



To: **Members of the Cabinet**

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

**Tuesday, 26 November 2013 at 2.00 pm**

**County Hall, Oxford, OX1 1ND**

*Joanna Simons*

Joanna Simons  
Chief Executive

November 2013

**Contact Officer: Sue Whitehead**  
*Tel: (01865) 810262; E-Mail: sue.whitehead@oxfordshire.gov.uk*

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### **Membership**

#### *Councillors*

Ian Hudspeth	<i>Leader of the Council</i>
Rodney Rose	<i>Deputy Leader of the Council</i>
Mrs Judith Heathcoat	<i>Cabinet Member for Adult Social Care</i>
Nick Carter	<i>Cabinet Member for Business &amp; Customer Services</i>
Melinda Tilley	<i>Cabinet Member for Children, Education &amp; Families</i>
Lorraine Lindsay-Gale	<i>Cabinet Member for Cultural &amp; Community Services</i>
David Nimmo Smith	<i>Cabinet Member for Environment</i>
Arash Fatemian	<i>Cabinet Member for Finance</i>
Louise Chapman	<i>Cabinet Member for Policy Co-ordination</i>
Hilary Hibbert-Biles	<i>Cabinet Member for Public Health &amp; the Voluntary Sector</i>

*The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on 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: 17 December 2013*

## 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 Rachel Dunn on (01865) 815279 or [rachel.dunn@oxfordshire.gov.uk](mailto:rachel.dunn@oxfordshire.gov.uk) for a hard copy of the document.

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

# AGENDA

## 1. Apologies for Absence

## 2. Declarations of Interest

- guidance note opposite

## 3. Minutes (Pages 1 - 10)

To approve the minutes of the meeting held on 15 October 2013 (**CA3**) and to receive information arising from them.

## 4. Questions from County Councillors

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

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

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

## 5. Petitions and Public Address

## 6. Action in Response to Child Sexual Exploitation in Oxfordshire (Pages 11 - 58)

*Cabinet Member:* Children, Education & Families

*Forward Plan Ref:* 2013/150

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

Report by Director for Children's Services (**CA6**).

Child sexual exploitation is among the most serious and challenging issue that Oxfordshire County Council has faced. This report sets out the council's learning and

actions in response.

***The Cabinet is asked to:***

- (a) ***Endorse the progress and actions to date and identify any further measures for consideration.***
- (b) ***Receive further reports from the Cabinet Advisory Group on Safeguarding Assurance and in relation to the Serious Case Review.***

## **7. Multi Agency Safeguarding Hub (MASH) (Pages 59 - 64)**

*Cabinet Member:* Children, Education & Families

*Forward Plan Ref:* 2013/135

*Contact:* John Dixon, Interim Deputy Director - Children's Social Care

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

This report recommends that Oxfordshire County Council develops a Multi-Agency Safeguarding Hub (MASH) in conjunction with partner agencies.

A Multi-agency Safeguarding Hub (MASH) is a multi-agency unit which pools intelligence about safeguarding referrals, securely, and provides safe and speedy triage as a basis for appropriate ongoing action. As such it is a gateway between universal services (such as Schools and GPs) and specialist and intensive services.

***The Cabinet is RECOMMENDED to endorse the development of a MASH for Oxfordshire.***

## **8. Treasury Management Mid-Term Review (2012/13) (Pages 65 - 78)**

*Cabinet Member:* Finance

*Forward Plan Ref:* 2013/097

*Contact:* Grey Ley, Financial Manager – Pension Fund Investments Tel: (01865) 323978

Report by Assistant Chief Executive & Chief Finance Officer (**CA8**).

The report sets out the Treasury Management activity undertaken in the first half of the financial year 2013/14 in compliance with the CIPFA Code of Practice. The report includes Debt and Investment activity, Prudential Indicator monitoring, changes in Strategy, and forecast interest receivable and payable for the financial year.

***The Cabinet is RECOMMENDED to note the report, and to RECOMMEND Council to note the Council's Mid-Term Treasury Management Review 2013/14.***

## **9. Final Decision on Expansion of Queensway Primary School to 2 Forms of Entry (2fe) (Pages 79 - 102)**

*Cabinet Member:* Children, Education & Families

*Forward Plan Ref: 2013/116*

*Contact: Diane Cameron, School Organisation Officer Tel: (01865) 816445*

Report by Director for Children's Services (**CA9**).

The proposal is to increase the formal published admission number from 30 to 60 children at Queensway Primary School in Banbury, on a permanent basis from September 2014. This will eventually increase the school's total capacity from its current 277 places in Years R - Y6 to a maximum of 420.

Additional classroom and supporting spaces will need to be created at the school to accommodate a permanent increase in pupil numbers, although as the school was originally built to be 2 form entry this is not necessarily required to immediately be new build.

The school has worked with the county council in admitting 60 pupils per year for the last two years as "bulge" classes, accommodating the additional children in existing permanent spaces with minimal internal remodelling required. The expectation is that more of the school's space can be brought back in to use as classrooms for at least another year. In the longer term new build may be required and will be the subject of an option appraisal, which would examine the whole site for options and would go through the planning permission process in the usual way.

A final decision on the permanent expansion of the school is now sought.

***The Cabinet is RECOMMENDED to approve the permanent expansion of Queensway Primary School with effect from 1 September 2014.***

## **10. Staffing Report - Quarter 2 - 2013 (Pages 103 - 110)**

*Cabinet Member: Deputy Leader*

*Forward Plan Ref: 2013/095*

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

Report by Head of Human Resources (**CA10**).

This report gives an update on staffing numbers and related activity during the period 1 July 2013 to 30 September 2013. It gives details of the agreed staffing numbers and establishment at 30 September 2013 in terms of Full Time Equivalents. These are also shown by directorate in Appendix 1. In addition, the report provides information on vacancies and the cost of posts being covered by agency staff. Appendix 2 shows a breakdown by service area of agency spend.

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

***(a) note the report;***

***(b) confirm that the Staffing Report meets the Cabinet's requirements in reporting and managing staffing numbers.***

## 11. Oxfordshire Local Aggregate Assessment 2013 (Pages 111 - 118)

*Cabinet Member:* Environment

*Forward Plan Ref:* 2013/131

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

Report by Deputy Director for Environment & Economy – Strategy & Infrastructure Planning (**CA11**).

The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs. The programme for preparing the plan is the subject of a separate report to this meeting.

***The Cabinet is RECOMMENDED to***

- (a) approve the 10 year average sales figures set out in the table in paragraph 19 of the report as the provision figures in the Oxfordshire Local Aggregate Assessment 2013, for use as the basis for provision for mineral working in the consultation draft Minerals and Waste Local Plan and for calculating the Oxfordshire landbank;***
- (b) authorise the Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) in consultation with the Cabinet Member for Environment to finalise the Oxfordshire Local Aggregate Assessment 2013 for publication.***

## 12. Oxfordshire Minerals and Waste Development Scheme 2013 (Pages 119 - 152)

*Cabinet Member:* Environment

*Forward Plan Ref:* 2013/130

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

Report by Deputy Director for Environment & Economy – Strategy & Infrastructure Planning (**CA12**).

The County Council is preparing a new Oxfordshire Minerals and Waste Local Plan. The Oxfordshire Minerals and Waste Development Scheme sets out the programme for the production of this plan and the planning policy documents (local development documents) that will make up the plan.

***Cabinet is RECOMMENDED to***

- (a) approve the Oxfordshire Minerals and Waste Development Scheme (Fifth Revision) 2013 at Annex 1, subject to final detailed amendment and editing, to have effect from 10 December 2013;***
- (b) authorise the Deputy Director for Environment & Economy (Strategy &***

**Infrastructure Planning) to:**

- (i) **carry out final detailed amendment and editing of the Oxfordshire Minerals and Waste Development Scheme, in consultation with the Cabinet Member for Environment;**
- (ii) **take the necessary steps to bring the revised Scheme into effect from 10 December 2013 and publish the revised Scheme, in accordance with Sections 15 and 16 of the Planning and Compulsory Purchase Act 2004 (as amended).**

**13. Forward Plan and Future Business (Pages 153 - 154)**

*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 **CA13**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

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

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

**14. Exempt Item**

**Item 15**

**It is RECOMMENDED that the public be excluded for the duration of item 15 in the Agenda since it is likely that if they were present during those items there would be disclosure of exempt information as defined in Part I of Schedule 12A to the Local Government Act 1972 (as amended) and specified in relation to the respective items in the Agenda and since it is considered that, in all the circumstances of each case, the public interest in exemption outweighs the public interest in disclosing the information.**

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

**THIS IS FOR REASONS OF COMMERCIAL SENSITIVITY AND THE FINANCIAL RISK TO THE COUNCIL IF THE CONTENTS ARE DISCLOSED.**

**THIS ALSO MEANS THAT THE CONTENTS SHOULD NOT BE DISCUSSED WITH**

**OTHERS AND NO COPIES SHOULD BE MADE.**

**15. Dix Pit Contract Variation (Pages 155 - 160)**

*Cabinet Member:* Environment

*Forward Plan Ref:* 2013/171

*Contact:* Andrew Pau, Strategic Manager, Waste & Transport Tel: (01865) 815867

Report by Director for Environment & Economy (**CA15**).

Oxfordshire County Council has a contract with FCC Environment Ltd (FCC) for the disposal of municipal waste at Dix Pit landfill site near Stanton Harcourt. The contract also provides for the operation of the Dix Pit household waste recycling centre. From summer/autumn 2014 residual waste will be sent to the energy from waste facility at Ardley for treatment and therefore use of the landfill site under this contract will end.

Discussions have taken place with FCC to determine the appropriate cost of closing the landfill and to reach an agreement to vary the contract to achieve this whilst securing the on-going provision of the household waste recycling centre.

The report seeks approval for the settlement agreement reached in principle with FCC and for delegated authority for the Director for Environment and Economy, in consultation with the Cabinet Member for Environment, to finalise the agreement and sign the contract variation.

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

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

*It is considered that in this case the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in that such disclosure would distort the proper process of free negotiations between the authority with another party for the purposes described and would prejudice the position of the authority in those negotiations and other negotiations of a similar nature in future.*

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# Agenda Item 3

## CABINET

**MINUTES** of the meeting held on Tuesday, 15 October 2013 commencing at 2.00 pm and finishing at 3.40 pm.

### Present:

**Voting Members:** Councillor Ian Hudspeth – in the Chair  
Councillor Rodney Rose  
Councillor Mrs Judith Heathcoat  
Councillor Nick Carter  
Councillor Melinda Tilley  
Councillor Lorraine Lindsay-Gale  
Councillor David Nimmo Smith  
Councillor Arash Fatemian  
Councillor Louise Chapman

**Other Members in Attendance:** Councillor Nick Hards, (Agenda Items 6 & 11)  
Councillor John Christie (Agenda Items 7 & 8)  
Councillor John Sanders (Agenda Item 9)  
Councillor Liz Brighthouse, (Agenda Item 12)

### Officers:

Whole of meeting	Joanna Simons (Chief Executive) Deborah Miller (Chief Executive's Office)
Part of Meeting	
Item	Name
10	Diane Cameron (Children, Education & Families)
11	Roy Leach (Children, Education & Families)
6	Kathy Wilcox (Corporate Finance)
7	Director for Environment & Economy, Tom Flanagan
8	Deputy Director for Oxfordshire Customer Services, Director for Environment & Economy, Andy Ball
9	Director for Environment & Economy

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

## 109/13 APOLOGIES FOR ABSENCE

(Agenda Item. 1)

An apology for absence was received on behalf of Councillor Hibbert-Biles.

## **110/13MINUTES**

(Agenda Item. 3)

The Minutes of the Meeting held on 17 September 2012 were approved and signed.

## **111/13QUESTIONS FROM COUNTY COUNCILLORS**

(Agenda Item. 4)

Councillor John Howson had given written notice of the following question to Councillor Melinda Tilley:

In view of the importance to a number of rural schools of a 'sparsity' factor being included in the DSG what briefing of councillors was conducted as a part of the consultation on changes to the funding formula advised by County officers, and were these suggested changes highlighted to councillors ahead of the Schools Forum meeting so that councillors could discuss the possibility of a sparsity factor being included with the governors and heads responsible for voting on the change to the DSG formula?

Councillor Melinda Tilley replied:

The has been no briefing for all Councillors as part of the consultation, nor have all Councillors been alerted to suggested changes prior to the Schools Forum meeting, indeed it would not be our normal practice to do so in relation to a decision which is proper to the Forum and which, through its representational membership, is able to come to a view which takes account of the interests of all schools.

Having said that, I must point out that there was no recommendation in the consultation about introducing a new sparsity factor. However, potentially eligible schools were asked to provide evidence of significant additional costs they faced as a result of their rural location before a final recommendation is made to Schools Forum. Of the 20 potentially eligible primary schools and 2 secondary schools, only three provided some evidence of additional costs. Councillor Nimmo-Smith undertook to provide Councillor Fooks with a written response to her Question.

Councillor John Howson had given written notice of the following question to Councillor Melinda Tilley:

How many unfilled places in Year 7 were there across the County in September 2013, and what is the estimate for 2014 for unfilled places at both Year 7 and Year 10 in view of the new 'direct grant' school places imposed on the County by the DfE in the secondary sector?

Councillor Melinda Tilley replied:

The number of unfilled Year 7 places will not be known until the October pupil census returns have been analysed which will probably be nearly

complete in time for the November Cabinet. At the time of the first allocation round in March 2013 there were 1022 places not allocated but not all of these will have been taken up and, in the meantime, there have been applications for places for children moving into the County.

The Heyford Park Free School, which opened in September 2013 added a further 60 Year 7 places to the Oxfordshire schools' capacity. The Banbury Space Studio School will, if it opens on schedule, add a further 75 places at year 10.

The current Year 9 cohort (Year 10 in September 2014) is approximately 5800 and the number of Year 7 places initially allocated for September 2013 was about 50 larger. Therefore, if the Banbury Space Studio School opens there are likely to be similar numbers of spare places in Year 10 in September 2014 as there are in the current Year 7.

Councillor Jean Fooks had given written notice of the following question to Councillor:

How much money is held by the County Council as S106 contributions to 'cycling measures' and how will its spending be decided?

Councillor David Nimmo-Smith replied:

I apologise for not being able to get a response to you in time for this meeting. I will send a written reply to you as soon as possible.

## **112/13 PETITIONS AND PUBLIC ADDRESS**

(Agenda Item. 5)

The following requests to address the meeting had been agreed:

Item 6, Councillor Nick Hards, Shadow Cabinet Member for Finance;  
Item 7 Councillor John Christie, Opposition Deputy Leader;  
Item 8, Councillor John Christie, Opposition Deputy Leader;  
Item 9, Mr Gibbon, Resident of Witney and Councillor John Sanders, Shadow Cabinet Member for Environment;  
Item 11, Councillor Nick Hards, Shadow Cabinet Member for Finance;  
Item 12, Councillor Liz Brighthouse, Opposition Leader.

## **113/13 FINAL DECISION ON EXPANSION OF WATCHFIELD PRIMARY SCHOOL TO 2 FORMS OF ENTRY (2FE)**

(Agenda Item. 10)

The Cabinet had before them a report (CA10) which, following a formal consultation period in September 2013, proposed an expansion of Watchfield Primary Schools to two forms of entry with effect from 1 September 2014.

The proposal was to increase the formal published admission number from 45 to 60 children, on a permanent basis from September 2014. This would eventually increase the school's total capacity from its current 315 places in Years F1- Y6 to a maximum of 420. Additional classroom and supporting spaces would need to be created at the school to accommodate the increase in pupil numbers and a feasibility study would investigate how those could best be provided.

Watchfield Primary School planned to convert to an academy in November 2013, joining a Multi-Academy Trust (MAT). The proposal to expand the school had been discussed with the MAT co-ordinator prior to commencement of the consultation process and they were supportive of the proposal.

**RESOLVED:** to approve the permanent expansion of Watchfield Primary School with effect from 1 September 2014.

## **114/13 FINANCIAL CONTRIBUTION TOWARDS THE UNIVERSITY TECHNICAL COLLEGE PROJECT IN DIDCOT**

(Agenda Item. 11)

The Department for Education had approved a proposal to create a 600 place University Technical College in Didcot. Subject to the outcome of a public consultation, which was currently underway, the UTC would serve a large catchment area covering the southern part of Oxfordshire. The UTC would make a substantial contribution towards the additional school places required to meet the needs of a rapidly growing Didcot and it was proposed that the Council make available a site on the Great Western Park development.

In addition it was proposed that the Council enhances the facilities available in the UTC, to the benefit of local pupils, by making a financial contribution towards the construction costs. Cabinet had before them a report that sought agreement to a lease of land and contribution of £2m towards construction.

Councillor Nick Hards, Shadow Cabinet Member for Finance, spoke in support of the recommendations. However, he expressed concern over the large catchment area for the college. He was concerned that the equal intake from the furthest rural areas to that from Didcot, Wallingford and Abingdon, was unachievable. He urged the Cabinet to ensure that they would do what they could to influence the selection criteria to provide for a decent intake of girls. He also expressed the caution against the College taking students from the other Secondary provision in Didcot.

Councillor Tilley responding to comments from Councillor Hards commented that the catchment area and the selection criteria for the College were not the responsibility of the County Council.

Mr Leach added that the admission rules set down for the College were in line with the code of practice and that although the UTC served a broader area than Didcot, it was likely that the uptake would be from the immediate area. He further commented that the UTC was a highly specialised area and would appeal to a limited proportion of the student population so would not take students from other schools, but that it was likely that there would be more boys than girls given the subject.

**RESOLVED:** to

- (a) approve the leasing of 2 hectares to the University Technology College trust; and
- (b) make a contribution of up to £2 million towards the construction costs of the University Technology College.

## **115/132013/14 FINANCIAL MONITORING & BUSINESS STRATEGY DELIVERY REPORT - AUGUST 2013**

(Agenda Item. 6)

The Cabinet considered a report (CA6) which set out the delivery of the Directorate Business Strategies which were agreed as part of the Service and Resource Planning Process for 2013/14 – 2016/17. Parts 1 and 2 included projections for revenue, reserves and balances as at the end of August 2013. The Capital Programme monitoring and programme update is included at Part 3.

Councillor Nick Hards, Shadow Cabinet Member for Finance, expressed concern over the level of overspend in Environment & Economy in relation to road maintenance (pot holes) and highlighted the difficult decisions to be taken in balancing maintaining the roads to an adequate standard and a huge overspend. He further expressed concern over the underspend in street lighting and sought assurance that the correct maintenance within that area was being carried out.

In relation to paragraph 29 of the report, he stressed the importance of bidding for any available grants.

In response, the Leader highlighted the need to ensure that the right strategies were in place for any funding streams bid for.

Councillor Nimmo Smith responded that the highway maintenance budget had an overspend due to exceptionally severe winters two years in a row. The Council had now caught up on pothole maintenance. He also reminded Councillor Hards that the Council had recently made successful bids for £1m funding for cycling improvements at the Plain and that the underspend in street lighting was due to a phased programme of replacing lights to LED.

**RESOLVED:** to

The Cabinet is RECOMMENDED to:

- a) note the report;
- b) approve the virement requests set out in Annex 2a;
- c) approve the transfer of the Schools Amalgamations Reserve to the Academy Conversion Support Reserve as set out in paragraph 37;
- d) approve the creation of the reserve for Job Clubs as set out in paragraph 38;
- e) note the updated Treasury Management lending list at Annex 4;
- f) approve the use of £0.300m revenue funding towards the capital project to increase the provision for 2 year olds as set out in paragraph 9;
- g) approve the changes to the Capital Programme set out in Annex 7c and the full updated Capital Programme presented in Annex 8;
- h) approve the addition of the Milton Interchange scheme in the Capital Programme as set out in paragraph 46.

## **116/13EAST-WEST RAIL LOCAL CONTRIBUTIONS**

(Agenda Item. 7)

Cabinet had before them a report (CA7) which sought agreement to the terms of a formal agreement on local contributions for East-West Rail over a 15-year period from 2014, ahead of Oxfordshire County Council entering into the agreement with Buckinghamshire County Council and the Department for Transport by October 2013.

Councillor Christie spoke in support of the recommendations. However, he expressed concern over committing to this level of investment when the Council were faced with another £60m worth of cuts. He sought assurance from the Deputy Leader, that, should the situation outlined in paragraph 14 of the report change in relation to the Council's preferred approach to the funds committed, the issue would be brought back to Cabinet for discussion.

Councillor Rose responded that the investment was very important for Oxfordshire, in particular the new link to Heathrow Airport. He stressed that the investment was over 15 years and was capital Payments not revenue and that proposed cuts such as Children's Centres could not be supported with Capital monies.

In relation to paragraph 14 of the report, the Deputy Leader indicated that East West Rail would have to cover the contribution from the City Council if they pulled out of the investment.

During discussion Cabinet stressed the importance of the City Council committing to their investment in the project.

**RESOLVED:** to approve

- (a) the principle of the agreement with Buckinghamshire County Council, with approval of the final agreement being delegated to the Deputy Leader in consultation the Head of Legal Services and the Chief Finance Officer;

- (b) the local contribution for Oxfordshire County of £11.06m and proposed payment profile as detailed in Annex 2.

## **117/13 OXFORDSHIRE CUSTOMER SERVICES (OCS) EXTERNALISATION**

(Agenda Item. 8)

Cabinet had before them a report (CA8), which following the completion of soft market testing, updated Cabinet on the outcomes and outlined recommendations for the future direction of Oxfordshire Customer Services (OCS) and Children, Education and Families (CEF) services.

Councillor John Christie, Opposition Deputy Leader welcomed the development since the last report for proposals for joint ventures rather than outsourcing for school services. He also welcomed the involvement of schools particularly in regard to recommendation (c) concerning the direct participation of schools in the procurement exercise in January. However, he expressed concern regarding the fully outsourced back office services, in particular savings realised and quality of contracts, asking that the Cabinet provide a full examination and justification of the proposals to Scrutiny before any decisions were taken because to date insufficient details had been provided.

The Deputy Leader agreed that there would need to be a full justification for the proposals but indicated that soft market testing process had confirmed the level of savings achievable and that there would be market interest.

**RESOLVED:** to endorse the following recommendations:

- (a) a single major procurement exercise with multiple lots should be undertaken, commencing January 2014 to address the following requirements:
- (i) a fully outsourced service to replace existing back office Corporate facing HR and Finance Back office services;
  - (ii) a joint venture with a national private provider OR another public sector provider to cover school back office, Schools and Learning and Foundation Years support from April 2015 –subject to (3) below;
  - (iii) skills and learning requirements should be sourced locally if possible but otherwise we should seek a joint venture with a national provider;
- (b) ICT should continue as an in-house service with the expectation that work to re-shape ICT will continue and thereby, ultimately, the majority of the service requirements will be commissioned;
- (c) final decisions about schools back office and CEF services should be taken in December after there has been an opportunity during the Autumn to shape proposals with Headteachers, Governors, Schools Forum and other stakeholders. Proposals should include arrangements for school representatives to participate directly in the major procurement exercise to begin in January 2014;

- (d) trust options for the future of the Music Service should be considered in consultation with stakeholders during the Autumn with a proposed direction of travel to be considered by Cabinet in December;
- (e) The remaining in-house delivery to meet the Council's own skills/learning needs should cease and all future requirements should be commissioned as necessary;
- (f) discussion should be opened now with local Oxfordshire providers first with a view to externalising qualification based learning and to determine the future of the remaining skills and learning provision.

## **118/13 WITNEY TRANSPORT STRATEGY - PHASE 1**

(Agenda Item. 9)

Cabinet had before them a report (CA9) which sought agreement to detailed proposals to improve the Ducklington Lane corridor; Phase 1 of the wider Witney Transport Strategy. The scheme formed part of a package of transport infrastructure investment in Witney, identified to relieve congestion and support the planned level of growth.

The report also confirmed the outcomes of a public consultation and separate Traffic Regulation Order consultation, and the subsequent changes made to the scheme design following this.

The corridor improvements included: 1) an enhanced signal control junction at the Ducklington Lane / Station Lane / Thorney Leys junction, with 3-lane approaches on all arms; 2) right-turn manoeuvres at the junction, a road safety concern raised by local drivers, will no longer be opposed as right-turn filters will be incorporated into the traffic signal phasing; 3) the southern Beechgate vehicle access is modified so that vehicles can only exit here and travel in the direction of Ducklington Lane south or the A40 on-slip; and 4) improved pedestrian and cycle crossings will also be incorporated into the Ducklington Lane / Station Lane / Thorney Leys junction design, and along Ducklington Lane (south) corridor.

Mr Gibbon, local resident and taxi driver, spoke generally in support of the improvements to Ducklington Lane whilst making specific observations regarding the layout of the scheme and in particular the Thorney Leys junction when approaching from Beechgate. He urged the Cabinet to reconsider the yellow box proposed for that junction indicating that he believed the box would lead to 10 to 15 minute waiting times. He further asked the Cabinet to consider making the Northern exit 2 lanes (one left and one right) and to increase right turns lanes at Station Lane to improve traffic flow.

Councillor Sanders, Shadow Cabinet Member for Environment expressed concern over the proposed pedestrian facilities and their impact on the traffic flow through Witney, hoping that adequate mitigation was in place. He expressed reservations that the scheme appeared to be a 'patchwork project'.



The Leader commented that the scheme was not 'patchwork' but that a phased approach had been decided upon to make the implementation safe and appropriate for the residents of Witney.

In response to the public address regarding the Thorney Leys Junction, Mr Tugwell commented that the Beechgate approach was a sliproad and signalled and so should provide plenty of opportunity for traffic to get in and out of the junction.

Regarding phasing and capacity, Mr Tugwell commented that extra capacity was being put into the junctions and that sequencing of lights also allowed people to get across junctions.

Councillor Chapman expressed the need for the Cabinet to monitor the situation closely to see how the proposals were working on the ground.

**RESOLVED:** to

- (a) note the responses received as part of the consultation;
- (b) agree the proposed changes to the scheme reflected in the revised scheme drawing as well as approve the scheme for detailed design and construction; and
- (c) delegate powers to the Director for Environment & Economy, in consultation with the Cabinet Member for Environment, to make minor amendments to the scheme.
- (d) ask officers to report back to a future meeting of the Cabinet following implementation of the Ducklington Lane Corridor improvements to assess the impact on congestion.

## **119/13CABINET BUSINESS MONITORING REPORT FOR QUARTER**

### **1**

(Agenda Item. 12)

Cabinet received a report (CA12) which provided details of performance for quarter one. The report was required so that Cabinet could monitor the performance of the Council in key service areas and be assured that progress was being made to improve areas where performance was below the expected level.

Councillor Brighouse, Opposition Leader welcomed the transparency of the new performance indicators. However, she expressed the need to consider how best to go forward with other agencies to improve delayed transfer of care and reduce the massive overspend in this area; the need to look at short term assessment beds which had led to an increase in permanent care home placements; the need for a further look at the policy of letting people into hospital in the first place and the need to work with GP's to get it right.

In relation to Children, Education & Families she expressed concern around the referral process where 36.7% of all referrals resulted in no further action at the point of referral and 83.8% of all referrals resulting in no further action

when the initial assessment was carried out. She expressed the need to ensure know whether some of these cases were re-referred and therefore close the gap.

She further expressed concerns regarding the efficiency reserves and unachievable savings and cuts, questioning whether there were enough in the reserves to cover it and whether the associated risks had been calculated.

Councillor Hudspeth, Leader of the Council thanked Councillor Brighthouse for her input into the way performance was being reported. He agreed with the need to work with GP's and National Health services . He reported that 70% of referrals were received from schools and that 75% of those referrals ended in no further action. However, he stressed the importance of schools to keep on referring.

In relation to the efficiency reserves, the Leader commented that it was a fine balancing act and stressed the importance of money not being left in the efficiency funds.

Councillor Chapman confirmed that work was being carried out around re-referrals.

**RESOLVED:** to note and discuss the performance reported in the dashboards and to make any comments necessary for performance improvements to be made.

**120/13 FORWARD PLAN AND FUTURE BUSINESS**

(Agenda Item. 13)

(Agenda Item 13)

The Cabinet considered a list of items (CA13) for the immediately forthcoming meetings of the Cabinet together with changes and additions set out in the schedule of addenda.

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

..... in the Chair

Date of signing .....

## CABINET – 26 NOVEMBER 2013

### **ACTION IN RESPONSE TO CHILD SEXUAL EXPLOITATION IN OXFORDSHIRE**

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

#### **Executive Summary**

##### **Background**

1. Following a joint police and Oxfordshire County Council investigation called Operation Bullfinch, seven men were found guilty in May 2013 of a total of 59 counts including rape and facilitating child prostitution. They were sentenced to a total of 95 years in in prison.
2. Child sexual exploitation is among the most serious and challenging issue that Oxfordshire County Council has faced. This report sets out the council's learning and actions in response. It does not pre-empt any recommendations that may come out of the independent Serious Case Review.

##### **Understanding child sexual exploitation**

3. The abuse uncovered by Operation Bullfinch is known as 'street grooming'. This involves offenders deliberately targeting their young victims with affection, alcohol and drugs; isolating them from friends and family, and then subjecting them to extreme violence, sexual abuse and trafficking.
4. Operation Bullfinch has demonstrated that victims do not always understand that they are being exploited. Social workers and other staff tried hard to address difficult behaviour. However the prevailing culture at the time meant that the council and others did not understand the grooming process or recognise the scale of the sexual abuse.
5. We now recognise that identifying and tackling cases of child sexual exploitation requires a different mind-set.

##### **National issue requiring a national response**

6. Child sexual exploitation is a national issue. Over the past few years there have been a number of high profile trials in the Midlands and north of England and in May an investigation by the Daily Mirror identified more than 50 active police investigations underway across the country and a number of trials underway.
7. A national response is needed in order for these issues to be tackled in a coherent way that will lead to effective action and prevention across the country.

8. This issue also cuts across a number of government departments. In Oxfordshire we need support from all these departments to complement the work of local agencies. We therefore welcome establishment of the Sexual Violence against Children and Vulnerable People Group, which reports directly to the Prime Minister.

### **Serious Case Review**

9. The Oxfordshire Safeguarding Children Board has commissioned a Serious Case Review, which will examine the robustness of the professional responses and whether appropriate local and national policies and professional standards were followed.
10. The serious case review is unlikely to be completed before the end of 2014. Oxfordshire County Council is committed to accepting recommendations from the Serious Case Review that will deliver improvements and make Oxfordshire children safer.

### **Learning to date from Operation Bullfinch**

11. We agree with the former Director of Public Prosecutions, that changing attitudes and seeing the child as a victim as opposed to a girl making bad choices is an essential shift that is needed across all agencies if child sexual exploitation is going to be successfully tackled.
12. A joint police and social work team is essential. The role of social workers in gaining the trust of the victims was essential and included social workers being involved in formal interview processes and providing very significant hands on support to victims and witnesses through the court process.

### **'Never give up on a child' and 'everybody's business'**

13. "Never give up on a child" is the overarching commitment which underpins the approach of all our services and partners to tackling child sexual exploitation. We think we have put good systems in place and our social workers will work tirelessly with the police and other partners to prevent this abuse.
14. We also need everyone to do what they can to help keep our children safe – to spot the warning signs and ensure that tackling child sexual exploitation is 'everybody's business'.

### **The Kingfisher Team**

15. In November 2012, social workers and Thames Valley Police set up a special joint team called Kingfisher, with support from the local health service to prevent, protect and prosecute cases of child sexual exploitation.
16. A peer review of the early impact of the Kingfisher team by the Local Government Association in March 2013 identified good practice. It also

commented on strong co-operation between Kingfisher and secondary schools.

17. We are building on the work of the Kingfisher team to develop a new Multi Agency Safeguarding Hub (MASH) - one of the recommendations of the Home Affairs Select Committee report into child sexual exploitation.

