19.0
Further Savings agreed for 2016-17 to 2017-18	-5.0
Potential additional savings	-2.0
Revised Total Budget for Combined Service	12.0m
* The 2015-16 net budget has already been reduced by £1m of the £6m planned savings	

68. The new service model, is based on the available budget of £12m and the assumptions in the table below. The available staffing budget determines the number of staff/ teams that are affordable in the new structure and the number of potential centres:

Budget Assumptions	£m
Continued delivery of Youth, Engagement Service	1.0
Estimated Premises costs & other supplies and services	1.5
Amount available for staffing	9.5
Total Available Budget for Combined Service	12.0

69. These changes will result in significant reductions in staff and consequent redundancy costs. These are estimated to be in the region of £2m to £4m. Consideration will need to be given as part of the Service and Resource Planning Process to identify how these costs will be met.
70. It is expected that by reducing the number of locations where existing services are delivered, there will be potential for alternative use of sites or potentially disposals with a consequent capital receipt. There is a risk that some capital grant funding associated with some sites may need to be repaid. Some minor capital work is expected to be required to make existing sites suitable for use as locations for the new Children and Family Centres, and potential capital receipts will contribute to the cost of this.

Equalities Implications

71. See Service and Community Impact Assessment in Annex 2.

Legal Implications

The Childcare Act 2006: General Duties

72. The Childcare Act 2006 (“the Act”) imposes a number of duties on local authorities. The general duty contained in section 1 is to (a) improve the well-being of young children in their area; and (b) reduce inequalities between young children in their area in respect of various matters, including physical and mental health and emotional well-being, protection from harm and neglect, education, training and

recreation, the contribution made by them to society and social and economic well-being.

73. A “young child” is defined by the Act as a child during the period from birth until 31 August following the child’s 5th birthday.
74. In discharging its functions under the Act, a local authority must have regard to any guidance given from time to time by the Secretary of State. The Secretary of State published the “Sure Start Children’s Centres Statutory Guidance” in April 2013. A copy of this guidance is found in Annex 3.
75. Section 3 of the Act states that a local authority must make arrangements to secure that early childhood services in its area are provided in an integrated manner, which is calculated to facilitate access to those services, and to maximize the benefit of those services to parents, prospective parents and young children. “Early childhood services” are defined by section 2(1) of the Act. They mean (a) early years provision; (b) the social services functions of the local authority, so far as relating to young children, parents or prospective parents; (c) health services relating to young children, parents or prospective parents, (d) the provision of assistance to parents or prospective parents (employment and training) and (e) the service provided by the local authority under section 12 so far as relating to information and assistance to parents/prospective parents.
76. Section 3(3) of the 2006 Act states that the authority must take steps (a) to identify parents or prospective parents in the authority’s area who would otherwise be unlikely to take advantage of early childhood services that may be of benefit to them and their young children; and (b) to encourage those parents or prospective parents to take advantage of those services.

The Childcare Act 2006: Children’s Centres and Consultation

77. Prior to 2009, a local authority was free to determine how best to deliver the early childhood services under section 3. However, amendments were made by the Apprenticeship, Skills, Children and Learning Act 2009 which introduced new sections 5A-5E. Section 5A(1) of the Act states that arrangements made by a local authority under section 3 must, so far as is reasonably practicable, include arrangements for sufficient provision of Children’s Centres to meet local need. “Local need” is defined as the need of parents, prospective parents and young children in the authority’s area.
78. Section 5A(5) of the Act states that a service is “made available” by providing the service *or* by providing advice and assistance to parents and prospective parents on gaining access to the service. Local authorities must consider whether early childhood services should be provided through a Children’s Centre. A local authority must take into account whether providing a service through a Children’s Centre would (a) facilitate access to it; or (b) maximize its benefit to parents, prospective parents and young children: see section 5E of the Act. Section 5E(7) states that, for the avoidance of doubt, nothing in this section is to be taken as preventing a local authority or any of its relevant partners from providing early childhood services other than through a Children’s Centre.

79. This report recommends consulting on the possibility of closing a number of Children's Centres. Section 5D(1) of the Act states that a local authority must secure that such consultation as they think appropriate is carried out before any significant change is made in the services provided through a children's centre (including a change to location), or before anything is done that would result in a Children's Centre ceasing to be a Children's Centre.

Statutory guidance

80. The statutory Guidance published by the Secretary of State is attached at Annex 3. Chapter 2 provides guidance on the duty under section 5A of the Act. Members are invited to pay particular attention to pages 9 and 10 of the Guidance. This states that local authorities should:
- ensure that a network of Children's Centres is accessible to all families with young children in their area;
 - ensure that Children's Centres and their services are within reasonable reach of all families with young children in urban and rural areas, taking into account distance and availability of transport;
 - together with local commissioners of health services and employment services, consider how best to ensure that the families who need services can be supported to access them;
 - target Children's Centres services at young children and families in the area who are at risk of poor outcomes through, for example, effective outreach services, based on the analysis of local need;
 - demonstrate that all children and families can be reached effectively;
 - ensure that opening times and availability of services meet the needs of families in their area;
 - not close an existing Children's Centre site in any reorganisation of provision unless they can demonstrate that, where they decide to close a children's centre site, the outcomes for children, particularly the most disadvantaged, would not be adversely affected and will not compromise the duty to have sufficient children's centres to meet local need. The starting point should therefore be a presumption against the closure of Children's Centres;
 - take into account the views of local families and communities in deciding what is sufficient Children's Centre provision;
 - take account of families crossing local authority borders to use Children's Centres in their authority. Families and carers are free to access early childhood services where it suits them best; and
 - take into account wider duties under section 17 of the Childcare Act 1989 and under the Child Poverty Act 2010.
81. The Guidance states that consultation must take into account the views of local families and communities in deciding what is sufficient Children's Centre provision and must take account of families crossing local authority borders to use Children's Centres in their authority.
82. Local authorities should consult everyone who could be affected by the proposed changes, for example, local families, those who use the centres, Children's Centres staff, advisory board members and service providers. Particular attention should be

given to ensuring disadvantaged families and minority groups participate in consultations.

83. The consultation should:
- explain how the local authority will continue to meet the needs of families with children under five as part of any reorganization of services
 - Be clear how respondents views can be made known
 - Provide adequate time for those wishing to respond
 - Announce decisions following consultation publicly and explain why decisions were taken

Summary

84. The broad duty therefore is to ensure, so far as is reasonably practicable, that there is sufficient provision of Children's Centres to meet local need. Therefore, in considering any significant changes to or the closure of any Children's Centres, it is important that the local authority ensure it is satisfied as to:
- that a proper consultation has been undertaken
 - the extent of the local need
 - whether there are sufficient Children's Centres to meet that need
 - if it is considered that there are not sufficient children's centres to meet local need then whether it is reasonably practicable to provide additional Children's Centres

RECOMMENDATIONS

85. Cabinet is RECOMMENDED:

- That the options identified in the report be put forward for public consultation during the Autumn of 2015
- A further report outlining outcome of the consultation along with detailed proposals for the future shape of services be produced for Cabinet Consideration in early 2016.

JIM LEIVERS

Director for Children's Services

Appendix 1 - Structure chart for proposed new model of service

Annex 1 - Report on Engagement

Annex 2 - Service and Community Impact Assessment

Annex 3 - Sure Start Children's Centres statutory guidance for local authorities, commissioners of local health services and Jobcentre Plus. April 2013

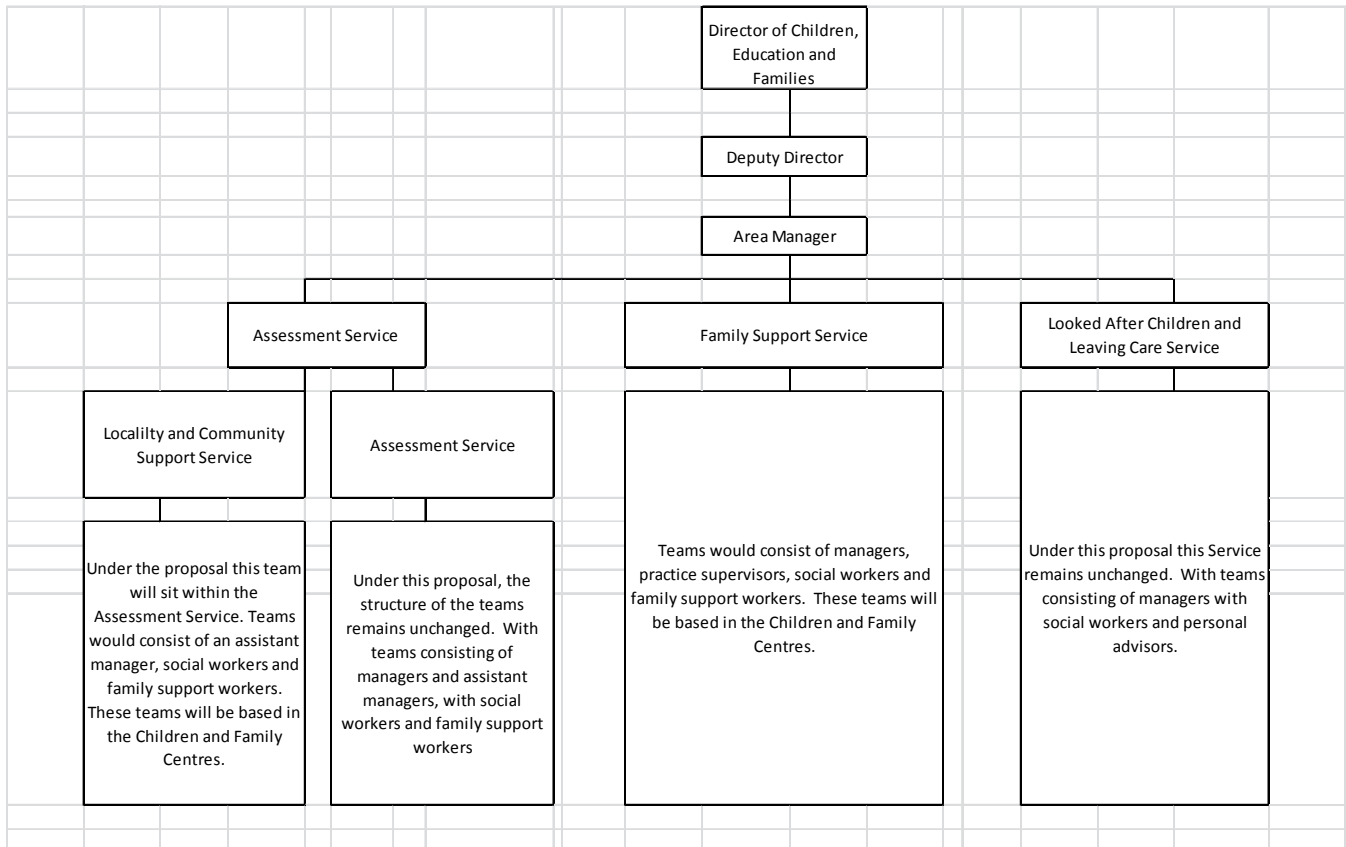
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Contact Officer: Jim Leivers, Director of Children's Services, ☎ 01865 815122

September 2015

Appendix 1.

