



# **County Council**

**9 July 2013**

## **Agenda**

## 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.**

To: Members of the County Council

## ***Notice of a Meeting of the County Council***

**Tuesday, 9 July 2013 at 10.00 am**

**County Hall, Oxford OX1 1ND**



Joanna Simons  
Chief Executive

June 2013

Contact Officer: **Deborah Miller**  
Tel: (01865) 815384; E-Mail: [deborah.miller@oxfordshire.gov.uk](mailto:deborah.miller@oxfordshire.gov.uk)

In order to comply with the Data Protection Act 1998, notice is given that Items 3, 7 and 10 will be recorded. The purpose of recording proceedings is to provide an *aide-memoire* to assist the clerk of the meeting in the drafting of minutes.

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***Members are asked to sign the attendance book which will be available in the corridor outside the Council Chamber. A list of members present at the meeting will be compiled from this book.***

***A buffet luncheon will be provided***

## **AGENDA**

### **1. Minutes (Pages 1 - 10)**

To approve the minutes of the meetings held on 14 May 2013 (**CC1**) and to receive information arising from them.

### **2. Apologies for Absence**

### **3. Declarations of Interest - see guidance note**

Members are reminded that they must declare their interests orally at the meeting and specify (a) the nature of the interest and (b) which items on the agenda are the relevant items. This applies also to items where members have interests by virtue of their membership of a district council in Oxfordshire.

### **4. Official Communications**

### **5. Appointments (Pages 11 - 22)**

- (a) to revisit the political balance on Scrutiny and other committees and to appoint members to them as necessary (**CC5**);
- (b) to replace Councillor Mark Lygo with Councillor Jamila Azad on the Oxfordshire County Council Teachers' Joint Committee;
- (c) to make any other changes to the membership of the Cabinet, scrutiny and other committees on the nomination of political groups.

### **6. Petitions and Public Address**

### **7. Questions with Notice from Members of the Public**

### **8. Minerals & Waste Core Strategy (Pages 23 - 30)**

Report by Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) (**CC8**).

The County Council is responsible for preparing the Oxfordshire Minerals and Waste Plan. The Minerals and Waste Core Strategy will form the central part of this plan. The Core Strategy Proposed Submission Document was approved by full Council on 3 April 2012 for publication for representations to be made and subsequent submission to the Government for independent examination.

.The Core Strategy sets out the vision, objectives, spatial strategy and core policies for the supply of minerals and management of waste in Oxfordshire to 2030. Detailed site allocations are to be identified in a subsequent document.

.Following approval by full Council, the Minerals and Waste Core Strategy Proposed Submission Document was published on 25 May 2012.

The Core Strategy was submitted to the Government on 31 October 2012 and the Planning Inspectorate appointed an Inspector to carry out the independent examination of the plan. On 14 February 2013, with the authority's agreement, the Inspector suspended the examination until 31 May 2013. This was to provide sufficient time for officers to complete the requested work and further consider the issue of compliance with the new duty to co-operate and the implications for the examination of the Core

Strategy.

Counsel advice has been sought and considers there is a very real risk that the Inspector will find the Core Strategy to be unsound on the ground that it is based on an Assessment which does not accord with the National Planning Policy Framework.

***The Council is RECOMMENDED to:***

- (a) **withdraw the Oxfordshire Minerals and Waste Core Strategy;**
- (b) **prepare a revised Oxfordshire Minerals and Waste Local Plan in accordance with a new Minerals and Waste Development Scheme.**

## **9. Director of Public Health Annual Report 2013 (Pages 31 - 78)**

Report by the Director of Public Health (CC9).

This is the 6th Director of Public Health Annual Report for Oxfordshire. It is also the first Annual Report produced since Public Health returned home to Local Government.

The purpose of a Director of Public Health is to improve the health and wellbeing of the people of Oxfordshire. This is done by reporting publicly and independently on trends and gaps in the health and wellbeing of the population in Oxfordshire and by making recommendations for improvement to a wide range of organisations.

Producing a report is now a statutory duty of Directors of Public Health and it is the duty of the County Council to publish it.

The Director of Public Health's Annual Report is the main way in which Directors of Public Health make their conclusions known to the public. This helps the Director of Public Health to be an independent advocate for the health of the people of Oxfordshire.

The Annual Report:

- Is Scientific;
- Is Factual;
- Is Objective;
- Focuses on long term gaps;
- Makes clear recommendations

The priorities highlighted In this Report include the six main long-term challenges to long-term health in Oxfordshire which are:

- An ageing population – the “demographic challenge” ;
- Breaking the cycle of disadvantage;
- Mental health and wellbeing: avoiding a Cinderella service;
- The rising tide of obesity;
- Excessive alcohol consumption;
- Fighting killer infections

These topics are dealt with one by one. The current issues and recent action are laid

out and progress will be monitored in future reports.

Within these topics there is a particular emphasis in this report on 3 issues:

- Health in rural areas;
- Loneliness as a health issue, and
- The increase in residents from minority ethnic groups.

***The Council is RECOMMENDED to receive the Report.***

## **10. Report of Cabinet (Pages 79 - 84)**

Report of the Cabinet Meetings held on 16 April 2013, 21 May 2013, and 18 June 2013 (CC10).

## **11. Scrutiny Committees - Annual Report (Pages 85 - 98)**

This Scrutiny Annual Report (CC11) provides an overview of the work of the Council's six scrutiny committees over the course of 2012/13.

Structured to reflect the activity of the Council's six scrutiny committees the report is presented by the former Chairman of the Strategy & Partnerships Scrutiny Committee. It highlights the work carried out by each Committee to scrutinise activity and decisions over the past year. This is the last Annual Report of the six scrutiny committees system as it existed up to May 2013.

In 2012 a cross-party working group overseen by the Strategy & Partnerships Scrutiny Committee reviewed the Council's governance arrangements and considered a range of proposals. Through the review the overview and scrutiny function has been streamlined from 6 committees to 3 (Performance, Education and Health).

The Audit Working Group has reviewed this report and commented that the layout and structure has been improved giving a clearer overview of the activity of each committee. Additional comments will inform future reporting on the new scrutiny committees.

***Council is RECOMMENDED to receive the report.***

## **12. 2013/14 Requests for Virements (Pages 99 - 108)**

Report by the Assistant Chief Executive & Chief Finance Officer (CC12).

***Council is RECOMMENDED to approve the virements larger than £0.5m and the associated carry forwards as set out in Annex 1(a) and 1(b) to the report.***

### **13. Older People's Pooled Budget Arrangements (Section 75 Agreement) (Pages 109 - 110)**

Report by Director for Social & Community Services and Assistant Chief Executive & Chief Finance Officer (**CC13**).

As set out in the Older People's Pooled Budget Arrangements, the expansion of the Older People Pool represents a change in policy. The virement of budgets requires approval by Council under the Authority's Financial Regulations.

The Cabinet report sought Cabinet approval to increase the services and budgets that form the Older Person's Pooled Budget arrangements between Oxfordshire County Council and the Oxfordshire Clinical Commissioning Group, and to ensure the risk sharing and governance arrangements are appropriate for a truly pooled budget.

These joint working arrangements include a new Older People's Joint Commissioning Strategy 2013-2017 which has been the subject of public consultation. The Older People's pooled budget is a key mechanism for implementing the detailed action plan that forms part of the new strategy, and programme management arrangements to ensure its successful delivery are also being finalised.

***Council is RECOMMENDED to approve the virement of £21m into the Older People's Pooled Budget, as well as an income target of £18m.***

### **14. Amendments to the Financial Procedure Rules - Change to the Constitution (Pages 111 - 138)**

Report by the Assistant Chief Executive & Chief Finance Officer (**CC14**)

The Financial Procedure Rules are part of the Council's Constitution and provide the framework for management of the Authority's financial affairs. They are part of the means by which the Council seeks to achieve excellence in corporate governance. They aim to demonstrate high standards of financial integrity in the delivery of services.

This report presents the proposed amendments to the Financial Procedure Rules for capital and includes a new section to allow the Council to act as an Accountable Body for partnerships.