### **Professional mindsets and practice**

18. The Oxfordshire Safeguarding Children Board has produced a strategy for tackling the issue. The strategy highlights and seeks to outline a tailored response to different models of exploitation and protect all young people
19. A critical part of our approach has therefore been to raise awareness amongst all professionals of the 'warning signs', which are contained in a new screening tool.
20. Child protection training for staff working with children now includes a designated section on spotting the signs of, and responding to, child sexual exploitation. To date this training has been delivered to more than 3,500 multi-agency staff in Oxfordshire, including all frontline staff working with children.

### **Securing resources to tackle child sexual exploitation**

21. In recognition of the increasing demand for children's social care, the budget has increased from £24m in 2006/7 to £48m in 2013/14, an increase of 80% in real terms. The county council spent in excess of £3m during Operation Bullfinch on social work and other support to the investigation. This year county councillors agreed to provide an additional £1.4m to enable the recruitment of an additional 21 child protection social workers.
22. Cabinet has recently agreed to commit substantial capital resources to building four new children's homes in the county to keep children closer to home.
23. Thames Valley Police has also invested substantial additional resources and money into safeguarding children in the Child Abuse Investigation Units.

### **New approach to dealing with absconding**

24. Actions to prevent absconding include putting in place very strong management oversight and having very high expectations of school attendance and attainment, ensuring that social workers are immediately aware if a child fails to attend school and that immediate action is taken.
25. The Oxfordshire Safeguarding Children Board Inter-agency Procedure for Children Missing from Home or Care has been updated to reflect the latest guidance and there is a Missing Persons Panel that tracks and monitors all young people at highest risk within the county, on a monthly basis.

### **New placement strategy for children**

26. The Council's new strategy is based on the fundamental principle of "keeping our riskiest and most vulnerable children closest" wherever possible in order to place, educate, and provide therapeutic support within Oxfordshire. We are planning to create four new residential care homes in the county.
27. We will also seek to improve the packages of support that are available to support children to keep their placements. This involves more integrated work with mental health and youth offending services.

### **Working with schools, children and parents**

28. The council has briefed head teachers and chairs of governors across the county on child sexual exploitation.
29. The Kingfisher team have developed a model for regular multi-agency forums on child sexual exploitation which have a dual function: awareness raising and practice development of all agencies, including schools; and intelligence gathering on children of concern.
30. Actions to improve behaviour and attendance include:
  - Notifying carers of our looked after children immediately if the child fails to turn up for school.
  - Ensuring that looked-after children who are placed in Oxfordshire from outside the county are immediately placed on a school roll at our Pupil Referral Unit and provided with tutor support.
31. We are working with schools to help children understand the risks that they may face and the types of child sexual exploitation. Earlier in 2013 we showed all Oxfordshire state school year 8 and 9 children a play called Chelsea's Choice, which has now been seen by around 12,000 secondary school children in Oxfordshire, accompanied by a letter and leaflet for parents.
32. We are currently also developing a youth mentoring project (not based in schools) to work with young men focused on preventing them getting involved in sexual offending. We are also creating a parents' worker post within a local voluntary sector organisation.
33. Foster carers have also received targeted training on identifying potential 'warning signs' of child sexual exploitation.

### **Working with communities**

34. We are working closely with the police to liaise with community leaders and faith groups and taking action as needed, for example in focused work with families of potential perpetrators and targeted youth mentoring projects.
35. Multi agency funding has also been secured to employ a national charity, Street UK to carry out targeted work with mosques and to work with young

people and their families in the local South East Asian community in relation to child sexual exploitation.

## **Oxfordshire Safeguarding Children Board**

36. The Oxfordshire Safeguarding Children Board has produced a multi-agency child sexual exploitation strategy; updated its Procedures and Action Plan on child sexual exploitation; introduced a new screening tool to help professionals identify child sexual exploitation, and created a child sexual exploitation sub group.

## **Working with partners**

37. Oxfordshire Health and Wellbeing Board has included tackling child sexual exploitation as a priority in the new Joint Health and Wellbeing Strategy.
38. Oxfordshire Safer Communities Partnership (OSCP) and the District Community Safety Partnership (CSPs) are bringing together key players to share intelligence and take appropriate actions to prevent and tackle child sexual exploitation.
39. Police and Crime Commissioner funding will be used to raise awareness about how to recognise the signs of potential abuse.
40. We are already working closely with city and district councils, particularly as housing and licencing authorities and because their frontline staff need to be aware of potential warning signs and know what to do if they have concerns.
41. The health service has a key role to play in terms of identifying potential victims of this abuse and supporting their health needs, which can often be complex.
42. We support the introduction of specialist child sexual abuse courts and further protection and support for victims, including offering video-recorded cross examination, and limiting repeated cross-examination by multiple defence barristers when witnesses give evidence.
43. The council also commissions a number of housing services for children and families and vulnerable adults. We have reviewed our approach to such commissioning to ensure that the risks are minimised.

## **Recommendations**

44. The Cabinet is asked to:
  - (a) Endorse the progress and actions to date and identify any further measures for consideration.
  - (b) Receive further reports from the Cabinet Advisory Group on Safeguarding Assurance and in relation to the Serious Case Review

<b>Introduction and overarching aim</b>
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45. The 2013 Operation Bullfinch trial involving Oxfordshire victims of child sexual exploitation and defendants has been one of the most high profile of a series of similar recent cases across the country. In May 2013 seven men were found guilty of a total of 59 counts including rape, conspiracy to rape, rape of a child, sexual activity with a child, using an instrument to procure a miscarriage, facilitating child prostitution, conspiracy to facilitate child prostitution and supplying class A drugs. The men are now sentenced to a total of 95 years of imprisonment, including five life sentences.
46. Child Sexual Exploitation and the issues that have emerged from the Operation Bullfinch investigation and trial are amongst the most serious and challenging that Oxfordshire County Council has ever had to address.
47. This report sets out in some detail the council's learning and action in response to these issues. It is intended to update on the context and learning both locally and nationally and act as a bridge between previous briefings for members and the independent investigation into what happened which will be published as a Serious Case Review next year.
48. The report is not a substitute for the independent Serious Case Review and does not seek to pre-empt any recommendations that may come out of the review. The council is committed to act upon any recommendations from the review that will make Oxfordshire children safer. However, with significant local and national learning already emerging around how to spot and combat child sexual exploitation, the council is committed to establishing good practice and robust safeguarding measures in advance of the conclusion of the Serious Case Review.
49. We are concerned that if this type of abuse is happening in Oxfordshire it could be happening elsewhere. As a result, we are also proactively seeking to share our experiences and the lessons we have learnt with other local authorities to develop understanding and ensure robust safeguarding measures are in place at all levels.

### **Structure**

50. This paper is divided into three parts. The first provides some context regarding Operation Bullfinch and the Serious Case Review process that is now underway. The second sets out what we have learnt from Operation Bullfinch and the action that we have taken to date to prevent, identify and tackle child sexual exploitation. The third details what further work we have planned for the future and identifies some key national issues.



51. Further reports will be brought to Cabinet outlining the Council's response to the Serious Case Review and the findings of the Cabinet Advisory Group into safeguarding assurance.

<p><b>Part one - Context</b>  <b>Child Sexual Exploitation and Operation Bullfinch</b></p>
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52. Background information covering the definition of child sexual exploitation and some context regarding the council's broader work with children is provided in Annex A.
53. In May 2013 seven men from Oxford were found guilty of multiple serious offences and were subsequently sentenced to a total of 95 years in prison, including five life sentences demonstrating the seriousness of the offences that were committed. The council welcomes these verdicts and has publicly praised the courage of the victims for bringing about these convictions.
54. The abuse that was described in the Operation Bullfinch trial by the victims is known as 'street grooming'. This involves offenders deliberately targeting their young victims, often initially providing them with affection, alcohol, drugs and gifts before isolating them from existing friends and family networks and then subjecting them to extreme violence, sexual abuse and trafficking.
55. Our experience through Operation Bullfinch has demonstrated that this type of abuse of young and vulnerable victims is particularly complex as victims do not always understand what they are involved in or regard their involvement as exploitation. For this reason it is important that we raise awareness amongst young people and their parents and carers about the risks.
56. The earliest offences committed in Operation Bullfinch go back nearly a decade pre dating the cases in the north of England that led to the wider awareness of these issues within the social work profession and the more recent national guidance on grooming. As the investigation progressed we learnt more about how to tackle these issues and this learning has developed further since the trial.
57. As such, we now understand child sexual exploitation in a completely different light and have taken very significant action, based upon our understanding that identifying and tackling cases of child sexual exploitation requires a different mind set for everybody coming into contact with children. As detailed below, this has been rigorously driven through our entire approach to these issues.
58. Going back, we now know that while social workers and other staff tried hard to address difficult behaviour, including what was seen as young people making informed choices about sexual behaviour and dealing with young people running away, the prevailing culture and thinking at the time meant that the council and others did not fully understand the grooming process or recognise the scale of the sexual abuse and exploitation.

## Current investigations in Oxfordshire

59. The investigation into Operation Bullfinch cases continues and there have been a number of recent linked arrests.
60. The Kingfisher team, a joint police, health and social services team which was established in November 2012 to prevent, protect and prosecute cases of child sexual exploitation is actively investigating potential further cases where there is concern about a young person, with referrals from relevant agencies and from appropriate intelligence gathering. This is with a view to bringing further cases before the courts, should appropriate evidence be secured.

## Serious Case Review

61. After criminal charges were made, the Oxfordshire Safeguarding Children Board commissioned a Serious Case Review on child sexual exploitation in Oxfordshire. Annex B provides information on the Oxfordshire Safeguarding Children Board and the conduct of serious case reviews.

The Oxfordshire Safeguarding Children Board has determined that the Serious Case Review will consider the following themes from the Operation Bullfinch case:

- Identify vulnerability, risk, needs and indicators of abuse
    - Early life experiences and parental factors
    - Educational experiences
    - Missing episodes
    - The impact of the looked after child system
  - Examine what was known about child sexual exploitation: how was it assessed and understood.
  - Examine how robust and appropriate the professional responses were: what information was shared and how and what action was taken?
  - Examine whether appropriate local and national single agency and inter-agency safeguarding procedures policies and professional standards applicable at the time were followed and effective.
  - Examine how professionals engaged with and supported young people and families.
  - Establish whether practitioners were sensitive to the needs of the children and the family in their work.
62. Following the September 2013 publication of a Serious Case Review into the death of Daniel Pelka in Coventry, the Parliamentary Under Secretary of State for Children and Families has asked the Coventry Safeguarding Children Board to undertake further work to understand why failures occurred. We are also conscious of the recent letter from the minister to the Chairman of the Bradford Safeguarding Children Board outlining his “deep concerns” about the effectiveness of the Serious Case Review into the death of Hamzah Khan. Accordingly, the Oxfordshire Safeguarding Children Board is currently

considering how best to amend the above terms of reference to address these concerns and ensure that the Serious Case Review meets the highest standards of national practice.

63. A Serious Case Review Panel has been convened to oversee this review. This panel is accountable to the Oxfordshire Safeguarding Children Board. The Serious Case Review Panel is independently chaired by Paul Kerswell and comprises of a broad mix of representative agencies from across the Oxfordshire Safeguarding Children Board. Sheila Taylor, Director of the National Working Group on Child Sexual Exploitation is undertaking the function of critical friend and expert on the Serious Case Review Panel.
64. David Spicer, Barrister, is the review's Overview Author. He has a strong legal background with over 30 years of practising and advocating in all jurisdictions in the field of public child welfare and vulnerable adult law. Formerly Head of Legal Services to Nottingham County Council, over the last few years he has undertaken 16 Serious Case Reviews mainly for Welsh local authorities.
65. This is a large and complex review and the Oxfordshire Safeguarding Children Board anticipate it will be unlikely to be completed before the end of 2014.
66. Oxfordshire County Council is committed to accepting all recommendations from the Serious Case Review that will deliver improvements and make Oxfordshire children safer.

<b>Part two - Learning to date from Operation Bullfinch</b>
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67. Nationally there has been a huge amount of learning about grooming and child sexual exploitation in recent years as cases around the country have come to light and been brought before the Courts. However, successful prosecutions, such as those in the recent Oxford case are relatively few in comparison to the number of investigations that take place.
68. Key themes that we think made a difference to tackling this issue in Oxfordshire are set out below.
- i. We have learnt that successful prosecutions require a **completely new mindset and approach for all professionals** working with young people. This is a national issue, as indicated by the new guidance from the Crown Prosecution Service launched in October 2013.

Previously investigations and prosecutions have relied upon victims being willing and able to give evidence, and prosecutors and others believing their evidence. This is problematic if vulnerable young victims do not report issues to the police or do give initial evidence but then decide that they are unable to proceed or give evidence that may be inconsistent or have perceived weaknesses.

We absolutely agree with Keir Starmer, the former Director of Public Prosecutions, **that changing attitudes and seeing the child as a victim as opposed to a girl making bad choices** is an essential shift that is needed across all agencies if child sexual exploitation is going to be successfully tackled. As described by Keir Starmer:<sup>1</sup>

*'This change marks the most fundamental attitude shift across the Criminal Justice System for a generation. For too long, child sexual abuse cases have been plagued by myths about how 'real' victims behave which simply do not withstand scrutiny. The days of the model victim are over. From now on these cases will be investigated and prosecuted differently, whatever the vulnerabilities of the victim.....*

*In order that we challenge those past assumptions, I have produced a list of common myths and stereotypes around this type of offending so that we can actively challenge them in court.*

*The list of common myths and stereotypes covers:*

- *The victim invited sex by the way they dressed or acted*
- *The victim used alcohol or drugs and was therefore sexually available*
- *The victim didn't scream, fight or protest so they must have been consenting*

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<sup>1</sup> Quote from 17<sup>th</sup> October 2013 Crown Prosecution Service Press Release regarding launch of new guidelines for prosecuting child sexual abuse

- *The victim didn't complain immediately, so it can't have been a sexual assault*
- *The victim is in a relationship with the alleged offender and is therefore a willing sexual partner*
- *A victim should remember events consistently*
- *Children can consent to their own sexual exploitation*
- *CSE is only a problem in certain ethnic/cultural communities*
- *Only girls and young women are victims of CSA*
- *Children from BME backgrounds are not abused*
- *There will be physical evidence of abuse'*

These risk factors have been built into the screening tool now used by professionals in Oxfordshire to assess potential risks to children

- ii. Prior to the establishment of Operation Bullfinch and a number of areas elsewhere in the country facing this issue, there were **low levels of awareness of grooming and child sexual exploitation in Oxfordshire**, both from professionals and society more generally.

We know from national work that a more complete understanding of these issues is only now starting to emerge. We need children, parents, carers and all professionals working with children to fully understand these issues, including being able to identify risk factors and spot warning signs. This is essential as our experience is that children do not always fully understand what is happening to them and do not always make full or consistent disclosures.

We think that in Oxfordshire many of our staff were trying to tackle what we now know can be symptoms of child sexual exploitation without seeing the underlying cause or coordinated warning signs – these symptoms and warning signs, of which there may be a number or just one in isolation, include truancy, running away, violence and aggression, sexualised behaviour, criminal behaviour and drug and alcohol use

- iii. **A joint police and social work team is essential.** Operation Bullfinch was established in 2010 and involved seconding two of the council's most senior social workers to the police to work together on a long period of painstaking evidence gathering. The role of social workers in gaining the trust of the victims was essential and included social workers being involved in formal interview processes and providing very significant hands on support to victims and witnesses through the court process.

The police were also proactive in their use of a variety of police tactics to gather the evidence that was essential for the successful convictions. Our experience has suggested that we need social workers to be more like detectives, and detectives need to build better relationships with victims. This was a key feature of our approach through Operation Bullfinch and the steps we have taken subsequently, particularly through the establishment of the Kingfisher team.

69. These issues have emerged out of the work we did as part of Operation Bullfinch. The independent Serious Case Review is considering what happened to individual victims and the broader lessons for all agencies in Oxfordshire.

### **Local action to tackle child sexual exploitation**

70. The action that the council has taken has been as part of local partnership arrangements operating under the auspices of the Oxfordshire Safeguarding Children Board. We have now very significantly strengthened our approach to child sexual exploitation, seeking to address key issues from Operation Bullfinch as set out above, and are proactively learning from the emerging national understanding of good practice.
71. We are confident that these steps will ensure that children in Oxfordshire are safer. We also want to share our experiences and lessons learnt with other authorities and government in order to help strengthen safeguarding practices across the country, particularly in light of emerging new investigations into potential cases of Child Sexual Exploitation in other areas.

### **'Never give up on a child' and 'everybody's business'**

72. "Never give up on a child" is the overarching commitment which underpins the approach of all our services and partners to tackling child sexual exploitation. Our future working will be guided by our challenge to all professionals to never give up on a child. We think we have put good systems in place and our social workers will work tirelessly with the police and other partners to prevent this abuse.
73. We also need society more broadly to play a part, and for everyone to do what they can to help keep our children safe – to spot the warning signs and ensure that tackling child sexual exploitation is 'everybody's business'. This means creating much wider public awareness about risky behaviour, potential symptoms and warning signs, and encouraging a culture where people will immediately raise the alert about a child if they are worried, in the same way as they would not hesitate to report a burning building.

### **The Kingfisher Team**

74. In November 2012, social workers and Thames Valley Police set up a special joint team called Kingfisher, with support from the local health service. Building on our experience of working together on Operation Bullfinch, Kingfisher focuses on preventing, protecting and prosecuting cases of child sexual exploitation.
75. The aim is to create a centre of knowledge and skill that offers a first response to concerns about child sexual exploitation and which provides support to children, families and other professionals to reduce the risk to children through awareness raising and disruption activity and, where required, gathering evidence and achieving prosecutions.

76. The team is based at an Oxford police station and consists of 12 staff from children's social care, five police staff, one health worker, support from a young person's drug and alcohol specialist, and the Drug and Human Exploitation Officer from Oxford City Council is seconded to the team for one day per week. The team is closely linked to the Step Out project run by a local voluntary organisation which provides both individual and group work to victims and those at risk of child sexual exploitation.
77. The approach taken by the Kingfisher team is based on low caseload numbers in recognition of the time it takes to build trust and secure disclosure from children. Staff are consciously persistent and seek to build very strong relationships with young people. The team has also developed very strong relationships with other agencies, in particular with schools and Early Intervention Hubs, to raise awareness of child sexual exploitation, the potential warning signs and ensure that staff know what to do if they are concerned about a child.
78. The team holds geographically focused extended team meetings on a monthly basis with local secondary schools, the Youth Offending Service, Probation, Early Intervention staff and others. This provides an opportunity to informally discuss any concerns and promote the use of child sexual exploitation procedures and screening tools to assist in the early identification of concerns.
79. A Peer Review of the early impact of the Kingfisher team was undertaken by the Local Government Association in March 2013. This confirmed Kingfisher has good practice, taking a strong approach to finding and addressing child sexual exploitation and was positive about the effectiveness of the casework with police and social workers working closely together. It also commented on the very impressive high levels of co-operation between Kingfisher and secondary schools.
80. We have started to work with the police and other partners to build on the work of the Kingfisher team to develop a new Multi Agency Safeguarding Hub (MASH) - one of the recommendations of the Home Affairs Select Committee report into child sexual exploitation and response to localised grooming (2013)<sup>2</sup>. Proposals for the development of the Oxfordshire Multi Agency Safeguarding Hub are set out in a separate paper for the Cabinet's consideration.
81. The team continue to investigate other suspected cases that are geographically spread across the county. The police have also issued a significant number of Child Abduction Warning Notices (also known as Harboursing Notices<sup>3</sup>) and there are a number of separate cases going through

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<sup>2</sup>. <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/68/6802.htm>

<sup>3</sup> Harboursing Notices are official written warnings given to someone by the police on behalf of a parent or carer of a young person, confirm that they have no permission to associate with, or to contact or communicate with that child and that they will be arrested for child abduction if they continue to do so. Section 2 Child Abduction Act 1984 and Section 49 Children and Young Persons Act 1969.

the court system, involving a number of children who are receiving on-going support from children's social care including personalised support in providing evidence leading up to and through the trial process.

82. In Oxfordshire our experience has been that it is essential to provide extensive support to child and adult victims and witnesses. This is very resource intensive but critical to achieving outcomes. We think we have a strong model for this, built on the Kingfisher team and our experience of the Bullfinch trial, in which we had robust procedures for working jointly with the victims and their families, police, crown prosecution service, court staff and psychological support services. The support given to the Bullfinch victims and witnesses by both the police and social care was commended by Judge Rook at the conclusion of the trial
83. We have sought to share our experiences of this approach with the Crown Prosecution Service and welcome the new guidance that clarifies *'The days of the model victim are over. From now on these cases will be investigated and prosecuted differently, whatever the vulnerabilities of the victim'* (October 17<sup>th</sup> 2013).
84. The team has been working with cases that involve boys as well as girls, but has identified that there is a lack of referrals and expertise in relation to identifying boys who are at risk or victims. Funding has recently been received from the BLAST Project<sup>4</sup> to provide national expertise into work in this area.

### **Professional mindsets and practice to identify and tackle child sexual exploitation**

85. The Oxfordshire Safeguarding Children Board, which is the body charged with overseeing the multi-agency approach to safeguarding, has produced a new strategy for tackling this issue. The strategy highlights and seeks to outline a tailored response to different models of exploitation and protect all young people who may be subject to abuse (for example boys, girls, disabled children, children from ethnic minority backgrounds). The strategy is accompanied by the following tools, all of which can be found at <http://www.oscb.org.uk>
- procedures for professionals working with children
  - a screening tool that has been rolled out across agencies to help everyone working with children identify possible cases of abuse
  - a data collection tool to enable people to report their concerns in a way which the police can easily use
  - a Professionals handbook, with a foreword by Sheila Taylor, Chief Executive at National Working Group for Sexually Exploited Children and Young People

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<sup>4</sup> The BLAST project is a male only sexual exploitation project, supporting and working with boys and young men who have been, are being, or are at risk of being sexually exploited. See <http://mesmac.co.uk/blast> for further information.



86. A key aspect of all this work is changing the culture and mindsets of everyone working with children and young people, as embedded in overarching commitment across the organisation and partners to “**never give up on a child**”. We have learnt that successful investigations and prosecutions require a completely new approach for all professionals and that this needs to extend right through to providing full hands on support from social workers to victims and witnesses who often have to recount harrowing experiences through a trial process.
87. We believe it is a positive step forward that the need for change has now been recognised nationally, as set out in the publication of new guidance from the Crown Prosecution Service in October 2013. Previously investigations and prosecutions have relied upon victims being willing and able to give evidence, and prosecutors and others believing their evidence.
88. This has however proven problematic if vulnerable young victims do not report issues to the police or give initial evidence but then decide that they are unable to proceed or give evidence that may be inconsistent or have perceived weaknesses.
89. We therefore strongly agree with the former Director of Public Prosecutions that changing attitudes and seeing the child as a victim as opposed to a girl making bad choices is an essential shift that is needed across all agencies if child sexual exploitation is going to be successfully tackled and prosecuted.
90. Our experience from Operation Bullfinch was that children are not always able or willing to disclose what is happening to them, but that there are common 'warning signs' that should alert those coming into contact with children (for example in schools or other settings) that the child may be at risk or subject to this abuse. A critical part of our approach has therefore been to raise awareness amongst all professionals of the 'warning signs' and symptoms of abuse.
91. We have therefore developed and rolled out a new screening tool to help professionals recognise the 'warning signs'. The new screening tool is provided at Annex C. It sets out the key risk factors and warning signs in a simple checklist, enabling anyone working with a child to make a quick assessment and then make a referral to the Kingfisher team if needed.
92. This tool has been made available to all professionals working with children in Oxfordshire and feedback has been that this is a quick and easy way for them to consider whether a child that they may be concerned about is exhibiting some of what we now know may be warning signs that they are being exploited, and enables them to flag issues to the Kingfisher team for further advice and action if required.
93. The screening tool has been accompanied by specialist child protection training for staff working with children that now includes a designated section on spotting the signs of, and responding to, child sexual exploitation. To date

this training has been delivered to more than 3,500 multi-agency staff in Oxfordshire, including all frontline staff working with children.

## **Resources**

94. In recognition of the increasing demand for children's social care (a national trend also seen in Oxfordshire) and the importance of child protection, the council has made decisions every year to increase the budget for children's social care (see Annex A). The budget has increased from £24m in 2006/7 to £48m in 2013/14, an increase of 80% in real terms.
95. The county council spent in excess of £3m during Operation Bullfinch on social work and other support to the investigation. This year county councillors agreed to provide an additional £1.4m to enable the recruitment of an additional 21 child protection social workers. The council has made a commitment to protect resources to fund work on child sexual exploitation and frontline child protection.
96. As detailed below, Cabinet has recently agreed to commit substantial capital resources to building four new children's homes in the county to keep children closer to home.
97. Thames Valley Police has also invested substantial additional resources and money into safeguarding children in the Child Abuse Investigation Units. There is also Police Chief Officer Oversight and central supervision of all child sexual exploitation investigations.

## **New approach to dealing with absconding**

98. Actions to prevent absconding are being applied with rigour, and are producing positive results. Our local approach has been based upon our learning from Operation Bullfinch which is echoed by findings at the national level, as set out in the June 2012 report by the All Party Parliamentary Group for Runaway and Missing Children and Adults and the All Party Parliamentary Group for Looked after Children and Care Leavers.
99. For example, the county council runs two children's homes - one for girls and one for boys. The girls' home is currently rated as 'outstanding' by Ofsted, and the boys' home is rated 'good with outstanding features'. These two homes recorded 30 missing episodes between January and June 2012; 14 between July and December 2012, and only 3 between January and June 2013.
100. As a result of our experiences through Operation Bullfinch a number of key actions have been taken to prevent absconding. These include putting in place very strong management oversight and having very high expectations of school attendance and attainment, ensuring that social workers are immediately aware if a child fails to attend school and that immediate action is taken. Staff in these local authority-run homes have gained expertise in reducing and managing missing episodes which has been shared across the rest of the service and with external providers

101. The Oxfordshire Safeguarding Children Board Inter-agency Procedure for Children Missing from Home or Care has been updated to reflect the latest guidance and there is a Missing Persons Panel that tracks and monitors all young people at highest risk within the county, on a monthly basis.
102. Where other authorities have placed children within Oxfordshire, the Panel asks that the placing authority feeds back at the next panel regarding the risk management plan. The greatest challenge remains external police and multi-agency reporting, tracking and monitoring of missing young people placed by the council outside the county. We are now taking a real-time approach to share information with providers and continue to seek improvements.
103. In 2012, an audit of all young people residential placements outside Oxfordshire was conducted. This audit provided reassurance that:
  - the council was placing a relatively small number of our looked after children in residential homes out of county as compared nationally (22 out of a total of 430 looked after children);
  - care homes were appropriately vetted; and
  - children were only placed in homes with an Ofsted rating of good or above.
104. Despite these facts we remain concerned that when children are placed outside Oxfordshire it is harder to work effectively with them, and we are currently implementing a new placement strategy that seeks to reduce the need for external placements (see below).

### **New placement strategy for children in or on the edge of care**

105. As part of our ongoing drive to deliver best practice, strengthen our safeguarding processes and learn from the Bullfinch case, the Council's Cabinet agreed a new placement strategy for children in and on the edge of care in July 2013. The new strategy is based on the fundamental principle of "keeping our riskiest and most vulnerable children closest" wherever possible in order to place, educate, and provide therapeutic support within Oxfordshire.
106. The new strategy sets out how Oxfordshire County Council along with key partners will strengthen edge of care interventions to keep children with their families, support friends and family care arrangements, increase in-house fostering for harder to place children and build on the work that has been so successful in achieving permanency for many of our looked after children.
107. We will also seek to improve the packages of support that are available to support children to keep their placements. This involves more integrated work with mental health and youth offending services.
108. A specific action is to increase in-house, in-county residential provision, through the creation of an additional 12 assessment beds in two new

children's homes [six beds in each] and eight 'move-on' beds for 16-18 year olds in two further new children's homes [four beds in each].

109. This will create an overall in-county in-house residential capacity of 32 beds. Young women with child sexual exploitation issues are already being supported in our girls' residential home but this new provision will allow Oxfordshire County Council's to better protect and support young women who have experienced sexual exploitation.
110. We are also addressing the need to make effective placements for the growing numbers of boys and young men who demonstrate behaviour that puts them at risk of becoming future offenders.

## **Schools**

111. The council alerts schools to their safeguarding responsibilities via a Safeguarding in Education Network bulletin and have also briefed head teachers and chairs of governors across the county on child sexual exploitation.
112. The use of theatre workshops in schools provides staff and students with clear routes to access help and support on all issues of abuse and neglect including child sexual exploitation. Follow up work in classrooms based on the productions also provides a secure environment to discuss specific issues and for staff to prompt questions that pupils may not feel confident to ask.
113. The Kingfisher team have developed a model for regular multi-agency forums on child sexual exploitation which have a dual function: awareness raising and practice development of all agencies, including schools; and intelligence gathering on children of concern (alongside any concerns raised in local communities regarding contact between adults and children).
114. A key area where significant work has been undertaken to strengthen safeguarding of children is around the approach schools take to behaviour and attendance. Actions have included:
- Establishing a scheme where carers of our looked after children are notified immediately if the child fails to turn up for school.
  - New processes are in place to ensure that looked-after children who are placed in Oxfordshire from outside the county are immediately placed on a school roll at our Pupil Referral Unit and provided with tutor support to ensure that there is no 'gap' in their educational provision.
  - Working with schools to better understand how they address the needs of 'challenging' children through exclusions and other processes that may include reduced timetables.
  - Providing information to schools on the intended use of the 'B-code' in school registers and the role of Ofsted in ensuring that pupils are actually being safely educated off site.
  - Our new Behaviour Strategy clearly sets out that a school will retain responsibility for the educational provision of a child on fixed period

exclusion. The child only becomes the responsibility of the local authority on day 6 of a permanent exclusion and at that point a suitable full time placement needs to be identified prior to a new school placement being located.

- The council rigorously monitors performance on attendance and behaviour issues and challenges Head Teachers where there are concerns.
- Developing a directory of providers of alternative education provision who meet agreed kite marked criteria to ensure that standards are met and usage and daily attendance of pupils can be monitored.

115. Further work with Headteachers is planned as we seek to raise awareness and rapidly identify any warning signs which could be associated with child sexual exploitation.

### **Prevention work with children - drama workshops and mentoring**

116. In addition to reviewing attendance issues and exclusion processes, we are working with schools to help children understand the risks that they may face and the types of child sexual exploitation. Earlier in 2013 we showed all Oxfordshire state school year 8 and 9 children a play called Chelsea's Choice, which powerfully dramatises different grooming patterns and leads to facilitated discussions about how to stay safe.
117. This has now been seen by around 12,000 secondary school children in Oxfordshire, accompanied by a letter and leaflet for parents. This programme will continue to be rolled out each year to ensure that future cohorts of children and parents understand what child sexual exploitation is and potential warning signs.
118. We are also currently commissioning another theatre group to provide a show to all year 10 and 11 children (15-16 year olds) in Oxfordshire and are also working in partnership with Childline to roll out a project for children in the final years of primary school as we recognise that the transition from primary to secondary school is a particularly vulnerable time for children.
119. Our use of theatre workshops is not simply the showing of a play to children, rather there is a facilitated discussion and follow up work with pupils about the issues that they have seen dramatized. Also, awareness is raised with teachers and school staff and attendance by social work staff from the Kingfisher team enables key professional links to be made and any questions or child sexual exploitation concerns addressed.
120. We are currently also developing a youth mentoring project (not based in schools) to work with young men focused on preventing them getting involved in sexual offending.