Structure chart for proposed new model of service



Annex 1

Report on Engagement

Background

We have carried out extensive engagement with our key stakeholders and partners to recognise and appreciate our stakeholder's needs, concerns and ideas, in order to help us shape our thinking on a proposed new model of service.

Stakeholder meetings took place across the county, with groups and individuals. A list of those organisations who took part is attached at Annex A.

Our approach was informed by the County Council's previous experience of engaging. In addition, we also took advice from the Consultation Institute, who advised us on best practice. We also undertook some background research into how other councils had undertaken engagement when reorganising their children's services.

The engagement undertaken in 2013 as part of the proposed changes to children's services also provided useful background information.

It would not be possible to outline every conversation which took place or give details of every opinion which was expressed during the engagement. But this report does outline the issues which were most often raised during the course of our engagement and those issues which were of most concern to stakeholders.

Important ethical issues around engaging with vulnerable young people and families were taken into consideration and appropriate professional advice was given throughout. The County Council's Engagement Team, who specialise in engaging with young people led those engagement activities which took place with vulnerable young people and families.

Engagement activities took place between June and August 2015.

Engagement activities undertaken

A range of engagement activities took place including:

- Staff engagement events
- Stakeholder engagement events for our partners and service providers
- Face-to-face meetings
- Focus groups
- Presentations at all nine member locality meetings

Feedback from engagement with stakeholders

Although each group of stakeholders raised issues which were of most relevance and concern to them, some common themes emerged which were raised by each group of stakeholders. These are list below.

We also received a number of written submissions during the engagement period. We have attempted to capture the essence of these submissions below and the contents of these submissions will also be fed into the consultation, should one take place. Copies of these submissions are available to Cabinet Members if they wish to see them.

Issues identified

- **Loss of access to services in rural communities**

This issue was raised consistently by councillors, staff and partners who provide services. Questions were raised about how any future model could continue to provide adequate services in rural areas. There was concern that people who need services would have to travel too far to get them and would consequently be unable to obtain the help they needed. Links were also made to the current transport consultation and the prospect of a reduced bus service exacerbating the problem.

Stakeholders will need to have confidence that any future model contains adequate outreach provision or offers viable proposals for how services can continue to be provided in rural communities, in an appropriate setting close to them if their local Children's Centre or Early Intervention Hub closes.

- **The loss of universal services will lead to stigmatisation**

All stakeholder groups raised the issue of stigmatisation. This issue was raised at almost every engagement session. Currently, service users feel they can be open about attending a Children's Centre or Hub, as people attend these sites for a variety of reasons. But there were fears that if the new model contained no provision for universal services, and only concentrated on providing targeted services, then people would feel stigmatized for attending a session or a centre/Hub, and this might deter some from attending and seeking help.

When questioned how stigmatisation could be avoided, stakeholders tended to comment that the continuance of universal services, in some form or another, would be the only way of avoiding this risk.

- **The threshold for intervention - who will be able to access services**

Stakeholders asked where the line would be drawn in terms of who would receive help under any new model and who would not be able to access services. Stakeholders tended to recognise that any new model would have to place an emphasis on helping the most vulnerable. The question of what support families who were not classed as being in need could expect was raised continuously.

- **The effects on partner agencies, such as schools and the health sector**
Staff, and professional partners expressed concern that a reduction in preventative services could lead to an increase in the use of statutory services and increase workloads within universal provision.

The effects which any proposals are likely to have on the services provided by partners needs to be fully taken into consideration through a public consultation, and through further dialogue with relevant stakeholders.

- **The concept of 0-19 integration has support**

The concept of a single 0-19 integrated service was welcomed in principal by the majority of stakeholders, and service users did not raise any serious objections. It was seen as offering the potential to be more joined up, enabling families to access a cohesive, easily identifiable single service. The idea of families 'only having to tell their story once' was seen as a key benefit of such an approach.

Staff could see advantages, such as the ability to share knowledge and expertise easier, better communication and greater interagency working. But although most staff were generally positive about the prospect, some had concerns that age related expertise could be lost – especially in the early years (0-5yr olds) sector. This reservation was shared by some other partners, including some, but by no means all, in the education sector.

A few staff expressed reservations about the ability to integrate IT systems with other areas of the service and partner agencies.

- **Lack of delivery venues**

There was some concern that a drastic reduction in the number of buildings would lead to the council having a reduced ability to help families. Some cited the need to have sufficient space in which to hold confidential meetings with service users and families.

This concern will have to be addressed by offering assurances about the level of outreach which will be made available and being explicit about what that outreach would entail.

Issues raised by specific groups of stakeholders

Service users and their families

A diverse cross-section of service users were engaged with, and although each had their own individual opinions, concerns and assumptions, there was a high degree of consistency in the views expressed. Some of the issues they expressed have been outlined above, but the common issues raised specifically by service users are outlined below:

- **Staff are highly valued**
Children's Centre and Hub staff operate with a high degree of trust and respect. And it is undoubtedly true to say that Children's Centre and Hub staff have made a life changing difference to some young people. Some examples of the comments made by service users are outlined in Box 1 (below).
- **There is acceptance of the concept of integration**
Service users expressed few reservations about having an integrated service and indeed sharing buildings. This was especially true of users of Hubs. Most parents who use Children's Centres accepted the concept. But appropriate segregation between the age groups is something which they may need assurances about under any future model.
- **There are gender specific needs amongst Hub users**
Although service users were happy with mixed sessions at Hubs, young women in particular valued single sex sessions and were concerned about these being withdrawn.

There was some overlap between the genders in terms of what they valued (such as being a place where they could get away from issues at home). But in terms of intervention, young men tended to mention the important role the Hub had played in keeping them out of trouble more so than young women (although this was a factor for some young women too).

Young women tended to stress how the Hub had prevented them from feeling isolated, and the personal, confidential advice they got from staff. They tended to mention that they saw the Hub as a safe place more so than young men did.

- **Hubs are not just a replacement for the youth service**
It is true to say that some young people used their Hubs as a replacement for youth centres. And although this was more so the case in affluent areas, it would be unfair to assume that Hubs act exclusively as youth clubs in affluent areas. Some young people in those areas too were able to point to interventions which had made a difference to their lives.

There is no doubt that the services and support offered by Hub staff and the venues themselves are very highly valued by users and they have made a significant difference to a number of young people's lives.

- **Children's Centres make a difference to parents as well as children**
Parents were keen to cite the benefits Children's Centres had brought to them as well as their children.

All users appreciated the support and signposting available at Children's Centres and were full of praise for the staff. There was a commonly held view that if Children's Centres did not exist then other agencies and services would have to work a lot harder.

There were numerous examples of the help offered by Children's Centres, with the most commonly cited examples being;

- The provision of courses for parents – some to help them in their personal lives – cookery, first aid, personal finance. And some to help give them the skills they need in the workplace, such as interview skills
- The importance of the Children's Centre as a safe setting was emphasised consistently. Many felt that the centre had played a key role in helping them to combat isolation and post-natal depression and had helped them to form friendships.
- Most attendees spoken to had only travelled a short distance to attend the centre – usually a walking distance. The one exception to this was a Children's Centre which was in a more rural area. Here some, but not all, had travelled in from villages. The majority of parents spoken to had tried out other Children's Centres or other forms of provision. When questioned further, parents stressed that travelling to alternative centres was inconvenient with small children and costly on public transport. But logistics were by no means the only reason given for choosing a centre. Familiarity, the amenities available and the relationships which had been built up with their peers and the staff were also listed as key reasons for choosing a particular Children's Centre
- The majority of parents were well aware of the alternative provision available and had experience of them, but considered the service available in Children's Centres a superior offer
- **Children's Centres are highly regarded for aiding child development**
We heard many examples of the impact which Children's Centres have had on children's development. This was often compared favourably to nursery provision. Most parents thought their Children's Centre had played a key role in preparing their children for school, both socially and educationally. Both impacts were highly valued. Other universal services, especially stay and play were also very well regarded.
- **Children's Centres are seen as safe places to get help**
Every service user engaged with at a Children's Centre recognised the important role which Children's Centres played in identifying and dealing with potential problems early. We heard many examples of how staff were proficient at spotting concerns very early on, and without a concern having to be brought to their attention. Staff were highly praised for being able to render assistance and advice where other professionals could not. Some service users had little or no contact with other public officials and, in some cases, had a lack of trust in them.
- **Charging for Services**
The vast majority of parents expressed a willingness to make a financial contribution for using the service. This willingness to make a financial

contribution, together with the willingness to share the skills and experience of parents, is something which could be tested as part of a public consultation.

- **The withdrawal of breastfeeding support**

Numerous representations have been made during the course of the engagement about breastfeeding support.