***The Council is RECOMMENDED to:***

- (a) agree the proposed changes to the Financial Procedure Rules, as outlined in Paragraph 3 above and as detailed in Annex 1; and***
- (b) ask the Monitoring Officer to amend the Council's Constitution accordingly.***

### **15. Questions with Notice from Members of the Council**

## **MOTIONS WITH NOTICE FROM MEMBERS OF THE COUNCIL**

*WOULD MEMBERS PLEASE NOTE THAT ANY AMENDMENTS TO MOTIONS WITH NOTICE MUST BE PRESENTED TO THE PROPER OFFICER IN WRITING BY 9.00 AM ON THE MONDAY BEFORE THE MEETING*

### **16. Motion From Councillor Liz Brighthouse**

“This Council asks the Cabinet to look at ways to ensure that all new contracts have written into them public service values of local engagement, terms and conditions of service, including a commitment to the Living Wage and all of the usual policies of Health and Safety, Equality etc. It also asks that ways to engage local communities in the provision of services through co-operatives or other mutual organisations should be developed and supported.

This would ensure the Council Taxpayers of Oxfordshire have services which are responsive to the local communities.”

### **17. Motion From Councillor Stewart Lilly**

“That this County Council’s new administration examine the possibility of increasing and seeking greater flexibility with pre-planning application fees to bring this authority in line with neighbouring District, and other authorities in England. These measures to also see the addition of “administration fees” for the clearance and discharge of conditions of planning permissions issued. Government gives authorities the freedom to levy such costs as it derives to be reasonable. This would also bring much needed income to the County Councils finances.”

### **18. Motion From Councillor Zoe Patrick**

“This Council recognises the importance of housing development being planned in a sustainable way with the infrastructure required in place at an early stage.

The County Council Developer Funding Team has had success in gaining infrastructure for some larger developments in various parts of the county in the past. However, there are many smaller developments in parts of Oxfordshire where numbers of houses are built without apparent input and without any objections from the highways officers, in spite of the extra traffic being created on existing roads. There is also concern that not enough priority is being given to ensure there are enough school places within existing schools when these developments are agreed. In some cases, new schools will be needed to cope with the demand. This is especially a problem when there are repeated applications in an area, that over a couple of years add up to many hundreds of houses, which would have triggered road and education infrastructure if in a single application.

As the County Council will be responsible for maintaining our roads and ensuring there are enough school places for our children, it is important that this is dealt with as a matter of urgency. This Council therefore urges the Cabinet to take heed of these



problems and to work with officers to find urgent solutions to this issue. Including closer working with district planning officers and improved liaison with local members.”

## **19. Motion From Councillor Jenny Hannaby**

“This Council reaffirms its commitment to the safeguarding and wellbeing of the elderly and vulnerable in Oxfordshire.

Council notes the Annual Report of the Safeguarding Adults Board as presented to Adult Services Scrutiny committee and the Health and Wellbeing Board, and welcomes the initial steps taken to ensure that responsible agencies work together to minimise risk of personal abuse in residential care or nursing homes. Oxfordshire residents need to be assured that the highest level of care will be delivered with dignity and respect, and that the safety of those suffering from dementia, mental and learning or physical disabilities will always be of the highest priority.

Council does not believe that the Care Quality Commission has the capacity to meet its growing responsibilities, and notes the increase in reported failures in care inside residential care and nursing homes nationally and within Oxfordshire. Council calls on the cabinet to learn from mistakes and inadequacies revealed by whistle-blowers and the CQC, but also sees the need for pro-active monitoring through joint working and information sharing between the safeguarding adults team and the care home support service to ensure the safety of all residents in our care.”

## **20. Motion From Councillor David Williams**

“This Council agrees with Lord Neuberger, President of the Supreme Court who said: (The Guardian 18/06/2013)

- Access to justice for all - particularly the poor, the vulnerable and the disadvantaged is being put at risk;
- The ability to hold the Government and other institutions to account is essential to the rule of law. We take great care in any approach to reduce access to judicial review. It is a small price to pay for a democratic and just society.

This Council opposes the Government’s proposed restrictions to seek legal aid entitlement and fears that this may have a detrimental impact on the functions of Oxfordshire County Council and local people’s ability to seek redress against the Council and in legal proceedings initiated by the Authority for trading standards and child protection cases.

It is essential that local people subject to these proceedings have access to proper legal representation of which legal aid is an essential part.

The reputation of the courts as defenders of liberty and justice will be undermined and recourse to law will become restricted to a wealthy elite.

Social stability rests on a rock that justice is available to all. That social cohesion that

we have taken for granted for generations is in danger if we undermine people's ability to seek legal redress.

The Council therefore calls upon the Chief Executive to make the opinions and concerns of the Council on this matter known to the Lord Chief Justice and the relevant Government Ministers of State."

## **21. Motion From Councillor David Williams**

"Given that youth unemployment is now an extremely serious issue with damaging long term social and personal consequences, Oxfordshire County Council should seek to establish from its suppliers that they have employees drawn from all age cohorts and do not neglect young people.

Numerous themes for contract compliance already exist but the County Council as a part of its financial and budgetary and social responsibility asks the Cabinet to strengthen its commitment to youth employment by considering ways by which the County Council can secure that any contracting organisation or company has a firm commitment to ensuring a reasonable proportion of the its workforce are under the age of 23. (applicable to all concerns with a workforce of 25 or more) and to seek ways to achieve a performance of at least 5% by those contractors."

## **22. Motion From Councillor John Christie**

"This Council, in demonstrating its commitment to fulfilling its legal duty to advance Equality of Opportunity under the Equality Act 2010, will respect the use by Councillors of gender neutral and inclusive titles in addressing and referring to those who chair meetings of the Council and its Committees.

Council therefore requests the Monitoring Officer to bring a report back to the next meeting of the Council outlining proposals to amend the Constitution accordingly."

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### **Pre-Meeting Briefing**

There will be a pre-meeting briefing at County Hall on **Monday 12 January 2009 at 10.15 am** for the Chairman, Vice-Chairman, Group Leaders and Deputy Group Leaders

## OXFORDSHIRE COUNTY COUNCIL

**MINUTES** of the meeting held on Tuesday, 14 May 2013 commencing at 10.00 am and finishing at 11.40 am.

### **Present:**

Councillor Don Seale – to open the Meeting  
Councillor Timothy Hallchurch MBE - in the Chair

### Councillors:

Tim Hallchurch MBE	Patrick Greene	Zoé Patrick
Lynda Atkins	Nick Hards	Glynis Phillips
Jamila Azad	Neville F. Harris	Susanna Pressel
David Bartholomew	Pete Handley	Laura Price
Mike Beal	Jenny Hannaby	Anne Purse
Maurice Billington	Mrs Judith Heathcoat	G.A. Reynolds
Liz Brighouse OBE	Hilary Hibbert-Biles	Alison Rooke
Nick Carter	Hoare	Rodney Rose
Louise Chapman	John Howson	Gillian Sanders
Mark Cherry	Ian Hudspeth	John Sanders
John Christie	Bob Johnston	Les Sibley
Sam Coates	Richard Langridge	Roz Smith
Yvonne Constance	Stewart Lilly	Val Smith
Surinder Dhesi	Lorraine Lindsay-Gale	Lawrie Stratford
Arash Fatemian	Sandy Lovatt	John Tanner
Neil Fawcett	Mark Lygo	Melinda Tilley
Jean Fooks	Kieron Mallon	Michael Waine
Mrs C. Fulljames	Charles Mathew	Richard Webber
Anthony Gearing	Caroline Newton	David Williams
Janet Godden	David Nimmo Smith	David Wilmshurst
Mark Gray	Neil Owen	

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### **22/13 ELECTION OF CHAIRMAN FOR THE 2013/14 COUNCIL YEAR**

(Agenda Item 1)

Before inviting nominations for the office of Chairman of the Council, Councillor Don Seale (the retiring Chairman) addressed the meeting, reflecting on his year in office and his time as a Councillor at Oxfordshire County Council. He thanked the Vice-Chairman (Councillor Hallchurch), his wife and his Personal Assistant (Sara Lenihan) for all their help and support

during the year. He then presented Sara Lenihan with flowers as a token of his appreciation.

Councillors Hudspeth, Brighthouse and Patrick paid tribute to Councillor Seale.