### **Working with parents and carers**

121. The council has a key role to play in extending awareness and understanding of child sexual exploitation. Parents are a key group in this regard and we have significant action underway so that they can actively help us spot potential 'warning signs' of child sexual exploitation.
122. Our main route to date of working with parents has been the production of a leaflet which was provided to all parents of children in year 8 who saw the Chelsea's Choice performance. Further work is planned early in 2014, focused on working with schools and parents and campaigning around internet safety and anti-bullying. There will also be a 'Parents/Carers' Sounding Board' later in 2013 to consult further on the information and action that parents and carers would find useful.
123. We are also creating a parents' worker post within a local voluntary sector organisation. This work will target parents whose children are assessed as being at high risk or current victims of child sexual exploitation and will draw on learning from elsewhere in the country, combining groupwork and individual approaches. One of the key objectives will be to strengthen parents' strategies to protect their children and to ensure they are attending school.
124. Foster carers have also received targeted training on identifying potential 'warning signs' of child sexual exploitation.

### **Working with communities**

125. Cases across the country show that child sexual exploitation is not confined to one community, and focusing on one community risks missing the warning signs of abuse. However we note the Government's view that one particular model of street grooming is associated with men of predominantly Pakistani heritage, and we want to work with that community to stamp it out. We know that the vast majority of members of the Pakistani community in Oxford were appalled by the Bullfinch crimes.
126. In order to effectively tackle and prevent child sexual exploitation we know that you need to have good community engagement strategies. We are working closely with the police and the City Council to ensure that we are effectively liaising with community leaders and faith groups and taking action as needed, for example in focused work with families of potential perpetrators and targeted youth mentoring projects.
127. Multi agency funding has also been secured to employ a national charity, Street UK to carry out targeted work with mosques and to work with young people and their families in the local South East Asian community in relation to child sexual exploitation.

### **Partnerships**

128. Effectively preventing and tackling cases of child sexual exploitation requires an aligned approach across a number of partners and established partnerships beyond those involving children and young people and their

safeguarding. As well as the critical role for the Oxfordshire Safeguarding Children Board we are ensuring that child sexual exploitation is being considered more widely through appropriate partnership governance mechanisms.

129. Oxfordshire Health and Wellbeing Board has included tackling child sexual exploitation as a priority in the new Joint Health and Wellbeing Strategy. This will bring together both tiers of local government, the NHS and the public voice via Healthwatch in promoting a joint strategic view of the importance of this topic.
130. The Children and Young People Partnership Board is an important strategic advisory group linked to the Oxfordshire Health and Wellbeing Board. Its role is to keep all children and young people safe, raise achievement for all children and young people and narrow the gap for our most disadvantaged and vulnerable groups.
131. It has a specific function to evaluate, consider and make recommendations as to the priorities of the Health and Wellbeing Board in relation to the priorities relating to the health and wellbeing of children and young people. It has responsibility for ensuring that effective strategic partnership arrangements are in place to ensure that the lives of children and young people are improved by the delivery of better services including their health and wellbeing.
132. Oxfordshire Safer Communities Partnership (OSCP) and the District Community Safety Partnership (CSPs) are bringing together key players to ensure that appropriate mechanisms are in place to share intelligence and take appropriate actions to prevent and tackle child sexual exploitation. Work overseen by these partnerships includes:
  - Working with the Kingfisher Team on disruption patrols being undertaken by the police with support from children's social care;
  - Working with our district council partners on issues around taxi and private vehicle hire licencing ; housing provision for vulnerable young people and families; issues around guest houses, takeaways, restaurants and pubs; anti-social behaviour; community development and public protection.
  - Considering community cohesion issues.
133. In addition £30,000 of funding from the Police and Crime Commissioner will be used by the Oxfordshire Safer Communities Partnership to prevent child sexual exploitation in Oxfordshire through raising awareness about how to recognise the signs of potential abuse and what to do about it, especially amongst the local business community.
134. This funding will also support a pilot mentoring programme to work closely with those 'at risk' of perpetrating child sexual exploitation and divert them away from such activity. This will include the training and ongoing support from Street UK, referred to above. Street UK are the national leaders in

building communities' capacity and skills to challenge offending within their own ranks and develop resilience for young people.

## **District Councils**

135. As raised in the Home Affairs Select Committee's second report into child sexual exploitation and response to localised grooming<sup>5</sup>, district councils have an important role to play, particularly in terms of sharing information and concerns from frontline workers, and in their strategic roles as housing and licencing authorities.
136. As well as the county council, with statutory responsibility for children's social care, Oxfordshire has four district councils (Cherwell District Council, West Oxfordshire District Council, South Oxfordshire District Council and the Vale of White Horse District Council) as well as Oxford City Council.
137. We are working closely with our colleagues in these local authorities, housing providers and police at a local operational level to ensure that front line staff are aware of the warning signs of child sexual exploitation and know how to report any concerns that they may have. For example through the training by the Oxfordshire Safeguarding Children Board, the city council and district councils are ensuring that staff working in areas of particular concern (eg certain parks, door staff), are trained in what to look out for and what to do if they are worried about a child or young person.
138. The county council has also recently led, on behalf of the Oxfordshire Safeguarding Children Board, an awareness raising session in July 2013 with housing providers and members of the Health Improvement Board on their role in safeguarding - particularly how to spot warning signs and act on any concerns.
139. City and district council members also have an important role to play in terms of licensing of premises such as hotels, pubs and takeaways, taxis and private hire vehicles. We will continue to work closely with district councils to ensure that licensing policies keep children safe and will work closely with the police to ensure that appropriate intelligence is shared to ensure that licensing committees can take appropriate decisions.
140. Oxfordshire district councils also provide positive/diversionary activities for young people at a local level, keeping them engaged and out of risk. Examples of this include: Activator Programme; Positive Activities Programme, holiday activities; and sports, culture and art outreach.
141. Given the key role for the city and district councils the Oxfordshire Safeguarding Children Board will be asking Oxfordshire District Councils and Oxford City Council to formally receive an annual report at a Full Council

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<sup>5</sup> A second report into child sexual exploitation and response to localised grooming was published by the Home Affairs select Committee in July 2013 - see: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/68/6802.htm>



Meeting setting out the arrangements they have for combatting child sexual exploitation and the arrangements that are in place for safeguarding children generally as required by Section 11 of the Children Act 2004 (this is a requirement for an annual audit to be undertaken by each agency to ensure that it has appropriate arrangements in place for safeguarding and promoting the welfare of children of and young people and ensuring that contracted services also have regard to this need).

<b>Part three - Future work and national Issues</b>
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142. Child sexual exploitation is a national issue. Over the past few years there have been a number of high profile trials in the Midlands and north of England and in May an investigation by the Daily Mirror identified more than 50 active police investigations underway across the country and a number of trials underway.
143. In Oxfordshire the county council and other agencies have been on a huge learning curve. Some of the issues we have faced can be tackled effectively at the local level and we think we have made some good progress in these areas.
144. Other issues cut across geographic or organisational boundaries, or are systemic relating to attitudes and culture. We think that a nationally-led response is needed in order for these issues to be tackled in a coherent way that will lead to effective action and prevention across the country.
145. This is a cross cutting issue that cuts across a number of government departments including the Department for Education (both from a social care and schools perspective), the Home Office, the Department of Health, and the Department for Communities and Local Government. In Oxfordshire we need support from all these departments to complement the work of local agencies to prevent and protect children and therefore we welcome the establishment of the cross-cutting Sexual Violence against Children and Vulnerable People Group, chaired by Norman Baker MP (Minister of State for Crime Prevention) and which reports directly to the Prime Minister.
146. As set out above significant action has already been taken to tackle and reduce the risk of child sexual exploitation in Oxfordshire. However, we are mindful that there remain a number of longer term strategic risks and issues as well as the on-going learning process about child sexual exploitation which is taking place locally and nationally, which we will need to regularly identify and assess.
147. A selection of the issues and our emerging response are set out below. We expect that these will be supplemented by the formal recommendations arising from the Serious Case Review when it reports in 2014. To ensure decisions and our approach continues to be both open and accountable, further reports will be brought back to members and Cabinet, as required.

**How to best work with vulnerable adolescents who may demonstrate challenging behaviours?**

148. Victims of child sexual exploitation can sometimes demonstrate behaviours that make them difficult to engage and for professionals to work with, and we need to develop different approach to the 'child's journey' through the system, requiring better integrated working of different aspects of children's services (for example schools, Early Integration Service, children's social care,

Thriving Families Programme, adult social care, Youth Offending Service) and partner agencies.

149. We are working with schools to enable them to adopt a broader responsibility for children's wellbeing and safeguarding (as also recommended by the Home Affairs Select Committee) and a revised approach to attendance and behaviour, including managing exclusions from school in a way that keeps children safe. The county council is producing a new attendance and behaviour strategy that will address these issues.
150. The council has already implemented a new reporting system for children in care to ensure that it is immediately made aware if children are not attending school. The next steps will see the development of a model for other children who may be at risk of sexual exploitation or are otherwise vulnerable.
151. We also need to work differently with young people who may be at risk of becoming future offenders of sexual exploitation and part of our new Placement Strategy involves the integration of youth offending and mental health teams (CAMHS / Child Adolescent Harmful Behaviours service).
152. Finally, the Youth Offending Service will co-work where adolescents are presenting with risky behaviour that needs a robust management plan. Health partners are currently working with us to develop appropriate therapeutic models and agree how they will support this new initiative. We are also engaging schools in developing in-county models where risky and disruptive behaviour is never dealt with by any form of exclusion but is managed internally so that the young person has to learn to self-regulate their behaviour. The County Council will also need to work closely with Thames Valley Police to jointly assess and manage risk.

### **How to support victims who are currently being abused and do not recognise what is happening to them, or want to be supported?**

153. One of the key factors of this type of abuse, which has been seen both in the Oxfordshire case and in other cases around the country, is that children can be indoctrinated by their abusers, resulting in them being trapped and not having an understanding that what is happening to them is in fact abuse. A consequence of this is that children may repeatedly abscond to be with their abusers, this includes children initially absconding from their home environment and then, if they are taken into care as a consequence, seeking to abscond from foster care or children's homes.
154. As a result of a relentless focus on best practice absconding rates from local authority run homes have fallen dramatically in the past three years, but nonetheless there remain statutory limits to what children's home staff are able to do to prevent absconding.
155. We are determined to minimise rates of absconding and ensure that if it does happen we follow national guidelines to work with individual children to

prevent future occurrences and minimise risks to their safety and wellbeing. Our data indicate that the strategies in place in the residential children's homes are proving successful in reducing absconding.

156. We welcome the action that the government is undertaking in this area and have recently responded to the consultation on '*Improving safeguarding for looked after children: consultation on changes to the Care Planning, Placement and Case Review (England) Regulations 2010*' (Department for Education) to share our learning in this area and flag issues where we think a national lead is required.
157. In Oxfordshire, if a child repeatedly absconds from care or is regarded as being at high risk of doing so, the approach that is taken is to consider very carefully the placement environment that best reduces the risk. For example, the level of supervision, the exposure to other children who may be at risk, the distance from home and risky locations in order to remove them from easy physical reach of the abusers. As indicated above, we are currently investing additional resources to develop our capacity for placements for children with complex needs within Oxfordshire.
158. If required consideration is also given to placing the child into secure accommodation in order to remove them from easy physical reach of the abusers. Placement into secure accommodation can only be undertaken with approval by the Court under a formal Court Order on the grounds that it is the only way of keeping a child safe.
159. These placements completely curtail the young person's freedom, physically preventing them from leaving the secure accommodation. Typically, they are time-limited and can only continue subject to regular reviews as to whether the criteria continues to be met.

### **How to look for patterns 'horizontally' rather than 'vertically'?**

160. The most common model of child abuse is of children being abused within their own families. Social workers are therefore trained to identify the characteristics of this type of abuse. However, to effectively prosecute abuse, through child sexual exploitation, police and social workers need to work together in order to put pieces of complicated evidence together. We need social workers to be more like detectives and detectives need to build better relationships with victims. This is a key feature of the approach of the Kingfisher team.
161. As part of our proactive work, we have recognised characteristics which make children more likely to suffer abuse from strangers who initially befriend them. We have shared these indicators with all professionals who work with children and ensured that they know what to do if they have concerns about a child and need to make referrals to the Kingfisher team, who are looking for trends.
162. We strongly welcome the new joint protocol for information sharing in child sexual abuse cases, announced by the Crown Prosecution Service in October

2013. This means that the police and prosecutors are now expected to share and seek appropriate information about vulnerable youngsters with and from social services, schools and family courts in accordance with the protocol and a good practice model. We believe that this sort of intelligence sharing is essential to identifying patterns and spotting abuse, as we have implemented locally through the Kingfisher unit.

### **How to work as effectively as possible with the police and other agencies?**

163. The Council is working closely with Thames Valley Police, Health and other partners to ensure that improvements are made and achieved with regards to an effective and co-ordinated approach to this work.
164. In particular we are also working closely with the police to establish a Multi-Agency Safeguarding Hub (MASH), one of the recommendations for all areas of the Home Affairs Select Committee report. A separate report is provided to the Cabinet on this agenda detailing the proposed implementation locally.
165. The Kingfisher team provides a strong foundation for this development and work in Oxfordshire is well underway. It is envisaged that the Hub will house representatives from social care, local police, health professionals, education, youth offending teams and voluntary organisations. It will enable the work of the Kingfisher team to be expanded to respond to a broader range of referrals of vulnerable children, and potentially adults, on a multi-agency basis, along with providing a secure exchange of information and co-ordinating those working on the frontline.

### **What is the role of the Oxfordshire Safeguarding Children Board?**

166. The Oxfordshire Safeguarding Children Board is responsible for the co-ordination of the work of agencies responsible for safeguarding children. Its role is not operational but is about assurance that all agencies have appropriate arrangements in place and work together effectively. It is an independent body, with an Independent Chairman, Andrea Hickman.
167. The Board has produced a multi-agency child sexual exploitation strategy, updated its Procedures and Action Plan on child sexual exploitation, introduced a new screening tool to help professionals identify specific indicators of child sexual exploitation, and created a child sexual exploitation sub group which now ensures appropriate attention on this issue.
168. The Serious Case Review will look at the Board's role in challenging agencies' identification and action on issues that we now know relate to child sexual exploitation in Oxfordshire, and its ability to challenge agencies' response effectively.

### **What else is needed for an effective prevention strategy?**

169. We have already taken steps, through the roll out of the play 'Chelsea's Choice' to all year 8 and 9 children, and work with safeguarding leads in schools, to ensure that young teenagers are aware of some of the risks of grooming. However we think we need to do more.
170. Planned future work includes, for example, working with younger children (those in their final two years of primary school) to help them understand some of the issues, and also targeted work with boys and young men who may be particularly susceptible to becoming future perpetrators. We are working with a theatre company on developing a production targeted at years 10 and 11, for 15 and 16 year olds.
171. We also plan to work proactively with the voluntary and community sector in Oxfordshire, who can play a different role to the statutory sector in their work with young people, to support us both in helping identify young people who may be being abused (or at serious risk of abuse) and in terms of working with young people to prevent future offending. An awareness raising session will be set up for relevant organisations to take this work forward.

### **What more is needed to work as effectively as possible with partners?**

#### **District councils**

172. As set out above we are already working closely with city and district council colleagues as they have an important role to play, particularly as housing and licencing authorities and because their frontline staff need to be aware of potential warning signs and know what to do if they have concerns.
173. The Oxfordshire Safeguarding Children Board will continue to work closely with the city and district councils to ensure that they fulfil their obligations to take action regarding child sexual exploitation.

#### **Health partners**

174. The health service has a key role to play in terms of identifying potential victims of this abuse and supporting their health needs, which can often be complex. We support the recommendations made in the Home Affairs Select Committee Report that there should be training for all frontline health staff and sharing of sexual health information to help identify children at risk.
175. Universal Health Promotion and Prevention is also critical - we need to find ways to arm all our children with information about positive healthy relationships as well as about the warning signs of child sexual exploitation. This work will need to be with boys as well as girls.
176. The county council now commissions services to promote health in its widest sense in schools (primarily through school health nursing). We intend to find

new ways of using this service to work with schools to promote positive healthy relationships during the next year.

### **Criminal justice system**

177. The council's experience of supporting prosecutions leads us to concur with the concerns raised by the Director of Public Prosecutions, the Home Affairs Select Committee Report, and others, that the current criminal justice system does not always support victims in seeking justice due to a large number of factors - including the Crown Prosecution Service tests for witness credibility.
178. As recommended by others we would also support the introduction of specialist child sexual abuse courts and further protection and support for victims, including offering video-recorded cross examination, and limiting repeated cross-examination by multiple defence barristers when witnesses give evidence.
179. We are also seeking to work proactively with the the Sexual Violence against Children and Vulnerable People Group, chaired by Norman Baker MP (Minister of State for Crime Prevention) and which reports directly to the Prime Minister. The initial focus of the cross-departmental Group is to improve procedures for supporting witnesses through the trial process and we are keen to ensure that the Group is able to understand some of our experiences through the Operation Bullfinch investigations and prosecutions.

### **Schools**

180. As set out above we have already started working differently with schools. However we think that there is more to do, in particular reminding schools of their broader responsibilities for children's wellbeing, as well as attainment.
181. A critical element in our work with schools is on attendance and behaviour. Children are kept safe by attending school. Improved behaviour means fewer exclusions from schools. Better attendance will mean fewer children will be outside the education system where they are potentially more vulnerable to abuse.
182. Our new Attendance and Behaviour Strategy includes raising awareness of child sexual exploitation and explaining how it links to school attendance, in particular. Associated with the new strategy and its implementation are a range of continuing professional development opportunities to ensure that staff in maintained schools and academies familiarise themselves with the new requirements.
183. There is a changing landscape in the roles and relationships between schools and the local authority as many Oxfordshire schools become academies. In academies the resources for addressing issues relating to attendance and behaviour are held by the schools.

184. In such cases, the role of the local authority is to set out an overarching strategy and then work with schools and academies to encourage them to revise their individual school strategies and implement all the changes we have recommended. Ofsted will consequently wish to review the implementation as part of all future Section 5 school inspections across the county.

### **Voluntary and Community Sector**

185. The local voluntary and community sector have an important role to play in addressing this issue: for example, they may come into contact with children at risk or subject to abuse; they may provide support to victims who find it hard to engage with the statutory sector; they may have a key role to play in awareness raising and prevention; and they may also act as community intermediaries if tensions arise.
186. This is an important area that needs further development. In Oxfordshire, the Oxfordshire Stronger Communities Alliance is the partnership that brings together the voluntary and statutory sectors and importantly has agreed to hold a forum to explore how the voluntary and community sector should respond to these issues and to take this work forward.

### **How can the council best use commissioning arrangements to keep children safe?**

187. In April 2013 Public Health services became a county council responsibility. This means that we now commission a number of health services, for example, sexual health and termination services, that are likely to come into contact with children who may be at risk of child sexual exploitation, or are current victims of this abuse.
188. The council is taking active steps to ensure that current services are of the highest quality in terms of identifying any aspect of child sexual exploitation. These services are currently being re-procured and will include a strong safeguarding element in the tender specification. In addition we intend to use our experience in Oxfordshire to influence other commissioners across the county in specifying safe and high quality services, ensuring our “never give up on a child” approach is embedded in all services in Oxfordshire.
189. The council also commissions a number of housing services for children and families and vulnerable adults. We have reviewed our approach to such commissioning to ensure that the risks are identified and minimised.

### **Should we bring safeguarding approaches within children and adults services closer together?**

190. Given the synergies between risks and safeguarding for children and vulnerable adults we have been considering what broader lessons there are from this case that we should apply to adult social care. We are currently:



- Ensuring that managers and front line staff understand the issues and lessons and apply learning to adults' services as well as children's
- Ensuring that Adult Services staff are alerted to issues of child sexual exploitation and can support young adults who have been abused in this way if they go on to become users of adult social services
- Exploring developing a Multi-Agency Safeguarding Hub (MASH) that could include vulnerable adults as well as children
- Ensuring that the Adult and Children's Safeguarding Boards develop close working arrangements

### **What can other areas learn from Oxfordshire's experiences?**

191. We urge every other local authority in the country to take proactive steps to look at what is happening in their areas. Sadly this issue is not geographically limited to Oxfordshire and other places will have had similar problems and will need to ensure that they are taking effective action to address these issues and, if possible, secure similar prosecutions.
192. We know that without actively looking for it, child sexual exploitation, and the abuse of children, is very hard to uncover. We will be working with the Local Government Association and other councils to ensure that there are opportunities for others to learn from what has happened in Oxfordshire, and that the best practice we have now implemented can be shared.
193. As part of this approach we intend to invite other councils to a series of 'learning days' to share the experience in Oxfordshire and the action that we have taken to date. In particular, we now know that:
  - Child sexual exploitation can be very hidden, in order to effectively identify and tackle abuse agencies need to go looking for it
  - Awareness of the risk factors must be raised with children themselves, with parents and with the wider community
  - Stronger controls are needed in relation to social media
  - A cultural shift needed - mindsets regarding 'difficult' adolescents need to change to ensure that professionals always believe what children are telling us even if stories are inconsistent / have holes in
  - It takes time and effort to build relationships with victims in order for them to make disclosures. This is time consuming and requires specialist skills
  - Very significant victim and witness support is needed to help children and young people through the trauma involved in going to court
  - Highly effective procedures regarding children going missing are required
  - Placements out of county should be minimized wherever possible
  - It essential that there is an effective sharing of information on risk factors
  - Schools have an essential role in safeguarding / keeping children in school
  - Strong political and managerial leadership is required, backed up by financial investment where necessary

## **Developing the national agenda**

194. The council has been actively lobbying on many of these areas, for example in responding to national government consultations, and is pleased that many of these themes are now also being recognised and acted upon at a national level.
195. We would also like to acknowledge the very considerable work undertaken to raise awareness of these issues by Nicola Blackwood, MP for Oxford West and Abingdon and the action that she has taken to influence change through her successful amendment through the Anti Social Behaviour, Crime and Policing Bill to establish Sexual Harm Prevention Orders and Sexual Risk Orders, her work on the Home Affairs Select Committee in relation to Street Grooming and her campaign against child sexual exploitation, "Childhood Lost".

## **Quality Assurance Mechanisms**

196. Over the past year the council has undertaken a number of audits of practice to ensure that our approach has improved and seek continuous learning and improvement.
197. A Local Government Association led Peer Review of child sexual exploitation services was conducted in March 2013. This found current practice to be 'good' and in particular commended the working relationship between Kingfisher and schools as being excellent.
198. In addition we have undertaken an internal audit looking at the Kingfisher cases which are subject to formal Child Protection Plans; this was part of a wider audit of all those children over the age of 11 who are subject of a Child Protection Plan. The areas of the case management which were audited were management of the referral, assessment and decision making, planning and implementation, review, and the overall outcomes for the child.
199. The council has also recently commissioned a further review of current practice that will involve an external expert observing local teams.
200. In addition, at a political level, in order to continually challenge our strategic assurance arrangements and regularly benchmark our approach to tackling child sexual exploitation against best practice we have established a Cabinet Advisory Group to look into children and young people's safeguarding arrangements.
201. The cross-party Group consists of seven councillors, representing the political balance of the council and is chaired by Cllr Melinda Tilley, Cabinet member for Children and Young People. The role of the Advisory Group is to consider the council's existing strategic assurance framework for safeguarding children and young people and make any recommendations to Cabinet for changes. This work will involve considering

1. How do councillors and senior managers have assurance about front line practice and how safe things are in Oxfordshire (the council's internal quality assurance framework)?
  2. The current role of each of the groups below in the overall strategic framework.
    - Health and Wellbeing Board
    - Children and Young People's Board (including the children and young people's plan)
    - Corporate Parenting Panel
    - Panels - adoptions and fostering
    - Cabinet
    - Audit and Governance Committee
    - Performance Scrutiny Committee
  3. The council's inter-relationship with the Local Safeguarding Children Board
202. The Advisory Group will be making recommendations to Cabinet and their report is expected in early 2014.

<b>Recommendations</b>
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203. The Cabinet is asked to:
- (c) Endorse the progress and actions to date and identify any further measures for consideration.
  - (d) Receive further reports from the Cabinet Advisory Group on Safeguarding Assurance and in relation to the Serious Case Review

JIM LEIVERS  
Director of Children's Services

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## Annex A: Background information on child sexual exploitation and working with children in Oxfordshire

### Child Sexual Exploitation

204. Child sexual exploitation is a complex form of child abuse. Oxfordshire Safeguarding Children Board has adopted the following definition:

*“Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive “something” (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child’s immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain.*

*In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person’s limited availability of choice resulting from their social/economic and/or emotional vulnerability.”*

205. As part of the emerging national approach and understanding of different types of child sexual exploitation research undertaken by Barnardos (*‘Puppet On A String The Urgent Need to Cut Children Free From Child Sexual Exploitation’ (2011)*) sets out three different models:

#### Abuse Model 1: Inappropriate relationships

Usually involves one abuser who has inappropriate power – physical, emotional or financial – or control over a young person. The young person may believe they have a genuine friendship or loving relationship with their abuser. This model of 1 on 1 abuse can exist in isolation. It must be remembered that that child sexual exploitation does not necessarily involve groups or gangs or perpetrators or victims.

#### Abuse Model 2: Boyfriend

The abuser grooms victim by striking up a normal relationship with them, giving them gifts and meeting in cafes/ fast food outlets or shopping centres. A seemingly consensual sexual relationship develops but later turns abusive. Victims are required to attend parties and sleep with multiple men and threatened with violence if they try to seek help. They may also be required to introduce their friends as new victims.

#### Abuse Model 3: Organised exploitation and trafficking

Victims are trafficked through criminal networks – often between towns and cities – and forced or coerced into sex with multiple men. They may also be

used to recruit new victims. This serious organised activity can involve the buying and selling of young people.

206. Oxfordshire's response to child sexual exploitation seeks to address each of these models and takes account of the fact that these are not necessarily pure models with reality often being either a hybrid or movement from one recognised model to another as the exploitation develops.
207. Understanding and awareness of this type of abuse has grown in recent years as cases of child sexual exploitation have been uncovered. There is now a growing body of research, analysis and policy development, with significant national work underway. For example this summer a cross cutting working group was established, initially headed by Damian Green MP as Minister of State for Policing, and recently passed to Norman Baker MP, Minister of State for Crime Prevention. The group reports on a monthly basis to the Prime Minister and seeks to:
- improve multi-agency child protection so agencies are actively identifying those at risk;
  - further strengthen the safeguards against online child abuse
  - fully equip police to deal with complex and sensitive cases; and
  - ensure victims are at the heart of the criminal justice system
- Further discussion on Oxfordshire's experience in the context of the emerging learning and changing national landscape is set out in above.

### The council's approach to working with children and young people in Oxfordshire

There are approximately 130,000 children living in Oxfordshire. Whilst critically important, child sexual exploitation is only a small proportion of the work with children that is undertaken by the council and our partners.

- **77,300** primary and secondary school pupils
- **18,000** 'early years' places for 0-4 year olds
- **17,700** children accessing services through a children's centre
- **6,403** referrals to Children's Social Care
- **5,200** children and young people in open access or targeted youth sessions
- **3,468** children assessed as being 'in need' (i.e. in receipt of a child in need plan, which sets out the services that they will receive) [2012/13]
- **2,300** children with a special educational needs statement
- **430** children subject to a Child Protection Plan [2012/13]
- **416** children who were accommodated by the council (legally referred to as 'looked after children'). Of whom, **142** children subject to a full care order, **57** subject to a placement order, **63** subject to an interim care order, [2012/13]

- **131** children supported by the Youth Offending Service

The Children, Education and Families Directorate within Oxfordshire County Council leads a wide range of work for these children and young people and their families, focused on four priorities:

- **All children have a healthy start in life and stay healthy into adulthood**
- **Narrowing the gap for our most disadvantaged and vulnerable groups**
- **Keeping all children and young people safe**
- **Raising achievement for all children and young people**

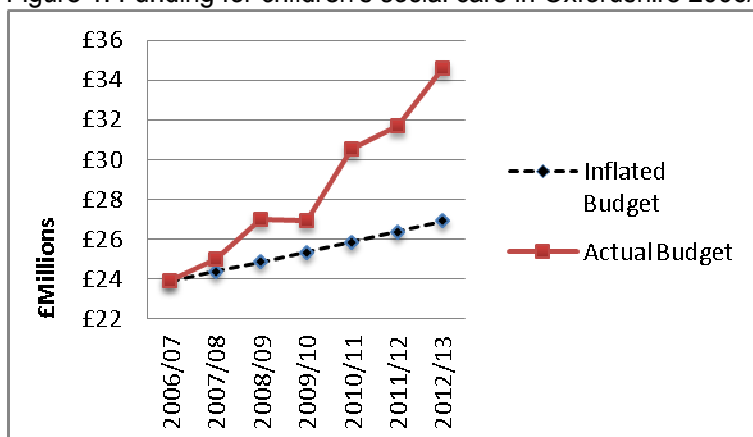
These priorities are shared with our partners, and are articulated in Oxfordshire's multi-agency Children's Plan to ensure that all Oxfordshire agencies are aligned and focus on delivering these priorities.

### About Children's Services

In its last annual performance assessment by Ofsted (March 2011) the Children, Education and Families Directorate in the County Council was assessed as 'Performs well'. Safeguarding and looked after children services were also assessed in March 2011 and were rated as 'Good'.

The council employs 155 children's social workers (122 full time equivalent), 37 family support workers (29 full time equivalent) and 144 workers based early intervention hubs (131 full time equivalent<sup>6</sup>). This includes staff previously employed as specialists (eg youth workers, connexions, attendance / behaviour, youth offending) who now take a more generic approach to provision of early intervention services.

Figure 1: Funding for children's social care in Oxfordshire 2006/7 to 2012/13



In recognition of the increasing demand for children's social care (a national trend also seen in Oxfordshire) and the importance of child protection, county councillors, who set the council's budget, have made decisions every year to

<sup>6</sup> Staffing figures as at January 2013.

increase the budget for children's social care (see figure 1). The budget has increased from £24m in 2006/7 to £48m in 2013/14, an increase of 80% in real terms.

<b>Annex B: Oxfordshire Safeguarding Children Board</b>
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208. The services and partners involved in ensuring the safety of children and young people in Oxfordshire are wide and varied. A key body is the Oxfordshire Safeguarding Children Board. This is a statutory Board whose key objectives are set out in Section 14 of the Children Act 2004. They are:
- a. To co-ordinate what is done by each person or body represented on the Board for the purpose of safeguarding and promoting the welfare of children in the area, and
  - b. To ensure the effectiveness of what is done by each such person or body for those purposes.
209. The statutory membership of the Safeguarding Children's Board is set out in Section 13(3) of the Children Act 2004. In Oxfordshire members the organisations represented are:
- Children, Education and Families Directorate, Oxfordshire County Council
  - The five Oxfordshire District Councils (shared representation)
  - Thames Valley Police
  - Thames Valley Probation Service
  - Oxfordshire Clinical Commissioning Group
  - Oxford University Hospitals NHS Trust
  - Oxford Health Foundation Trust
  - Children and Family Court Advisory and Support Service (CAFCASS)
  - NHS Commissioning Board
  - Public Health (including drug & alcohol commissioning services)
  - Adult Social and Community Services, Oxfordshire County Council
210. The Oxfordshire Board is chaired by Andrea Hickman who is independent from all statutory agencies. Andrea Hickman is a former Government Inspector for Social Care and a former Social Worker who has worked in social care since qualifying in 1975. She has been an independent social care consultant since 2005 and Independent Chair of the Oxfordshire Board since 2008.
211. Whilst the Safeguarding Children's Board do not have the power to direct other organisations, they do have a role in making clear where improvements are needed. Each Board partner also retains their own existing line of accountability for safeguarding.
212. The Board operates by assessing and assuring the effectiveness of local arrangements in relation to areas such as child protection procedures, training, safe staff recruitment, managing allegations made by children and young people; and undertaking serious case reviews to ensure that all agencies learn lessons from serious incidents and unexpected child deaths.