We have also received a copy of a letter which was sent to the County Council's Cabinet, as well as Oxfordshire MPs. The letter, which was signed by 40 doctors raised concern at the prospect of breastfeeding support being withdrawn.

- **Comments made by service users at Hubs and Children's Centres**

'The next nearest centre is two buses away costing £7 return just to get to'

Parent who uses a Children's Centre

'Some kids learn to use the toilet here, their colours etc'

Parent who uses a Children's Centre

'When the kids come back from here they have done more than when they have gone to nursery'

Parent who uses a Children's Centre

'The staff help you with things which you can't talk to others about'

Parent who uses a Children's Centre

'I would not be able to see my children without the support of the children's centre'

Father using children's centre

'When breastfeeding you can't wait a few days to get support'

Parent who uses a Children's Centre

'I would be in bad mental health if the Hub wasn't here. I'd be pretty much screwed'

Female teenager who uses a Hub

'In the past 2 years I've been with x (a hub worker). Without her I would have done damage to myself. She has stopped all that happening'

Female teenager who uses a Hub

'If the hub wasn't here I'd be in prison'

Male teenager who uses a Hub

'I come here if I have a problem at home. It helps to talk'

Male teenager who uses a Hub

'Some of the courses are useful; sexual health, sex education and relationships'

Female teenager who uses a Hub

Partners

Partners listed many of the issues identified above, namely;

- Loss of access to services in rural communities
- The loss of universal services will lead to stigmatisation
- The threshold for intervention - who will be able to access services
- The effects on partner agencies, such as schools and the health sector

The concept of 0-19 integration has support amongst partners, but obviously they had questions about how this could work in practice.

There seems to be a genuine desire to work with the County Council to find solutions to the problems we face and it would be good if some of these solutions could be drawn out in any public consultation.

Some of the other issues of specific interest to partners are outlined below;

- **Schools with a Children's Centre on site are keen to explore the options available.** Most head teachers recognised that the Children's Centre space was a key asset and were keen to explore options for either retaining it to deliver some services for children and families or utilizing it for use by the school. However concerns were expressed about the resources to manage and deliver a Children's Centre offer without funding from Oxfordshire County Council. The consultation will explore this issue.
- **Vulnerable people live in affluent areas too.** Some stakeholders, especially those in the health and education sectors, were keen to point out that vulnerable families lived in affluent areas too and were not all just concentrated in particular areas. However there was recognition that there were no easy solutions to the problems of identifying these families and providing support to them with reduced funding.
- **The effects on partner agencies, such as schools and the health sector**
As outlined above, all partners wondered what effect any changes would have on the services offered by them and other partners.

Some doctors' representatives raised concerns about the possible effects of taking such a large amount of money out of the service. And in particular the effect this could have on;

- cross border working, especially on the work carried out by health visitors
- the changes taking place to CAMHS
- the school nurse initiative

Some GPs were keen to point out that pockets of deprivation existed in affluent areas and they also advised that GPs are well placed to help identify these people.

Doctors' representatives stated that they would like to have information about the public consultation available in their surgeries.

Staff

Staff engaged willingly and constructively during the engagement process.

They listed many of the issues outlined above, namely;

- Loss of access to services in rural communities
- The loss of universal services will lead to stigmatisation
- The threshold for intervention - who will be able to access services
- The effects on partner agencies, such as schools and the health sector

Staff could see advantages in having an integrated service, such as the ability to share knowledge and expertise easier, better communication and greater interagency working. But although most staff were generally positive about the prospect, some had concerns that age related expertise could be lost – especially in the early years (0-5yr olds) sector. A few staff expressed reservations about the ability to integrate IT systems with other areas of the service and partner agencies. However, on the overall concept was accepted by the majority of staff.

There was some concern that a drastic reduction in the number of buildings would lead to the council having a reduced ability to help families. Some cited the need to have sufficient space in which to hold confidential meetings with service users and families.

Whilst staff were understandably concerned about redundancies, they were equally concerned about the effect any reductions in services could have on their service users.

Some staff raised concern about relying too heavily on the voluntary sector. Questioning capacity within the voluntary sector to undertake more work.

Some staff also questioned whether any savings made in cutting centres would be lost by having greater travelling costs to undertake outreach.

Councillors

Views were sought directly from local councillors through presentations at locality meetings and through their attendance at the three stakeholder engagement events. There was widespread cross-party recognition that changes are inevitable. But there was an understandable inclination to make a case for their locality not losing out too much.

Councillors listed many of the concerns and issues outlined above, namely;

- Loss of access to services in rural communities
- The loss of universal services will lead to stigmatisation
- The threshold for intervention - who will be able to access services
- The effects on partner agencies, such as schools and the health sector
- The concept of 0-19 integration has support

The issue of how people could continue to access services in rural areas was raised consistently by councillors. Some pointed out that pockets of deprivation exist in affluent areas too. Access to services in rural areas is a major concern which will have to be addressed in any proposals.

Councillors also quickly made links between this and the current transport consultation and were concerned at the prospect of a reduced bus service exacerbating the problem of people not being able to access important services.

Councillors raised a number of issues of particular concern to them. These are outlined below:

- **Sources and viability of data used by CAG**
Some councillors asked questions about the sources and viability of the data and methodology used in the original CAG report. The most specific example of this was the level of local deprivation data used not being detailed enough.
- **Factoring in future population growth**
Many councillors, especially those in the north of the county, were keen to stress that any new model would have to factor in predicted future population growth.
- **The future of Early Intervention**
Many councillors questioned whether any early intervention provision would remain following the review and many would clearly lament its loss. Quite a few councillors had reservations about any change in of the council's emphasis on prevention.
- **Charging parents for some services**
Some councillors were of the opinion that it might be viable to ask parents to make a financial contribution towards some universal services, notably stay and play sessions. This willingness should be tested in any public consultation.
- **Will staff have the necessary experience to run an integrated service?**
Some councillors asked if staff would have the experience and ability to cope with a wide range of age groups. Assurances will have to be given to these and other key stakeholders before any such model can expect support from political stakeholders.
- **Involvement in the consultation and decision making**
Councillors seemed keen to get involved in any forthcoming public consultation, by hosting public meetings and other events. And in two localities they assumed they would be able to make decisions about what centres/Hubs would be retained in their locality.

- **Terminology used**

A few councillors objected to the phrase 'deprivation' being used and stated that they would prefer it if the council used the term disadvantaged instead.

Submissions received

The CAG has received some written submissions, these are available to view upon request should Cabinet members wish to see them. These submissions have all been used to inform this engagement report, as well as our thinking about the possible options available.

Conclusions

We have carried out an extensive process of engagement with service user families, partner organisations, councillors and other key stakeholders. We are confident that the major issues we need to take into consideration have been captured. This engagement has been invaluable in shaping our emerging thinking on the future shape of services.

A lot of background research has also taken place in addition to the engagement activities. This research has included examining how other councils have approached similar issues, and environmental scanning to identify policy developments which might inform our thinking.

We are aware that the government have indicated their intention to hold a consultation into the future of Children's Centres, which will take place in the autumn. But scant details have emerged so far. The Minister for Childcare and Education, Sam Gyimah, MP, announced the consultation in an article for *Nursery World* on 31 July 2105, but no details have yet appeared on the DoE's official website. We have requested more details on the consultation but have yet to receive a response. A link to the original article can be found [here](#).

We will continue to monitor this and other developments, and where necessary feedback to Cabinet. And feed such details into any public consultation.

Annex A – List of stakeholder organisations and groups engaged with

Children, Education and Families Directorate Staff

Early Intervention Hub and Children's Centre managers and staff
Children's Social Care
Schools and Learning Service
Foundation Years' Service
Schools, Organisation and Planning Service
Trade Unions

Other Oxfordshire County Council Services

Library Service
Public Health
Social and Community Services

Schools

Schools with a Children's Centre on site
Central Schools' Partnership
North Schools' Partnership
South Schools' Partnership
South Oxford Schools' Partnership

Health and social care

Oxford Health Executive Group
Oxford Health staff, including health visitors, children's mental health workers
Oxfordshire Clinical Commissioning Group
GPs representatives
Oxford University Hospitals Trust, including community midwives

Political stakeholders

Victoria Prentis MP
County Councillors
Oxford City Council
Cherwell District Council
District councillors
Parish councillors

Criminal Justice

Thames Valley Police
National Probation Service
Oxfordshire Youth Offending Service

Voluntary and community sector

Action for Children
Oxford Baby Café group
OXPIP (Oxford Parent Infant Project)
Banbury & District Community Bus Project
Mencap
Homestart
Donnington Doorstep family Centre

Spurgeons
Oxfordshire Community and Voluntary Association (OCVA)
Didcot Baby Monday
Oxfordshire Mediation
Workers Education Association
Prospects - NEET support to young people

Annex 2

Service and Community Impact Assessment (SCIA)

Directorate and Service Area:
Children, Education & Families

- Early Intervention Service
- Childrens' Social Care

What is being assessed:
Future arrangements in Children's Social Care

Responsible owner / senior officer:
Jim Leivers, Director for Children, Education & Families

Date of assessment: August 2015

Summary of judgement:

This assessment has been undertaken in order to understand the impact on different groups of people in Oxfordshire of proposals to implement a new model of provision which integrates the Early Intervention Service with Family Support Teams within children's social care, while at the same time making budget savings of £8million.

The impacts of three options for implementing this model have been explored that are the proposed basis for public consultation. All options maintain a focus on preventing the needs of children, young people and families escalating and ensure that those who are most vulnerable receive targeted support.

The proposals will largely impact children, young people and families, as proposals include fewer Children and Family Centres and reduced provision of open access services. There is also a risk that families accessing targeted support will be stigmatised. Significant analyses of local need, deprivation and accessibility have informed proposals for the location of Children and Family Centres and the outreach provision. Impacts will be mitigated by the creation of a Locality and Community Support Service to support and enhance universal service provision and by working with partners to ensure Centres are jointly-used.

The proposed staffing reductions are significant and likely to impact on staff morale. Staff will be kept informed and consulted when service changes are implemented and encouraged to access staff support services and the Career Transition Service. A workforce development strategy will map the current skills base and identify opportunities for development.