Councillor Seale then invited nominations for the office of Chairman of the Council for the 2013/14 Council Year.

Councillor Hudspeth proposed and Councillor Patrick seconded that Councillor Hallchurch be elected Chairman of the Council for the 2013/14 Council Year.

There being no other nominations and no dissent, Councillor Hallchurch was declared elected by a show of hands (nem con). He read and signed the statutory Declaration of Acceptance of Office.

**RESOLVED:** (nem con) that Councillor Timothy Hallchurch be elected as Chairman of the Council for the 2013/14 Council Year.

### **23/13 ELECTION OF VICE-CHAIRMAN FOR THE 2013/14 COUNCIL YEAR**

(Agenda Item 2)

The Chairman called for nominations for the Office of Vice-Chairman. Councillor Patrick proposed and Councillor Brighthouse seconded that Councillor Anne Purse be elected as Vice-Chairman of the Council for the 2013/14 Council Year. There being no other nominations and no dissent, Councillor Purse was declared elected by a show of hands (nem con) Vice-Chairman of the Council for the 2013/14 Council Year. She read and signed the statutory Declaration of Acceptance of Office.

**RESOLVED:** (nem con) that Councillor Anne Purse be elected Vice-Chairman of the Council for the 2013/14 Council Year.

### **24/13 MINUTES**

(Agenda Item 3)

The Minutes of the Meeting held on 2 April 2013 were approved and signed.

### **25/13 APOLOGIES FOR ABSENCE**

(Agenda Item 4)

An apology for absence was received from Councillor Kevin Bulmer.

### **26/13 OFFICIAL COMMUNICATIONS**

(Agenda Item 6)

The Chairman reported as follows:

A Group Photo had been scheduled to take place on the rising of the Annual General meeting. Members were asked to go to the Common hall Café following the meeting, where further advice would be given.

There would be two Extraordinary Meetings of the County Council following the formal group photograph. The first meeting was due to start at 12.30 pm and a bell would be sounded to call members to the Council Chamber.

There would an opportunity for members to catch up on post-election administration directly following the Annual General Meeting. Staff from Democratic Services would be located in the Common Hall Café to assist members.

### **27/13 RETURNING OFFICER'S REPORT**

(Agenda Item 7)

The Council had before them a report by the Returning Officer (Annex 1, Schedule of Business) setting out the results of the election of Councillors on 2 May 2013.

Councillor Beal indicated that his name had been misspelt in the report.

**RESOLVED:** (nem con) to note the Returning Officer Report at Annex 1 to the Schedule of Business, subject to the entry for Councillor Beal being amended from 'Beale' to Beal.

### **28/13 CONSTITUTION REVIEW FOLLOWING THE ELECTIONS**

(Agenda Item 8)

The Council had before them a report which sought agreement to the Monitoring Officer making any necessary changes to the constitution between the period of the County Council elections and the meeting of County Council in July.

**RESOLVED:** (on a motion by Councillor Hallchurch, seconded by Councillor Anne Purse and carried nem con) to authorise the Monitoring Officer to make any necessary changes to the Constitution, if required, following the Election to allow the Council to operate lawfully.

### **29/13 OFFICER SCHEME OF DELEGATION**

(Agenda Item 9)

The Council had before them a report by the Monitoring Officer (CC9) which set out the proposed changes to the Council's Officer Scheme of Delegation set out in the Constitution.

**RESOLVED:** (on a motion by Councillor Hallchurch, seconded by Councillor Purse and carried nem con) to note the amendment to Article 11 of the Constitution identified in paragraphs 4 & 5 above and to approve the Scheme of Officer Delegation contained in Part 7.3 of the Council's Constitution.

**30/13 REVISED COMMITTEE DATES FOLLOWING THE ELECTION**

(Agenda Item 10)

The Council had before them a revised meetings schedule for 2013/14 (CC10) which had been drawn up following the decision taken at Council to adopt new Governance arrangements.

**RESOLVED:** (on a motion by Councillor Hallchurch, seconded by Councillor Purse and carried nem con) to agree the revised meetings schedule for 2013/14.

**31/13 APPOINTMENTS**

(Agenda Item 11)

(1) The office of Leader of the Council.

Councillor Lilly moved and Councillor Greene seconded that Councillor Hudspeth be appointed to the office of Leader of the Council for the 4-year Council term.

There being no other nominations or dissent it was:-

**RESOLVED:** (nem con) to appoint Councillor Hudspeth to the office of Leader of the Council for the 4-year Council term.

(1a) to note the following appointments to the Cabinet:

Deputy Leader of the Council	Councillor Rose
Finance	Councillor Fatemian
Public Health & the Voluntary Sector	Councillor Hibbert-Biles
Adult Social Care	Councillor Heathcoat
Environment	Councillor Nimmo-Smith
Policy co-ordination	Councillor Chapman
Children, Education & Families	Councillor Tilley
Business & Customer Services	Councillor Carter
Community Services	Councillor Lyndsey-Gale

and to note the proposed new Cabinet Member portfolios set out in Annex 2 to the Schedule of Business.

(2) The office of Leader of the Opposition.

**RESOLVED:** to note that Councillor Brighouse was the Leader of the Opposition.

CC1

..... in the Chair

Date of signing .....

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## OXFORDSHIRE COUNTY COUNCIL

**MINUTES** of the meeting held on Tuesday, 14 May 2013 commencing at 12.30 pm and finishing at 12.55 pm.

### **Present:**

Councillor Tim Hallchurch MBE – in the Chair

### Councillors:

Anne Purse	Patrick Greene	Neil Owen
Lynda Atkins	Pete Handley	Zoé Patrick
Jamila Azad	Jenny Hannaby	Glynis Phillips
David Bartholomew	Nick Hards	Susanna Pressel
Mike Beal	Neville F. Harris	Laura Price
Maurice Billington	Mrs Judith Heathcoat	G.A. Reynolds
Liz Brighthouse OBE	Hilary Hibbert-Biles	Alison Rooke
Nick Carter	Hoare	Rodney Rose
Louise Chapman	John Howson	Gillian Sanders
Mark Cherry	Ian Hudspeth	John Sanders
John Christie	Bob Johnston	Les Sibley
Yvonne Constance	Richard Langridge	Roz Smith
Surinder Dhesi	Stewart Lilly	Val Smith
Arash Fatemian	Lorraine Lindsay-Gale	Lawrie Stratford
Neil Fawcett	Sandy Lovatt	John Tanner
Jean Fooks	Mark Lygo	Melinda Tilley
Mrs C. Fulljames	Kieron Mallon	Michael Waine
Anthony Gearing	Charles Mathew	Richard Webber
Janet Godden	Caroline Newton	David Williams
Mark Gray	David Nimmo Smith	David Wilmshurst

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### **32/13 APOLOGIES FOR ABSENCE**

(Agenda Item 1)

Apologies for absence were received from Councillors Bulmer and Coates.

### **33/13 APPOINTMENT OF HONORARY ALDERMAN**

(Agenda Item 6)

The Council had before them a report (CC6), setting out Section 249(1) of the Local Government Act 1972 which allowed Councils` to confer the title of Honorary Alderman on former Councillors who have, in the opinion of the

Council, rendered eminent service to the Council as past members of the Council.

(a) Mr Charles Shouler

**RESOLVED:** (on a motion by Councillor Waine, seconded by Councillor Mrs Fulljames and carried nem con) to confer the title of Honorary Alderman on Charles Shouler, under section 249(1) of the Local Government Act 1972, in recognition of her significant contribution to the Council in particular and public service in general.

(b) Mr David Turner

**RESOLVED:** (on a motion by Councillor Patrick, seconded by Councillor Purse and carried nem con) to confer the title of Honorary Alderman on David Turner, under section 249(1) of the Local Government Act 1972, in recognition of his significant contribution to the Council in particular and public service in general.

(c) Mr David Buckle

**RESOLVED:** (on a motion by Councillor Brighouse and seconded by Councillor Tanner and carried nem con) to confer the title of Honorary Alderman on David Buckle under section 249(1) of the Local Government Act 1972, in recognition of his significant contribution to the Council in particular and public service in general.

Once the Alderman had been appointed, the Chairman presented each Alderman in turn with a Certificate of Appointment.

..... in the Chair

Date of signing .....