213. The Board also has a wider remit to ensure links with groups such as the local MAPPA (Multi-Agency Public Protection Arrangements), Oxfordshire Childrens Domestic Violence Steering Group, Oxfordshire Drug and Alcohol Area Action Team and the private and voluntary sectors.
214. Further information about the Oxfordshire Safeguarding Children Board can be found <http://www.oscb.org.uk>

### Serious case reviews

215. The following principles should be applied by Safeguarding Children Boards and their partner organisations to all reviews (taken from *Working Together to Safeguard Children, 2013*):
- there should be a culture of continuous **learning and improvement** across the organisations that work together to safeguard and promote the welfare of children, identifying opportunities to draw on what works and promote good practice;
  - the approach taken to reviews should be **proportionate** according to the scale and level of complexity of the issues being examined;
  - reviews of serious cases should be led by individuals who are **independent** of the case under review and of the organisations whose actions are being reviewed;
  - professionals must be involved fully in reviews and invited to contribute their perspectives without fear of being blamed for actions they took in good faith;
  - families, including surviving children, should be invited to contribute to reviews. They should understand how they are going to be involved and their expectations should be managed appropriately and sensitively. This is important for ensuring that the child is at the centre of the process;
  - final reports of serious case reviews must **be published**, including the LSCB's response to the review findings, in order to achieve **transparency**. The impact of SCRs and other reviews on improving services to children and families and on reducing the incidence of deaths or serious harm to children must also be described in LSCB annual reports and will inform inspections; and
  - improvement must be sustained through regular monitoring and follow up so that the findings from these reviews make a real impact on improving outcomes for children.

Serious case reviews and other case reviews should be conducted in a way which:

- recognises the complex circumstances in which professionals work together to safeguard children;
- seeks to understand precisely who did what and the underlying reasons that led individuals and organisations to act as they did;
- seeks to understand practice from the viewpoint of the individuals and organisations involved at the time rather than using hindsight;
- is transparent about the way data is collected and analysed; and

## CA6

- makes use of relevant research and case evidence to inform the findings.
- Safeguarding Children Boards may use any learning model which is consistent with the principles in this guidance, including the systems methodology recommended by Professor Munro.

<b>Annex C: Oxfordshire Safeguarding Children Board Screening Tool</b>
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### Child Sexual Exploitation Screening Tool

This screening tool should be used by all professionals working with children and young people aged 10 plus. Professionals may also decide it is appropriate to use the tool to screen younger children as nationally children as young as 8 years old have been found to be abused in this way. Boys as well as girls are abused through CSE.

Where a professional has concerns about a child the possibility that the child is being groomed for or is subject to child sexual exploitation should always be a consideration. This screening tool should help them focus on the specific indicators and determine whether further investigations are needed. The tool could be used in supervision, in discussions with parents and carers, with other professionals and with the child.

Many of the indicators of child sexual exploitation are also part of normal teenage behaviours and it is the presence of higher risk factors, or multiple other factors which may be indications of child sexual exploitation. **Where a child is aged 13 years old or younger the presence of any one high risk factor must be seen as a potential indicator and the child referred to Childrens' social care.**

Professionals need to exercise their own judgment when completing the tool. This includes capturing concerns about which they have some evidence **AND** concerns based on 'their gut feeling'. Staff should differentiate between the two and explain this in the notes section.

The classification of indicators as high, medium or low level is an arbitrary process. Professionals need to use their judgment as factors such as the child's age, any additional vulnerabilities, their history etc. may mean that what for another child would be low level for that child is high level. Workers should feel free to amend the suggested level using that judgment.

Where child sexual exploitation is suspected the worker should discuss their concerns with their manager and should also inform their agencies lead professional (contact details in the Toolkit) who will be monitoring the bigger picture for any emerging patterns. The Kingfisher Team will also provide advice.

Professionals should feel free to use the tool creatively, including as part of awareness raising work with children or in engaging parents and carers in understanding the issues.

Once completed, if it confirms concerns the professional **MUST** make a referral to children’s social care (using the standard referral form) and should include a copy of the completed screening tool. Children’s social care will take responsibility for recording the referral and where they confirm the concerns relate to CSE children’s social care will forward the referral to the Kingfisher Team who will lead on a more in depth risk assessment.

<b>Child’s Name:</b>		<b>DoB:</b>	
<b>Name and job title of Person Completing:</b>		<b>Date Completed:</b>	

<b>Indicator</b>	<b>Suggested Risk Level</b>	<b>Present Yes/No/Possible</b>
<b>Health Domain</b>		
Physical injuries such as bruising suggestive of either physical or sexual assault	High	
A sexually transmitted infection (STI), particularly if it is recurring or there are multiple STI's	High	
Pregnancy and / or seeking an abortion	High	
Sexually risky behaviour	Medium	
Self-harming	Medium	
Thoughts of or attempted suicide	Medium	
Eating disorder	Medium	
Evidence of misuse of drugs / alcohol, including associated health problems	Medium	
Change in appearance including losing weight, putting on weight,	Medium	
Learning Disability	Medium	
<b>Notes</b>		

<b>Behaviour Domain</b>		
Sexually offending behaviour	High	
Truancy / disengagement with education, or considerable change in performance at school	Medium	
Volatile behaviour exhibiting extreme array of mood swings or abusive language which is unusual for the child	Medium	
Aggressive or violent, including to pets/animals	Medium	
Becoming angry, hostile if any suspicions or concerns about their activities are expressed	Medium	
Physical aggression towards parents, siblings, pets, teachers or peers	Medium	
Detachment from age-appropriate activities	Medium	
Secretive behaviour	Medium	
Known to be sexually active	Medium	
Low self-image, low self-esteem,	Medium	
Young offender or anti-social behaviour	Medium	
Sexualised language	Medium	
Hostility in relationship with parents / carers and other family members	Medium	
Getting involved in petty crime such as shoplifting or stealing	Low	
<b>Notes</b>		

<b>Grooming Domain</b>		
Entering or leaving vehicles driven by unknown adults	High	
Excessive use of mobile phones including receiving calls late at night	High	
Reports that the child / young person has been seen in places known to be used for sexual exploitation	High	
Unexplained relationships with older adults	High	
Associating with other young people who are known to be sexually exploited, including in school	High	
Sexual relationship with a significantly older person	High	
Phone call, texts or letters from unknown adults	High	
Mobile phone being answered by unknown adult	High	
Inappropriate use of the Internet and forming relationships, particularly with adults, via the Internet. Note adults may pose as peers to entrap the child.	High	
Accounts of social activities with no plausible explanation of the source of necessary funding	High	
Having keys to premises other than those they should have	High	
Possession of money with no plausible explanation	High	
Acquisition of expensive or sexual clothes, mobile phone or other possession without plausible explanation	High	
Having keys to premises other than those they should have	High	
Having new mobile phone, several mobile phones, especially Blackberry or I phone – (because messages cannot be traced). Always have credit on their mobile phones, despite having no access to money or having no credit so phone can only be used for incoming calls.	High	
Recruiting others into sexual exploitation	High	

Seen at public toilets known for cottaging or adult venues (pubs and clubs)	High	
Adults loitering outside the child / young person's usual place of residence or school	High	
Leaving home / care setting in clothing unusual for the individual child (inappropriate for age, borrowing clothing from older young people)	High	
Wearing an unusual amount of clothing (due to hiding more sexualised clothing underneath or hiding their body)	High	
Persistently missing, staying out overnight or returning late with no plausible explanation	High	
Returning after having been missing, looking well cared for in spite of having no known home base	High	
Returning after having been missing looking dirty, dishevelled, tired, hungry, thirsty	High	
Missing for long periods, with no known home base and/or homeless	High	
Possession of excessive numbers of condoms	Medium	
New contacts with people outside of town	Medium	
<b>Notes</b>		

<b>Looked After Children Domain</b>		
Living in residential care	High	
Frequently missing from placement	High	
Multiple Placement breakdown	Medium	
Going missing with other children	Medium	
<b>Notes</b>		
<b>Family and Social Domain</b>		
A family member or known associate working in the adult sex trade	High	
Unsure about their sexual orientation, or unable to disclose sexual orientation to their family	High	
History of physical, sexual and / or emotional abuse; neglect	Medium	
Witness to domestic violence at home	Medium	
Parental difficulties; drug and alcohol misuse, mental health problems, physical or learning difficulty. Being a young carer.	Medium	
Pattern of street homelessness or sofa surfing	Medium	
Living in hostel, B & B or Foyer accommodation	Medium	
Conflict at home around boundaries, including staying out late.	Medium	
Recent bereavement or loss	Medium	



Gang association either through relatives, peers or intimate relationships	Medium	
Lacking friends their own age	Medium	
Living in a gang neighbourhood	Medium	
<b>Notes</b>		
<b>E Safety Domain</b>		
Evidence of sexual bullying and/or vulnerability through internet or social networking sites	High	
Concern that inappropriate images of a young person are being circulated via the internet / phones	High	
Exchanging inappropriate images for cash, credits or other items	High	
Receiving gifts through the post from someone the young person does not know	High	
Concern that a young person is being coerced to provide sexually explicit images	High	
Concerned that a young person is being bribed by someone for their inappropriate online activity	High	
Concern that a young person is selling sexual services via the Internet	High	
Accessing dating agencies via mobile phones (for example )2 flirt line)	Medium	
Unexplained increased mobile phone / gaming credits	Medium	
Going online during the night	Medium	
Being secretive using mobile phone for accessing websites etc, more than computers	Medium	

CA6

Unwilling to share / show online or phone contacts	Medium	
Concerns that a young person's online friendship has developed into an offline relationship	Medium	
Concern that a young person is having an online relationship	Medium	
Sharing of inappropriate images amongst friends	Medium	
New contacts with people outside of town	Medium	
Increased time on web cam, especially if in bedroom	Low	
Spending increasing amount of time with online friends and less time with friends from school or neighbourhood	Low	
Spending increasing amount of time on social networking sites including Facebook or on shared gaming sites.	Low	
<b>Total High(H), Medium(M), Low(L) concerns identified</b>	<b>H</b>	<b>M</b>
	<b>L</b>	

[Kingfisherteam@oxfordshire.gov.uk](mailto:Kingfisherteam@oxfordshire.gov.uk)

For advice telephone the Kingfisher Team on 01865335276

Division(s):

## **CABINET – 26 November 2013**

### **MULTI-AGENCY SAFEGUARDING HUB (MASH)**

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

##### **Introduction**

1. This report recommends that Oxfordshire County Council develops a Multi-Agency Safeguarding Hub (MASH) in conjunction with partner agencies.
2. A Multi-agency Safeguarding Hub (MASH) is a multi-agency unit which pools intelligence about safeguarding referrals, securely, and provides safe and speedy triage as a basis for appropriate ongoing action. As such it is a gateway between universal services (such as Schools and GPs) and specialist and intensive services.

Without an effective and appropriately supported set of universal services, and a well-functioning gateway (like an A&E does in a hospital) the more specialist services become overloaded very quickly and the consequences are expensive.

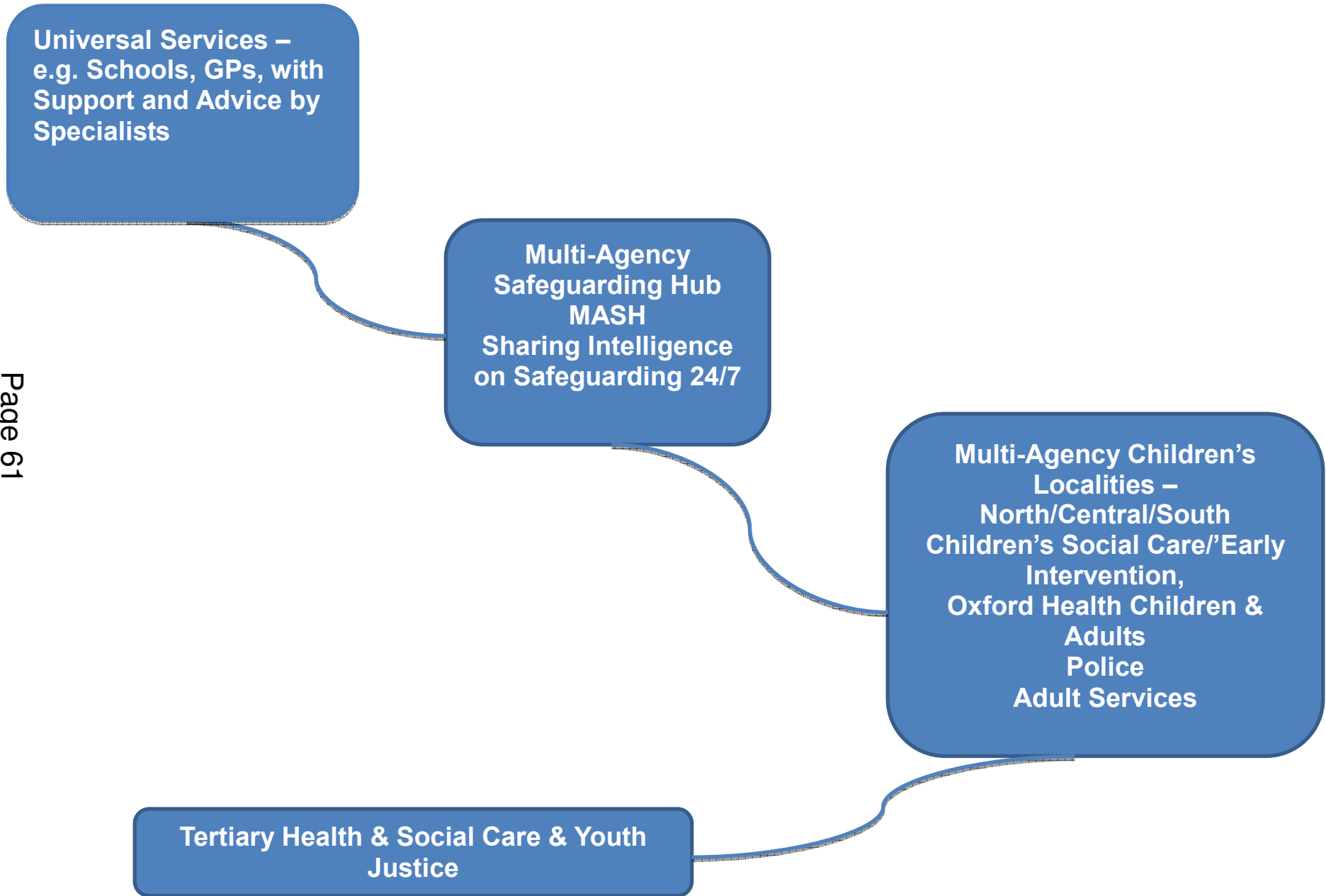
The overwhelming majority of Serious Care Reviews in Children's Social Care in the UK over the past four decades document poor inter-agency communication, failed handover arrangements and tardiness of actions as key contributing factors to tragic outcomes. A MASH is designed to overcome these factors, and also to enable other important objectives to be actioned such as supporting police investigations in child protection and for vulnerable adults. By working to shared objectives and using pooled resources it can be very effective if well designed. This includes aligning it with the rest of services.

3. The Home Office is strongly supportive of the development of MASHs and in a report published in September urged all areas to consider developing them. In Oxfordshire we have been working on a MASH since the beginning of the year, on a multi-agency basis, and have a formally constituted project in place, with a high-level Steering Group. We have visited other areas to learn from them.
4. The financial context is also an important driver. With Children Education and Families (CEF) needing to achieve significant savings by 2017 and other agencies equivalent sums, this opportunity to reshape our practice and the 'child's/adults' journey' together must be grasped. The MASH would not be an 'add on' but a fundamental reshaping of our existing processes and services, redirecting existing resources.

5. The work on MASH is a key part of the reshaping of the whole 'child's journey' and therefore fundamental to the financial reduction strategy for CEF spending. At the intensive section of the 'journey' it must lead to a reduction in expensive and sometimes ineffective agency placements. Every reduction of 5 out of County residential placements will save £1m.
6. This report or the thinking behind it has been considered within the County Council up to Cabinet level and at the Children's Partnership Board, after being worked up by a Multi-Agency Steering Group including Oxfordshire County Council Childrens and Adults Services, the Fire Service and Trading Standards, Thames Valley Police (TVP) and Oxford Health (OH).

#### **How the MASH fits with the new Integrated Child's Pathway.**

7. The MASH Steering Group, working with its related Steering Group on the Integrated Child's Pathway, has developed the following approach to the positioning of the MASH: (See diagram)
8. A key principle is that universal services such as Schools and GPs are supported by specialist services, so they can hold on to and work with more complex situations themselves but feel safe and confident to do so. 70% of our referrals to CEF Early Intervention Services come from Schools currently, and another nearly 20% from Health, with the balance from the Police and some self referrals etc. Therefore as part of the reshaping in our own early help services (Early Intervention Services) we should consider how we support those settings, very probably by co-locating social care staff in school and GP clusters. Informal advice and support has been found to be much more effective and welcome than a requirement to fill in and send on a lengthy referral form!
9. For safeguarding referrals (and almost all referrals for CEF have a safeguarding component) the MASH should constitute a single point of access. It should be 24/7 (and so subsume the Out of Hours service), and include both children with disabilities as well as mainstream referrals. It is also proposed that it should include adults' safeguarding, if not immediately, then in a second phase. It would be multi-agency, which means at least OCC, TVP, Oxford Health (OH) and with input from other disciplines. We have therefore begun discussing with others about how this would tie in with and support their services for vulnerable people, including Schools, GPs and the Districts.
10. Following triage the next stage of the pathway is the hand-off to more specialist services. These will of course include specialist health services such as Child and Adolescent Mental Health Services (CAMHS), and mainstream Children's Social Care (CSC) and also Child Disability Services. There is a strong case for aligning and co-locating our locality based services, both across Early Intervention and CSC, along with relevant Health Services. In our planning to date there has been strong support from Health colleagues for this. These newly merged service outlets would perhaps be named Localities.



11. It should be stressed that alongside the need for savings in OCC, other organisations are also having to look for similar reductions. This is a powerful driver for the improvements which streamlining and co-locating activity can deliver. Given that OH Localities are virtually co-terminous with those of CSC, there is a strong case for considering whether co-location on a north-central-south three Locality basis can be achieved. ICT and Property Services colleagues are involved in these feasibility discussions, and it seems clear that the technical infrastructure can be shared to mutual advantage, and there should be property savings which are deliverable. This would dovetail with the latest draft Early Intervention proposals to have a similar configuration.
12. It will be apparent that the property implications of all this will need to be considered corporately along with the other OCC footprint proposals. We are working up specifications which OCC and other organisations' property experts can utilise.
13. The cost envelope of the MASH must and will be smaller than the sum of its component parts, for each agency. This is based on pooling some assessment and triage functions, including across agencies.

#### **Features of the MASH**

14. An essential factor of the MASH is that it is multi-agency and co-located. Multi-agency in order to function effectively and co-located both to support the functioning but also to enable secure sharing of highly confidential intelligence in relation to referrals and investigations.
15. MASHs sidestep any futile and expensive attempt to integrate secure IT systems by instead co-locating secure terminals which are each accessed only by agencies' own staff. It is the information which is then shared and actioned. Because of co-location of staff information can be triaged and actioned within hours as opposed to the days which current arrangements often take.
16. In Oxfordshire the 'Core' Group of MASH agencies comprises Childrens and Adults Services from OCC, TVP and Oxford Health. 'Affiliates' include Housing, Fire & Rescue, and Trading Standards, who might have an intermittent presence (e.g. one day a week).
17. The MASH would be in one central location. It would be a fairly large unit including the TVP referral unit of around 15 staff and corresponding numbers from other agencies. Property Services of TVP, OCC and OH are considering options from all our existing property portfolios. There would be an opportunity for shared ICT infrastructure and the investment already made by our ICT departments can fairly readily be utilised with minimal additional cost.
18. The MASH should be 24/7, with weekend capability being particularly important, and the forthcoming review of EDT which has been instigated will dovetail with planning for this.

19. An important feature, as mentioned earlier, is that handover to Local operations is also to a multi-agency function. This represents an opportunity particularly for co-location with the Oxford Health Localities, which as stated earlier are already virtually co-terminus with those of OCC. It is at least as important a developmental opportunity as the MASH itself.
20. There is a strong commitment for Adults Services Safeguarding triage to be a part of the MASH. This is likely to be on a phased basis, with perhaps that for Adult Mental Health, Domestic Violence and younger vulnerable adults being earliest.

### **Project Management**

21. A multi-agency Steering Group has been in place since June, and a Project Initiation Document was first produced in July. Project Management is in place both by OCC and other agencies.
22. The Steering Group is now chaired by Assistant Chief Constable John Campbell; he leads for MASH development for TVP. The Steering Group comprises additionally Frances Craven, Lucy Butler and John Dixon for OCC, DCI Ray Howard for TVP and Divisional Director for Children for Oxford Health Pauline Scully. Additional representatives from Trading Standards, Fire and Rescue, ICT and HR and Property specialists also attend.
23. There are 6 work streams, with workgroups: Operations, Property and IT, Processes and SLAs, Commissioning and Engagement, Delivery and Training.
24. Governance is to the respective Executive and Member Group within each agency and to the Children's Partnership Board on behalf of the Health and Well-being Board.
25. Timescale for operational start is Summer 2014.

### **RECOMMENDATION**

26. **The Cabinet is RECOMMENDED to endorse the development of a MASH for Oxfordshire.**

JIM LEIVERS  
Director for Children's Services

Contact Officer: John Dixon, Deputy Director for Children's Social Care & YOS  
T: 01865 328545 E: john.dixon@oxfordshire.gov.uk

November 2013

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Division(s):

## **CABINET – 26 November 2013**

### **TREASURY MANAGEMENT MID-TERM REVIEW 2013/14**

#### **Report by Chief Finance Officer**

##### **Introduction**

1. The Chartered Institute of Public Finance and Accountancy's (CIPFA's) Code of Practice on Treasury Management (Revised) 2011 recommends that members are informed of Treasury Management activities at least twice a year. This report ensures this authority is embracing Best Practice in accordance with CIPFA's recommendations.
2. The following annexes are attached
  - Annex 1 Lending List Changes
  - Annex 2 Debt Financing 2013/14
  - Annex 3 PWLB Debt Maturing
  - Annex 4 Prudential Indicator Monitoring
  - Annex 5 Arlingclose Quarter 2 Benchmarking

##### **Strategy 2013/14**

3. The approved Treasury Management Strategy for 2013/14 was based on an average base rate forecast of 0.50%.
4. The Strategy for Long Term Borrowing was to use internal balances up the value of 25% of the investment portfolio.
5. The Strategy included the continued use of the services of external fund manager Investec and of pooled fund vehicles with variable net asset value.

##### **Economic Background**

6. The UK economy showed some improvement, with consumer spending boosting growth. Gross Domestic Product (GDP) for the first quarter of 2013 was revised up to +0.4% and was +0.7% for the second quarter and +0.8% for the third quarter. An even stronger figure is anticipated in the final quarter on the back of strong economic indicator data releases. Revisions by the Office of National Statistics to previous GDP data showed the UK avoided a double-dip recession in 2012, but that the downturn in 2008/09 was deeper than previously estimated.
7. Annual CPI for September was 2.7% marginally down from 2.8% for March 2013. Inflation is expected to remain close to this level throughout the autumn. Further out, inflation should fall back towards the 2% target as external price pressures fade and a revival in productivity growth from the spare capacity created during the recession curbs domestic cost pressures.

8. There was no change to UK monetary policy with official interest rates and asset purchases maintained at 0.5% and £375bn respectively. Mark Carney took over as Governor of the Bank of England in July 2013 and soon after implemented forward guidance. Within the August Inflation Report, the Bank released its forward guidance, the main element of which is to defer monetary tightening at least until the Unemployment Rate falls to a threshold of 7% (among a raft of caveats). The Bank projected that the probability of this happening would remain below 50% until 2016. The unemployment rate currently stands at 7.7%. The Governor has had to defend the Bank's guidance in the face of rising financial market expectations of an earlier rate rise on the back of the encouraging economic data.
9. In April the Fitch credit rating agency downgraded the UK credit rating one notch from AAA to AA+ becoming the second of the three major credit agencies to do so. Yields on 10 year UK Government Gilts have picked up from 1.77% to 2.72% between March 2013 and September 2013. Money market rates fell over the six month period by between 0.2% and 0.6% for one to 12 month maturities. In response to these lower rates the Council has seen the rates offered on its call account reduced, in addition to lower yields on Money Market Funds and lower rates for fixed term deposits.
10. In his testimony to Congress on 22 May the US Federal Reserve Chairman Ben Bernanke stated that, if the nascent recovery in the US economy became established, the Fed would reduce its \$85bn monthly asset purchase programme (QE). The apparent movement by the Fed towards tapering its open-ended QE programme prompted extreme asset price volatility in bonds and equities, as investors sought to crystallise gains driven by excessive liquidity. As a consequence, government bond yields spiked. There had been a growing expectation that the Federal Reserve would seek to commence 'tapering' in September but they took markets by surprise and maintained asset purchases at the existing level.
11. Whilst the outlook for the global economy appeared to have improved over the first half of calendar 2013/14, significant economic risks remain, particularly in China and the Eurozone. The Chinese banking system is facing tighter liquidity conditions as officials seek to slow down rampant credit growth, and, despite the time gained by the European Central Bank to allow individual members and the Eurozone as a whole to reform their economies, the Eurozone debt crisis has not gone away. The US recovery appeared to be in train, but a lack of agreement on the federal budget by the end of September caused a partial government shutdown at the start of October. There was also fierce debate regarding the US debt ceiling. A deal was eventually reached although this only funds the Government to 15 January and extends the Treasury's borrowing authority to 7 February when another round of political brinkmanship is anticipated.

## **Treasury Management Activity**

### **Debt Financing**

12. Oxfordshire County Council's debt financing to date for 2013/14 is analysed in Annex 2.
13. The 2013/14 borrowing strategy is to use internal balances to fund new or replacement borrowing up to the value of 25% of the portfolio. This is intended to reduce the cost of carry (the difference between borrowing rates and investment returns) in the low interest rate environment and reduce counterparty risk by minimising the level of cash balances.
14. There has been no change to this strategy.

15. The Council's cumulative total external debt has decreased from £412.38m on 1 April 2013 to £406.38m by 30 September 2013, a net decrease of £6m. No new debt financing has been arranged during the year. The total forecast external debt as at 31 March 2014, after repayment of loans maturing during the year, is £401.38m. The forecast debt financing position for 31 March 2014 is shown in Annex 2.
16. At 30 September 2013, the authority had 67 PWLB<sup>1</sup> loans totalling £356.38m and 10 LOBO<sup>2</sup> loans totalling £50m. The combined weighted average interest rate for external debt as at 30 September 2013 was 4.53%.

### **Maturing Debt**

17. The Council repaid £6m of maturing PWLB loans during the first half of the year. The details are set out in Annex 3.

### **Debt Restructuring**

18. There has been no restructuring of Long Term Debt during the year to date.

### **Investment Strategy**

19. The security and liquidity of cash was prioritised above the requirement to maximise returns. The Council continued to adopt a cautious approach to lending to financial institutions and continuously monitored credit quality information relating to counterparties.
20. A mixture of short term fixed deposits of up to 12 months and longer term fixed deposits of greater than 12 months have been arranged throughout the first half of the financial year. All deposits with banks have been restricted to a maximum duration of twelve months. Deposits over twelve months have been made exclusively with other Local Authorities. The majority of these deposits have been made for the maximum duration of three years to tie in to high credit quality counterparties over the longer term and to maximise the return available in the current low-interest environment.
21. The Council received a fourth distribution from the Landsbanki winding-up board on 12 September 2013. A total of £2.634m has now been received. The Council had £5m on deposit with Landsbanki. The latest CIPFA guidance assumes that the full amount may be recovered by 2018, although the timings and amounts of future distributions remain unknown.

### **The Council's Lending List**

22. The Council's in-house cash balances were deposited with institutions that meet the Council's approved credit rating criteria. The approved Lending List was regularly updated during the period to reflect changes in bank and building society credit ratings. Changes were reported to Cabinet on a bi-monthly basis. Annex 1 shows the amendments

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

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

incorporated into the Lending List during the first half of 2013/14, in accordance with the approved credit rating criteria.

23. In the Chancellor's Mansion House speech on 19th June he signalled his intention to sell the government's stake in the Lloyds Banking Group reasonably soon and a 6% stake was indeed sold to institutional investors on 17th September at a price of 75p. In a positive move, Fitch upgraded Lloyds' viability rating to BBB+. The changes have not had any impact on our banking relationship with Lloyds.
24. Breaches in policy have been reported to Cabinet as part of the bi-monthly financial monitoring. There has been no significant financial impact as a result of these breaches.

## **Investment Performance**

25. Security of capital has remained the Authority's main investment objective. This has been maintained by following the Authority's counterparty policy as set out in its Treasury Management Strategy for 2013/14.
26. The average daily balance of temporary surplus cash invested in-house in the six months to 30 September was £371.1m. The Council achieved an average in-house return for that period of 0.87%, marginally below the target rate of 0.90% set in the strategy. This has produced gross interest receivable of £1.610m (excluding interest accrued on Landsbanki deposits). Temporary surplus cash includes; Government grants received in advance, developer contributions, SAP school balances, council reserves and balances, working capital, trust fund balances, and various other funds to which the Council pays interest at each financial year end, based on the average rate earned on all balances.
27. The Council uses the three month inter-bank sterling bid rate as its benchmark to measure its own in-house investment performance. During the first half of 2013/14 the average three month inter-bank sterling rate was 0.38%. The Council's average in-house return of 0.87% exceeded the benchmark by 0.49%. The Council operates a number of call accounts and instant access Money Market Funds to deposit short-term cash surpluses. The average balance held on overnight deposit in money market funds or call accounts in the 6 months to 30 September was £43.9million or 12% of the total in house portfolio.

## **External Fund Managers and Pooled Funds**

28. The Council has continued to use the services of one external fund manager: Investec Asset Management Limited. Proportions of the £12.1m portfolio are invested in three different types of investment fund. The Council has invested in the 'Dynamic Model' where 5% of the portfolio is invested in a Liquidity Fund, 65% is invested in a Short Dated Bond Fund and the remaining 30% is invested in a Target Return Fund. The Target Return fund is the most volatile aspect of the portfolio, carrying greater risk but also the most opportunity for significant returns.
29. Investec's annualised return for the first six months of the year (net of management charges) was 0.00%, compared with a benchmark of 1.59%. Failure to achieve the benchmark has primarily been due to the underperformance of the Target Return and Short-Dated Bond Fund elements of the portfolio. Over the period market conditions have been volatile due to developments in the global economy and the US in particular which has impacted on performance. It should be borne in mind that the Investec portfolio is a long-

term investment and so performance needs to be considered over a longer time period. The three year return for the portfolio is 0.88% against a benchmark of 1.34%. The Treasury Management Strategy Team is continually monitoring the performance of the Investec portfolio and continues to keep all external funds under review.

30. The Council continued to use pooled funds with variable net asset value operated by Scottish Widows Investment Partnership, Federated, and Payden & Rygel. The annualised returns over the period to 30 September 2013 for these funds were 0.53%, 0.59%, and 0.17% respectively. As with the Investec fund these investments are held with a long-term view and performance is assessed accordingly.