The impact of the proposed service changes will be reviewed again following the review of feedback from the public consultation and in preparation for the submission of final proposals to Cabinet in early spring 2016.

Detail of Assessment:

Purpose of assessment:

This assessment has been undertaken in order to understand the impact on different groups of people in Oxfordshire of proposals to implement a new model of provision which integrates the Early Intervention Service with the Family Support Teams within children's social care, while at the same time making budget savings of £8million.

There are three proposals as to how this could be done, which will be consulted on. The option to make no changes to the current Early Intervention Service has not been included as this is unaffordable, given the budget pressures.

The assessment considers how the changes brought about through these options may affect the people of Oxfordshire – with particular emphasis on groups with the protected characteristics listed below – and how this can be mitigated against.

Section 149 of the Equalities Act 2010 (“the 2010 Act”) imposes a duty on the Council to give due regard to three needs in exercising its functions. This proposal is such a function. The three needs are:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs other people, and
- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person’s disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief
- sex
- sexual orientation
- marriage and civil partnership

Context:

On-going cuts in central government funding mean Oxfordshire County Council has to make savings. The council is currently in the process of making approximately £290 million of savings. In February 2014 the budget agreed by Council included savings of £3m in Early Intervention to be achieved by 2017-18. Further savings of £3m were agreed by Council in February 2015 making a total of £6m to be achieved by 2017-18.

As a result of national austerity measures to reduce public sector spending and the level of national debt, further cuts are anticipated on the level of funding to be passed to local government in future years. Savings proposals in the region of £50million will be put forward for consideration in early October 2015. There is an expectation that proposals for savings will come from all service areas. As a consequence, the new model of service that is being proposed takes into account an additional saving of £2 million from the Early Intervention budget, giving a total saving of £8 million on the 2014/15 budget for the service.

Early Intervention currently comprises of a range of services delivered through 44 Children's Centres and 7 Early Intervention Hubs. These include open access sessions such as stay and play and youth sessions to targeted programmes and casework that addresses an identified need. In addition the Youth Engagement and Opportunities team support education, employment and training opportunities for all 16-19 year olds, and 19-25 year olds who are vulnerable. Oxfordshire's Thriving Families programme is delivered through the Early Intervention Service, providing intensive support to families that have been identified as being in need through the national Troubled Families Programme

The scale of the budget reductions mean that the current model for providing Early Intervention services is unsustainable. In order to deliver an effective service in the future it is proposed to integrate the Early Intervention service with Childrens' Social Care.

Through this integration the council will be able to achieve the level of savings required whilst providing an effective, safe and coordinated service that meets our statutory obligations. However, the range of support provided by the new services will be reduced as will the number of locations the services will be delivered from. This will have an impact people across Oxfordshire.

Proposals:

In order to achieve the £8m savings necessary, a new Service will be created by integrating the Early Intervention service and Family Support teams. Key features of the proposed new model are as follows:

Universal services

These are services which are accessible to all children and families regardless of need. They have a key preventative role in identifying children and families who are in need of additional support. The Early Intervention Service currently provides universal services through stay and play sessions at Children's Centres and open access youth sessions at the Hubs. Other providers of universal services include schools, health and the voluntary and community sector. The extent of the local authority's role in funding or providing universal services varies in the options that will be put forward for public consultation.

Locality and Community Support Service

This new service will not provide direct support to children and families, but will support those agencies that continue to provide universal services to children, for example schools, health and community based services. The new service will provide advice and guidance to universal providers around the escalation and referral process for those children and young people who cannot effectively be supported through universal services alone.

Family Support Service

The Family Support Service will provide targeted support to 0-19 year olds (25 years if young people have additional needs). It will work with children and families where concerns cannot be managed by universal services with the support of the Locality and Community Support Service. The service will support children who are in need (as defined by the Children Act 1989), on child protection plans and going through court processes. In addition, the service will support children and families who have been identified through the Thriving Families programme but do not qualify for support from social care.

Children will have identified key workers who will lead and co-ordinate the support they require. Support will primarily be provided through direct work with individual children and their families, however, in addition the Service will offer a standardised range of group programmes designed to address the key risks and issues affecting families. Only programmes where there is strong evidence of their successful impact will be delivered. The focus of these programmes will be on addressing some of the key risks that are affecting children and families in Oxfordshire.

The role and capacity of the Family Support Service varies according to the options for public consultation described below.

Children and Family Centres

Services will be delivered from a network of Children and Family Centres which will provide a base for both the Locality and Community Support Service and the Family Support Service. It is proposed that all of the 44 Children's Centres and 7 Early Intervention Hubs are closed and that a limited number of Children and Family Centres are created within the most deprived areas of Oxfordshire.

The areas selected as potential locations for the Children and Family Centres have been derived by looking at deprivation indicators for Oxfordshire. As such Children and Family Centres will only be located in areas identified as having the greatest level of need.

Delivery from Children and Family Centres will be supplemented by county wide network of outreach locations.

The number of Children and Family Centres varies according to the options for public consultation described below.

Options for public consultation

Before the proposals are enacted a period of public consultation is planned. The following options are to be included in the consultation show those variations to the new integrated services that will be considered:

Option 1 – No universal services

In this option the local authority ceases to provide, or commission any universal services, including stay and play or open access youth sessions. The available resources are used to operate 8 Children and Family Centres and maximise the capacity of the Family Support Service to provide support to the most vulnerable families through casework, group programmes and outreach. The children and families supported in this option are children in need, those on child protection plans and families identified through Oxfordshire's Thriving Families programme.

The eight Children and Family Centres will be in the following locations: Oxford - Blackbird Leys, Oxford - Rose Hill/Littlemore, Oxford - Barton/Sandhills, Banbury, Didcot, Abingdon, Bicester, Witney

This option is the local authority's preferred option.

Option 2 - Limited Universal Services

In this option the local authority continues to provide, or commission, limited universal services, for example stay and play or open access youth sessions, to be delivered within 8 Children and Family Centres. The eight Children and Family Centres will be in the following locations: Oxford - Blackbird Leys, Oxford - Rose Hill/Littlemore, Oxford - Barton/Sandhills, Banbury, Didcot, Abingdon, Bicester, Witney

The resource for providing limited universal services would be provided by an increase in the caseloads within the Family Support Service, along with a reduction in the number of group programmes, and the amount of outreach provided by the Family Support Service. The Family Support Service would primarily support families through casework and by providing open access sessions to the wider community.

Option 3 - Universal services through community investment

In this option the local authority would provide grant funding to the voluntary and community sector of up to a total of £1,000,000 each year for the delivery of services to families across Oxfordshire in locations across the County.

The resource to do this would be provided by reducing staffing levels within the Family Support Service and reducing the number of Children and Family Centres to 6.

The six Children and Family Centres will be located in areas of greatest need. This will be determined through the methodology outlined below.

Evidence / Intelligence:

The proposals have drawn on evidence from a range of pilots, research and commissioned work both with Oxfordshire and elsewhere. This has included; activities. This has included the work of the Oxfordshire Thriving Families the North Oxfordshire neglect pilot, Service, research regarding how other Local Authorities have approached their savings pressures and conversations with key stakeholders.

Further details of the evidence base can be found in the report to Cabinet on 15 September 2015, Future Arrangements in Children's Social Care.

An extensive engagement programme was carried out to ensure that all stakeholders were represented and able to input into the development of the proposals. The engagement work included a variety of different events with stakeholders including children, young people and parents/carers, council staff, schools, health professionals, the police, voluntary and community organisations, city and district council executives and local political leaders. The information gathered at these events helped to inform the development of the model and shape the consultation proposals.

For full details of engagement activity see the Engagement Report.

Service performance data, deprivation indices and demographic growth projections were also considered in the development of the proposed new service and the selection of potential service locations.

The statutory purpose of children centres and the founding rationale for Early Intervention Hubs were also considered alongside how subsequent government policy changes may have affected them. Whilst there is no statutory requirement for Early Intervention Hubs, guidance on Children's Centres was revised in April 2013 to clarify what local authorities and statutory partners must do when fulfilling their statutory responsibilities for early childhood services. This includes a duty to ensure there are sufficient Children's Centres to provide evidence-based interventions for families in greatest need of support and that the centres are accessible to all families with young children in Oxfordshire. A copy of the statutory guidance can be found in Annex 3 of the Report to Cabinet, 15 September 2015: Future Arrangements in Children's Social Care.

Developing the new service

With a 50% reduction in service budget (from £16m to £8m), of which the single largest component is staffing, various models were tested to ensure that the maximum possible numbers of staff would be available within the new integrated service. Through this approach the council will be able to deliver the most

comprehensive service provision possible with the significantly reduced budget that is not dependent on the amount or location of properties.

Different structures for the teams were explored in order to develop a team capable of delivering county wide services with the best balance of skills, enhanced statutory provision, and retention of preventative services as well as support for providers.

The creation of a Locality & Community Support Service was felt to be key to supporting health, schools and other community services to support vulnerable children and families and prevent their needs escalating to the point where they require statutory social care. In addition, the Family Support Service will work with some children and their families who do not reach the threshold for statutory social care services but who have been identified through the Thriving Families programme.

Selecting the locations of Children and Family Centres

In order to select the proposed locations for the new Children and Family Centres, an evidence based approach was followed using the Index of Multiple Deprivation (IMD). The IMD was used to identify the areas in Oxfordshire with the greatest need. These were then ranked based on largest population and level of need. This suggested that the Children and Family Centres should be located in the main settlements in the county. However, this does not give adequate geographic spread of services.

This rationale was further tested by comparing the results produced using the Index of Multiple Deprivation with a similar mapping exercise using the following additional data sets:

- Prior home locations of children who became looked after between 31st March 2011 to 31st March 2015
- Home locations of children subject to a child protection plan between 31st March 2011 to 31st March 2015
- Home locations of families identified in Phase 1 of Oxfordshire's Thriving Families programme

The results of mapping these additional data sets broadly supported the results of the IMD mapping.