## OXFORDSHIRE COUNTY COUNCIL

**MINUTES** of the meeting held on Tuesday, 14 May 2013 commencing at 12.50 pm and finishing at 1.15 pm.

### **Present:**

Councillor Tim Hallchurch MBE – in the Chair

### Councillors:

Anne Purse	Patrick Greene	Neil Owen
Lynda Atkins	Pete Handley	Zoé Patrick
Jamila Azad	Jenny Hannaby	Glynis Phillips
David Bartholomew	Nick Hards	Susanna Pressel
Mike Beal	Neville F. Harris	Laura Price
Maurice Billington	Mrs Judith Heathcoat	G.A. Reynolds
Liz Brighthouse OBE	Hilary Hibbert-Biles	Alison Rooke
Nick Carter	Hoare	Rodney Rose
Louise Chapman	John Howson	Gillian Sanders
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### **34/13 APOLOGIES FOR ABSENCE**

(Agenda Item 1)

Apologies for absence were received from Councillors Bulmer and Coates.

### **35/13 FREEDOM OF THE COUNTY**

(Agenda Item 6)

The Council had before them a report (CC6) detailing Section 249(5) of the Local Government Act 1972 which allowed Councils to bestow the Freedom of its area on persons.

On the recommendation of Group Leaders, Council was invited to confer the status of Freedom of the County on 4624 Squadron, Royal Auxiliary Air force, RAF Brize Norton. This was in recognition of over thirty years of distinguished service, demonstrating sacrifice and commitment to the defence of the realm, and for dedicated support to local charities and communities.

The Squadron was formed at RAF Brize Norton on 8 August 1982 and achieved Full Operational Capability in 1987. The Squadron had now celebrated its 30th Anniversary and in its fourth decade, the Squadron continued to evolve and grow. It now found itself as the largest Royal Auxiliary Air Force Unit with a Part Time Volunteer Reserves Establishment of 256 personnel. 4624 Squadron personnel account for 23% of the trained output of the Royal Air Force Logistic Movements Trade and continue to play a vital part in meeting the requirements of Defence.

The Squadron endeavoured to maintain a representation at many important ceremonial events and had supported a number of local charities along with several service-focused charities. An annex to this report contains an outline of the history, role and engagements of 4624 Squadron by Wing Commander Williams and Warrant Officer Searles.

Members of the Council paid tribute to the work carried out by the Squadron.

**RESOLVED:** (on a motion by Councillor Hudspeth, seconded by Councillor Brighthouse and carried unanimously) to grant the honour of Freedom of the County to 4624 Squadron of the Royal Auxiliary Air Force, RAF Brize Norton in recognition of over thirty years of distinguished service, demonstrating sacrifice and commitment to the defence of the realm, and for dedicated support to local charities and communities.

The Chairman presented the Squadron with a certificate of appointment containing the Council's Coat of Arms and sealed with the Common Seal of the Oxfordshire County Council will be presented and witnessed by the Chairman and Chief Executive.

..... in the Chair

Date of signing .....

Division(s): N/A

## COUNTY COUNCIL – 9 JULY 2013

### COMMITTEES AND REVIEW OF POLITICAL BALANCE

Report by the County Solicitor & Monitoring Officer

1. At its meeting on 15 May 2013 the Council reviewed and agreed the political balance on committees and appointed members to the committees.

Unfortunately an error occurred in the final stage of working through the political balance and appointments to Committees. The Conservative Independent Alliance has a majority of seats on the Council and as the majority group they are entitled to a majority of seats on all Committees as required under Section 15 of the Local Government and Housing Act 1989.

2. This was reflected on the Education Scrutiny Committee but was not picked up for the following four Committees. Additional places should have been allocated to the Conservative Independent Alliance as shown below.

Pension Fund Committee – 2 places  
Remuneration Committee – 1 place  
Performance Scrutiny Committee – 1 place  
Teachers Joint Consultative Committee – 1 place

These are additional places and do not affect the initial calculation of the political balance as agreed at the meeting on 15 May 2013.

3. The political balance agreed at the meeting on 15 May 2013 is attached at Annex 1 and the necessary additional seats are shown in ***bold italic***.
4. To correct the error Cllr Hudspeth as Group Leader has nominated additional members which are highlighted in bold on the **attached** Annex 2. This does not affect the overall political balance agreed at the meeting on 15 May 2013 as these seats are a direct result of that agreement.

### RECOMMENDATIONS

5. **The Council is RECOMMENDED to:**
  - (a) **confirm the political balance on committees shown in Annex 1 to the report;**
  - (b) **approve the membership of Committee shown in Annex 2, subject to any changes reported at the meeting.**

**PETER CLARK**

County Solicitor & Monitoring Officer

Background Papers: Nil

Contact Officers: Sue Whitehead, Committee Services Manager Tel: 01865  
810262

May 2013

## ANNEX 1

### Political Proportionality : Product of Local Government & Housing Act Formula

#### Committees subject to Proportionality Rules

	Seats	Cons & Inds	Lab	Lib Dem	Green	Total	Balance	Further Adjustment required
Performance Scrutiny Committee	10	5	2	2	0	9	-1	Additional 1 seat allocated to Conservative Independents Alliance Group to preserve majority on 11 person committee
Education Scrutiny Committee	7	4	2	1	0	7	0	Additional 4 seats allocated to Conservative Independents Alliance Group to preserve majority on 15 person committee (when voting co-optees counted)
<b>Sub-Total</b>	<b>17</b>	<b>9</b>	<b>4</b>	<b>3</b>	<b>0(1)</b>	<b>16(17)</b>	<b>-1</b>	
<b>Notional Entitlement</b>	<b>17</b>	<b>9</b>	<b>4</b>	<b>3</b>	<b>1</b>	<b>17</b>	<b>0</b>	
<b>Balance</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>-1</b>	<b>-1</b>		

Planning & Regulation Committee	12	6	3	2	0	11	-1	
Pension Fund Committee	7	4	2	1	0	7	0	Additional 2 seats allocated to Conservative Independents Alliance Group to preserve majority on 9 person committee (when voting co-optees counted)
Audit & Governance Committee	9	5	2	2	0	9	0	
Remuneration Committee	6	3	1	1	0	5	-1	Additional 1 seat allocated to Conservative Independents Alliance Group to preserve majority on 7 person committee (when voting co-optees counted)
<b>Sub-Total</b>	<b>34</b>	<b>18</b>	<b>8</b>	<b>6</b>	<b>0(1)</b>	<b>32(33)</b>	<b>-1</b>	
<b>Notional Entitlement</b>	<b>34</b>	<b>18</b>	<b>8</b>	<b>6</b>	<b>1</b>	<b>33</b>	<b>-1</b>	
<b>Balance</b>		<b>0</b>	<b>1</b>	<b>0</b>	<b>-1</b>	<b>-1</b>		

<b>Overall Total</b>	<b>51</b>	<b>27</b>	<b>12</b>	<b>9</b>	<b>0</b>	<b>48</b>	<b>-3</b>	
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<b>Legal Entitlement</b>	<b>102</b>	<b>28</b>	<b>12</b>	<b>9</b>	<b>2</b>	<b>51</b>	<b>0</b>	
<b>Balance</b>		<b>-1</b>	<b>0</b>	<b>0</b>	<b>-2</b>	<b>-3</b>		

Nominations to Joint Committees

	Seats	Cons	Lab	Lib Dem	Green	Total	Balance
Health Overview & Scrutiny Joint Committee	7	5	1	1	0	7	0



# Membership of Committees and Sub-Committees

## Audit & Governance Committee (10)

	Conservative Independent Alliance(5)	Green (0)	Labour (2)	Liberal Democrat (2)
	Lovatt		Dhesi	Godden
dc	Mathew		Pressel	R Smith
	Newton			
	Stratford			
ch	Wilmshurst			

### Non-Voting Co-opted Members (1)

#### *Representative of the Business Community:*

Dr Geoff Jones, PO Box 636, Oxford OX1 9AZ

### Independent Members (Complaints handling) (2)

\*\*\*\*\*

## Appeals & Tribunals Sub-Committee (3)

3 Councillors one of whom must be a Member of the Audit & Governance Committee

## Appointment Sub-Committee (Variable) (6)

Six Councillors at least one of whom must be a member of the Cabinet

## Fire Service Discipline Sub-Committee (3)

Three Councillors at least one of whom must be a member of the Cabinet

\*\*\*\*\*

## Oxfordshire Health & Wellbeing Board (13)

Comprising :