### **Prudential Indicators for Treasury Management**

31. The position as at 30 September 2013 for the Prudential Indicators is shown in Annex 4.

### **External Performance Indicators and Statistics**

32. The County Council is a member of the CIPFA Treasury and Debt Management benchmarking club and receives annual reports comparing returns and interest payable against other authorities. The benchmarking results for 2012/13 showed that Oxfordshire County Council had achieved an average return of 0.98% compared with an average of 0.97% for their comparative group of County Councils and an average of 1.10% for all 68 members.
33. The average interest rate paid for all debt during 2012/13 was 4.52%, lower than the 4.75% average for the comparative group of 19 County Councils and the same as the all member average of 4.52%. It should be noted that all of Oxfordshire County Council's debt is long-term whereas the averages for the comparators include short-term debt which has a lower interest rate and so reduces the averages. Oxfordshire County Council had a higher than average proportion of its debt portfolio in PWLB loans at 88% compared to 76% for the all member group and 81% for the comparative group. Oxfordshire County Council had 12% of its debt in LOBO loans at 31 March 2013 compared with an average of 18% for both the all member group and comparative group.
34. Arlingclose also benchmark the Council's investment performance against its other clients on a quarterly basis. The results of the quarter 2 benchmarking to 30 September 2013 for 2013/14 are included at Annex 5.
35. The benchmarking results show that the Council has achieved higher than average interest on deposits at 30 September 2013. This has been achieved by placing deposits over a longer than average duration with institutions that are of better than average credit quality. This reflects the current investment strategy to place long term deposits with other local authorities to maximise the security of cash.

### **Training**

36. Individuals within the Treasury Management Team continued to keep up to date with the latest developments and have attended a number of external workshops. Some members of the team also visited one of our brokers to shadow them for a morning in order to gain insight in to how brokers operate.

## **Financial and Legal Implications**

37. Interest payable and receivable in relation to Treasury Management activities are only two parts of the overall Strategic Measures budget.
38. The 2013/14 budget for interest receivable is £2.115m. The forecast outturn for interest receivable is £2.859m giving net forecast excess income of £0.744m. The increased forecast in interest receivable is due to higher average cash balances due in part to the front loading of government grants and the timings of capital and revenue expenditure.
39. The 2013/14 budget for interest payable is £18.405m. The forecast outturn for interest payable is £18.536m giving a net forecast overspend of £0.131m.

## **RECOMMENDATION**

40. **The Cabinet is RECOMMENDED to note the report, and to RECOMMEND Council to note the Council's Mid-Term Treasury Management Review 2013/14.**

**LORNA BAXTER**  
**Chief Finance Officer**

Contact officer: Gregory Ley – Financial Manager Treasury Management, Contact number: 01865 323978

November 2013

**Lending List Changes during 2013/14****Counterparties added/reinstated**

Close Brothers  
Credit Suisse

**Counterparties removed**

No Counterparties have been removed from the Lending List between 1 April 2013 and 30 September 2013.

**Lending limits & Maturity limits increased**

<b>Counterparty</b>	<b>New Lending limit</b>	<b>New Maximum Maturity</b>
Standard Chartered Bank	no change	12 months
Svenska Handelsbanken	no change	12 months
JP Morgan Chase Bank	no change	9 months
HSBC Bank Plc	£25m	no change
UK Local Authorities	£30m	no change
Morgan Stanley MMF	£5m	no change
Federated MMF	£12m	no change

**Lending limits & Maturity limits decreased**

<b>Counterparty</b>	<b>New Lending limit</b>	<b>New Maximum Maturity</b>
Royal Bank of Scotland	no change	Overnight (was increased to 6 months earlier in period)
Nationwide Building Society	no change	6 months (was increased to 9 months earlier in period)

## OXFORDSHIRE COUNTY COUNCIL DEBT FINANCING 2013/14

<u>Debt Profile</u>		£m
1. PWLB	90%	362.37
2. Money Market LOBO loans	12%	50.00
3. Sub-total External Debt		412.37
4. Internal Balances	-2%	-9.04
<b>5. Actual Debt at 31 March 2013</b>	<b>100%</b>	<b>403.33</b>
6. Government Supported Borrowing		0.00
7. Unsupported Borrowing		12.33
8. Borrowing in Advance		0.00
9. Minimum Revenue Provision		-16.82
<b>10. Forecast Debt at 31 March 2014</b>		<b>398.84</b>
<b><u>Maturing Debt</u></b>		
11. PWLB loans maturing during the year		-11.00
12. PWLB loans repaid prematurely in the course of debt restructuring		0.00
<b>13. Total Maturing Debt</b>		<b>-11.00</b>
<b><u>New External Borrowing</u></b>		
14. PWLB Normal		0.00
15. PWLB loans raised in the course of debt restructuring		0.00
16. Money Market LOBO loans		0.00
<b>17. Total New External Borrowing</b>		<b>0.00</b>
<b><u>Debt Profile Year End</u></b>		
18. PWLB	88%	351.37
19. Money Market LOBO loans	13%	50.00
20. Sub-total External Debt		401.37
21. Internal Balances	-1%	-2.53
<b>22. Forecast Debt at 31 March 2014</b>	<b>100%</b>	<b>398.84</b>



Line

- 1 – 5 This is a breakdown of the Council's debt at the beginning of the financial year (1 April 2013). The PWLB is a government agency operating within the Debt Management Office. LOBO (Lender's Option/ Borrower's Option) loans are long-term loans, with a maturity of up to 60 years, which includes a re-pricing option for the bank at predetermined time intervals. Internal balances include provisions, reserves, revenue balances, capital receipts unapplied, and excess of creditors over debtors.
- 6 'Government Supported Borrowing' is the amount that the Council can borrow in any one year to finance the capital programme. This is determined by Central Government, and in theory supported through the Revenue Support Grant (RSG) system.
- 7 'Unsupported Borrowing' reflects Prudential Borrowing taken by the authority whereby the associated borrowing costs are met by savings in the revenue budget.
- 8 'Borrowing in Advance' is the amount the Council borrowed in advance to fund future capital finance costs.
- 9 The amount of debt to be repaid from revenue. The sum to be repaid annually is laid down in the Local Government and Housing Act 1989, which stipulates that the repayments must equate to at least 4% of the debt outstanding at 1 April each year.
- 10 The Council's forecast total debt by the end of the financial year, after taking into account new borrowing, debt repayment and movement in funding by internal balances.
- 11 The Council's normal maturing PWLB debt.
- 12 PWLB debt repaid early during the year.
- 13 Total debt repayable during the year.
- 14 The normal PWLB borrowing undertaken by the Council during 2013/14.
- 15 New PWLB loans to replace debt repaid early.
- 16 The Money Market borrowing undertaken by the Council during 2013/14.
- 17 The total external borrowing undertaken.
- 18-22 The Council's forecast debt profile at the end of the year.

**Long-Term Debt Maturing 2013/14****Public Works Loan Board: Loans Matured during first half of 2013/14**

<b>Date</b>	<b>Amount £m</b>	<b>Rate %</b>
22/05/2013	5.000	4.20%
13/07/2013	0.500	2.35%
31/07/2013	0.500	2.35%
<b>Total</b>	<b>6.000</b>	

**Public Works Loan Board: Loans Due to Mature during second half of 2013/14**

<b>Date</b>	<b>Amount £m</b>	<b>Rate %</b>
31/12/2013	4.000	4.90%
13/01/2013	0.500	2.35%
31/01/2013	0.500	2.35%
<b>Total</b>	<b>5.000</b>	

**Prudential Indicators Monitoring at 30 September 2013****Authorised and Operational Limit for External Debt**

<b>External Debt</b>	<b>Operational Limit £m</b>	<b>Authorised Limit £m</b>	<b>Actual 30/09/13 £m</b>	<b>Forecast 31/03/14 £m</b>
Borrowing	475	485	406	401
Other Long-Term Liabilities	6	6	6	6
<b>TOTAL External Debt</b>	<b>481</b>	<b>491</b>	<b>412</b>	<b>407</b>

Capital Financing Requirement for year £428,177,000.00

**Fixed Interest Rate Exposure**

Fixed Interest Net Borrowing limit 150.00%  
Actual at 30 September 2013 151.57%

**Variable Interest Rate Exposure**

Variable Interest Net Borrowing limit 25.00%  
Actual at 30 September 2013 -51.57%

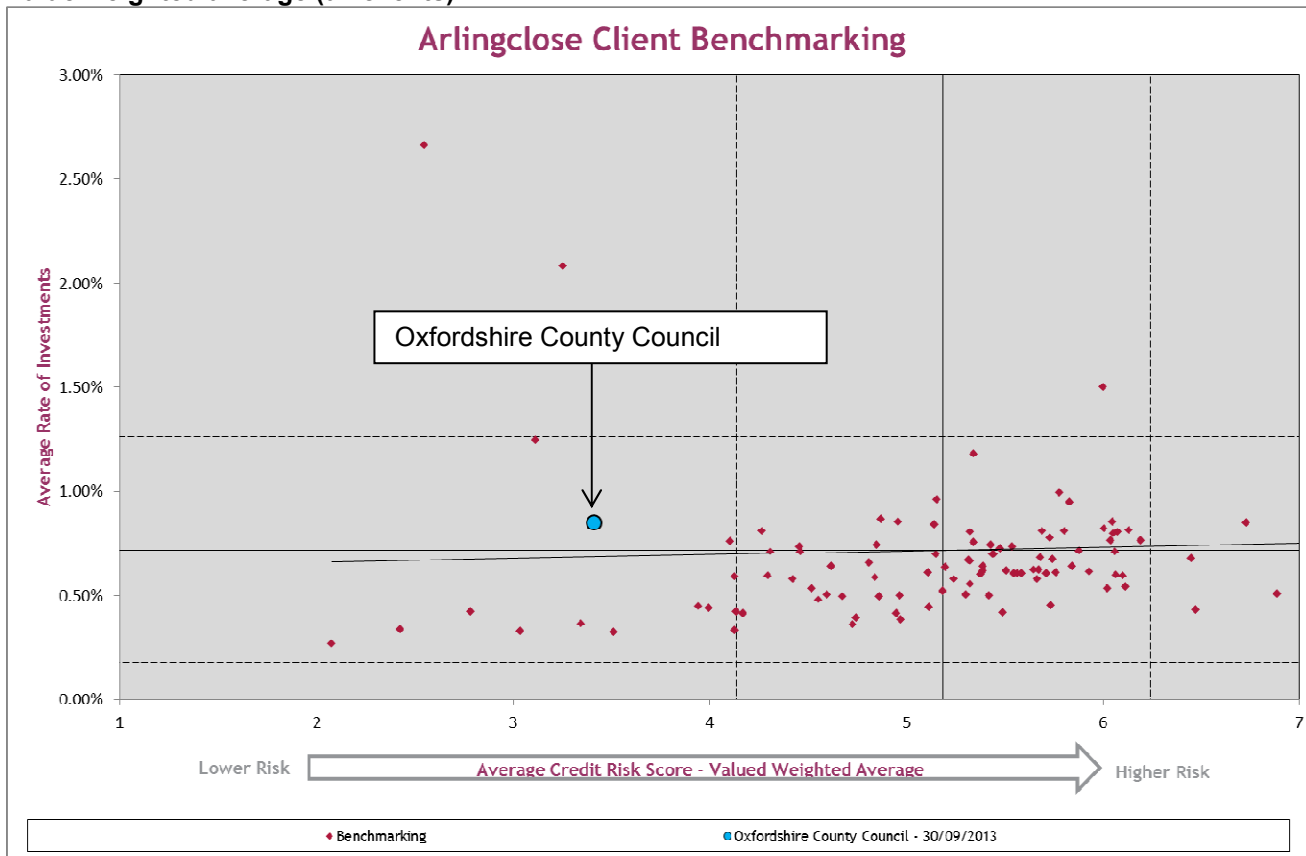
**Sums Invested over 365 days**

Total sums invested for more than 364 days limit £100,000,000  
Actual sums invested for more than 364 days £ 98,365,590

**Maturity Structure of Borrowing**

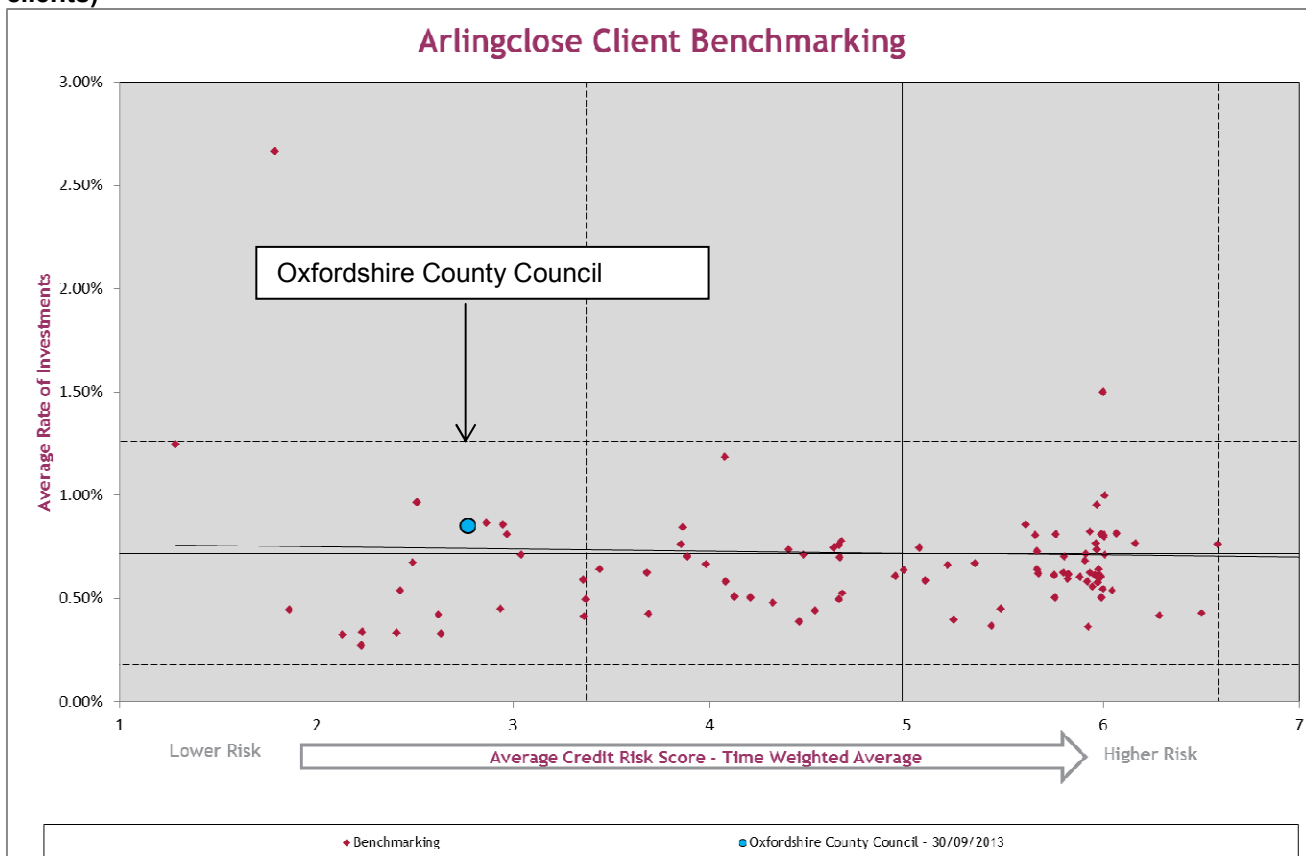
	<b>Limit %</b>	<b>Actual %</b>
Under 12 months	0 - 20	6.40
12 – 24 months	0 - 25	2.71
24 months – 5 years	0 - 35	16.73
5 years to 10 years	5 - 40	12.06
10 years +	50 - 95	62.10

Value weighted average (all clients)



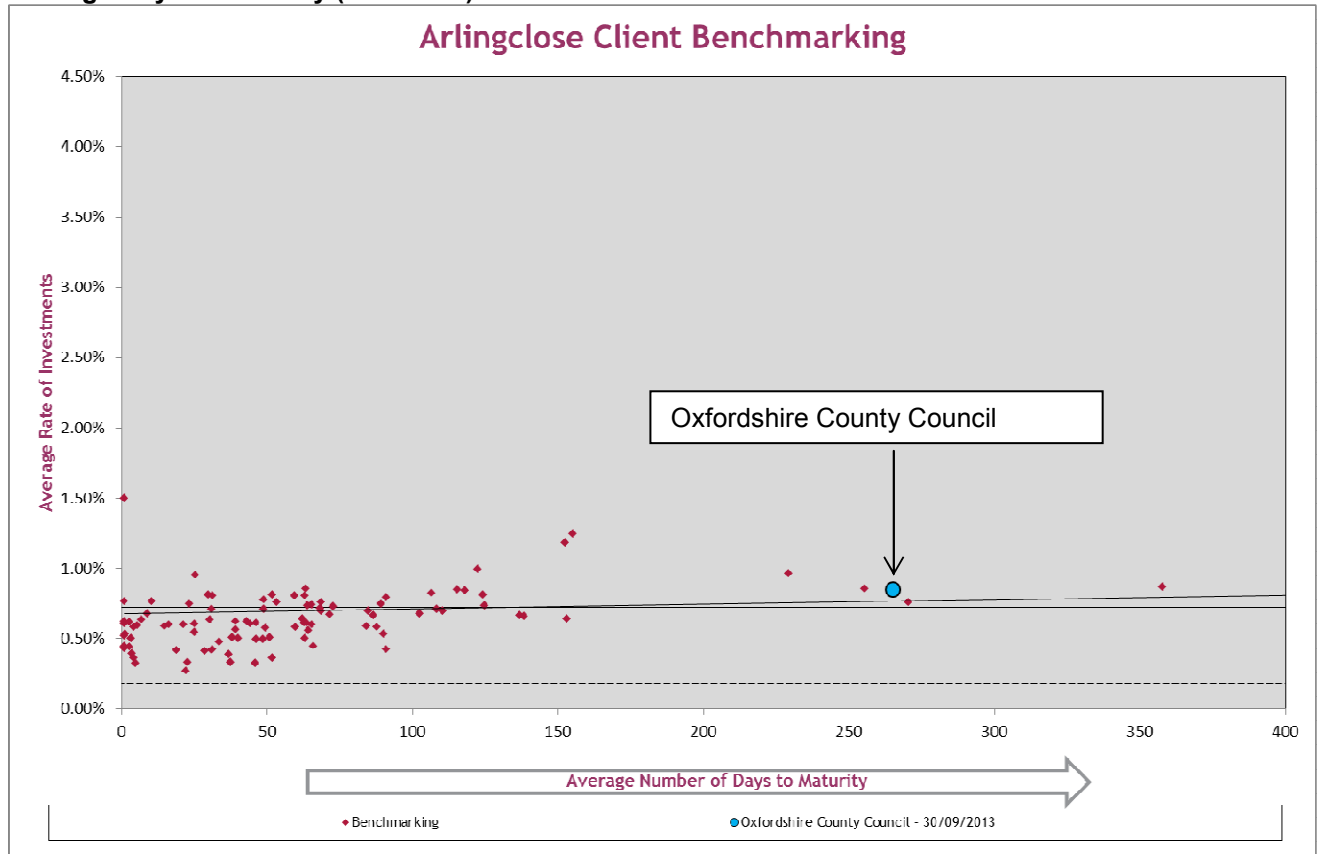
This graph shows that, at 30 September 2013, Oxfordshire achieved a higher than average return for lower than average credit risk, weighted by deposit size.

Time weighted Average (all clients)



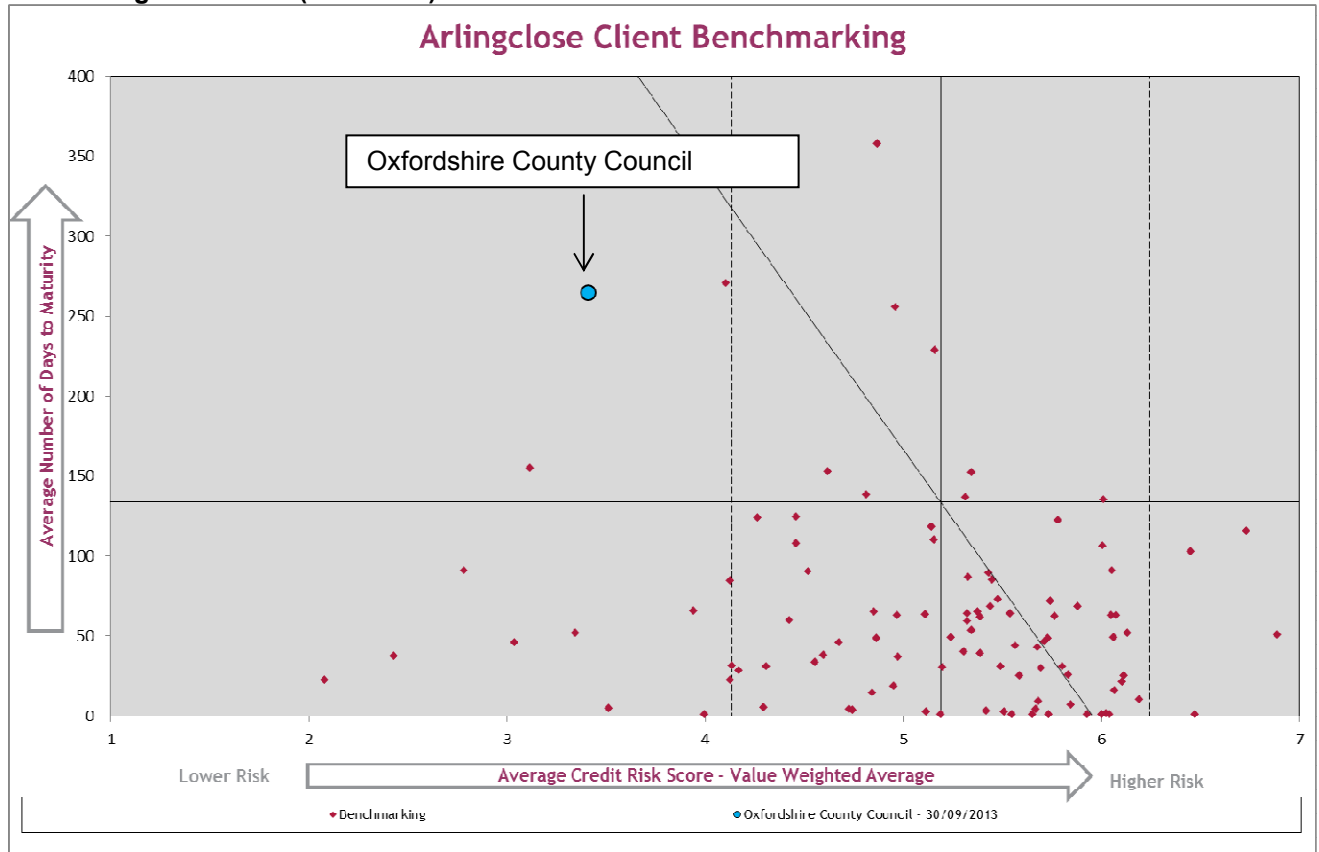
This graph shows that, at 30 September 2013, Oxfordshire achieved higher than average return for lower than average credit risk, weighted by duration.

**Average Days to Maturity (all clients)**



This graph shows that, at 30 September 2013, Oxfordshire achieved a higher than average return by placing deposits for longer than average duration.

**Value Weighted Credit (all clients)**



This graph shows that, at 30 September 2013, Oxfordshire had a higher than average duration for deposits and that these deposits are made with institutions with lower than average credit risk when weighted by deposit size.

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Division(s): Banbury Ruscote Also affecting: All Banbury Divisions
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## **CABINET – 26 NOVEMBER 2013**

### **FINAL REPORT ON RESPONSE TO STATUTORY NOTICE TO EXPAND QUEENSWAY PRIMARY SCHOOL, BANBURY**

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

#### **Introduction**

1. At the meeting on 16 July 2013 the Cabinet agreed to the publication of formal proposals to expand Queensway Primary School from 1form entry to 2 form entry. The report outlining the basis for this decision is available to view on Oxfordshire County Council's website under the Cabinet papers.
2. The statutory notice (attached at Annex 1) was published by the county council in the Banbury Cake newspaper on 12 September 2013 and expired following 4 weeks of formal consultation on 10 October 2013. In accordance with legislation the notice was also posted at the school gate and sent to the local library. A copy of the full proposal (attached at Annex 2) and the notices were sent to the governing body and the Secretary of State and additionally made available on the Oxfordshire County Council website.
3. The decision-making power in terms of determining the notice lies with the Cabinet or can be delegated to the Cabinet Member for Schools Improvement (if there have been no objections). In meeting as 'decision-maker' the Cabinet or Cabinet Member must have regard to government guidance and statutory timescales otherwise a decision can be referred to the independent Schools' Adjudicator for reconsideration. The decision must be made within 2 months of the close of the notice period; as a consequence, it is necessary for the Chairman of the Council to determine that the decision cannot be subject to 'call-in' as this would, in most cases, prevent a decision being finalised within the required timescale and mean that the Cabinet's role would be negated by referral to the Schools' Adjudicator.
4. As an objection to the proposal has been received, this item is going before November's Cabinet meeting. The proposed implementation date for the expansion is 1 September 2014.

#### **The Proposal**

5. Queensway Primary School has worked with the county council for the last two years to admit bulge classes in its Reception year group. Although its published Admission Number was 30, the school admitted up to 60 children in both 2012 and 2013. This enabled the county council to fulfil its statutory duty

to ensure sufficient pupil places in Banbury, which has seen very sharp increases in Reception age children for the past two years.

6. The proposal is to increase the formal published admission number from 30 to 60 children, on a permanent basis from September 2014. This will eventually increase the school's total capacity from its current 277 places in Years R - Y6 to a maximum of 420. If the proposal is approved, the school will continue to admit 60 children into Reception each year. If the proposal is not approved, the school's admission will be restricted to 30 pupils in September 2014.
7. As Queensway Primary School was originally built to be a 2 form entry school, so far the additional pupils have been accommodated within the existing buildings. This was achieved with minimal expense, requiring some minor internal remodelling and taking rooms back into use as classrooms which had been in use for other activities for some years while pupil numbers in Banbury were lower. It is envisaged that this internal re-designation and remodelling of space would be continued over the next couple of years as the increased numbers of pupils feed up through the year groups, should the proposal be approved. In time, some additional new build accommodation would be required, but the expansion of Queensway Primary School represents good value for money.
8. Queensway Primary School is popular and has filled its increased admission of 60 pupils for the past two years. It is rated Good by Ofsted. Pupil numbers across Banbury continue to rise and the county council is also working with other schools on ways to meet the demand.
9. The Headteacher and governors of the school remain very supportive of the proposal to expand and are keen to see their school grow and serve its community.

## **Representations**

10. The formal representation (Statutory Notice) phase was from 12 September 2013 – 10 October 2013 and a Statutory Notice (Annex 1) was publicly displayed at Queensway Primary School, was also available on the OCC website and was published in The Banbury Cake newspaper on 12 September 2013.
11. Four responses were received, one of which was supportive of the expansion in principle but raised concerns, and three were objections.
12. The objections are focused on an anticipated increase in local traffic due to the rise in pupil numbers and parents choosing to drive their children to school. Walking routes to the school were assessed in November 2012 by OCC Highways & Transport and found to be safe, and the majority of pupils live within walking / cycling distance. County council policy is not to provide additional parking facilities for parents but rather encourage other modes of transport. Future capital expansion of the buildings will be subject to the planning process in the usual way, which includes scrutiny of traffic / highways



impact. OCC Highways & Transport have been made aware of the proposals. The school has been sent information relating to schemes the governors / Headteacher could put in place to encourage good travel and parking behaviour from parents.

13. One of the respondents raised queries about the impact of building work at the school for neighbours, particularly if a two-storey new build were planned. As advised above, there is no expectation of new build being necessary for some time, and when new accommodation is required it would be subject to planning permission during which process any person may view the plans and comment / object to the design.
14. Another query was raised by a respondent who was not aware of the proposal and asked why the county council did not "leaflet" the neighbourhood. The county council does not usually take this step due to budget constraints, and publicity of this proposal met statutory requirements. As advised above, the Notice was published in the local paper and the respondent did see it displayed outside the school.

### **Legal background**

15. School expansions are subject to statutory procedures, as established by The Education and Inspections Act 2006 (EIA 2006) and The School Organisation (Prescribed Alterations to Maintained Schools)(England) Regulations 2007 (as amended). Local authorities also have a duty to have regard to statutory guidance, in this particular case 'Expanding a Maintained Mainstream School by Enlargement or Adding a Sixth Form', ("the Guidance"). When reaching a decision, Cabinet Member must have regard to The Guidance. Cabinet Member is referred in particular to pages 19 to 40 of The Guidance.
16. In terms of reaching a decision all proposals should be considered on their merits but the following factors should be borne in mind but are not considered to be exhaustive. The Decision Maker should consider the views of all those affected by the proposals. The Member for Education, as Decision Maker, must be satisfied that the statutory consultation has been carried out prior to the publication of the notice. Details of the consultation should be included in the proposals. The Decision Maker must be satisfied that the consultation meets statutory requirements. If the requirements have not been met, the Decision Maker may judge the proposals to be invalid and should consider whether they can make a decision on the proposals. Alternatively the Decision Maker may take into account the sufficiency and quality of the consultation as part of their overall judgement of the proposals as a whole.
17. **The effect on standards, school improvement and diversity.** The government aims to create a dynamic system shaped by parents that delivers excellence and equality, closing weak schools, encouraging new providers and popular schools to expand. Decision Makers should be satisfied that the proposals will contribute to raising local standards of provision and improved attainment and consider the impact on choice and diversity. They should pay particular attention to the effect on groups that tend to under-perform including

children from certain ethnic minorities and deprived backgrounds. The decision-maker should consider how the proposals will help deliver the 'Every Child Matters' principles.

18. **School characteristics.** The Decision Maker should consider whether there are any sex, race or disability discrimination issues that arise and whether there is supporting evidence to support the extension and take into account the existence of capacity elsewhere. The Decision Maker needs to consider the accessibility of the provision for disadvantaged groups as the provision should not unduly extend journey times or cost.
19. **Need for places.** The Decision Maker should consider whether there is a need for the expansion and should consider the evidence presented for the expansion. There is a strong presumption that proposals to expand popular and successful schools should be approved. If surplus capacity exists in neighbouring schools the Decision Maker should ask how it is planned to tackle any consequences for other schools.
20. **Funding and land.** The Decision Maker should be satisfied that any land, premises and capital required to implement the proposals will be available.

### **Financial and Staff Implications**

21. The financial implications of this report are linked to the cost of the capital works that will be carried out should the proposal be approved. The scheme is not individually identified but budget provision has been earmarked in the current Capital Programme (Existing Demographic Pupil – Basic Need Allocation), approved by the county council in February 2013.
22. The accommodation required for September 2014 will be provided by bringing back in to use a former classroom area within the school. The requirements for additional accommodation beyond 2014 are currently being developed with the Headteacher and governors. In accordance with OCC Capital Governance requirements this will be the subject to a separate Stage 2 – Full Business Case/ Project Approval in due course.
23. Funding will also be sought from S106 developer contributions from all planned housing development in the area.
24. There will also be on-costs to the school for additional staff and for increased maintenance requirements. These will need to be funded from the school's delegated School Budget Share, which will increase in proportion to increases in pupil numbers. Resources for School Budget Shares are provided by government through the Dedicated Schools Grant, which will increase proportionately to increases in overall pupil numbers in Oxfordshire.

### **Equality and Inclusion Implications**

25. The Equality Impact Assessment of Oxfordshire's Pupil Place Plan (December 2012) identified that increasing school places at the heart of their communities

has a positive impact on equalities through promoting social inclusion and minimising barriers to accessing education.

## **Decision**

22. In considering the proposals for a school expansion, the Decision Maker can decide to:

- Reject the proposals;
- Approve the proposals;
- Approve the proposals with a modification (e.g. the implementation date); or
- Approve the proposals subject to them meeting a specific condition (see the Guidance).