The approach in determining the proposed location of Children and Family Centres also took account of county wide growth data for the next 5 years.

The rural nature of Oxfordshire was also addressed by ensuring that all locations highlighted from mapping indicators represented the lowest average travel time for service users to the location in each area.

Full details of the methodology used to determine location will be made available as part of the proposed public consultation.

Public Consultation

As part of the consultation process we would encourage communities to come forward and let us know about the impact of withdrawing or reducing Early Intervention services in their area. We have taken advice from the Consultation Institute to shape the consultation. The consultation itself will include public meetings,

focus groups and other outreach work with other individuals and groups affected by these proposals. The results of the consultation will then help to inform detailed proposals for the future shape of services that will be produced for consideration by Cabinet in early 2016.

Alternatives considered / rejected

Alternative proposal	Decision
Locating a Children and Family Centre in each of the 9 Council Localities	<p>It was suggested that in order to ensure good spread of services across the county we should consider locating at least one Children and Family Centre in each locality. The localities are made up of County Council divisions.</p> <p>This approach was discounted as none of the indicators used to investigate areas of greatest need support it as the localities reflect administrative boundaries.</p>
Keeping Early Intervention and social care services separate	<p>Through a single management structure it would be possible to have a comprehensive view of the needs of people within each area and services can be targeted most effectively as a result. Maintaining division between complementary services would likely result in multiple handover points for families and families having to repeat their information each time.</p> <p>Additionally, a multi-function team is more efficient financially. It is able to deliver both the preventative and social care services, to provide greater coverage than multiple separate teams that have to cover the same areas.</p> <p>Feedback from the engagement process demonstrates broad support for an integrated service.</p> <p>For the reasons outlined above this proposal was rejected.</p>
Childrens' Centres and Early Intervention Hub remain separate	<p>This proposal was rejected on the same basis as the one above.</p>
No enhanced support for universal providers	<p>Feedback from engagement activities supports the view that maintaining strong links between universal providers and the local authority is crucial to the success of the model. All proposals include the creation of a Locality and Community Support Service to work with universal service providers to identify families at risk and co-ordinate the provision of services that prevent needs from escalating.</p> <p>For these reasons this proposal was rejected.</p>
Retaining all current intervention and prevention programmes	<p>Current provision of programmes is not equitable across Oxfordshire, with some programmes only being available in specific centres where the staff trained to deliver them are based. The programmes delivered by workers in the new service will be available across the county, enabling them to be targeted at those who require them most.</p>

	<p>There is national evidence that supports the effectiveness of certain programmes. Focussing on these services will enable Oxfordshire County Council to deliver the programmes that are most likely to be effective and result in positive outcomes for users.</p> <p>For these reasons the proposal was rejected.</p>
Charging for certain services	<p>Feedback from the engagement process indicated that there may be willingness to accept charges for certain services. Charging for certain services may enable the service to use the income generated to enhance or expand service provision in other areas.</p> <p>There would be costs associated with administrating a charging model.</p> <p>Any charging would need to ensure that the service pays for itself at the very least, but ideally generates a profit that can be reinvested in other areas.</p> <p>For the reasons described above the proposal will be considered and developed further.</p>

Impact Assessment:

For full description of options see the Cabinet Paper of 15 September 2015, Future Arrangements in Children's Social Care

Impact on Individuals and Communities

A number of impacts are common to all the options being consulted on, but any specific impacts relating to a particular option(s) are highlighted below.

Children, Young People and Families (including pregnancy and maternity)

The proposals include the provision of targeted services at dedicated locations across the county which introduces the potential for families using those services to be stigmatised. Options 2 and 3 reduce the risk of stigmatisation by proposing the provision of limited universal services based within the Children and Family Centres.

All of the proposed options involve a reduction in the provision of open access services, with option 1 proposing no open access provision is provided or funded by the local authority. This will have a negative impact on Oxfordshire's children, young people and families, who will experience reduced access and availability of universal services. Their access will be further limited by having fewer Children and Family Centres, meaning many people will have to travel a greater distance to access Centre based services. All options will also limit the opportunities children, young people and families have to develop informal networks through open access services.

Despite the proposed reduction or removal of open access services, the provision of targeted, evidence based programmes of support for families through the Family

Support Service will achieve better outcomes for those in greatest need. Furthermore, an integrated service that combines preventative work with social care, delivered via Children and Family Centres and a network of outreach locations, will have a positive impact on families across the county by providing greater coverage and more consistent contacts within the service for families.

Reducing the number of Children and Family Centres may temporarily or permanently affect the provision of other services, such as health clinics and breastfeeding support groups that currently operate from some of the Children's Centres. This will impact on children, young people and families accessing these services from sites not included in the proposals for Children and Family Centres.

Areas of Need

None of the proposed options will have a negative impact on those living in areas of greatest need, as the proposed Children and Family Centre are located in these areas.

Whilst all options ensure that targeted services reach families in areas of greatest need, the eight proposed Children and Family Centres in options 1 and 2 cover the six highest ranked settlements for child deprivation, where 73% of children under 5 live (based on 2011 Census data). These locations would also provide a Centre in every district/city area. Option 3 will reduce the number of Centres to six locations, leaving areas at risk of not benefiting from targeted services.

Options 2 and 3 will have an impact on the effectiveness of Children and Family Centres' work with the most vulnerable, as the provision of limited universal services will divert resources away from the Family Support Services operating in these locations. However, the provision of some universal services under options 2 and 3 will have a positive impact on the wider community, as well as vulnerable families, who will equally benefit from access to these services.

Rural Communities

The loss of Children's Centres in rural locations will negatively impact rural communities and may contribute to rural isolation, as people in these areas will have to travel further to access centre based services. Data collected by existing Children's Centres shows that more than 50% of all Centre users currently walk to the existing sites, although almost one third drive.

Rural communities will rely on the outreach network for access to targeted family support services. However, outreach will not be provided 5 days a week to each outreach location which will disproportionately affect rural communities. With the provision of limited universal services in options 2 and 3, the volume of these outreach services would also reduce, further impacting on rural communities.

Other protected characteristics

We have not identified any other groups with protected characteristics that would be disproportionately affected by these proposals.

Risk	Mitigation
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People using targeted services are stigmatised	<p>Opportunities to work with partners to provide other services from Children and Family Centres, e.g. health services, will be explored to assist with de-stigmatisation.</p> <p>Options 2 and 3 propose providing limited universal services based within Children and Family Centres, which would reduce the volume of targeted services and reduce the risk of stigmatisation.</p>
Reducing or removing open access services will limit opportunities for children, young people and families to develop informal networks	<p>A Locality and Community Support Service will continue to work with universal support providers, such as schools, to enhance or supplement their provision.</p> <p>Families will continue to be signposted to groups and activities operating in their area to help them develop informal networks which are not funded by this budget.</p>
Children, young people and families in rural communities will struggle to access family support services	<p>All options propose targeted outreach to deliver support to families in rural locations. These vary in volume depending on the proposed model.</p> <p>Children and Family Centres are proposed to be located in larger conurbations that are well served by public transport, providing various modes of access for rural communities to centre based services. (In mapping bus service provision, the most extensive provision aligned with the areas of greatest need, where Children and Family Centres are likely to be located in the new model).</p>
Reducing the proposed number of Children and Family Centres to six (in option 3) will affect a greater number of deprived children and families	A comprehensive analysis of local need has been completed, taking into account a wide range of indicators to determine the most appropriate Children and Family Centre locations. The proposed locations are centred around the areas of greatest need and deprivation.
A reduction in the number of Children's Centres affects children, young people and families accessing services provided by partners at current sites	Engagement with partner organisations has started early and partners are being kept informed of developments to ensure that their service plans reflect necessary changes and their services continue uninterrupted as far as possible.

Impact on staff

The majority of the current budget is spent on staffing. To achieve the required savings all of the proposed options include a reduction in staffing levels and significant changes to the structure and make up of family support services. These changes will also require a shift in culture and practice.

A reduction in the staffing establishment will inevitably have a negative impact on staff morale and for some employees the process itself is likely to cause anxiety. This could affect levels of concentration and motivation. However, there will be opportunities for some staff to apply for newly created posts that are of a higher grade and have additional responsibilities to those they are currently in.

In addition, the move to a social-work led integrated Family Support Service requires that a significant proportion of staff within the service are qualified social workers. As a result, staff within the current Early Intervention Service who are not social work qualified, will be most affected by the changes.

Risk	Mitigation
Staff not sufficiently qualified in the social work led integrated Family Support Service	A workforce development strategy is being developed to map the current skills base and identify opportunities for development.
Staff morale is low due to a reduction in the staffing establishment, affecting concentration and motivation	<p>Effective consultation and regular one to one meetings will keep staff informed of progress with service changes, including the restructure of posts within teams.</p> <p>Staff will be encouraged to access staff support services where applicable.</p> <p>Staff will be referred to the Career Transition service if they are not successful in obtaining a role in the new structure. This service supports staff to apply for internal vacancies, consider career development opportunities and redundancy.</p>

Impact on other council services

Options 2 and 3 could lead to an increase in case loads within statutory children's social care services as the opportunities for target programmes and outreach are reduced. This may lead to the needs of children and families increasing to a level where they require statutory input.

No impacts on council services outside of Children's Social Care have been identified, but there is an option to explore potential opportunities with other services including (but not limited to) libraries and the fire service.

The proposals for Early Intervention Services will be considered in conjunction with savings proposals for other service areas to ensure there are no unintended consequences / effects for Oxfordshire's residents or on other council services.

Impact on Partners and Providers

Providers

All the proposed options result in less funding being available to commission services, with option 1 proposing that the council ceases to fund or commission universal services entirely. Decisions are yet to be made regarding the extent to which elements of the new service will be commissioned.

The council is in conversation with current providers about the proposals and will continue to keep them abreast of developments through active engagement.

Option 3 provides positive opportunities for the community and social enterprises to deliver services for children, young people and families in their area, supported by grant funding available from the council. However, this grant funding would be taken from the service budget.