- Leader of the Council
- Chairman Oxfordshire Clinical Care Commissioning Group
- Representatives of the District Council x 2
- Cabinet Member for Children, Education & Families
- Cabinet Member for Adult Social Care
- Cabinet Member for Public Health & the Voluntary Sector
- Representative of Healthwatch Oxfordshire
- Director for Social & Community Services
- Representative of the Oxfordshire Clinical care Commissioning Group x 2
- Director for Public Health
- Director for Children's Services
- Area Director, Thames Valley NHS Commissioning Board

## Pension Fund Committee (11)

**Conservative  
Independent  
Alliance(6)**

Gray

Greene

**Langridge**

Lilly

**Lovatt**

Owen

**Green (0)**

**Labour (2)**

Hards

Dhesi

**Liberal Democrat (1)**

Fooks

### Voting Co-opted Members (2)

**2 District Council Representatives:**

\*\*\*\*\*

## Planning & Regulation Committee (12)

**Conservative  
Independent  
Alliance(7)**

Bartholomew

ch Catherine Mrs

Fulljames

Greene

Handley

Lilly

dc Owen

Reynolds

**Green (0)**

**Labour (3)**

Cherry

Phillips

Tanner

**Liberal Democrat (2)**

Johnston

Purse

\*\*\*\*\*

## Remuneration Committee (7)

**Conservative  
Independent  
Alliance (4)**

Hudspeth

Rose

Wilmshurst

***Mathew***

**Green (1)**

Williams

**Labour (1)**

G. Sanders

**Liberal Democrat (1)**

Patrick

\*\*\*\*\*

## Thames Valley Police and Crime Panel (1)

**Conservative  
Independent  
Alliance(1)**

Mallon

**Green (0)**

**Labour ()**

**Liberal Democrat ()**

## County Council Representatives on Staff Consultative Bodies

### Oxfordshire County Council Joint Consultative Committee for Uniformed Members of the Fire Service (7)

Conservative Independent Alliance(4)	Green (0)	Labour (2)	Liberal Democrat (1)
Chapman		Pressel	Patrick
Heathcoat		Lygo	
Lilly			
Rose			

\*\*\*\*\*

### Oxfordshire County Council & Teachers' Joint Committee (11)

Conservative Independent Alliance(5)	Green (1)	Labour (2)	Liberal Democrat (2)
Gray	Williams	G. Sanders	Howson
Lilly		Lygo	Webber
Owen			
Tilley			
Waine			
<i>vacancy</i>			

\*\*\*\*\*

### Oxfordshire County Council & Employees Joint Consultative Committee (7)

Conservative Independent Alliance(4)	Green (0)	Labour (2)	Liberal Democrat (1)
Lovatt		Beal	Johnston
Rose		Hards	
Wilmshurst			
Sibley			

# Membership of Scrutiny Committees

\*\*\*\*\*

## Education Scrutiny Committee (15)

	<b>Conservative Independent Alliance(8)</b>	<b>Green (0)</b>	<b>Labour (2)</b>	<b>Liberal Democrat (1)</b>
ch	Atkins Bartholomew Constance Gray Hoare Newton Owen		G. Sanders V. Smith	Howson
dc	Waine			

### **Voting Co-optees (4)**

***Representing the Church of England:*** 1 representative

***Representing the Roman Catholic Church:*** 1 representative

### ***Parent Governor Representatives:***

***Primary:*** 1 representative

***Secondary and Special:*** 1 representative

\*\*\*\*\*

- ch - Chairman
- dc - Deputy Chairman
- sp - Opposition Group Spokesman

**Performance Scrutiny Committee (11)**

**Conservative  
Independent  
Alliance (6)**

Atkins  
Constance  
Langridge  
Lilly  
**Lovatt**  
Stratford

**Green (1)**

Coates

**Labour (2)**

Brighthouse  
Christie

**Liberal Democrat (2)**

Fawcett  
Hannaby

\*\*\*\*\*

## Joint Committees

### Oxfordshire Joint Health Overview & Scrutiny Committee (15)

<b>Conservative Independent Alliance (4)</b>	<b>Green(0)</b>	<b>Labour (2)</b>	<b>Liberal Democrat (1)</b>
Bulmer Handley ch Stratford Sibley		Lygo Price	Rooke

#### **District Council Representatives (5):**

#### **Co-optees Members (3)**

Dr Harry Dickinson, 12 Henwood, Boars Hill, Oxford OX1 5JX

Dr Keith Ruddle, Hill Lawn House, 22 New Street, Chipping Norton, Oxon OX7 5LJ

Mrs A. Wilkinson, Carrig House, 3 Pullensfield, Headington, Oxon OX3 0BU

\*\*\*\*\*

ch - Chairman

dc - Deputy Chairman

sp - Opposition Group Spokesman

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Division(s): N/A
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## COUNCIL – 9 JULY 2013

### OXFORDSHIRE MINERALS AND WASTE PLAN: MINERALS AND WASTE CORE STRATEGY

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

#### Introduction and Context

1. The County Council is responsible for preparing the Oxfordshire Minerals and Waste Plan. The Minerals and Waste Core Strategy will form the central part of this plan. The Core Strategy Proposed Submission Document was approved by full Council on 3 April 2012 for publication for representations to be made and subsequent submission to the Government for independent examination.
2. The Core Strategy sets out the vision, objectives, spatial strategy and core policies for the supply of minerals and management of waste in Oxfordshire to 2030. Detailed site allocations are to be identified in a subsequent document.
3. Following approval by full Council, the Minerals and Waste Core Strategy Proposed Submission Document was published on 25 May 2012.
4. The Core Strategy was submitted to the Government on 31 October 2012 and the Planning Inspectorate appointed Mr JG King as the Inspector to carry out the independent examination of the plan. All the Council's submitted documents and related evidence are on the examination webpage at: <http://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy-examination>

#### Current Position

5. The Inspector sent four technical notes reflecting his initial observations on the Core Strategy to the County Council in November and December 2012. A series of written correspondence between the Inspector and the Council followed in January and February 2013. All of this material is also available for inspection on the County Council's website.
6. In his technical notes, the Inspector requested that the Council carry out the following work before the examination hearings are held:
  - a) Prepare a statement showing how the Council has complied with the duty to co-operate (a new duty brought in by the Localism Act in November 2011).

- b) Provide answers to an initial set of questions about the plan's provision for aggregates supply and the Local Assessment of Aggregate Supply Requirements which Atkins (consultants) prepared for the Council in January 2011.
  - c) Review the background papers and update them to reflect current national policy in the National Planning Policy Framework, March 2012; and to show how national policy and other evidence provide justification for the policies in the Core Strategy.
  - d) Provide a comprehensive schedule of all documents that comprise the evidence base for the Core Strategy, with links to the documents, on the examination webpage.
7. The Inspector subsequently raised questions in January this year over the Council's compliance with the duty to co-operate in the preparation of the Core Strategy, particularly whether the duty had been met in relation to a Local Aggregate Assessment that complied with the National Planning Policy Framework.
8. On 14 February 2013, with the authority's agreement, the Inspector suspended the examination until 31 May 2013. This was to provide sufficient time for officers to complete the requested work and further consider the issue of compliance with the new duty to co-operate and the implications for the examination of the Core Strategy. It was also to allow the Council to review the soundness of the Core Strategy, particularly in relation to the National Planning Policy Framework (which was published after the preparation of and immediately prior to the County Council's approval of the submission document) and the recent revocation of the South East Plan.
9. The Council wrote to the Inspector on 31 May giving an update on its position and on 4 June the Inspector continued the suspension of the examination until 19 July. This was to allow the Council to consider at this meeting how it wishes to proceed with the Core Strategy.