## **RECOMMENDATION**

**The Cabinet is RECOMMENDED to approve the permanent expansion of Queensway Primary School with effect from 1 September 2014.**

JIM LEIVERS  
Director for Children's Services

Annexes:                      Annex 1: Statutory notice  
   Annex 2: Full proposal document

Contact Officer:              Diane Cameron, School Organisation Officer, School  
   Organisation & Planning, 01865 816445

November 2013

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**OXFORDSHIRE  
COUNTY COUNCIL**

## **STATUTORY NOTICE**

### **Proposal to expand Queensway Primary School, Banbury**

Notice is given in accordance with section 19(1) of the Education and Inspections Act 2006 that Oxfordshire County Council intends to make a prescribed alteration to Queensway Primary School (Community), Queensway, Banbury, OX16 9NF from 01 September 2014.

This is a proposal to expand Queensway Primary School to become 2 form entry with an admission number of 60.

The current capacity of the school is 240 and the proposed capacity will be 420. The current number of pupils registered at the school is 257, as the school has now admitted two bulge year groups of 60 in September 2012 and 2013. The current admission number for the school is 30 and the proposed admission number will be 60.

This Notice is an extract from the complete proposal. Copies of the complete proposal can be obtained from: Diane Cameron, School Organisation & Planning, FREEPOST OXFORDSHIRE COUNTY COUNCIL, or by emailing: **StatQueensway2013-manager@myconsultations.oxfordshire.gov.uk**

Within four weeks from the date of publication of these proposals, any person may object to or make comments on the proposal by sending them to Diane Cameron, School Organisation & Planning, FREEPOST OXFORDSHIRE COUNTY COUNCIL or by using the online response questionnaire at **<http://myconsultations.oxfordshire.gov.uk>** or by email to **StatQueensway2013-manager@myconsultations.oxfordshire.gov.uk**

Signed: Jim Leivers, Director for Children's Services

Publication Date: 12 September 2013

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## PROPOSALS FOR PRESCRIBED ALTERATIONS OTHER THAN FOUNDATION PROPOSALS: Information to be included in a complete proposal

### **Extract of Part 1 of Schedule 3 and Part 1 of Schedule 5 to The School Organisation (Prescribed Alterations to Maintained Schools)(England) Regulations 2007 (as amended):**

#### **In respect of a Governing Body Proposal: School and governing body's details**

1. The name, address and category of the school for which the governing body are publishing the proposals.

n/a

#### **In respect of an LEA Proposal: School and local education authority details**

1. The name, address and category of the school .

Queensway Primary School (Community), Queensway, Banbury, OX16 9NF.

#### **Implementation and any proposed stages for implementation**

2. The date on which the proposals are planned to be implemented, and if they are to be implemented in stages, a description of what is planned for each stage, and the number of stages intended and the dates of each stage.

1 September 2014

#### **Objections and comments**

3. A statement explaining the procedure for making representations, including

- (a) the date prescribed in accordance with paragraph 29 of Schedule 3 (GB proposals)/Schedule 5 (LA proposals) of The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations

- 2007 (as amended), by which objections or comments should be sent to the local education authority; and
- (b) the address of the authority to which objections or comments should be sent.

- a) All responses (representations) to the statutory notice should be received by Oxfordshire County Council by 10 October 2013.
- b) All responses (representations) should be sent to Diane Cameron, School Organisation & Planning, County Hall, OXFORDSHIRE COUNTY COUNCIL FREEPOST. Alternatively responses may be emailed to: **StatQueensway2013-manager@myconsultations.oxfordshire.gov.uk** or may be submitted online using the feedback form on the Oxfordshire County Council website at **<http://myconsultations.oxfordshire.gov.uk>**

#### **Alteration description**

4. A description of the proposed alteration and in the case of special school proposals, a description of the current special needs provision.

The proposal is to expand Queensway Primary School to 2 forms of entry, with an admission number of 60 on a permanent basis from 1 September 2014.

#### **School capacity**

5.—(1) Where the alteration is an alteration falling within any of paragraphs 1 to 4, 8, 9 and 12-14 of Schedule 2 (GB proposals)/paragraphs 1-4, 7, 8, 18, 19 and 21 of Schedule 4 (LA proposals) to The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (as amended), the proposals must also include —

- (a) details of the current capacity of the school and, where the proposals will alter the capacity of the school, the proposed capacity of the school after the alteration;

The current capacity of the school is 240. The proposed capacity of the school will be 420 (Reception – Year 6).

- (b) details of the current number of pupils admitted to the school in each relevant age group, and where this number is to change, the proposed



number of pupils to be admitted in each relevant age group in the first school year in which the proposals will have been implemented;

Queensway Primary School has a current admission number of 30, but has worked with the county council to admit additional “bulge” classes of Reception age children in September 2012 and 2013 due to pressure on primary school places in Banbury. For those two years, the school admitted 60 children into Reception. The proposal is to make this a permanent arrangement, by increasing the published admission number to 60 from September 2014.

(c) where it is intended that proposals should be implemented in stages, the number of pupils to be admitted to the school in the first school year in which each stage will have been implemented;

n/a

(d) where the number of pupils in any relevant age group is lower than the indicated admission number for that relevant age group a statement to this effect and details of the indicated admission number in question.

n/a

(2) Where the alteration is an alteration falling within any of paragraphs 1, 2, 9, 12 and 13 of Schedule 2 (GB proposals) /paragraphs 1, 2, 8, 18 and 19 of Schedule 4 (LA proposals) to The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (as amended), a statement of the number of pupils at the school at the time of the publication of the proposals.

Current number of pupils on roll is 257 (including two “bulge” years of 60 pupils admitted September 2012 and 2013).

### **Implementation**

6. Where the proposals relate to a foundation or voluntary controlled school a statement as to whether the proposals are to be implemented by the local education authority or by the governing body, and, if the proposals are to be

implemented by both, a statement as to the extent to which they are to be implemented by each body.

n/a

### **Additional Site**

7.—(1) A statement as to whether any new or additional site will be required if proposals are implemented and if so the location of the site if the school is to occupy a split site.

n/a

(2) Where proposals relate to a foundation or voluntary school a statement as to who will provide any additional site required, together with details of the tenure (freehold or leasehold) on which the site of the school will be held, and if the site is to be held on a lease, details of the proposed lease.

n/a

### **Changes in boarding arrangements**

8.—(1) Where the proposals are for the introduction or removal of boarding provision, or the alteration of existing boarding provision such as is mentioned in paragraph 8 or 21 of Schedule 2 (GB proposals)/7 or 14 of Schedule 4 to The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (as amended) —

- (a) the number of pupils for whom it is intended that boarding provision will be made if the proposals are approved;

n/a

- (b) the arrangements for safeguarding the welfare of children at the school;

n/a

- (c) the current number of pupils for whom boarding provision can be made and a description of the boarding provision; and

n/a

- (d) except where the proposals are to introduce boarding provision, a description of the existing boarding provision.

n/a

(2) Where the proposals are for the removal of boarding provisions or an alteration to reduce boarding provision such as is mentioned in paragraph 8 or 21 of Schedule 2 (GB proposals)/7 or 14 of Schedule 4 (LA proposals) to The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (as amended) —

- (a) the number of pupils for whom boarding provision will be removed if the proposals are approved; and

n/a

- (b) a statement as to the use to which the former boarding accommodation will be put if the proposals are approved.

n/a

### **Transfer to new site**

**9.** Where the proposals are to transfer a school to a new site the following information—

- (a) the location of the proposed site (including details of whether the school is to occupy a single or split site), and including where appropriate the postal address;

n/a

(b) the distance between the proposed and current site;

n/a

(c) the reason for the choice of proposed site;

n/a

(d) the accessibility of the proposed site or sites;

n/a

(e) the proposed arrangements for transport of pupils to the school on its new site; and

n/a

(f) a statement about other sustainable transport alternatives where pupils are not using transport provided, and how car use in the school area will be discouraged.

n/a

## Objectives

10. The objectives of the proposals.

The objective of expansion of Queensway Primary School is to help Oxfordshire County Council in meeting its statutory duty to provide pupil places to children of school age. The proposal is due to an increase in Basic Need demand for school places, and the popularity of Queensway Primary School.

## Consultation

**11.** Evidence of the consultation before the proposals were published including—

- (a) a list of persons who were consulted;
- (b) minutes of all public consultation meetings;
- (c) the views of the persons consulted;
- (d) a statement to the effect that all applicable statutory requirements in relation to the proposals to consult were complied with; and
- (e) copies of all consultation documents and a statement on how these documents were made available.
  - a) Persons consulted:
    - The governing body of the school
    - Families of pupils, teachers and other staff at the school.
    - The governing bodies, teachers and staff of Partnership schools (via online consultation and email alerts to the Headteachers)
    - Families of any pupils at any other school that may be affected (as above)
    - Trade unions who represent staff at the school; and representatives of any trade union of any other staff at schools who may be affected by the proposals.
    - MP whose constituency includes the school.
    - The local district / town / parish councils.
    - Any other interested party, for example, childcare providers, LA teams, School Organisation Stakeholder Group.
  - b) A parents' drop-in session was held at Queensway Primary School on 17 April 2013. This was an informal event and only one family attended to discuss the proposed expansion of the school. The discussion that took place is noted in the report to OCC Cabinet following the close of the public consultation, which is available to view on the OCC public website by searching under Meeting Papers.
  - c) Five responses to the consultation were received:
    - Three respondents supported the proposal in principle,
    - Two respondents were opposed to the proposal in principle.

The reasons given for supporting the proposal were:

- Clear need for additional pupil places in the area.
- It is a good and popular school, and that therefore more children should

have the opportunity to attend it, if parents prefer it.

The concerns raised in opposition were focused on the increase in traffic resulting from parents who choose to drive their children to school, instead of walking or cycling. Walking routes to the school were assessed in November 2012 by OCC Highways & Transport and found to be safe. Any capital expansion of the buildings will be subject to the Planning process in the usual way, which includes scrutiny of traffic / highways impact.

- d) All applicable statutory requirements in relation to the proposals to consult were complied with.
- e) Consultation documents are available to view online at <http://myconsultations.oxfordshire.gov.uk> and the subsequent report to OCC Cabinet is available to view on the Oxfordshire County Council public website by searching under Meeting Papers.

### **Project costs**

**12.** A statement of the estimated total capital cost of the proposals and the breakdown of the costs that are to be met by the governing body, the local education authority, and any other party.

The County Council are currently working with the Headteacher and Governors to identify the most effective way to provide the necessary additional accommodation at the school to support the move to 2FE. A number of internal alterations and adaptations have already been identified which can be undertaken to create additional classroom spaces for September 2013 and September 2014. From September 2015 it is likely that additional classroom spaces will be needed and these will be provided through the construction of additional accommodation. Detailed proposals will be developed with the Headteacher and governors, the cost of providing any new accommodation will be met by the County Council using resources within the Capital Programme.

**13.** A copy of confirmation from the Secretary of State, local education authority and the Learning and Skills Council for England (as the case may be) that funds will be made available (including costs to cover any necessary site purchase).

The need to provide additional pupil places at Queensway Primary School was an identified "Basic Need" priority considered as part of the council's Service & Resource Planning Process in October 2012. Additional resources of £13m were approved by the council in February 2013 as part of the 2013/14 to 2016/17 requirement to meet additional pupil provision.

**Age range**

**14.** Where the proposals relate to a change in age range, the current age range for the school.

n/a

**Early years provision**

**15.** Where the proposals are to alter the lower age limit of a mainstream school so that it provides for pupils aged between 2 and 5—

- (a) details of the early years provision, including the number of full-time and part-time pupils, the number and length of sessions in each week, and the services for disabled children that will be offered;

n/a

- (b) how the school will integrate the early years provision with childcare services and how the proposals are consistent with the integration of early years provision for childcare;

n/a

- (c) evidence of parental demand for additional provision of early years provision;

n/a

- (d) assessment of capacity, quality and sustainability of provision in schools and in establishments other than schools who deliver the Early Years Foundation Stage within 3 miles of the school; and

n/a

- (e) reasons why such schools and establishments who have spare capacity cannot make provision for any forecast increase in the number of such provision.

n/a

### **Changes to sixth form provision**

**16.** (a) Where the proposals are to alter the upper age limit of the school so that the school provides sixth form education or additional sixth form education, a statement of how the proposals will—

- (i) improve the educational or training achievements;
- (ii) increase participation in education or training; and
- (iii) expand the range of educational or training opportunities for 16-19 year olds in the area;

n/a

(b) A statement as to how the new places will fit within the 16-19 organisation in an area;

n/a

(c) Evidence —

- (i) of the local collaboration in drawing up the proposals; and
- (ii) that the proposals are likely to lead to higher standards and better progression at the school;

n/a

(d) The proposed number of sixth form places to be provided.

n/a



17. Where the proposals are to alter the upper age limit of the school so that the school ceases to provide sixth form education, a statement of the effect on the supply of 16-19 places in the area.

n/a

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**Special educational needs**

18. Where the proposals are to establish or change provision for special educational needs—

(a) a description of the proposed types of learning difficulties in respect of which education will be provided and, where provision for special educational needs already exists, the current type of provision;

n/a

--

(b) any additional specialist features will be provided;

n/a

--

(c) the proposed numbers of pupils for which the provision is to be made;

n/a

--

(d) details of how the provision will be funded;

n/a

--

(e) a statement as to whether the education will be provided for children with special educational needs who are not registered pupils at the school to which the proposals relate;

n/a

- (f) a statement as to whether the expenses of the provision will be met from the school's delegated budget;

n/a

- (g) the location of the provision if it is not to be established on the existing site of the school;

n/a

- (h) where the provision will replace existing educational provision for children with special educational needs, a statement as to how the local education authority believes that the new provision is likely to lead to improvement in the standard, quality and range of the educational provision for such children; and

n/a

- (i) the number of places reserved for children with special educational needs, and where this number is to change, the proposed number of such places.

n/a

**19.** Where the proposals are to discontinue provision for special educational needs—

- (a) details of alternative provision for pupils for whom the provision is currently made;

n/a

- (b) details of the number of pupils for whom provision is made that is recognised by the local education authority as reserved for children with special educational needs during each of the 4 school years preceding the current school year;

n/a

- (c) details of provision made outside the area of the local education authority for pupils whose needs will not be able to be met in the area of the authority as a result of the discontinuance of the provision; and

n/a

- (d) a statement as to how the proposer believes that the proposals are likely to lead to improvement in the standard, quality and range of the educational provision for such children.

n/a

**20.** Where the proposals will lead to alternative provision for children with special educational needs, as a result of the establishment, alteration or discontinuance of existing provision, the specific educational benefits that will flow from the proposals in terms of—

- (a) improved access to education and associated services including the curriculum, wider school activities, facilities and equipment with reference to the local education authority's Accessibility Strategy;
- (b) improved access to specialist staff, both educational and other professionals, including any external support and outreach services;
- (c) improved access to suitable accommodation; and
- (d) improved supply of suitable places.

n/a

**Sex of pupils**

**21.** Where the proposals are to make an alteration to provide that a school which was an establishment which admitted pupils of one sex only becomes an establishment which admits pupils of both sexes—

- (a) details of the likely effect which the alteration will have on the balance of the provision of single sex-education in the area;

n/a

- (b) evidence of local demand for single-sex education; and

n/a

- (c) details of any transitional period which the body making the proposals wishes specified in a transitional exemption order (within the meaning of section 27 of the Sex Discrimination Act 1975).

n/a

**22.** Where the proposals are to make an alteration to a school to provide that a school which was an establishment which admitted pupils of both sexes becomes an establishment which admits pupils of one sex only—

- (a) details of the likely effect which the alteration will have on the balance of the provision of single-sex education in the area; and

n/a

- (b) evidence of local demand for single-sex education.

n/a

### Extended services

23. If the proposed alterations affect the provision of the school's extended services, details of the current extended services the school is offering and details of any proposed change as a result of the alterations.

n/a

### Need or demand for additional places

24. If the proposals involve adding places—

- (a) a statement and supporting evidence of the need or demand for the particular places in the area;

Banbury primary schools have experienced rapid growth in demand for places in recent years, so that overall, although there are still spare places in the older year groups, the younger year groups are full. Current admission numbers across the partnership total 618, and for September 2012 Reception class there were 686 applications, with 680 places allocated. Sufficient pupil place provision was only possible because Queensway Primary School had enough accommodation for 1.5fe, but has been published at 1fe (i.e. PAN 30) while demand was lower, and was able to take two bulge classes (intake of 60) in both 2012 and 2013. There is, therefore, already a deficiency of Reception places, and given the current capacity of primary schools in Banbury of 4227 places, forecasted demand for school places shows an overall deficiency of places by 2015 unless schools expand.

- (b) where the school has a religious character, a statement and supporting evidence of the demand in the area for education in accordance with the tenets of the religion or religious denomination;

n/a

- (c) where the school adheres to a particular philosophy, evidence of the demand for education in accordance with the philosophy in question and any associated change to the admission arrangements for the school.

n/a

**25.** If the proposals involve removing places—

- (a) a statement and supporting evidence of the reasons for the removal, including an assessment of the impact on parental choice; and

n/a

- (b) a statement on the local capacity to accommodate displaced pupils.

n/a

### **Expansion of successful and popular schools**

**25A.** (1) Proposals must include a statement of whether the proposer considers that the presumption for the expansion of successful and popular schools should apply, and where the governing body consider the presumption applies, evidence to support this.

(2) Sub-paragraph (1) applies to expansion proposals in respect of primary and secondary schools, (except for grammar schools), i.e. falling within:

(a) (for proposals published by the governing body) paragraph 1 of Part 1 to Schedule 2 or paragraph 12 of Part 2 to Schedule 2;

(b) (for proposals published by the LA) paragraph 1 of Part 1 to Schedule 4 or 18 of Part 4 to Schedule 4

of the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (as amended).

Queensway Primary School is rated as Good by Ofsted (13 November 2012). The school has admitted additional “bulge” Reception classes for two years and has been consistently oversubscribed in relation to its published admission number. Since 2009, the percentage of pupils at the school achieving Level 4 and above in both English and Mathematics has risen from 66% to 80% (against a national average of 79%). Queensway Primary School now achieves above-average results by this measure and therefore the county council considers that the presumption for the expansion of successful and popular schools should apply.

## CABINET – 26 NOVEMBER 2013

### STAFFING REPORT – QUARTER 2 2013/14

Report by Head of HR

#### Introduction

1. This report provides an update on staffing numbers and related activity during the period 1 July 2013 to 30 September 2013. Progress is also tracked on staffing numbers since 1 April 2013 as we continue to implement our Business Strategy.

#### Current numbers

2. The establishment and staffing numbers (FTE) as at 30 September 2013 are 4265.88 Establishment; 3971.03 employed in post. These figures exclude the school bloc.
3. 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. For information, the numbers as at 30 September 2013 were as follows - Full time 2886 and Part time 2197. This equates to the total of 3971.03 FTE employed in post.
4. The changes in both establishment and staffing numbers since 31 March 2013 are shown in the table below. A breakdown of movements by directorate for this financial year is provided at Appendix 1.

	FTE Employed	Establishment FTE
Reported Figures at 31 March 2013 – Non-Schools	4042.76	4277.00
Changes	-71.73	-11.12
Reported Figures at 30 September 2013 – Non-Schools	3971.03	4265.88

#### Quarter 2 Changes

## CA10

5. The re-structure of Finance has been completed. The Management Accounting and Technical Teams have transferred from Oxfordshire Customer Services to Corporate Finance.
6. We remain committed to redeploying displaced staff wherever possible via our Career Transitions Service but this is getting more difficult as staffing numbers reduce across the Council. There were 3 successful redeployments this quarter.
7. 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 is £1,506,623. Total spend on agency staff so far for 2013/14 represents approximately 1.57% of the council's overall salary budget. A breakdown of spend on agency staff by service area is attached at Appendix 2.
8. Plans are in place to introduce a vacancy freeze from Q3 to assist with redeployment for those who are at risk of redundancy given the potential for significant job losses due to the impact of the cuts.
9. We will track progress from 1 April 2013 during the year. As at 30 September 2013 the position is as below:
  - **Establishment FTE** down from 4277 to 4266 – 0.26% reduction
  - **Staff employed FTE** down from 4042 to 3971 – 1.76% reduction

### **Accountability**

10. Staffing numbers continue to be monitored rigorously. All new posts are reviewed by the Head of HR on a weekly basis and Deputy Directors are required to check and confirm staffing data for their services on a quarterly basis with appropriate challenge provided by the relevant HR Business Partner .

### **Recommendation**

The Cabinet is RECOMMENDED to:

- (a) note the report;
- (b) confirm that the Staffing Report meets the requirements in reporting and managing staffing numbers.

**STEVE MUNN**



CA10

Head of HR

Contact Officer: Sue James, Strategic HR Officer, 01865 815465.  
9 October 2013

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## STAFFING REPORT 30 SEPTEMBER 2013

	<b>Total Established Posts at 30 September 2013</b>	<b>Changes to Establishment since 31 March 2013</b>	<b>FTE Employed at 30 September 2013</b>	<b>Changes in FTE Employed since 31 March 2013</b>	<b>Vacancies at 30 September 2013</b>	<b>Cost of Agency Staff * £</b>
<b>DIRECTORATE</b>						
<b>CHILDREN, EDUCATION &amp; FAMILIES</b>	1420.23	-3.61	1290.41	-54.26	99.56	390,019
<b>PUBLIC HEALTH</b>	16.00	16.00	14.92	14.92	1.00	9,222
<b>SOCIAL &amp; COMMUNITY SERVICES</b>	773.49	8.58	728.94	6.97	32.06	379,668
<b>COMMUNITY SAFETY</b>	402.69	4.74	392.10	-0.37	8.80	19,681
<b>ENVIRONMENT &amp; ECONOMY</b>	518.10	-9.45	492.23	-6.52	25.13	488,739
<b>OXFORDSHIRE CUSTOMER SERVICES</b>	668.02	-42.69	615.72	-46.97	36.29	148,077
<b>CHIEF EXECUTIVE'S OFFICE</b>	229.67	17.04	214.48	21.04	14.65	68,682
<b>CULTURAL SERVICES</b>	237.68	-1.73	222.23	-6.54	11.58	2,535
<b>TOTAL</b>	<b>4265.88</b>	<b>-11.12</b>	<b>3971.03</b>	<b>-71.73</b>	<b>229.07</b>	<b>1,506,623</b>

Please note: The vacancies plus the FTE employed will not always be equivalent to the Establishment. 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.

\* This figure does not necessarily bear a direct relationship with vacant posts.

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<b>Agency Staff Q2 2013-14</b>		
<b>Directorate</b>	<b>Service</b>	<b>Spend £</b>
Children, Education & Families	CEF1 - Education & Early Intervention	150,489
Children, Education & Families	CEF2 - Children's Social Care	234,953
Children, Education & Families	CEF3 - CEF Central Costs	4,577
Children, Education & Families	<b>Total CEF</b>	<b>390,019</b>
Social & Community Services	Social Work & Commissioning	4,530
Social & Community Services	Learning Disabilities	57,887
Social & Community Services	A S I Board	44,998
Social & Community Services	Leadership Team	9,882
Social & Community Services	Strategy & Performance & Public Engagement	5,131
Social & Community Services	Commissioning	2,835
Social & Community Services	Older People Pooled Budget	254,405
Social & Community Services	<b>Total SCS</b>	<b>379,668</b>
Public Health	Other PH Services	9,222
Public Health	<b>Total</b>	<b>9,222</b>
Environment & Economy	EE1 Strategy & Infrastructure Planning	200,066
Environment & Economy	EE2 Commercial	288,673
Environment & Economy	<b>Total</b>	<b>488,739</b>
Community Safety	Fire & Rescue	8,221
Community Safety	Trading Standards	11,460
Community Safety	<b>Total</b>	<b>19,681</b>
Oxfordshire Customer Services	Deputy Director	-13,150
Oxfordshire Customer Services	Educational Support Services	6,960
Oxfordshire Customer Services	ICT	21,450
Oxfordshire Customer Services	County Procurement	17,650
Oxfordshire Customer Services	Customer Services	83,445
Oxfordshire Customer Services	HR	2,882
Oxfordshire Customer Services	Pensions, Insurance & Money Mgmt	4,103
Oxfordshire Customer Services	Operational Finance	24,735
Oxfordshire Customer Services	<b>Total</b>	<b>148,077</b>
Chief Executive's Office	Democratic Services	310.18
Chief Executive's Office	Legal Services	875
Chief Executive's Office	Comms / Engagement	20,666
Chief Executive's Office	Performance & Improvement	41,140
Chief Executive's Office	Policy and Improvement	5,691
Chief Executive's Office	<b>Total</b>	<b>68,682.29</b>
Cultural Services	Library Services	2,535
Cultural Services	<b>Total</b>	<b>2,535</b>

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Division(s): N/A
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## **CABINET – 26 NOVEMBER 2013**

### **OXFORDSHIRE LOCAL AGGREGATE ASSESSMENT 2013**

**Report by Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)**

#### **Introduction**

1. The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs. The programme for preparing the plan is the subject of a separate report to this meeting.
2. Under the Government's National Planning Policy Framework, March 2012 (NPPF), the County Council must prepare a Local Aggregate Assessment annually. In addition, the duty to co-operate introduced by the Localism Act 2011 applies to the preparation of a local aggregate assessment since this is an activity supporting the preparation of a local plan relating to a strategic matter.
3. The Local Aggregate Assessment is a key part of the evidence base for the plan. It will establish the amount of provision for mineral working that should be made in the plan for the period to 2030. It will also be a material consideration in the determination of planning applications. This report recommends a Local Aggregate Assessment for Oxfordshire for 2013.

#### **Local Aggregate Assessment**

4. The Local Aggregate Assessment (LAA) provides a foundation for the development of the minerals strategy and associated policies in the Minerals and Waste Plan. Government policy in the NPPF is that the starting point for the LAA is the 10-year sales average (of minerals extracted in the county); but it goes on to say that authorities also need to consider other relevant local information.

#### *Sales of minerals over the last 10 years*

5. An important local consideration is that Oxfordshire's mineral resources, particularly sand and gravel, are of strategic importance and that moving forward it is expected that they will continue to serve not only local but wider markets. However, over the last 10 years sales of minerals from Oxfordshire's quarries have fallen. In particular, sales of sharp sand and gravel have fallen nearly 60%, from 1.37 million tonnes in 2003 to 0.56 million tonnes in 2012.

6. The decline in sales over this period reflects the situation nationally and to a large extent is due to the reduction in demand for construction materials resulting from the recession; but it has also been influenced by commercial decisions by mineral producers to concentrate production at quarries in other locations, particularly Gloucestershire. Oxfordshire has moved from being a net exporter of sand and gravel to a net importer. In 2009 the net import of sharp sand and gravel into Oxfordshire was 0.13 million tonnes, 17% of total consumption in the county.
7. Sales of sharp sand and gravel in Oxfordshire have increased slightly since 2010, but the 2012 figure of 0.56 million tonnes is well below the 10 year sales average of 0.81 million tonnes. If annual sales were to increase further, to around the 10-year average level, it is likely the County would once again become a net exporter of sharp sand and gravel, reflecting the strategic significance of Oxfordshire's mineral resources.

### *Draft Local Aggregate Assessment*

8. Supported by consultants Atkins, we produced a draft LAA in June 2013. This set out a proposed methodology that applied an adjustment factor to the 10-year average sales figure that sought to offset the impact of local circumstances that, arguably, have seen Oxfordshire's sales in the last 10 years suppressed more than has been the case nationally. This methodology was based on applying national consumption per head figures to Oxfordshire's population forecasts, to produce estimates of quantities of minerals consumed in Oxfordshire; and then applying an adjustment for the ratio of sales to consumption over the last 10 years to reflect the average net import or export position.
9. This adjustment methodology produced figures somewhat higher than the 10 year sales averages, as shown in the following table. The draft LAA (June 2013) presented these as options.

Mineral type	10 year Past Sales Average (million tonnes per annum)	Adjusted LAA Method (million tonnes per annum)
Sharp sand & gravel	0.81	0.96
Soft sand	0.19	0.24
Total sand & gravel	1.00	1.20
Crushed rock (limestone & ironstone)	0.47	0.58

10. Engagement and discussions on the draft LAA took place over the course of the summer and into early autumn with the South East England Aggregate Working Party and adjoining mineral planning authorities, as required by the



NPPF and under the 'duty to co-operate', and also with the minerals industry and local environmental groups opposed to new mineral working. The bodies concerned and details of meetings and correspondence are listed in Annex 1.

11. Feedback from this engagement was variable and highlighted the challenge associated with developing an approach that is easy to understand and apply but which takes into account local circumstances. Key themes in responses were:
  - i. support for Oxfordshire recognising the strategic importance of its mineral resources and that continued net import of sand and gravel is not a sustainable supply strategy in the medium to longer term;
  - ii. concern that the proposed adjustment methodology is not necessarily transparent and may not be robust, and consequently may not be defensible at the plan examination;
  - iii. questioning why Oxfordshire is not just using the 10 year sales average, as proposed in most other LAAs; and
  - iv. a mix of views on the level of provision, particularly for sharp sand and gravel, ranging from too low through to too high.
  
12. The South East England Aggregates Working Party was generally supportive of the adjusted methodology approach. The minerals industry expressed support for an LAA approach that results in figures above the 10 year sales average. Gloucestershire and Wiltshire Councils had concerns about the methodology but welcomed an approach that would meet future demand and remove the need for imports of sand and gravel from those counties. Other adjoining and South East authorities were less concerned about the level of provision but some had concerns about the robustness of the methodology and inconsistency with the approach used by other authorities. The local environmental groups thought there was no need for an adjusted methodology and that the 10 year sales average adequately took into account fluctuations in supply and demand over the period.

### *Minerals and Waste Cabinet Advisory Group*

13. A Cabinet Advisory Group (chaired by Cllr David Nimmo Smith with Cllr Anne Purse as deputy chairman) has been established. This Group is already considering work on the new Minerals and Waste Plan and will advise the Cabinet on key issues at the appropriate decision points.
  
14. The Cabinet Advisory Group considered the draft LAA and the feedback from the engagement with other authorities, organisations and interest groups at its meeting on 23 October.
  
15. The Group's discussion highlighted concerns that the adjustment methodology proposed in the LAA was unclear and not easy to understand. Members were concerned that the Council's evidence would be hard to defend at later stages in the process. In addition, the members on the Group emphasised the fact that based on the 10-year sales average there would already exist scope for sharp sand and gravel production within Oxfordshire to increase substantially above the current level; and they questioned the need

for setting a figure that is higher than the 10-year sales average. On this point, members questioned why Oxfordshire should adopt a different approach from that apparently being taken by other mineral planning authorities.

16. The Cabinet Advisory Group asked the Officers to look again at the LAA methodology.

*Further consideration*

17. Within the South East, the draft Oxfordshire LAA is the only one that has proposed an adjustment to the 10 year sales average. All other LAAs are based on a 10 year sales average, unless the authority already has an adopted plan with a different figure, except for one case where the average of the last 3 years sales has been used because there were no sales during the first part of the 10 year period. Outside the South East, all LAAs that we are aware of use the 10 year sales average.
18. The adjusted methodology proposed in the draft LAA relies on certain assumptions and relationships which are open to challenge and may be difficult to explain and defend; and there is a risk that the approach would be found unsound at examination. These include the use of population as a proxy for demand; the application of national consumption per head figures to Oxfordshire; the use of the ratio of sales to estimated consumption as the net import or export position in Oxfordshire over the last 10 years; and the use of an average of those figures as a net import or export factor as an adjustment factor applied to the level of provision in future years.
19. Having looked at the LAA methodology in the light of these factors and the responses to the June 2013 draft LAA, I am not convinced of the need for an adjustment to be made to the 10 year sales average. There is significant headroom between the 10 year average figures and the position in 2012, as shown in the table below, which would enable sales to increase such that Oxfordshire could move from being a net importer to a net exporter of sharp sand and gravel.