Impact on partners

Many of the current Children’s Centres are used by other service providers, such as Oxford Health, as venues to provide their services from. The closure of existing centres will impact on partners as they will be required to find alternative venues from which to deliver services, such as clinics run by health visitors.

Whilst it is still the council’s intention to provide joint-use facilities within the new service, we acknowledge that there will be fewer centres from which these can be provided.

The council is in conversation with partners who currently use existing sites for their services and will continue to keep them abreast of developments through active engagement.

Options for the integration and co-location of services are being discussed as part of the development of proposals. This could provide positive opportunities for collaboration and deliver great benefits to children, young people and families across Oxfordshire.

Risk	Mitigation
<p>Voluntary and Community sector is not capable and does not have the capacity to deliver universal services across Oxfordshire, using the grant funding proposed in Option 3</p>	<p>A Locality and Community Support Service will continue to work with universal support providers, such as schools, to enhance or supplement their provision.</p> <p>The county council’s Voluntary and Community Sector Infrastructure contract is designed to support growth and development within the sector to make it fit for purpose.</p> <p>As a ‘Social Enterprise Place’ Oxfordshire is committed to growing social enterprise communities across the county by bringing together the local councils, universities, businesses, charities,</p>

	<p>budding social entrepreneurs and local residents.</p> <p>To access grant funding voluntary and community sector providers will be expected to meet agreed minimum criteria and there will be a comprehensive application process to ensure services are deliverable.</p>
A reduction in the number of Children's Centres affects the services provided by partners at current sites	Engagement with partner organisations has started early and partners are being kept informed of developments to ensure that their service plans reflect necessary changes.

Action plan:

Action	By When	Person responsible
Carry out public consultation on proposals	Sep-Dec 2015	Jim Leivers
Continued engagement with children, young people and families (including service users) regarding impact of proposals and possible mitigations	On-going	Jim Leivers
Continued engagement with providers regarding impact of proposals and possible mitigations	On-going	Jim Leivers
Assess consultation responses and consider whether any community groups with protected characteristics are disproportionately affected by the proposals	On-going	Jim Leivers
Update SCIA throughout consultation process as and when relevant feedback is provided	On-going	Jim Leivers

Monitoring and review:

At the latest, the SCIA will be reviewed and finalised following the review of feedback from the public consultation and in preparation for the submission of the final proposals to Cabinet in early spring 2016.

Person responsible for assessment: Jim Leivers, Director of Children, Education and Families

Version	Date	Notes
V1	27 August 2015	Initial draft

CA7

Annex 3

Click on link below to published Guidance:

[Sure Start Children's Centres statutory guidance for local authorities, commissioners of local health services and Jobcentre Plus. April 2013](#)

Alternatively cut and paste the following web address into the address bar on Internet Explorer:

<https://www.gov.uk/government/publications/sure-start-childrens-centres>

Division(s):

CABINET – 15 SEPTEMBER 2015

Consultation on the Future Provision of Intermediate Care in North Oxfordshire

Report by Director of Adult Social Services

Introduction

1. Intermediate Care services are designed to help people stay at home and prevent them from going into hospital if they become ill or are injured, and to support people to return home from hospital as soon as they can. These services, such as rehabilitation, therapy and reablement, improve people's ability to manage independently and live their lives as well as they can.
2. The County Council is the lead commissioner for Intermediate Care services in Oxfordshire and commissions a range of bed-based and home-based services across the county.
3. In North Oxfordshire bed-based services are currently sited in Chipping Norton at the Henry Cornish Care Centre, a building owned by the Orders of St John Care Trust. The accommodation, domestic and essential care are provided by the Orders of St John Care Trust, while Oxford Health NHS Foundation Trust provide nursing staff.
4. There is a growing body of evidence nationally that health and care services are better provided in people's own homes where possible, both in terms of clinical outcomes and people's experience of the care. Care at home can be flexible and tailored to the individual, and enables people to maintain their family lives and their independence.
5. Locally, the County Council and the Oxfordshire Clinical Commissioning Group are developing and evaluating new ways to support people in avoiding hospital admissions, to return home more quickly and to have the care they need at home. This includes building up Intermediate Care services available to people in their own homes, such as rehabilitation and reablement.
6. The current arrangements for running the bed-based Intermediate Care services at the Henry Cornish Care Centre in Chipping Norton came about through a complex history, the most recent part of which is summarised in this report. If the bed-based services are to continue, the way they are provided will need to change as they are not sustainable or affordable in their current form going forward.
7. The Orders of St John Care Trust has put forward a business case for a sustainable way of running the Intermediate Care Unit in Chipping Norton, about which some local people and politicians have expressed considerable concern.
8. In light of this concern, along with the move to consider more services being provided in people's own homes and the unsustainability of the status quo in Chipping Norton, the proposal is to carry out a public consultation into the provision of Intermediate Care services in North Oxfordshire. A fair and thorough consultation will allow future decisions to take into account people's

views on how Intermediate Care services in North Oxfordshire are developed and provided in future.

Background to Intermediate Care Unit, Henry Cornish Centre

9. Since 2011, following changes to NHS services provided in Chipping Norton, there has been a 14-bed Intermediate Care Unit providing bed-based Intermediate Care in Chipping Norton. The unit is part of the Henry Cornish Care Centre, a building owned by The Orders of St John Care Trust who also run a 36 bed care home from the same building. Chipping Norton residents account for approximately 30% of the people using the Unit. On the same site there is a maternity unit and an NHS outpatients department.
10. In light of the changes to NHS services in Chipping Norton, the arrangements for running and staffing the Intermediate Care Unit were established on a temporary basis and in a different way to other Intermediate Care services in Oxfordshire.
11. Oxford Health NHS Foundation Trust seconded nursing staff to the Orders of St John Care Trust to staff the Intermediate Care Unit. The Orders of St John Care Trust retained the contract to provide the unit, with associated responsibility for quality and outcomes, while Oxford Health held clinical responsibility as employer of the nursing staff. This secondment arrangement came to an end in February 2014.
12. New arrangements were put in place from March 2014 in which the nursing staff are managed directly by Oxford Health and the Orders of St John Care Trust provide the accommodation, property, essential care, domestic and 'hotel' services and is the registered provider.
13. Six key principles were agreed which would govern those arrangements, which were shared with the Chipping Norton Hospital Action Group. Both providers and commissioners would need to test out those arrangements against the principles to see if they could work. One of the principles related to the costs of the current arrangements.
14. Oxford Health NHS Foundation Trust and Orders of St John Care Trust put forward a business case to the council and the Oxfordshire Clinical Commissioning Group (the commissioners) in which it proposed continuing to run the unit through this joint arrangement in the longer term. The costs were more than the current costs of running the unit.
15. The model proposed in this business case was turned down by the commissioners on the basis that it did not represent good value for money when compared to other intermediate care provision in Oxfordshire and nationally.
16. As an alternative the Orders of St John Care Trust have developed a model to take over the provision of the Intermediate Care Unit, including the transfer of nursing staff from Oxford Health.
17. The council intended to implement this proposal as a simple change to the organisation providing what would be an unchanged service.
18. This was not seen as requiring public consultation, although Oxford Health planned to consult its staff on arrangements under this change. Staff were to be offered the opportunity to transfer to Orders of St John (with Transfer of Undertakings Protection of Employment - TUPE - rules in place) or to another Oxford Health service.

Key issues

19. The plans for Orders of St John Care Trust to run the whole Intermediate Care service were shared with stakeholders and the public in early June 2015. There was considerable concern expressed by the Chipping Norton Action Group, local people and some politicians.
20. The main expressed concern has been how nursing quality will be maintained if the employer is no longer an NHS organisation. There is good evidence that the Orders of St John Care Trust can provide high quality Intermediate Care beds, working to the social care focused model the council is commissioning across Oxfordshire.
21. After listening to these concerns the proposal is to carry out a thorough consultation on two possible models:
 - A: The Intermediate Care Unit in Chipping Norton continues and the full 14 bed service is provided by the Order of St John Care Trust.
 - B: Intermediate Care services based in people's own homes are further developed in North Oxfordshire, including Chipping Norton, and the Intermediate care Unit at the Henry Cornish Care Centre is closed. The space could be moved into use as part of the existing Care Home already on the site.
22. The consultation will also ask for any other options to be put forward, which will be considered as part of the final decision-making process where they are affordable and realistic.
23. In both models, Oxford Health NHS Foundation Trust would continue to provide skilled therapeutic input as part of any Intermediate Care service, which they provide through their contract with the Clinical Commissioning Group for community health services.
24. GPs would provide medical cover as needed. Under Model A this would continue to be paid for as additional service. In Model B, GP cover would be provided to existing patients in their own homes.
25. While Intermediate Care at home will continue to be developed across Oxfordshire, under model B services would be developed more intensively to provide a sustainable, appropriate alternative to bed-based care in the North Oxfordshire area.
26. There will be some people whose particular conditions and circumstances mean they need bed-based care. If the decision following consultation is to close the Intermediate Care Unit in Chipping Norton, those people would continue to be able to access bed-based Intermediate Care in other units in Oxfordshire.
27. The status quo is not sustainable within the present financial envelope or the long term financial situation facing the Council. The irregular joint management arrangements and the split responsibility for care quality and clinical responsibility between the two organisations were a pragmatic response to the circumstances and are not considered to be workable longer term.

28. The cost of continuing with a formalised joint arrangement has been estimated as costing £1,782 per bed per week, which is £782 more than Model A and £932 more than the estimated cost of home-based intermediate care in Model B.
29. Changing the provider organisation so that the Orders of St John Care Trust provide the Intermediate Care Beds at the Henry Cornish Care Centre would be considerably less costly in the longer term at approximately £1000 per bed per week.