## **Key Issues**

### Local Aggregate Assessment

10. The National Planning Policy Framework brought in a new requirement for Mineral Planning Authorities to prepare an annual Local Aggregate Assessment, to establish the provision to be made in their minerals plans. The assessment is to be 'based on a rolling average of 10 years sales data and other relevant local information, and an assessment of all supply options'.
11. The January 2011 Assessment, on which the submitted Core Strategy is based, was prepared under previous national planning policies. Subsequent to the Plan's preparation, Government published the National Planning Policy Framework in March 2012 and related Guidance on minerals planning in October 2012.

12. Work is well underway in preparing a new Local Aggregates Assessment, again using Atkins to provide technical advice. It is a new requirement of the National Planning Policy Framework that the Council must engage with other Mineral Planning Authorities, the minerals industry and the Aggregate Working Parties for the South East and for those other areas that supply aggregates to Oxfordshire or receive aggregates from it, before the Assessment is finalised. A draft of the 2013 Assessment will have been considered by the South East England Aggregates Working Party (of which this Council is a member) on 3 July. Officer meetings with adjoining Mineral Planning Authorities and the minerals industry (as part of the duty to co-operate) are being held during July. Given the nature of the issues involved, it is expected that this part of the duty to co-operate will take until the autumn and that the Assessment will be finalised in November.

#### Duty to Co-operate and Soundness

13. The Localism Act 2011 requires the Council to co-operate with other authorities and prescribed bodies in preparing the Minerals and Waste Plan. In view of the crucial importance of this duty to co-operate to our plan-making activities – and having regard to the Inspector’s questioning of our compliance with the duty – the Council has obtained advice from Counsel in relation to this, with particular regard to the January 2011 Aggregate Assessment on which the plan was based.
14. Counsel has advised that the duty to co-operate came into force on 15 November 2011 and does not apply retrospectively, and therefore does not apply to the January 2011 Assessment. However, the Inspector is still required to assess whether the duty was met between 15 November 2011 and 31 October 2012, when the Core Strategy was submitted. There is no legal requirement that the Core Strategy has to be supported by an Assessment prepared in accordance with the National Planning Policy Framework but in assessing its soundness the Inspector will need to look at whether the Core Strategy complies with the new framework.
15. Counsel considers there is a very real risk that the Inspector will find the Core Strategy to be unsound on the ground that it is based on an Assessment which does not accord with the National Planning Policy Framework. He advises that this risk could be reduced if:
- A revised Assessment is prepared in accordance with the National Planning Policy Framework;
  - The revised Assessment is the subject of engagement with other relevant bodies, including the Aggregates Working Party (i.e. the duty to co-operate is met); and
  - The policies in the Core Strategy are supported by and consistent with the revised Assessment (or can be modified to ensure they are).
16. Counsel has also advised on whether, in the light of the EU Waste Framework Directive, the Core Strategy should identify sites for waste management facilities (the current intention is that sites for waste facilities be identified in a

separate Site Allocations Document.) Counsel's advice is that there is no legal or policy requirement for the Core Strategy to allocate sites and that non-inclusion of sites does not of itself make the Core Strategy unsound.

17. The Council has also obtained advice from Counsel on the soundness of the Core Strategy. Counsel's opinion is that the Core Strategy is unlikely to be found sound against the requirements of the National Planning Policy Framework and that the deficiencies are too many and significant to have a realistic prospect of being remedied by modifications to the plan.
18. Counsel's view is that the time and resources that would be required to continue with the Examination would be better spent on revising the Core Strategy to comprehensively reflect the National Planning Policy Framework and the new Local Aggregates Assessment and therefore the Council should give serious consideration to withdrawing the Core Strategy.
19. In addition, we have sought technical advice from independent planning specialists on two specific issues:
  - a) The Duty to Co-operate – where the advice is that the Council has not demonstrated *de facto* conformity with the key principles set out in the duty to co-operate in relation to aggregates supply policy; but that it is probable that the duty to co-operate has been met on provision for the management of waste.
  - b) Soundness – a waste specialist has advised that there are some deficiencies in the waste data underpinning the Core Strategy which could affect its soundness; these require revisions to the evidence base but it is uncertain whether it would be possible to address any implications for policies in the Core Strategy through modifications.

#### Conclusions from Legal and Technical Advice – the Key Risks

20. The main conclusions to be drawn from the above matters are:
  - i. The Core Strategy is vulnerable to a finding of failure to meet the duty to co-operate in relation to aggregates supply and the Local Aggregates Assessment;
  - ii. Even if it meets the duty to co-operate, there is a very real risk that the Inspector will find the Core Strategy to be unsound on the ground that it is based on an Assessment which does not accord with the National Planning Policy Framework.
  - iii. The risk of unsoundness could be reduced by preparation of a new, National Planning Policy Framework-compliant Assessment, involving engagement with other relevant bodies, provided that the policies in the Core Strategy are supported by it.

- iv. There are deficiencies in the submitted Core Strategy that need to be addressed: these are too many and significant to have a realistic prospect of being remedied by modifications to the submitted plan.

### **Options Available to the County Council**

- 21. The Council needs to inform the Inspector after this meeting how it wishes to proceed with the Core Strategy – i.e. whether it wishes to continue with the examination of the submitted version or whether it wishes to withdraw the submitted document and re-submit a revised plan at a later date.

#### Continuation with the Examination

- 22. The option to continue with the examination of the submitted Core Strategy is considered to be extremely high risk; this is because:
  - a) The Inspector has indicated that he would first consider whether the duty to co-operate has been met. He has indicated that if the Council wished to continue with the current Core Strategy he would hold an advance hearing to consider this issue in the autumn. Counsel's opinion suggests that there is a significant risk that the Inspector would find that the Core Strategy does not meet the duty, in which case it would have to be withdrawn.
  - b) Even if the duty to co-operate test was passed, there is a very real risk that the Inspector would still find the Core Strategy unsound. This risk could be reduced by the Council preparing a new Local Aggregates Assessment in accordance with the National Planning Policy Framework, provided it is subject to engagement with other relevant bodies (including the South East England Aggregates Working Party, the minerals industry and other mineral planning authorities) and the policies in the Core Strategy are supported by it.
  - c) There is a significant risk that, through the duty to co-operate process associated with the new Assessment, there will be pressure from the other bodies to increase the level of provision made for sand and gravel in Oxfordshire. The significance of the duty to co-operate to the whole plan making process under the National Planning Policy Framework is such that the process of finalising the Assessment is unlikely to be straight forward.
  - d) If the new Assessment leads to a need to change significantly the strategy for mineral working, it is most unlikely that this could reasonably be done through modifications to the submitted Core Strategy. Unless then withdrawn, the Core Strategy would be very likely to be found unsound.
- 23. In addition to the above issues, the work undertaken during the suspension of the Examination process has identified a significant number of areas of the Core Strategy that would need to be modified in order to make it sound. The

nature of the modifications is such that they would need to be subject to public consultation and sustainability appraisal as well as examination by the Inspector. This would further increase the risk attached to this approach as well as adding to the timescale.

### Withdrawal of the Core Strategy

24. Withdrawal of the Core Strategy would allow a new Local Aggregates Assessment to be prepared that is in full accordance with the National Planning Policy Framework and fulfils the duty to co-operate. It would also provide the Council with the opportunity to consider afresh what changes might need to be made to the Core Strategy to ensure that it is sound, in particular that it is compliant with the National Planning Policy Framework and to reflect the revocation of the South East Plan.
25. It would also allow further engagement with other authorities and bodies to ensure that the duty to co-operate has been met before a revised plan is submitted for examination. In addition, it would enable objections to the current plan to be explored further with objectors, with a view to overcoming them in a revised plan.
26. Counsel's advice is clear: the time and resources required to continue with the examination would be better spent revising the Core Strategy to comprehensively reflect the National Planning Policy Framework and the new Local Aggregates Assessment.