Mineral type	10 year Past Sales Average (million tonnes per annum)	Sales in 2012 (million tonnes per annum)
Sharp sand & gravel	0.81	0.56
Soft sand	0.19	0.16
Total sand & gravel	1.00	0.72
Crushed rock (limestone & ironstone)	0.47	0.24

20. The NPPF requires the LAA to be updated annually. This updating should include an assessment for each mineral of the current 10-year sales average as the basic indicator of demand; the reserves of minerals already with permission (the landbank); and the additional provision that will need to be made in order to meet expected demand. Given that these figures will change annually, this points to an approach in the revised Minerals and Waste Plan whereby the minerals policies do not specify the exact amount of mineral to be provided through the plan but state that permissions will be granted as and when required in order to meet the level of need indicated by the most recent LAA and landbank position.
21. This would reflect that a fundamental part of any plan is the need to monitor and review it in light of changes in circumstances. But it would also help avoid the Minerals and Waste Plan becoming outdated too quickly and hence reduce the frequency with which policies would need to be fundamentally reviewed.
22. I consider that, in conjunction with this type of approach, it would be appropriate for the LAA to be based solely on the 10-year sales average. In addition to the headroom for an increase in sales that this would in any case provide, any increased requirement for mineral supply, as indicated by an increase in the 10-year sales average, could be accommodated through the flexibility provided by the plan policies. There would be therefore no need for the 10-year sales average to be adjusted through the use of a methodology using a proxy for actual demand (such as the population proxy proposed in the draft LAA).
23. The views of the South East England Aggregates Working Party, the minerals industry and key adjoining authorities on the use of a 10-year sales average for Oxfordshire rather than the adjusted methodology have been sought and will be reported at the meeting.
24. Subject to consideration of those views, I consider that the draft Oxfordshire LAA should now be finalised with a conclusion that, notwithstanding the fall in sales over the last 10 years, the appropriate LAA figures for Oxfordshire are the 10 year sales averages. These figures should then be used as the basis for the provision for mineral working to be made in the draft Minerals and Waste Local Plan that is produced for public consultation in February 2014. The LAA will be published alongside the draft plan, as one of the evidence documents, which will provide a further opportunity for comment to be made on it. These figures should also be used as the basis for calculating the Oxfordshire landbank, which will be a material consideration in the determination of planning applications.

### **Financial and Staff Implications**

25. The Minerals and Waste Local Plan is included within the work priorities of the Environment and Economy Directorate and funding provision for this project is held in the Minerals and Waste Plan Project earmarked reserve. This report does not raise any additional financial or staffing implications.

## RECOMMENDATION

26. **The Cabinet is RECOMMENDED to**
- (a) approve the 10 year average sales figures set out in the table in paragraph 19 of the report as the provision figures in the Oxfordshire Local Aggregate Assessment 2013, for use as the basis for provision for mineral working in the consultation draft Minerals and Waste Local Plan and for calculating the Oxfordshire landbank;**
  - (b) authorise the Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) in consultation with the Cabinet Member for Environment to finalise the Oxfordshire Local Aggregate Assessment 2013 for publication.**

MARTIN TUGWELL

Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)

Background papers:

- i. Oxfordshire Local Aggregate Assessment Final Draft Report June 2013.
- ii. Responses from consultees on the Oxfordshire Local Aggregate Assessment Final Draft Report June 2013.

All background papers are kept in the Minerals and Waste Policy Team at Speedwell House, Oxford.

Contact Officer: Peter Day, Minerals & Waste Policy Team Leader;  
tel. (01865) 815544

November 2013

**Meetings and Correspondence with Other Local Authorities and Organisations  
July – October 2013 on the Draft Oxfordshire Local Aggregate Assessment  
June 2013**

Organisation	Meeting or Correspondence	Response
South East England Aggregate Working Party	Meeting 03.07.2013	Minutes of Meeting
South West Aggregate Working Party	Email exchange + follow-up phone call	Written response 19.08.2013
West Midlands Aggregate Working Party	Email sent 21.08.2013	No response *
East Midlands Aggregate Working Party	Email exchange	Email 23.09.2013
East of England Aggregate Working Party	Email exchange	Email 09.08.2013
Buckinghamshire CC	Meeting 25.07.2013	Email 30.08.2013
West Berkshire Council	Meeting 25.07.2013+ follow-up email	No written response **
Reading BC		No written response **
Wokingham BC		No written response **
Bracknell Forest Council		No written response **
Royal Borough of Windsor & Maidenhead	Meeting 18.09.2013 + follow-up email	No written response **
Slough BC		No written response **
Hampshire CC	Meeting 05.07.2013 + follow-up email	No written response **
Surrey CC		No written response **
Kent CC	Email exchange	Email 08.07.2013
East Sussex CC	via SEEAWP + follow-up email 21.08.2103	No written response ***
West Sussex CC	via SEEAWP+ follow-up email	Email 30.08.2013
Isle of Wight Council	via SEEAWP	Email 02.07.2013
Wiltshire Council	Meeting 29.08.2013	Written officer response 12.09.2013
Swindon BC		
Gloucestershire CC	Meeting 05.07.2013	Email 06.08.2013
Warwickshire CC	Meeting 10.07.2013	Email 31.07.2013
Northamptonshire CC	Meeting 24.07.2013 + follow-up email	Email 21.08.2013
Milton Keynes Council		No written response **
Cherwell DC	Meeting of Oxfordshire Planning Policy Officers 20.09.2013	No written response **
Oxford City Council		No written response **
South Oxfordshire DC		Written officer response 04.10.2013
Vale of White Horse DC		No written response **
West Oxfordshire DC		Written officer response 20.09.2013
Environment Agency	Meeting 16.07.2013	Letter 06.09.2013
Mineral Products Association	Meetings 31.07.2013 +	Letter 27.08.2013

CA11

Oxfordshire Mineral Producers Group	follow-up email and 01.10.2013	Written response from Hills Quarry Products Limited 31.07.2013
Local Environmental Groups (OXAGE): CPRE; AGGROW; OUTRAGE; Eynsham; BACHPORT; PAGE; CAGE; SEAG	Meetings 13.09.2013 and 04.10.2013	Written report prepared by consultants 03.10.2013

\* No response has been received from the West Midlands Aggregates Working Party despite a reminder being sent.

\*\* No written comments have been received following meetings with West Berkshire Council, Reading BC, Wokingham BC, Bracknell Forest Council, Royal Borough of Windsor & Maidenhead, Slough BC, Hampshire CC, Surrey CC, Milton Keynes Council, Cherwell DC, Oxford City Council and Vale of White Horse DC. At the meetings with these authorities, no significant concerns were raised over the draft Local Aggregate Assessment with the exception of Windsor & Maidenhead, who expressed concerns over the complexity of the methodology (but not over the resultant provision figures). (These concerns are similar to those raised in the response by Buckinghamshire CC.) Windsor & Maidenhead were asked to provide written comments in a follow-up email, but none have been received.

\*\*\* No response has been received from East Sussex CC. (There is very little mineral supply relationship between Oxfordshire and East Sussex.)

Division(s): N/A

## **CABINET – 26 NOVEMBER 2013**

### **OXFORDSHIRE MINERALS AND WASTE DEVELOPMENT SCHEME**

#### **Report by Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)**

#### **Introduction**

1. The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs.
2. The Council must also prepare, maintain and publish a Minerals and Waste Development Scheme, setting out the Council's programme for preparing the Minerals and Waste Plan. The original Oxfordshire Minerals and Waste Development Scheme came into effect in May 2005 and revisions were produced in 2006, 2007, 2009 and most recently in May 2012.
3. In line with the programme in the May 2012 Development Scheme, the Minerals and Waste Core Strategy was submitted for independent examination by a planning inspector in October 2012. In view of issues raised by the Inspector over the adequacy of the evidence base for the Core Strategy in relation to the recently published National Planning Policy Framework and its compliance with the new duty to co-operate, the examination was suspended in February 2013. In July 2013, the full County Council resolved to withdraw the Minerals and Waste Core Strategy and to prepare a revised Oxfordshire Minerals and Waste Local Plan in accordance with a new Minerals and Waste Development Scheme. This report recommends a revised Development Scheme.

#### **Revised Minerals and Waste Development Scheme 2013**

4. A draft revised Minerals and Waste Development Scheme 2013 is set out in Annex 1. This sets out a programme for preparation of the Minerals and Waste Local Plan. The programme focuses on preparation of the Minerals and Waste Local Plan – Core Strategy to a timetable that will see a new plan put in place at the earliest opportunity.
5. The principal target dates in the revised programme for the Plan are:
  - Public consultation on draft revised Plan – Feb/March 2014
  - Publish/consultation on proposed submission document – Oct/Nov 2014;
  - Submit Plan to Secretary of State for examination – March 2015;
  - Examination hearings – July 2015;
  - Publish Inspector's report – October 2015;

- Council adopts Plan – December 2015.
6. The Minerals and Waste Local Plan must be prepared in accordance with current government policy in the National Planning Policy Framework (March 2012) and having due regard to the emerging new National Planning Practice Guidance. It is clear that government policy now strongly favours production of a single local plan document but that the way in which provision for mineral working and waste management development is made in the plan is a matter for the Council to decide taking into account local circumstances. This can be done by way of allocating specific sites or by identifying less specific preferred areas or areas of search, coupled with criteria set in policy.
  7. Taking into account the context now provided by government policy and emerging new guidance, and the urgent need for a new plan to replace the out of date Minerals and Waste Local Plan (1996), I consider that a single new plan document should be prepared which focuses on the provision that needs to be made for mineral working and waste management over the period to 2030; the strategic framework for delivering this, including the broad spatial strategy with areas of search for mineral working; and criteria based policies against which planning applications would be considered.
  8. Under this approach, a separate development plan document with minerals and waste site allocations, as included in previous versions of the Development Scheme, would not need to be produced. This would avoid the need for what would be a further very detailed piece of technical work, public consultation and examination. This approach would accord with the government's revised, streamlined planning policy framework that is now in place and would provide an appropriate level of flexibility in the provision to be made for mineral working and waste management capacity to respond to assessed needs.
  9. In particular, this approach would enable us to prepare a plan that makes clear the strategic importance of Oxfordshire's mineral resources but manages the release and development of these resources in a way that both alleviates the concerns of local people about unnecessary and unacceptable mineral working and at the same time provides the minerals industry with the flexibility it needs to plan for and bring forward new proposals when and where they are required in order to meet the need for construction materials. It would provide a robust basis for decision making on planning applications, to ensure that mineral working takes place where it is needed in the County and takes place only in suitable locations and where the proposals involved are environmentally acceptable.
  10. I believe this approach would provide the quickest and most effective way for the Council to put in place an up to date local policy framework for decision making on planning applications for minerals and waste developments. At the same time it would avoid the plan-making process getting bogged down in detailed, site-specific issues that are more appropriately considered through the planning application process.



11. This approach would require a robust approach to future monitoring and review of the plan and particularly of minerals supply and demand in Oxfordshire. This would be done through a revised form of Annual Monitoring Report linked to an annual review of the Local Aggregate Assessment. The proposed strategic framework and policy criteria approach should provide the necessary flexibility for the minerals industry (through planning applications) and the Council (through planning decisions) readily to respond to changes in circumstances, both economic and environmental. Fundamental review of the plan should only be needed if there is a very large and unexpected change in either supply or demand.
12. The Minerals and Waste Cabinet Advisory Group was broadly supportive of this proposed change in approach at its meeting on 23 October, with the caveat that the wording of the criteria based policies would be critical. The Group will consider draft wording of policies at its meeting in December, prior to a draft revised Minerals & Waste Plan being reported to Cabinet in January.
13. Previous versions of the Development Scheme have included preparation of supplementary planning documents on a Minerals and Waste Development Code of Practice and on Restoration and After-use of Minerals and Waste Sites. These are not priority documents and therefore are not included in the revised programme; but the possible future need for them should be kept under review.
14. I consider this revised programme for the Minerals and Waste Local Plan – Core Strategy to be realistic taking into account experience with preparing the earlier Minerals and Waste Core Strategy; the work required to prepare necessary documentation for the consultation draft, submission and examination stages of the process; the requirements for engagement and consultation with stakeholders and the public; sustainability appraisal and strategic environmental assessment of the plan; and the available resources. Good progress is already being made with this work programme, in particular on preparation of the Local Aggregate Assessment and engagement with other local authorities and bodies under the duty to co-operate.
15. Approval of the revised Minerals and Waste Development Scheme 2013 by the Cabinet is required before it can be brought into effect. The Scheme must then be published on the Council's website.

### **Financial and Staff Implications**

16. The Minerals and Waste Local Plan is included within the work priorities of the Environment and Economy Directorate and funding provision for this project is held in the Minerals and Waste Plan Project earmarked reserve. This report does not raise any additional financial or staffing implications. The resources required and available to meet the programme in the Development Scheme will be kept under review as part of the management of the project.

### **Legal Implications**

17. The County Council is required to prepare a minerals and waste local plan under the Planning and Compulsory Purchase Act 2004 (as amended). The effect of the European Waste Framework Directive, 2008 (2008/98/EC), as transposed through the Waste (England and Wales) Regulations 2011, is to require waste planning authorities to put in place waste local plans.

### **Risk Management**

18. The complexity of the Minerals and Waste Local Plan process and the potential implications for major mineral working and waste management proposals emphasise the importance of good project management and regular reporting on risk management, which have been put in place.

### **RECOMMENDATION**

19. **The Cabinet is RECOMMENDED to**
- (a) approve the Oxfordshire Minerals and Waste Development Scheme (Fifth Revision) 2013 at Annex 1, subject to final detailed amendment and editing, to have effect from 10 December 2013;**
  - (b) authorise the Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) to:**
    - (i) carry out final detailed amendment and editing of the Oxfordshire Minerals and Waste Development Scheme, in consultation with the Cabinet Member for Environment;**
    - (ii) take the necessary steps to bring the revised Scheme into effect from 10 December 2013 and publish the revised Scheme, in accordance with Sections 15 and 16 of the Planning and Compulsory Purchase Act 2004 (as amended).**

Martin Tugwell

Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)

Background papers:

- i. Oxfordshire Minerals and Waste Development Scheme (2005 – 2008), May 2005.
- ii. Oxfordshire Minerals and Waste Development Scheme First Revision (2006 – 2009), March 2006.
- iii. Oxfordshire Minerals and Waste Development Scheme Second Revision (2007 – 2010), March 2007.

- iv. Oxfordshire Minerals and Waste Development Scheme Third Revision (2009 – 2012), May 2009.
- v. Oxfordshire Minerals and Waste Development Scheme Fourth Revision, May 2012.

All background papers are kept in the Minerals and Waste Policy Team at Speedwell House, Oxford.

Contact Officer: Peter Day, tel. Oxford 815544

November 2013

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## **OXFORDSHIRE MINERALS AND WASTE PLAN**

# **OXFORDSHIRE MINERALS AND WASTE DEVELOPMENT SCHEME (Fifth Revision) 2013**

**This Revision of the Oxfordshire Minerals and Waste  
Development Scheme came into effect on xxxxxx**

Planning Regulation (Minerals & Waste Policy)  
Environment & Economy  
Oxfordshire County Council  
Speedwell House  
Oxford  
OX1 1NE

[www.oxfordshire.gov.uk](http://www.oxfordshire.gov.uk)

## **CONTENTS**

<b>Section</b>	<b>Title</b>	<b>Page</b>
1	<b>Introduction</b>	
2	<b>Oxfordshire Minerals and Waste Plan</b> Purpose of the Oxfordshire Minerals and Waste Plan Other Minerals and Waste Plan Documents Relationship of Minerals and Waste Plan to other Policies, Plans and Strategies	
3	<b>Programme for Preparation of Minerals and Waste Plan</b> Progress on Minerals and Waste Core Strategy Minerals and Waste Site Allocations Document(s) Proposals Map Plan Appraisal and Assessment Resources Council Procedures and Reporting Protocols Potential Risks to the Programme	
Table 1	Oxfordshire Minerals and Waste Plan – Schedule and Programme of Proposed Local (Minerals and Waste) Development Documents	
4	<b>Existing (Saved) Minerals and Waste Planning Policy</b>	
Table 2	Saved Policies that form part of Oxfordshire Minerals and Waste Plan	
Figure 1	The Oxfordshire Minerals and Waste Plan – How the Separate Documents Fit Together	
Figure 2	Relationships between Oxfordshire Minerals and Waste Plan and Other Strategies and Plans	
Annex 1	Profiles of Minerals and Waste Development Documents	
Annex 2	Schedule of Saved Minerals and Waste Policies and their Replacement	

## **1. INTRODUCTION**

### **Purpose of the Oxfordshire Minerals and Waste Development Scheme**

- 1.1 The County Council is preparing a new Oxfordshire Minerals and Waste Local Plan. The Oxfordshire Minerals and Waste Development Scheme sets out the programme for the production of this plan and the planning policy documents (local development documents) that will make up the plan.
- 1.2 Under the Planning and Compulsory Purchase Act 2004 (as amended), all local planning authorities must prepare and maintain a local development scheme. Minerals and waste planning authorities (such as Oxfordshire County Council), which have responsibility to prepare plans and determine planning applications for minerals and waste development, must prepare and maintain a mineral and waste development scheme.
- 1.3 The Minerals and Waste Development Scheme must specify: the local development documents that are to be prepared and which of these are to be development plan documents (which will form part of the development plan for Oxfordshire); the subject matter and geographical area to which each development plan document is to relate; and the timetable for the preparation and revision of the development plan documents. It also includes information about minerals and waste planning policies for the county, and about the opportunities for people to be involved in the plan-making process.
- 1.4 The Oxfordshire Minerals and Waste Development Scheme, 2005 was brought into effect on 16 May 2005. Four revisions of the Scheme have been produced by the County Council, in March 2006, March 2007, April 2009 and May 2012. The most recent of these revisions is now out of date and this revised Minerals and Waste Development Scheme 2013 is needed to update and replace it.
- 1.5 The Oxfordshire Minerals and Waste Development Scheme (Fifth Revision) 2013 came into effect on xxxxxx.
- 1.6 The Development Scheme will be further reviewed, revised as necessary and rolled forward on a regular basis to take account of progress on preparation of the plan and monitoring. The most recent version of the Development Scheme will be published on the County Council website at [www.oxfordshire.gov.uk/mineralsandwaste](http://www.oxfordshire.gov.uk/mineralsandwaste) or details can be obtained by contacting us at:  
Planning Regulation (Minerals & Waste Policy)  
Environment & Economy, Oxfordshire County Council  
Speedwell House, Oxford OX1 1NE  
Email: [minerals.wasteplan@oxfordshire.gov.uk](mailto:minerals.wasteplan@oxfordshire.gov.uk)  
Telephone: 01865 810431.

## **2. OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN**

### **Purpose of the Oxfordshire Minerals and Waste Plan**

- 2.1 The current Oxfordshire Minerals and Waste Local Plan was adopted in 1996 and is now out of date. A new plan is needed that is in line with current legislation and national planning policy and provides for the minerals and waste development needs of Oxfordshire over the next 15+ years. The Oxfordshire Minerals and Waste Plan will replace the current Minerals and Waste Local Plan.
- 2.2 The new plan will have a single main document, the Minerals and Waste Local Plan – Core Strategy. The Council considers that it will not be necessary to produce a separate minerals and /or waste site allocations document.
- 2.3 The **Minerals and Waste Local Plan – Core Strategy** will be a development plan document and will cover the whole county of Oxfordshire. It will set out the Council's vision, objectives, spatial strategy, core policies and implementation framework for the supply of minerals and management of waste in Oxfordshire over the period to 2030. The spatial strategies for minerals and waste will include areas of search or other broad locations for development, supported by criteria based policies for the consideration of planning applications for development. The spatial strategies will be illustrated on key diagrams and/or a proposals map, as appropriate.
- 2.4 A **Proposals Map** will be prepared to show any proposals that are geographically defined, including any defined areas of search for mineral working and mineral safeguarding areas. This will replace the existing Proposals Map that forms part of the Oxfordshire Minerals and Waste Local Plan (1996). The new Proposals Map will be amended and up-dated as required whenever new development plan documents with spatial policies are produced.
- 2.5 The minerals and waste matters shown on the Proposals Map should also be included on the proposals maps prepared by the Oxfordshire District Councils as part of their new local plans.
- 2.6 The Minerals and Waste Local Plan – Core Strategy, together with the local plans prepared by Oxfordshire's District Councils will comprise the statutory development plan for Oxfordshire. The development plan is the basis on which planning decisions are made.
- 2.7 The Minerals and Waste Local Plan – Core Strategy will replace the saved policies of the Oxfordshire Minerals and Waste Local Plan, adopted in 1996. Chapter 4 provides further information about saved policies and their replacement by new development plan document policies.

### **Other Minerals and Waste Plan Documents**

#### ***Statement of Community Involvement***



- 2.8 The Statement of Community Involvement sets out the Council's policy and approach for involving communities and stakeholders in the preparation, review and alteration of local (minerals and waste) development documents; and in planning applications that the County Council determines.
- 2.9 The Oxfordshire Statement of Community Involvement was adopted by the Council in November 2006, following consultation and examination by a government-appointed inspector. It relates to the whole of Oxfordshire. It is not a development plan document (i.e. it does not form part of the development plan for Oxfordshire).
- 2.10 The Oxfordshire Statement of Community Involvement was prepared in accordance with legislative and procedural requirements at the time. Since 2006 there have been changes in legislation and procedures affecting the way that local development documents are prepared, including provisions and requirements for community and stakeholder engagement and consultation.

### ***Supplementary Planning Documents***

- 2.11 Supplementary planning documents may be prepared as part of a plan, where they can help applicants make successful planning applications or aid infrastructure delivery. They are not development plan documents (i.e. they do not form part of the development plan for the area).
- 2.12 The County Council may prepare supplementary planning documents on Minerals and Waste Development Code of Practice; and Restoration and After-use of Minerals and Waste Sites. But these are not priority documents and they are not currently included in the Council's programme for the Oxfordshire Minerals and Waste Plan.

### ***Annual Monitoring Reports***

- 2.13 The County Council has produced Oxfordshire Minerals and Waste Annual Monitoring Reports for each year from 2005 and they are published on the County Council website. The most recent report, for 2012, covers the period 1 April 2011 to 31 March 2012. They report on the implementation of the Minerals and Waste Development Scheme and on the extent to which development plan policies are being achieved.
- 2.14 The Annual Monitoring Reports do not form part of the Oxfordshire Minerals and Waste Local Plan but they are essential for monitoring the preparation and implementation of the plan and indicating when and how review and revision needs to be carried out. As a result of monitoring the Council will consider what changes, if any, need to be made to the Oxfordshire Minerals and Waste Local Plan – Core Strategy, and whether any other documents need to be prepared, and will bring forward programmes for any such changes through future reviews of the Minerals and Waste Development Scheme.

- 2.15 Monitoring reports are required to be produced and published at least annually. The County Council will monitor the effectiveness of policies and proposals in achieving the vision, spatial strategy and objectives of the Minerals and Waste Local Plan; and will assess:
- whether objectives and targets in the Plan are being met or are on track to be met and, if not, the reasons why;
  - what impact the policies of the Plan are having on other targets, at national, sub-national or local level;
  - whether any policies need to be replaced or amended to meet sustainable development objectives;
  - what action should be taken if any policies need to be replaced or amended.
- 2.16 Figure 1 shows the relationship between the different Minerals and Waste Plan Documents.

### **Relationship of Minerals and Waste Plan to other Policies, Plans and Strategies**

#### ***National Planning Policy***

- 2.17 The Government's new National Planning Policy Framework (NPPF) was published and came into effect in March 2012. This single policy document replaced 44 previously existing national policy documents, including planning and minerals planning statements and guidance documents (PPSs, PPGs, MPSs and MPGs). But Planning Policy Statement 10: Planning for Sustainable Waste Management (PPS10) was not replaced by the NPPF and currently remains in place until revised policy is published in conjunction with the National Waste Management Plan.
- 2.18 The Minerals and Waste Local Plan will be prepared to have regard to and be consistent with national policy.
- 2.19 The Government partially revoked the South East Plan on 25 March 2013. This revocation included all the minerals and waste policies of the plan, which ceased to have effect from that date.

#### ***Oxfordshire Sustainable Community Strategy***

- 2.20 In 2008 the Oxfordshire Partnership agreed 'Oxfordshire 2030', the Sustainable Community Strategy for Oxfordshire. This sets out a long-term vision for Oxfordshire's future. It identifies strategic objectives and priorities around four ambitions: to create a world class economy for Oxfordshire; to have healthy and thriving communities; to look after our environment and respond to the threat of climate change; and to reduce inequalities and break the cycle of deprivation. The Oxfordshire Minerals and Waste Plan will have appropriate regard to Oxfordshire 2030 and it will seek to reflect aspects of this Sustainable Community Strategy that have a land use perspective relating to minerals and waste.

#### ***Oxfordshire Joint Municipal Waste Management Strategy***

- 2.21 The Oxfordshire Joint Municipal Waste Management Strategy 'No Time to Waste' was approved by the Oxfordshire Waste Partnership (the County Council and the 5 District Councils in Oxfordshire) in January 2007. This waste strategy does not form part of the development plan, but it is an important material consideration for spatial planning. It provides a framework for the management of municipal waste in the county and sets local waste management targets. It identifies a need for increased recycling and composting and for new waste treatment facilities, to significantly reduce the quantity of biodegradable municipal waste sent to landfill. A five year review of the Strategy was carried out in 2012 and in January 2013 the Oxfordshire Waste Partnership agreed a revised Joint Municipal Waste Management Strategy which has been adopted by the partner councils to replace the document agreed in 2007. The Minerals and Waste Plan will have appropriate regard to the revised Strategy.

***Oxfordshire Local Transport Plan***

- 2.22 The Minerals and Waste Core Strategy will also have regard to the Oxfordshire Local Transport Plan 2011 – 2030 (LTP3), which notes that the County Council will seek to enable development through securing infrastructure and services, to reduce carbon emissions from transport, improve air quality and reduce other environmental impacts, and to ensure that the operation of the transport network balances the protection of the local environment with efficient and effective access for freight and distribution.
- 2.23 Figure 2 shows the relationships between the Oxfordshire Minerals and Waste Local Plan and other plans and strategies.

### **3. PROGRAMME FOR PREPARATION OF MINERALS AND WASTE LOCAL PLAN**

- 3.1 Table 1 is a schedule of the local (minerals and waste) development documents that the County Council proposes should make up the Oxfordshire Minerals and Waste Local Plan. It identifies which of the documents are to be development plan documents and the subject matter and geographic area to which each document relates; and it shows a revised programme for their preparation, with the key stages towards adoption.
- 3.2 This revised MWDS covers the period to March 2016 and shows that the County Council will focus on preparation of a Minerals and Waste Local Plan – Core Strategy. It includes a timetable for preparation of the Core Strategy, up to December 2015. The need for preparation of any other documents may be reconsidered at a later date, but probably not before the Core Strategy has reached examination. This position reflects the government's changes to procedure and policy made through the Localism Act 2011 and the National Planning Policy Framework (March 2012).

#### **Statement of Community Involvement**

- 3.3 In March 2005, the County Council commenced preparation of the Statement of Community Involvement, the Minerals and Waste Core Strategy and the Minerals and Waste Sites documents. The Statement of Community Involvement was prepared on a faster timetable than the other documents, over a period of 21 months, and was adopted in November 2006.

#### **Minerals and Waste Local Plan – Core Strategy**

- 3.4 The County Council carried out initial consultation on Minerals and Waste Issues and Options in June 2006, followed by consultation on Minerals and Waste Core Strategy Preferred Options in February 2007. Progress on plan preparation was then held up due to uncertainty over plan content and process and government proposals for changes to the development plans system.
- 3.5 Preparation of the Core Strategy was resumed after the government's revised Regulations on preparing plans and Planning Policy Statement 12 'Local Spatial Planning' were published in June 2008.
- 3.6 Following work on generation of options during 2009, focused consultation with stakeholders on minerals strategy options was undertaken, in two phases, in February/March and July 2010. A report on local aggregates supply was produced for the County Council by Atkins (consultants) in January 2011. Further work on generation of strategy options for waste was carried out in the first half of 2011. Following agreement by the Cabinet, the draft minerals and waste planning strategies were published for consultation in September 2011.
- 3.7 Following consideration of the responses to the consultation documents, the Minerals and Waste Core Strategy proposed submission document was

approved by the County Council on 3 April 2012. This document was published on 25 May 2012, for representations to be made by 16 July 2012. The Core Strategy was then submitted, unchanged, to the Secretary of State on 31 October 2012 for independent examination.

- 3.8 The Planning Inspector (Mr JG King) appointed to carry out the independent examination of the Core Strategy raised issues raised over the adequacy of the evidence base in relation to the recently published National Planning Policy Framework and its compliance with the new duty to co-operate. In view of this, the examination was suspended in February 2013. In July 2013 the County Council resolved to withdraw the Minerals and Waste Core Strategy and to prepare a revised Oxfordshire Minerals and Waste Local Plan in accordance with a new Minerals and Waste Development Scheme.
- 3.9 The Minerals and Waste Core Strategy that was submitted in October 2012 has now been withdrawn; and the Council has commenced the preparation of a revised Minerals and Waste Local Plan – Core Strategy. A new timetable has been drawn up, for preparation of the revised Core Strategy as quickly as possible, as set out in Table 1.
- 3.10 The Localism Act 2011 made changes to the provisions for preparing plans in the Planning and Compulsory Purchase Act 2004, including bringing in a duty to co-operate in the preparation of local plans; and new Regulations came into force in April 2012. PPS12 was replaced by the government's new National Planning Policy Framework in March 2012. In March 2013 the South East Plan was largely revoked (including revocation of all minerals and waste policies). The new timetable for preparation of the revised plan has been drawn up in the light of these legislative and policy changes.
- 3.11 The timetable is for a draft revised plan to be prepared for consultation in February/March 2014 and for the revised plan to be published in October 2014 to enable representations to be made and then submitted to the Secretary of State for independent examination in March 2015. The timetable envisages examination hearings being held in July 2015 and the Core Strategy being progressed to adoption by December 2015. The timings of stages after submission are however dependent on the Inspector appointed to carry out the examination and are therefore best estimates.
- 3.12 The County Council considers this to be the fastest practicable timetable taking into account requirements for engagement under the duty to co-operate; consultation with local people and other stakeholders; preparation of evidence base documents; sustainability appraisal, strategic environmental assessment and habitats regulations assessment; drafting of the plan; consideration of representations; the independent examination process; preparation by the Inspector of his/her report and recommendations; consideration of the Inspector's report and the adoption process; committee reporting procedures and timetables; and the resources available for the project.
- 3.13 The Minerals and Waste Local Plan must be prepared in accordance with current government policy in the National Planning Policy Framework (March

2012) and having due regard to the emerging new National Planning Practice Guidance. Government policy now strongly favours production of a single local plan document but the way in which provision for mineral working and waste management development is made in the plan is a matter for the Council to decide taking into account local circumstances. This can be done by way of allocating specific sites or by identifying less specific preferred areas or areas of search, coupled with criteria set in policy.