Financial and Staff Implications

30. There will be some resources required to carry out the consultation. Staff time and resources will be provided through the Joint Commissioning and Central Communications teams.
31. The final decision about how Intermediate Care is provided will have implications for Oxford Health NHS Foundation Trust staff, which will be addressed primarily through the Trust.
32. The two proposed models have different costs, model B being estimated as less expensive than model A. Both are affordable within the finances available at the current time.
33. The current arrangement is more expensive than either model A or B, as outlined in the business case put forward by the Oxford Health NHS Foundation Trust and the Orders of St John Care Trust for the model going forward.
34. For information, the following table shows the costs for comparison:

Model of care	Cost per week	Cost per year (based on 14 people at one time)
Service as run currently by Orders of St John Care Trust and Oxford Health NHS Foundation Trust	£1,327 per bed (subsidised through a one-off sum from the former Primary Care Trust which will be used up by April 2016) £1,467 when subsidy ends	£966,482
Sustainable jointly run service, as put forward by Oxford Health and Orders of St John	£1,782 per bed	£1,298,000
Model A	£1000* per bed	£728,600
Model B	£850** average per person	£618,800

*This figure is the estimated cost of providing Intermediate Care beds through the Orders of St John, based on the cost in other parts of Oxfordshire (e.g. Isis Care Home Intermediate Care Beds cost £977/bed/week). Additional costs would be incurred initially as a proportion of nurses would be transferred with protection of pay and conditions (TUPE). These costs would reduce year on year through people moving on and TUPE arrangements ending. The National Audit of Intermediate Care provided in residential care homes (2014 Commissioners' Report) found the average cost to be £103 per 'bed day'.

**This figure is based on the average cost of providing home based Intermediate Care as reported by NHS Benchmarking in the National Audit of Intermediate Care Commissioners Report 2014, adjusted (increased) for Oxfordshire. Care costs here are known to be higher than the national average.

Equalities Implications

35. A Service and Community Impact Assessment (SCIA) for the proposed changes has been drafted, and will develop up to, during and after the consultation process. Currently there have been no negative implications identified for particular groups or those with protected characteristics under the Equality Act 2010.
36. A positive impact of implementing Model B may be to make Intermediate Care services more accessible to people in rural areas, as the services would come to them. Their families and friends might also find it easier to stay in touch. This flexibility of home-based services could also have a positive impact on individuals and families from Black and Ethnic Minority communities, where services tailored to individual cultural requirements could be of benefit.

Legal Implications and Risk management

37. The main risks associated with carrying out a public consultation relate to expectation and to robust legal process. The council has taken all reasonable steps to ensure the process is fair, thorough and transparent.
38. The consultation will include people most closely affected by any change to the way Intermediate Care is provided, such as those who have used the service and their families and friends.
39. The consultation documents and related communications will be clear about the decision-making process following consultation, and that responses are used to inform the decisions which will be taken by the council.
40. The information provided to people will be transparent in that new ideas and solutions likely to be raised through the consultation will be thoroughly considered. The consultation responses will be an important part of the information used by the council in making their decision about Intermediate Care provision in North Oxfordshire, along with other matters such as affordability and quality.
41. The final decision taken on Intermediate Care provision in North Oxfordshire will involve revised or new contractual arrangements, the details of which will be included in the report to Cabinet in January 2016 following the consultation.

Communications

42. There have been several meetings with the Chipping Norton Action Group and local politicians, including the Prime Minister as the local Member of Parliament. The council has engaged with the local media through regular briefings. The messages from this period of engagement have been listened to by commissioners, and as a result this wider public consultation is now proposed.

43. The public consultation will allow for wider engagement with the people of North Oxfordshire and others affected by Intermediate Care provision, to hear the range of ideas and views which they have about Intermediate Care.
44. The public, organisations and individuals with an interest in Intermediate Care provision will be engaged through meetings, questionnaires and focus groups. The ways people can get involved will be widely publicised including through the local media, newsletters and digital platforms such as Twitter.
45. The consultation will run from 5 October until 7 December 2015. A report of the findings from the consultation will be brought to Cabinet on 26 January 2016, along with recommendations about the course of action.

RECOMMENDATION

46. **The Cabinet is RECOMMENDED to agree that there is a public consultation on the way Intermediate Care is provided in North Oxfordshire in the future as set out in this report.**

John Jackson
Director of Adult Social Services

Background papers: N/A

Contact Officer:
Ben Threadgold, Policy and Performance Service Manager, Joint Commissioning
01865 328219

September 2015

Division(s):NA

CABINET – 15 SEPTEMBER 2015

STAFFING REPORT – Quarter 1 2015/16

Report by Chief HR Officer

Introduction

1. This report provides an update on staffing numbers and related activity for the period 1 April 2015 to 30 June 2015. Progress will be tracked throughout the year on the movement of staffing numbers from those reported at 31 March 2015 as we continue to deliver our required budget savings. We also continue to track reductions since 1 April 2010 to reflect the impact on staffing numbers as we progress with our Business Strategy.

Current numbers

2. The staffing number (FTE) as at 30 June 2015 was 3734.46 employed in post. These figures exclude the school bloc. We continue to monitor the balance between full time and part time workers to ensure that the best interests of the Council and the taxpayer are served. The numbers as at 30 June 2015 were as follows - Full time 2667 and Part time 2028. This equates to the total of 3734.46 FTE employed in post.
3. The changes in staffing numbers since 31 March 2015 are shown in the table below. A breakdown of movements by directorate for this financial year is provided at the Annex.

	FTE Employed
Reported Figures at 31 March 2015 – Non-Schools	3865.68
Changes – actual	-131.22
Reported Figures at 30 June 2015 – Non-Schools	3734.46

Quarter 1 Update

4. We remain committed to redeploying displaced staff wherever possible. Whilst this is getting more difficult as staffing numbers reduce across the Council, there were 17 redeployments this quarter.
5. An HR approval process is in place to ensure rigorous challenge takes place before any new post is created/existing vacancy is filled by recruitment. In addition, managers are being asked to consider alternatives to recruitment and make the best use of the resources they already have where the work has to continue.
6. We recognise that operational services are critical and cannot be left without any cover. Prudent use of agency staff is therefore deployed to ensure continuity of service. In common with all employers, the council deploys agency staff as cover for instances of maternity leave, illness and short-term gaps in recruitment, when a permanent member of staff has left the council and their permanent replacement is not due to arrive until sometime after. The cost of agency staff this quarter was £991,353 down significantly from the previous quarter.
7. We will continue to track progress during the year ahead. The overall reduction in FTE employed in Quarter 1 is 3.4%. This means that we have seen a reduction of 29.33% in FTE employed since 31 March 2010 (1,550 posts)

Accountability

8. Staffing numbers continue to be monitored rigorously. All new posts are reviewed by the Deputy Directors.

Recommendation

9. The Cabinet is **RECOMMENDED** to note the report

STEVE MUNN
Chief HR Officer

Contact Officer: Sue James, HR Officer, 01865 815465.

27 August 2015

STAFFING REPORT 30 JUNE 2015

DIRECTORATE	FTE Employed at 30 June 2015	Changes in FTE Employed since 31 March 2015	Cost of Agency Staff * £
CHILDREN, EDUCATION & FAMILIES	1233.53	14.98	309,712
PUBLIC HEALTH	19.42	-2.06	-491
SOCIAL & COMMUNITY SERVICES	722.29	-9.16	268,883
COMMUNITY SAFETY	351.87	-21.00	16,115
ENVIRONMENT & ECONOMY	386.04	-98.63	215,894
OXFORDSHIRE CUSTOMER SERVICES	531.19	-15.91	89,995
CHIEF EXECUTIVE'S OFFICE	269.75	5.55	91,245
CULTURAL SERVICES	220.37	-4.99	0
TOTAL	3734.46	-131.22	991,353

Please note: Where employees are absent eg on maternity leave or long term sick and have been temporarily replaced, both the absent employee and the temporary employee will have been counted.

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Division(s): N/A

CABINET – 15 SEPTEMBER 2015

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
Cabinet, 20 October 2015	
<p>▪ Aureus School (Great Western Park Secondary), Didcot</p> <p>Request for delegation to the Chief Finance Officer and Director for Environment & Economy in consultation with the Leader the authority to approve the Stage 2 Full Business Case and the award of the construction contract.</p>	Cabinet, Leader 2015/063
<p>▪ Delegated Powers of the Chief Executive - October 2015</p> <p>To report on a quarterly basis any executive decisions taken by the Chief Executive under the specific powers and functions delegated to her under the terms of Part 7.4 of the Council's Constitution – Paragraph 1(A)(c)(i). It is not for scrutiny call in.</p>	Cabinet, Leader 2015/083
<p>▪ Cabinet Business Monitoring Report for Quarter 1 - 2015/16</p> <p>To note and seek agreement of the report.</p>	Cabinet, Deputy Leader 2015/043
<p>▪ Learning Disability Health Provision</p> <p>To seek a decision in respect of the current contract for learning disability health services.</p>	Cabinet, Adult Social Care 2015/051
<p>▪ Information and Advice - Strategy and Procurement Plan</p> <p>To seek approval following public consultation for the strategy and procurement plan for information and advice services for implementation from 1 April 2016.</p>	Cabinet, Adult Social Care 2015/052
<p>▪ Townlands Community Hospital</p> <p>To consider the implications for adult social care of the Clinical Commissioning Group's proposals for Townlands Community Hospital.</p>	Cabinet, Adult Social Care 2015/089

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| <p>▪ Academies Programme 2015-2020 : Strategic Groupings of Schools</p> <p>To seek approval for the Council to adopt a more assertive policy of activity encouraging the incorporation of the remaining maintained schools into sustainable formal collaborative groupings, primarily through the Multi Academy Trust model but also through the extension of the 'collaborative company' model and the pooling of more resources and responsibilities.</p> | <p>Cabinet, Children, Education & Families
2015/065</p> |
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| <p>▪ New Arrangements for the Delivery of Education Support and Engagement with Schools in Oxfordshire in Response to Future National and Local Challenges</p> <p>To seek agreement of the recommendations for the future delivery of school improvement services for Oxfordshire schools.</p> | <p>Cabinet, Children, Education & Families
2014/175</p> |
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| <p>▪ 2015/16 Financial Monitoring & Business Strategy Delivery Report - August 2015</p> <p>Financial report on revenue and capital spending against budget allocations, including virements between budget heads.</p> | <p>Cabinet, Finance
2015/042</p> |
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Cabinet Member for Environment, 8 October 2015