### **Timing Issues**

27. An assessment of the implications of the two courses of action open to the County Council are as follows:

<b>Continue</b>		<b>Withdraw</b>	
New LAA finalised	Nov 13	Nov 13	New LAA finalised
		Feb 14	Draft revised Plan agreed by Cabinet
Examination Hearings	Feb 14	Feb/Mar 14	Consultation on revised Plan
Inspectors report – with modifications	Apr 14		
Consultation on modifications	Jun/Jul 14		
		Sept 14	Revised plan agreed by Council
Council agreement of modifications	Nov 14	Oct/Nov 14	Revised plan published for representations
Further hearings (if required)	Feb 15		
		Mar 15	Revised plan submitted for examination
Inspectors final report	Apr 15		
Core Strategy adopted by Council	Jul 15	Jul 15	Examination hearings
		Oct 15	Inspectors report
		Dec 15	Core Strategy adopted by Council

28. The timeline for the 'Continue' option assumes that the Inspector would find the current submitted Core Strategy both legally compliant (i.e. the duty to co-

operate has been met) and sound, which on the basis of the advice we have received is highly doubtful. The timeline for the 'Withdraw' option assumes that no fundamental changes to the plan would be required; if fundamental changes to the strategy proved to be necessary, additional time would be required for further technical work and consultation.

29. Withdrawal of the Core Strategy and submission of a revised plan would require revision of the existing timetable for preparation of the Core Strategy, as contained in the Council's Minerals and Waste Development Scheme. This Scheme sets out the documents the Council proposes to prepare to make up the Oxfordshire Minerals and Waste Local Plan, their subject matter and the timetable for preparing them. A revised Development Scheme reflecting the revised timetable in the above table would need to be approved by Cabinet and published on the Council's website.

### **Financial Implications**

30. The Minerals and Waste Plan is included within the work priorities of the Economy and Environment Directorate and funding provision for this project and the associated costs of the Examination is held in the Minerals & Waste Project earmarked Reserve.
31. Withdrawal of the Minerals and Waste Core Strategy and the preparation of a revised plan could create additional financial and staffing implications because part of the plan-preparation process would need to be repeated. Any additional project costs arising from this work, which cannot be funded through the earmarked Reserve, will be managed through existing budget provision within the Directorate.
32. It should also be noted that continuation with the current Core Strategy would not necessarily be a less costly option. With the high risk of this plan being found unsound if it were to proceed to Examination, there would be a need to completely repeat the Examination process in due course, following the revision of the plan. With Examination costs likely to account for a significant proportion of the total project costs, this could actually prove to be the more expensive option to pursue.

### **Conclusion**

33. If the current Core Strategy is not withdrawn and consequently proceeds to the Examination hearing sessions there is a significant risk that it will be found not to have met the duty to co-operate. Even if the duty was found to have been met, there is a high risk that the document will still be found unsound. This risk could be reduced by a new Local Aggregates Assessment being prepared, but there would still be a significant risk of unsoundness on other aspects of the Core Strategy.
34. Allowing time for a new Assessment to be prepared (without the Core Strategy being withdrawn) would require the Inspector to agree to a further delay to the examination. This would extend the uncertainty over the current

plan proposals, cause further inconvenience to other participants in the examination process and may not be acceptable to the Inspector. Also, there would be a significant risk that the plan would still be found unsound and that significant time and resources had been expended unnecessarily.

35. Withdrawal of the Core Strategy and the preparation of a revised plan would put back the time when there would be a National Planning Policy Framework-compliant adopted minerals and waste plan in place. This would extend the period during which there is no up to date development plan against which planning applications could be considered and these applications would then fall to be determined principally in the context of the National Planning Policy Framework. However, this disadvantage would be outweighed by the considerable risks involved in continuing with the Examination and it is likely that withdrawal of the current Core Strategy would more quickly lead to a new Minerals and Waste Plan for Oxfordshire being adopted.

## **RECOMMENDATIONS**

36. **The Council is RECOMMENDED to:**

- (a) **withdraw the Oxfordshire Minerals and Waste Core Strategy;**
- (b) **prepare a revised Oxfordshire Minerals and Waste Local Plan in accordance with a new Minerals and Waste Development Scheme.**

### **MARTIN TUGWELL**

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

Contact Officer: Chris Kenneford, Tel 01865 815615

July 2013



**DIRECTOR OF  
PUBLIC HEALTH  
FOR OXFORDSHIRE**

**ANNUAL REPORT**

**VI**

*Reporting on 2011-2013*

*Recommendations for 2013-2014*

*Produced: May 2013*

## Foreword:

This is the 6<sup>th</sup> Director of Public Health Annual Report for Oxfordshire. It is also the first Annual Report produced since Public Health returned home to Local Government.

### What is the purpose of a Director of Public Health's Annual Report?

The purpose of a Director of Public Health is to improve the health and wellbeing of the people of Oxfordshire. This is done by reporting publicly and independently on trends and gaps in the health and wellbeing of the population in Oxfordshire and by making recommendations for improvement to a wide range of organisations.

Producing a report is now a statutory duty of Directors of Public Health and it is the duty of the County Council to publish it.

The Director of Public Health's Annual Report is the main way in which Directors of Public Health make their conclusions known to the public. This helps the Director of Public Health to be an independent advocate for the health of the people of Oxfordshire.

The Annual Report:

- Is Scientific
- Is Factual
- Is Objective
- Focuses on long term gaps
- Makes clear recommendations

### Public Health – everyone's business

Good health and wellbeing are not created in a vacuum. Good health is closely related to a wide range of factors such as employment, quality of neighbourhoods, quality of schools and having a part to play in society. These factors are, in turn, linked to issues of housing, skills and employment and all contribute to the general economic prosperity of the County. **In addition, to make a difference, it is necessary to focus on the same topics for a number of years to make sustained change.**

For these reasons, the recommendations made in this report are long-term and wide-ranging and are not confined to traditional areas such as health services and social care.

## What Priorities are Highlighted In this Report?

The six main long-term challenges to long-term health in Oxfordshire are:

- An ageing population – the “demographic challenge”
- Breaking the cycle of disadvantage
- Mental health and wellbeing: avoiding a Cinderella service
- The rising tide of obesity
- Excessive alcohol consumption
- Fighting killer infections

These topics are dealt with one by one. The current issues and recent action are laid out and progress will be monitored in future reports.

Within these topics there is a particular emphasis in this report on 3 issues:

- Health in rural areas
- Loneliness as a health issue, and
- The increase in residents from minority ethnic groups

Your comments are welcome as long-term success will depend on achieving wide consensus across many organisations. Please direct comments to: [andrea.taylor@oxfordshire.gov.uk](mailto:andrea.taylor@oxfordshire.gov.uk).

Many people have helped to produce this report. It would have been impossible without them. They are acknowledged at the end of the document.

I hope you enjoy the report and act upon it.

Dr Jonathan McWilliam

Director of Public Health for Oxfordshire

May 2013

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## Chapter 1 – The Demographic Challenge

The increasing number of older people living in Oxfordshire remains both a blessing and the number one challenge for our health and social services. The 2011 census gives us a clear picture of the continuing increase in the number of older people in the County.

Many older people live healthy lives and need little help from local services, however, when people do need help; we need to ensure that it is available, at the right time and in the right place. Our services are becoming more responsive to the needs of older people, but there is still a way to go. Because there will be an increasing number of people needing care in the future, that care has to be both effective and affordable.

What should we do about this? We should do 3 things as a priority:

- 1) **We should join up health and social care** to align our priorities and give people a smooth passage through our services. This includes investing in prevention, joining up NHS services and social services, keeping people out of hospital and getting people home as quickly as possible.
- 2) **We should re-shape services to put people in the driving seat of their own care.** This includes making direct payments to people for care and giving 'expert patients' programmes a boost.
- 3) **We should help people and communities find their own solutions.** This includes finding new ways to help people help themselves and find new ways to support those who help them, notably family, friends, communities, faith groups and the voluntary sector.