- 3.14 Taking into account the context now provided by government policy and emerging new guidance, and the urgent need for a new plan to replace the out of date Minerals and Waste Local Plan (1996), the revised plan now to be prepared will focus on the provision that needs to be made for mineral working and waste management over the period to 2030; the strategic framework for delivering this, including the broad spatial strategy with areas of search for mineral working; and criteria based policies against which planning applications would be considered. Under this approach, a separate development plan document with minerals and waste site allocations, as included in previous versions of the Development Scheme, does not need to be produced.
- 3.15 This approach accords with the government's revised, streamlined planning policy framework that is now in place and will enable an appropriate level of flexibility in the provision to be made for mineral working and waste management capacity to respond to assessed needs. In particular, this approach will enable the Council to prepare a plan that makes clear the strategic importance of Oxfordshire's mineral resources but manages the release and development of these resources in a way that both alleviates the concerns of local people about unnecessary and unacceptable mineral working and at the same time provides the minerals industry with the flexibility it needs to plan for and bring forward new proposals when and where they are required in order to meet the need for construction materials. It will enable the provision of a robust basis for decision making on planning applications, to ensure that environmentally acceptable proposals for mineral working can take place in suitable locations where it is needed in the County.
- 3.16 This approach will provide the quickest and most effective way for the Council to put in place an up to date local policy framework for decision making on planning applications for minerals and waste developments.

### **Minerals and Waste Sites**

- 3.17 The County Council published Issues and Options consultation papers for the then proposed Waste and Minerals Site Proposals and Policies Documents in February and April 2007 respectively. Work on these documents was not progressed beyond that as it was decided to focus on preparation of the Minerals and Waste Core Strategy. However, work that went into the preparation of those consultation papers, the responses to the consultations and subsequent work on mineral and waste sites was used to inform the preparation of the now withdrawn Minerals and Waste Core Strategy and will be used to inform the preparation of the revised Minerals and Waste Local Plan – Core Strategy. This includes assembly of information on potential

minerals and waste development sites nominated by developers and landowners, for use in testing the delivery of strategy options for the plan.

- 3.18 The County Council does not currently propose to prepare a Minerals and Waste Site Allocations document (or documents). The possible need for a site allocations document (or any other development plan document) will however be kept under review and may be reconsidered at a later date. This is unlikely to be done before the Core Strategy has reached examination. If it is subsequently decided that any further development plan document is required, the Development Scheme will be revised to include a programme for its preparation.
- 3.19 Previous versions of the Development Scheme have included preparation of supplementary planning documents on a Minerals and Waste Development Code of Practice and on Restoration and After-use of Minerals and Waste Sites. These are not priority documents and therefore are not included in this revision of the Development Scheme; but the possible future need for them will be kept under review.
- 3.20 Annex 1 sets out profiles of the minerals and waste development documents that are to be prepared. For each document it gives an overview, briefly describing the role and subject of the document, its coverage and status, together with a timetable for the key stages in preparation and a summary of the arrangements for production.

### **Proposals Map**

- 3.21 The Minerals and Waste Proposals Map (including inset maps) is currently the one in the adopted Oxfordshire Minerals and Waste Local Plan (1996). The Minerals and Waste Plan – Core Strategy will include a key diagram to illustrate the spatial strategy for minerals and waste development; and any proposals that are geographically defined, including any defined areas of search for mineral working and mineral safeguarding areas. When the plan has been adopted, this will replace the existing Proposals Map that forms part of the Oxfordshire Minerals and Waste Local Plan (1996). The content of the Proposals Map will be shown on the proposals maps of the District Local Plans covering Oxfordshire. The Proposals Map will subsequently be revised whenever a new development plan document or a revision of a development plan document that includes site specific proposals is adopted, to ensure it shows the up to date adopted policy position.

### **Monitoring and Review**

- 3.22 The proposed Minerals and Waste Local Plan – Core Strategy will require a robust approach to future monitoring and review of the plan and particularly of minerals supply and demand in Oxfordshire. This will be done through a revised form of Annual Monitoring Report linked to an annual review of the Local Aggregate Assessment.

### **Plan Appraisal and Assessment**

- 3.23 The policies and proposals in the Minerals and Waste Plan will be assessed for their contribution to the aims of sustainable development. Sustainability appraisal of plans is required under the Planning and Compulsory Purchase Act 2004 and strategic environmental assessment of plans is required under the European Directive on Strategic Environmental Assessment. The County Council is combining these in a single appraisal and assessment process, which will be carried out as an integral part of plan preparation. A sustainability appraisal scoping report has been prepared which describes the key environmental, social and economic issues for Oxfordshire and sets out sustainability objectives to assess the policies in plan documents. A sustainability appraisal report will be produced for the Minerals and Waste Local Plan – Core Strategy.
- 3.24 Minerals and waste development documents must also be subject to Habitats Regulations Assessment, under the European Habitats Directive, to assess the likely effects of plans, either alone or in combination with other plans and projects, on sites which have been designated as being of European importance for the habitat or species they support. A Habitats Regulations Assessment of the Minerals and Waste Local Plan – Core Strategy will be undertaken.

### **Resources**

- 3.25 The programme for preparation of the Minerals and Waste Local Plan – Core Strategy takes into account the availability of staff and financial resources relative to the work expected to be required. Whilst there are uncertainties with the plan preparation process, the County Council considers the revised programme in this scheme to be realistic, subject to no significant unforeseen circumstances arising.
- 3.26 The plan will be prepared in-house by the Council's Minerals and Waste Policy Team, comprising Team Leader (project manager) and two Planning Officers, under the direction of the Planning Regulation Service Manager and the Deputy Director (Strategy and Infrastructure Planning). The team will, as required, draw on: administrative and technical support from within the wider Service; specialist input, particularly on transport, ecology and archaeology, from elsewhere within the Council; and input on communications from within the Directorate and Council.
- 3.27 External consultants will be used where necessary, in particular to provide additional capacity at times of peak workload and specialist input that is not available within the Council, including for: Local Aggregate Assessment; Waste Needs Assessment; Sustainability Appraisal; Habitats Regulations Assessment; and Strategic Flood Risk Assessment; and facilitation of stakeholder meetings.
- 3.28 The Council has made financial provision for the resources estimated to be required to prepare the Minerals and Waste Plan.

### **Council Procedures and Reporting Protocols**



- 3.29 The Council has set up a Minerals and Waste Local Plan Cabinet Advisory Group comprising ten County Council members, chaired by the Cabinet Member for Environment (who has responsibility for the Minerals and Waste Plan), supported by key officers. This Group will enable elected members to be engaged in and provide guidance to officers on the plan preparation process prior to formal decision making by Cabinet and Full Council.
- 3.30 Decisions at key stages in the preparation of the Minerals and Waste Local Plan – Core Strategy will be made by the Cabinet Member for Environment, Cabinet or full County Council, according to the requirements of legislation and Council procedure. The proposed submission document, submission and adoption stages of plan documents will require full Council resolution.

### **Potential Risks to the Programme**

- 3.31 The plan preparation process has a number of risk elements, including:
- Staff Resources;
  - Funding;
  - The democratic decision making process;
  - Capacity of other organisations to input to documents;
  - Capacity of the Planning Inspectorate;
  - Changes in legislation or national policy;
  - ‘Soundness’ of plan documents;
  - Legal challenge to plan preparation process.
- 3.32 The County Council has procedures in place to mitigate these risks.

**Table 1**  
**Oxfordshire Minerals and Waste Plan**  
**Schedule and Programme of Proposed Local (Minerals and Waste) Development Documents**

<b>Document Title, Status and Geographic Area</b>	<b>Summary of Subject Matter</b>	<b>Chain of Conformity</b>	<b>Commence Preparation</b>	<b>Community Engagement &amp; Consultation (Reg. 18)</b>	<b>Publish Proposed Submission Document (Reg. 19)</b>	<b>Submit to Secretary of State (Reg. 22)</b>	<b>Independent Examination (Reg. 24)</b>	<b>Inspector's Report (Reg 25)</b>	<b>Adoption (Reg. 26)</b>
<b>Statement of Community Involvement</b> Non - Development Plan Document Covers the whole of Oxfordshire	To set out the Council's policy on community involvement in local (minerals and waste) development documents and planning applications	Must be in conformity with legislative requirements	<i>Commenced March 2005</i>	<i>Issues &amp; options consultation Sept 2005; Preferred options consultation Oct 2005</i>	<i>n/a</i>	<i>Submitted Feb 2006</i>	<i>Hearing held July 2006</i>	<i>Inspector's Report received July 2006</i>	<i>Adopted Nov 2006</i>
<b>Minerals and Waste Local Plan – Core Strategy</b> Development Plan Document Covers the whole of Oxfordshire	To set out the Council's vision, objectives, spatial strategy and core policies for the supply of minerals and management of waste in Oxfordshire over the period to 2030 – including areas of search or other broad	Must conform with legislative requirements and national planning policy *	<i>Commenced March 2005</i>	<i>Initial issues &amp; options consultation June 2006; Initial preferred options consultation Feb 2007; Further engagement &amp; consultation on issues and options and preferred options Feb 2010 – Jan 2011; Consultation on draft (preferred) minerals &amp; waste strategies Sept – Oct 2011</i>	Publish for representations to be made Oct 2014	Submit Core Strategy for examination March 2015	Hearings July 2015	Receive and publish Inspector's report Oct 2015	Adopt Core Strategy Dec 2015

	locations for development, supported by criteria based polices			Consultation on revised draft minerals and waste strategy Feb – March 2014					
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Regulation (Reg.) numbers refer to The Town and Country Planning (Local Planning) (England) Regulations 2012.

Stages in italics have already been completed.

\* National planning policy is contained in the National Planning Policy Framework, March 2012 and Planning Policy Statement 10 (PPS10): Planning for Sustainable Waste Management, July 2005 (as amended).

The need for any further development plan documents (e.g. minerals and waste site allocations, and supplementary planning documents (e.g. minerals and waste development code of practice; and restoration and after-use of minerals and waste sites) will be kept under review; these documents are not included in this Development Scheme.

#### **4. EXISTING (SAVED) MINERALS AND WASTE PLANNING POLICY**

- 4.1 The Oxfordshire Structure Plan 2016, setting out the strategic policy framework for development in Oxfordshire, was adopted on 21 October 2005. All the policies in it were automatically 'saved' for three years from that date, i.e. until 20 October 2008. In September 2008 the Secretary of State issued a Direction listing those policies of the Structure Plan which were saved beyond that date. On 6 May 2009 the South East Plan (the regional spatial strategy) was approved by the Secretary of State. This replaced the saved policies of the Oxfordshire Structure Plan 2016, except for three saved policies which were not replaced. These included policy M2 on locations for sharp sand and gravel working. (The other two policies are not directly relevant to minerals or waste.) All other Structure Plan policies expired on 6 May 2009.
- 4.2 The South East Plan was partially revoked on 25 March 2013, including revocation of all minerals and waste policies. The revocation order also revoked the September 2008 Direction relating to the Oxfordshire Structure Plan except in respect of policy H2(a), which does not concern minerals or waste. All of the minerals and waste policies in the Oxfordshire Structure Plan 2016 have now expired.
- 4.3 The policies in the Oxfordshire Minerals and Waste Local Plan, adopted in 1996, were automatically 'saved' for three years from 28 September 2004, i.e. until 27 September 2007. In September 2007 the Secretary of State issued a Direction listing those policies of the Minerals and Waste Local Plan which are saved beyond that date. The saved policies are listed in Table 2 below. These will continue in force until replaced by new policies when new development plan documents are adopted. Until then they will form part of the development plan for Oxfordshire. Policies not listed in the Direction expired on 27 September 2007.
- 4.4 A schedule of all saved minerals and waste policies in the Structure Plan and the Minerals and Waste Local Plan stating when they are proposed to be replaced, and by which new development plan document, is set out in Annex 2. The relationships between the saved plans and the new development plan documents proposed in this Development Scheme are illustrated in Figure 1.

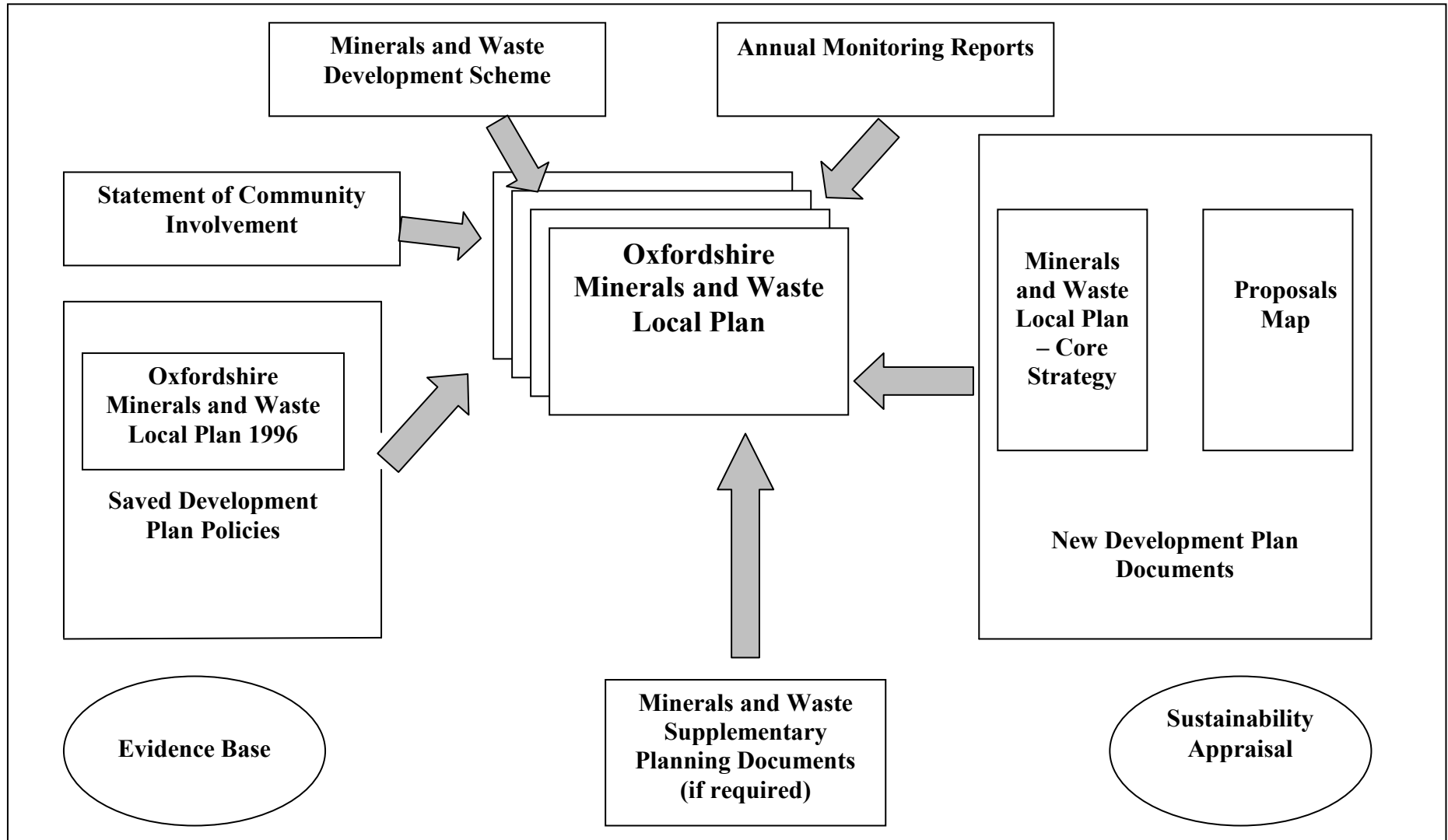
**Table 2**

**Saved Policies that form part of the Oxfordshire Minerals and Waste Plan**

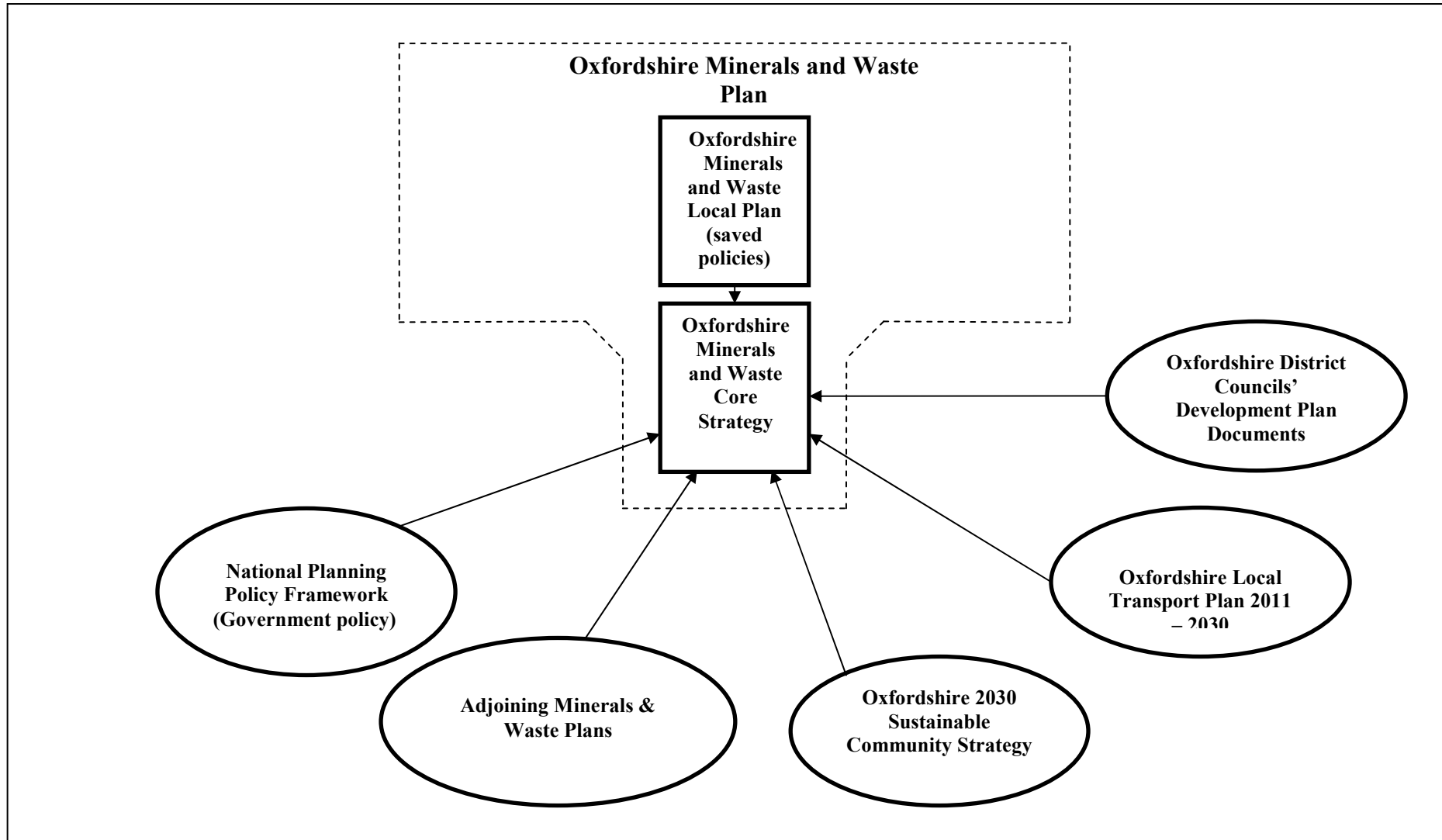
<b>Plan</b>	<b>Policy</b>	<b>Period Saved</b>
Oxfordshire Minerals and Waste Local Plan	SD1 – Sand and gravel landbanks	All saved from 27.09.08 until replaced by new policies in development plan documents when adopted
	SD2 – Small sand and gravel extensions	
	SD3 – Limestone and chalk quarries	
	SD4 – Ironstone extraction	
	SD5 – Clay extraction	
	SD7 – Rail head sites	
	SD9 – Rail head safeguarding	
	SD10 – Mineral safeguarding	
	SD11 – Prior extraction	
	W2 – Waste from elsewhere	
	W3 – Recycling proposals	
	W4 – Recycling in the countryside	
	W5 – Screening waste plant etc	
	W6 – Langford Lane site	
	W7 – Landfill	
	PE2 – Mineral working outside identified areas	
	PE3 – Buffer zones	
	PE4 – Groundwater	
	PE5 – River Thames etc	
	PE7 – Floodplain	
	PE8 – Archaeological assessment	
	PE9 – Archaeological remains	
	PE10 – Woodland and forestry	
	PE11 – Rights of way	
	PE12 – Public access	
	PE13 – Restoration and after-use	
	PE14 – Nature conservation	
	PE18 – Determining applications	
	PB1 – Processing plant etc	
	PB2 – Removal of plant etc	
	SC3 – Sutton Courtenay: traffic routeing	
SW1 – Sutton Wick: area for working		
SW2 – Sutton Wick: access restriction		
SW3 – Sutton Wick: access requirement		

SW4 – Sutton Wick: rate of production	
SW5 – Sutton Wick: after-uses	
SH1 – Stanton Harcourt: areas for working	
SH2 – Stanton Harcourt: Sutton bypass	
SH3 – Stanton Harcourt: traffic routeing	
SH4 – Stanton Harcourt: traffic routeing requirements	
SH5 – Stanton Harcourt: after-uses	
SH6 – Stanton Harcourt: after-use management	
CY1 – Cassington – Yarnton: area for working	
CY2 – Cassington – Yarnton: conveyors and haul routes	
CY3 – Cassington – Yarnton: after-uses	
CY4 – Cassington – Yarnton: pedestrian and cycle routes	

**Figure 1**  
**The Oxfordshire Minerals and Waste Local Plan – How the Separate Documents Fit Together**



**Figure 2**  
**Relationships Between Oxfordshire Minerals and Waste Local Plan and Other Strategies and Plans**





## **ANNEX 1**

### **PROFILES OF MINERALS AND WASTE DEVELOPMENT DOCUMENTS**

#### **Statement of Community Involvement**

##### **Overview**

##### **Role and Subject**

Oxfordshire County Council's service level agreement with stakeholders and the community covering engagement in the plan-making process and in planning applications.

**Coverage** The administrative area of Oxfordshire.

**Status** Non – Development Plan Document.

It must at least meet minimum requirements in the regulations and should have regard to the Council's corporate communications policy and the Oxfordshire Sustainable Community Strategy.

##### **Timetable**

<b>Stage</b>	<b>Dates</b>	<b>Milestones</b>
Commence Preparation of Document	Commenced March 2005	Milestone
Stakeholder & Community Engagement	Completed May – Sept 2005	
Consultation on Draft Document	Completed Sept – Oct 2005	Milestone
Submission to Secretary of State	Submitted February 2006	Milestone
Pre-Examination Meeting (if required)	Not required	
Commence Independent Examination	Hearing held July 2006	Milestone
Receipt of Inspector's Report	Received July 2006	
Adoption of Document	Adopted November 2006	Milestone

## Minerals and Waste Local Plan – Core Strategy

### Overview

#### Role and Subject

Strategic document setting out the vision, objectives, spatial strategies, core policies and implementation framework for meeting known and anticipated requirements for the supply of minerals and management of waste in Oxfordshire over the period to 2030. It will include minerals, waste and common core policies and spatial strategies for minerals and waste that will include areas of search or other broad locations for development, supported by criteria based policies for the consideration of planning applications for development. The strategy will be shown on a key diagrams and/or a proposals map, as appropriate. The Core Strategy will identify significant relationships with other relevant strategies and plans and with other local authority areas. It will include policies covering all types of minerals and waste development, and will include general development control policies.

**Coverage** The administrative area of Oxfordshire.

**Status** Development Plan Document.

It must be consistent with relevant national planning policy (particularly the NPPF and PPS10), and will have regard to the Oxfordshire Sustainable Community Strategy.

#### Timetable

Stage	Dates	Milestones
Commence Preparation of Document – Evidence Gathering + Stakeholder & Community Engagement	Commenced March 2005 Work ongoing	
Consultation on Issues & Options	Consulted June – August 2006	
Consultation on Initial Preferred Options	Consulted Feb – March 2007	
Further Evidence Gathering and Assessment	November 2008 – December 2009	
Consultation on Scope of Sustainability Appraisal	May 2009	Milestone
Stakeholder and Community Engagement on Revised Options and Preferred Options	February 2010 – January 2011	

Consultation on Draft (Preferred) Minerals and Waste Strategies	September – October 2011	
Consultation on revised Minerals and Waste Strategy	February/March 2014	Milestone
Publish Proposed Submission Document for Representations	October 2014	Milestone
Submit Document to Secretary of State	March 2015	Milestone
Independent Examination Pre-Hearing Meeting	June 2015	
Independent Examination Hearings	July 2015	Milestone
Receive and Publish Inspector's Report	October 2015	
Adoption of Core Strategy Document	December 2015	Milestone

### **Arrangements for production**

Organisational Lead	Deputy Director (Strategy and Infrastructure Planning).
Political Management	Cabinet Member for Environment; other County Council members involved through the Minerals & Waste Local Plan Cabinet Advisory Group, Cabinet and full Council at appropriate stages.
Internal Resources	MWLP Project Team (Project Manager + 2 Planning Officers) plus administrative and technical support; specialist input as required, particularly on transport, ecology and archaeology; and input from Directorate and Corporate Communications as required.
External Resources	Consultant to facilitate stakeholder group meetings; Consultant to prepare Local Aggregate Assessment; Consultant to advise on Waste Needs Assessment; Consultant to advise on and undertake Sustainability Appraisal and Habitats Regulations Assessment; Consultants to undertake Strategic Flood Risk Assessments (partly in conjunction with district councils); Consultants to give additional capacity for workload peaks.
External Stakeholder Resources	Oxfordshire Partnership (in particular the Environment and Waste Partnerships);

Minerals and Waste Forum (Stakeholder Group);  
Oxfordshire Minerals and Biodiversity Stakeholder Group.

External Community &  
Stakeholder  
Involvement

Consultation bodies and other stakeholders canvassed for their views on issues and options, and advice sought from the Stakeholder Group and the Oxfordshire Partnership (in particular the Environment and Waste Partnerships) on reasonable options.

## **Proposals Map**

### **Overview**

#### **Role and Subject**

Map showing graphic expression on an Ordnance Survey base of locationally specific policies and proposals in adopted development plan documents (Minerals and Waste Local Plan – Core Strategy and any other development plan documents that may be prepared), and any relevant saved policies and proposals for minerals and waste. It will include spatial representation of policies and proposals for minerals and waste management development and of any other relevant policies such as environmental designations, constraints and safeguarding areas.

**Coverage** The administrative area of Oxfordshire.

**Status** Integral part of Development Plan Documents.

#### **Timetable**

The Proposals Map will be prepared in parallel with preparation of the Minerals and Waste Local Plan – Core Strategy (see timetable in document profile above) and will be revised as and when any other development plan document that is prepared or revised is adopted, so as to illustrate geographically the application of the policies in the document or revision.

#### **Arrangements for production**

The Proposals Map will be produced when the Minerals and Waste Local Plan – Core Strategy is prepared and adopted and the arrangements for producing it will be as for that document (see document profiles above). The contents of the Proposals Map will be shown on the Proposals Maps of the District Local Plans covering Oxfordshire.

**ANNEX 2**

**SCHEDULE OF SAVED MINERALS AND WASTE POLICIES AND THEIR REPLACEMENT**

**Oxfordshire Minerals and Waste Local Plan**

<b>Policy No.</b>	<b>Subject of Policy</b>	<b>To be replaced / deleted (provisional)</b>	<b>When (estimate)</b>	<b>Replaced in which DPD (provisional)</b>
SD1	Sand and gravel landbanks	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SD2	Small sand and gravel extensions	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SD3	Limestone and chalk quarries	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SD4	Ironstone extraction	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SD5	Clay extraction	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SD7	Rail head sites	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SD9	Rail head safeguarding	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SD10	Mineral safeguarding	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SD11	Prior extraction	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
W2	Waste from elsewhere	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
W3	Recycling proposals	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
W4	Recycling in the countryside	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
W5	Screening waste plant etc	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
W6	Langford Lane site	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
W7	Landfill	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE2	Mineral working outside identified areas	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE3	Buffer zones	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE4	Groundwater	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE5	River Thames etc	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE7	Floodplain	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE8	Archaeological assessment	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE9	Archaeological remains	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE10	Woodland and forestry	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE11	Rights of way	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE12	Public access	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy

PE13	Restoration and after-use	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE14	Nature conservation	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PE18	Determining applications	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PB1	Processing plant etc	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
PB2	Removal of plant etc	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SC3	Sutton Courtenay: traffic routeing	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SW1	Sutton Wick: area for working	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SW2	Sutton Wick: access restriction	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SW3	Sutton Wick: access requirement	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SW4	Sutton Wick: rate of production	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SW5	Sutton Wick: after-uses	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SH1	Stanton Harcourt: areas for working	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SH2	Stanton Harcourt: Sutton bypass	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SH3	Stanton Harcourt: traffic routeing	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SH4	Stanton Harcourt: traffic routeing requirements	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SH5	Stanton Harcourt: after-uses	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
SH6	Stanton Harcourt: after-use management	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
CY1	Cassington – Yarnton: area for working	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
CY2	Cassington – Yarnton: conveyors and haul routes	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
CY3	Cassington – Yarnton: after-uses	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy
CY4	Cassington – Yarnton: pedestrian and cycle routes	Replaced	December 2015	Minerals and Waste Local Plan – Core Strategy

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Division(s): N/A
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## CABINET – 26 NOVEMBER 2013

### FORWARD PLAN AND FUTURE BUSINESS

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

Topic/Decision	Portfolio/Ref
<b>Cabinet, 17 December 2013</b>	
<ul style="list-style-type: none"> <li>▪ <b>Future of Schools/Back Office Facing Services - Externalisation Next Steps</b> To agree next steps.</li> </ul>	Cabinet, Deputy Leader 2013/169
<ul style="list-style-type: none"> <li>▪ <b>Progress Report on Placement Strategy</b> To note progress and issues in relation to the Children and Young People in the Council's care.</li> </ul>	Cabinet, Children, Education & Families 2013/096
<ul style="list-style-type: none"> <li>▪ <b>New Schools for Great Western Park, Didcot: Shortlist of Academy Trusts</b> To seek approval of shortlist of academy trusts following bids received to run one or more new schools in Great Western Park, Didcot.</li> </ul>	Cabinet, Children, Education & Families 2013/152
<ul style="list-style-type: none"> <li>▪ <b>The Future of the Music Service in Oxfordshire</b> To seek approval for the Music Service to move to become an independent charitable trust.</li> </ul>	Cabinet, Children, Education & Families 2013/170
<ul style="list-style-type: none"> <li>▪ <b>Response to Westgate Planning Application</b> To seek approval of the County Council's formal response to the Westgate planning application.</li> </ul>	Cabinet, Environment 2013/123
<ul style="list-style-type: none"> <li>▪ <b>Service &amp; Resource Planning Report for 2014/15 - 2017/18 - December 2013</b> To provide background on budget issues for 2014/15 and the medium term, including a review of charges.</li> </ul>	Cabinet, Finance 2013/094
<ul style="list-style-type: none"> <li>▪ <b>2013/14 Financial Monitoring &amp; Business Strategy Delivery Report - October 2013</b> Financial report on revenue and capital spending against budget allocations, including virements between budget heads.</li> </ul>	Cabinet, Finance 2013/113

### **Cabinet Member for Adult Social Care, 17 December 2013**

- **Healthwatch Oxfordshire** Cabinet Member  
To seek to agree contract award and funding allocation for for Adult Social  
Healthwatch Oxfordshire. Care,  
2013/112

### **Cabinet Member for Policy Co-ordination, 9 December 2013**

- **Provision of Vapour Recovery Service to West  
Oxfordshire District Council** Cabinet Member  
To seek approval to enter into a contract with West Oxfordshire for Policy Co-  
District Council to provide the vapour recovery service. ordination,  
2013/154
- **Further Agreement to Provide a Gypsy and Traveller  
Services to Buckinghamshire County Council** Cabinet Member  
To seek approval to enter a further agreement to provide Gypsy for Policy Co-  
and Traveller Services to Buckinghamshire County Council. ordination,  
2013/155

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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