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| <p>▪ Ilges Lane, Cholsey - Traffic Order Prohibition of Motorised Transport along a Byway Open to All Traffic (BOAT)</p> <p>To seek approval of the proposals.</p> | <p>Cabinet Member for Environment,
2015/056</p> |
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| <p>▪ Banbury - Southam Road, Noral Way & Beaumont Road Waiting Restrictions</p> <p>To seek approval of the proposals.</p> | <p>Cabinet Member for Environment,
2015/062</p> |
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| <p>▪ Proposed Car Club Bays - Various, Oxford</p> <p>To seek approval of the proposals.</p> | <p>Cabinet Member for Environment,
2015/070</p> |
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| <p>▪ Proposed Parking Restrictions - Caldecott Chase, Abingdon</p> <p>To seek approval of the proposals.</p> | <p>Cabinet Member for Environment,
2015/071</p> |
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| <p>▪ Proposed Parking Restrictions - Church Road, Wheatley</p> <p>To seek approval of the proposals.</p> | <p>Cabinet Member for Environment,
2015/072</p> |
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| <p>▪ Proposed Raised Zebra Crossing - Oxford Hill, Witney</p> <p>To seek approval of the proposals.</p> | <p>Cabinet Member for Environment,
2015/073</p> |
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| <p>▪ Proposed Disabled Parking Places - Cherwell Area</p> <p>To seek approval of the proposals.</p> | <p>Cabinet Member for Environment,
2015/074</p> |
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▪ **Proposed Parking Controls at Bicester Park & Ride Site**

To seek approval of the proposals.

Cabinet Member
for Environment,
2015/075

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Division(s): NA

CABINET – 15 SEPTEMBER 2015

Direct Delivery by Developers of Major Off-Site Highways Works

Report by Director for Environment & Economy

Introduction

1. In June 2013 Cabinet resolved, with respect to major infrastructure requirements associated with new developments, to approve the principle that direct delivery of such major infrastructure by the developers was acceptable; subject to adherence to specific key principles (**Annex 1**).
2. The resolution was made in recognition of the argument that “direct delivery” of major off-site highway works (and also major on-site infrastructure) could be more cost effective and bring significant benefits to the County Council arising from the transfer to the private sector of financial risks associated with delivering new infrastructure. The direct delivery of major off-site highway works could also speed up the S106/S278 negotiation process thus potentially reducing costs for both the developer and the County Council.
3. Since June 2013 proposers of substantial developments have sought to enter (and have entered) into S106/S278 agreements in line with the approved principles to deliver the infrastructure.
4. One of the key principles with respect to the direct delivery of off-site highway works is the need to complete Section 278 agreement at the same time as Section 106 agreement, so that the commitments are conditional on the grant of planning permission.
5. This report seeks a revision to that element of the principles.

Exempt Information

6. Legal issues associated with the principle of direct delivery of major infrastructure have been considered in detail; a summary of that assessment and received advice is in **Annex 3**.

Key Issues

7. The key principles (**Annex 1**) to be adhered to in S106/S278 agreements were drawn up to satisfactorily mitigate risks to the County Council when allowing direct delivery of major infrastructure. Those risks included:
 - (a) Specification of infrastructure requirements
 - (b) Managing contractual relationships
 - (c) The implications for highways (and property) contracts

- (d) The timing of delivery
 - (e) Procurement requirements
8. Following further examination of the risks and receipt of legal advice it is considered, with respect to the requirement to simultaneously complete both S106 and S278 agreements prior to the issuing of a planning permission (Transport – Key principle 2), acceptable that the completion of the S278 agreement could follow granting of the permission; but it would still need to be completed prior to any implementation of the development.
 9. By enabling the later completion of the S278 agreement it could further speed up the process from the submission of a major planning application to the granting/issuing of a corresponding planning permission. The form, content in terms of highway requirements (outline) and subsequent completion of the S278 agreement as well as requirements as to completion of the S278 Works would though need to be secured as part of the S106 commitments.
 10. The proposed key principles, as regards transport infrastructure are set out in **Annex 2**. The overall process (if deferral of S278 agreements is agreed) would comprise:
 - (a) Completion of S106 requiring completion of S278 agreement pre-implementation of the development;
 - (b) Grant of the planning permission for the development;
 - (c) Finalisation of the S278 Agreement including “in principle drawings” ;
 - (d) Publish the S278 Voluntary Transparency Notice (VTN);
 - (e) If no challenge to the VTN complete the S278;
 - (f) Implement the development.

Financial and Staff Implications

11. Developer contributions secured through S106 agreements are often insufficient to deliver the required capital infrastructure schemes in full. Permitting direct delivery of major off-site highway works offers the potential of delivering schemes on a more cost effective basis and with a reduced risk of overspend. While this cannot be quantified, the removal of potential shortfalls in funding would strengthen the council’s position to deliver wider infrastructure elsewhere to support the growth of the economy in Oxfordshire.
12. In order to properly manage the capital programme and provide transparency (to the overall consideration) how the relevant mitigation works (infrastructure) associated with a development are to be delivered, through contributions or direct delivery, is made explicit in the S106/S278 agreements.
13. The potential relaxation in the timing of the completion of the S278 would have limited potential for increased revenue costs. It is not envisaged that there will be any effect on current staffing levels.
14. In order to ensure the delivery of infrastructure the County Council will continue to require bonds to guarantee delivery.

15. The transfer of financial risk to the developer offers significant benefit to the County Council. The extent of any residual risks to the authority can be mitigated. In the light of maintaining potential benefits to infrastructure delivery and to the Council, the principle of deferring the completion of the S278 agreement to prior to implementation of a development as opposed to prior to the issuing of planning permission is recommended.

Equalities Implications

16. The procurement process for the design and construction of the relevant major highway works would still to be required to be conducted in an open, fair and competitive process.

RECOMMENDATION

17. **The Cabinet is RECOMMENDED to:**

Approve:

- The substitution of the key principles of direct delivery obligations to be integrated within S106 agreements (for Transport) as set out in **Annex 2**, in place of those approved by Cabinet on 18th June 2013.

Revoke:

- The previous determination of the content of the key principles in relation to Transport as contained in **Annex 1: KEY PRINCIPLES OF DIRECT DELIVERY OBLIGATIONS TO BE INTEGRATED WITHIN S106**, taken by Cabinet on 18th June 2013.

SUE SCANE
Director for Environment and Economy

Background papers: Cabinet report (CA12) 18 June 2013

Contact Officer: Howard Cox –Infrastructures Funding Manager
Tel: 01865 810436

August 2015

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KEY PRINCIPLES OF DIRECT DELIVERY OBLIGATIONS TO BE INTEGRATED WITHIN S106 (As approved by Cabinet on 18 June 2013)

FOR EDUCATION AND OTHER ON SITE INFRASTRUCTURE:

1. 'voluntary transparency notice' is issued prior to the completion of the S106 agreement (and no objections received). Regulatory minimum notice to apply
2. Section 106 agreement completed - Works commitments to be given in Section 106 agreement (not postponed decision) conditional on grant of permission and implementation
3. Section 106 agreement to incorporate standard conditions encompassing the following:-
 - Developer exercises competitive procurement of works and services.
 - Standards are reviewed and revised to deliver essential requirements in line with national policy.
 - Consultants are jointly selected by the authority and developer.
 - Appropriate levels of engagement combined with defined standards
 - Bond protection extends to remedying of defects arising during defects liability period.
 - Collateral warranties are gained from key members of the supply chain
 - Gateway evaluation of the proposed project is carried out at appropriate stages, including final acceptance of completed scheme.
 - Developer to cease occupations if the school is not handed over by a defined number of units (based upon available capacity within existing / temporary infrastructure).
 - Contribution accounting for works, making good, travel etc shall be levied in circumstances where provision of temporary school facilities are necessary,
 - Residual costs to the authority are met through developer contributions (fit out, ICT, professional fees etc)
 - Indemnity from developer for any residual procurement risk
 - Certificate of completion

FOR TRANSPORT:

1. A 'voluntary transparency notice' is issued prior to the completion of the Section 278 agreement (no objections received). Regulatory minimum notice to apply
2. Section 278 agreement completed at the same time as Section 106 agreement i.e. commitments conditional on grant of planning permission and implementation.
3. Agreement incorporates Standard Conditions for the Control of Highway Works in conjunction with Development.
4. Completion of works linked to required stage(s) of the development with prohibition on further developments/occupation until met. This is tied in with other related Planning Conditions if required.
5. Where estimated value of works is in excess of £2m collateral warranties to be provided.
6. Indemnity from developer for any residual procurement risk.

**KEY PRINCIPLES OF DIRECT DELIVERY OBLIGATIONS TO BE INTEGRATED
WITHIN S106 -**

FOR TRANSPORT:

1. S106 Agreement:
 - 1.1. To prohibit implementation of the planning permission until S278 Agreement has been completed; and
 - 1.2. To require completion of S278 Works linked to required stages of the development with prohibition of further development/occupation until met
2. Draft S278 Agreement to be annexed to S106 Agreement and to correspond with the following requirements (items 5-8 below)
3. A 'voluntary transparency notice' is issued prior to the completion of the Section 278 agreement (no objections received). Regulatory minimum notice to apply
4. Section 278 agreement completed prior to the implementation of the corresponding planning permission for the development
i.e. commitments conditional on implementation of planning permission.
5. S278 Agreement incorporates Standard Conditions for the Control of Highway Works in conjunction with Development.
6. Completion of works linked to required stage(s) of the development with prohibition on further developments/occupation until met. This is tied in with other related Planning Conditions if required.
7. Where estimated value of works is in excess of £2m collateral warranties to be provided.
8. Indemnity from developer for any residual procurement risk.

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By virtue of paragraph(s) 5 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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