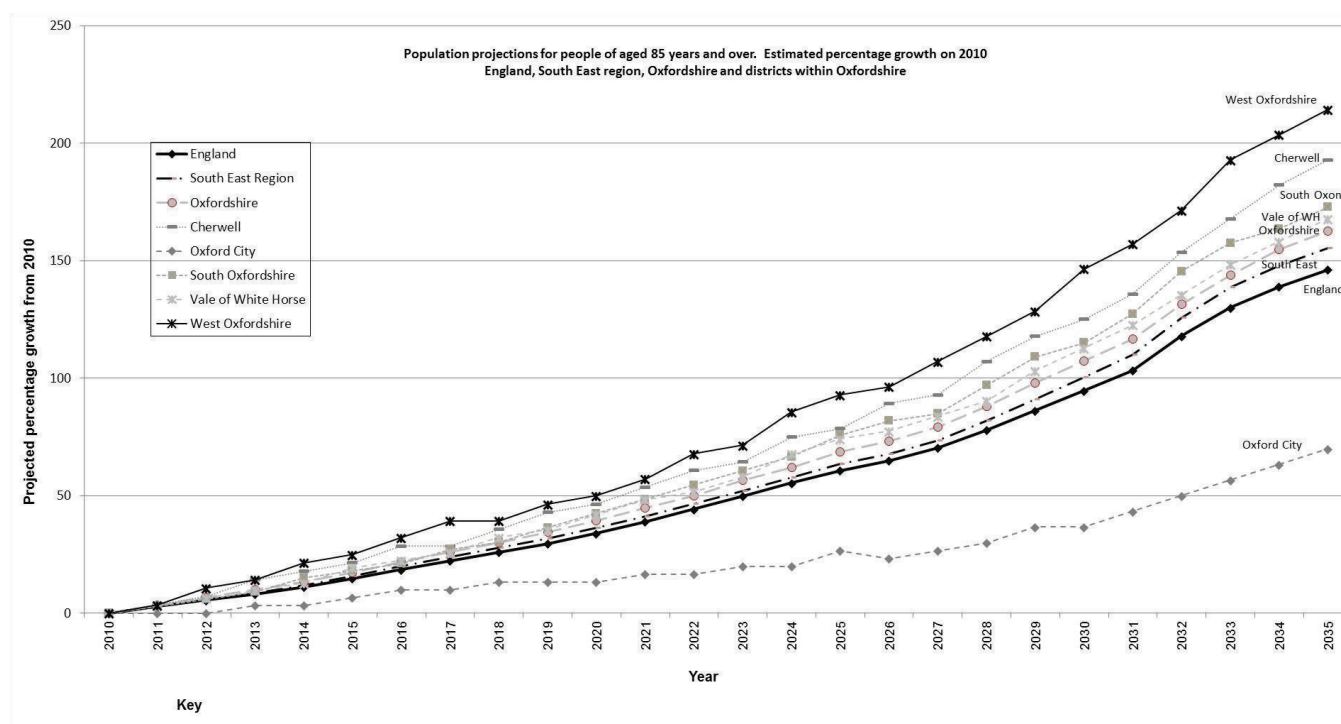
Much work is already underway on the first two of these topics and so this chapter will focus on the third, namely, **helping people find their own solutions.**

But first, let's take a look at the new census data in more detail because it gives us an up to date picture of the situation we face.

### What does the new census data show?

The new data tells us important things about three topics: **population growth; rurality and loneliness.** These are all important if we want to help people and communities find their own solutions. The facts are summarized below, beginning with population growth.

The chart overleaf shows the new predictions of the increase of people aged 85+ in the County overall and its five Districts.



Office for National Statistics (ONS) Subnational Population Projections

This shows that:

- Overall, Oxfordshire’s population is ageing faster than the national average.
- Ageing across the County is far from uniform. West Oxon and Cherwell will ‘age’ faster than the rest of the County.
- The City shows a fundamentally different picture with a much lower increase in numbers of older people.

The stark differences are highlighted in the table below which shows the percentage change in people aged 85+ comparing data for 2001, 2011 and predictions for 2035 for the County and each District.

Area	Number of People over 85 in 2001	Number of People over 85 in 2011	Number of people over 85 in 2035	Increase in people aged over 85 from 2001 – 2011 (%)	Increase in people 85+ from 2011 to 2035 (%)	Increase in people 85+ from 2001 to 2035 (%)
<b>Oxfordshire</b>	<b>11,277</b>	<b>14,683</b>	<b>39,400</b>	30%	168%	249%
Cherwell	2,140	2,819	8,200	32%	191%	283%
Oxford	2,454	2,697	5,100	10%	89%	108%
South Oxfordshire	2,556	3,375	9,000	32%	167%	252%
Vale of White Horse	2,121	3,052	8,300	44%	172%	291%
West Oxfordshire	2,006	2,740	8,800	37%	121%	339%

Office for National Statistics (ONS) Subnational Population Projections

This shows that, comparing 2001 and 2035:

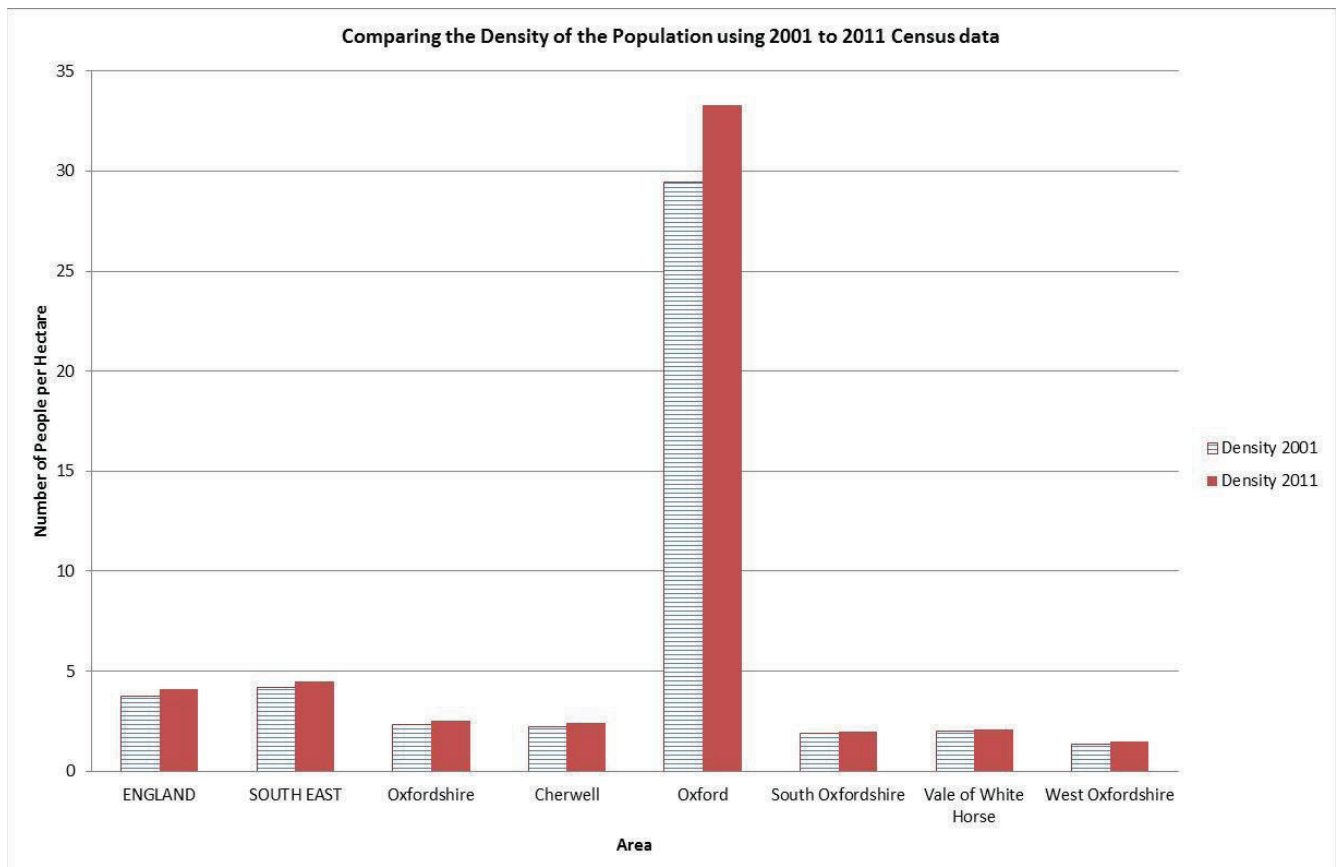
- 1) There will be more than three times as many people aged over 85 in the County.
- 2) There will be more than four times more in West Oxfordshire
- 3) There will be around double the number in the City.

*Rurality and the over 85's*

The more rural Districts of the County will experience the greatest increase in the over 85s over the coming decades. This is important because:

- Access to services is generally poorer in more rural areas
- Older people in rural areas are spread out and will be at more risk of isolation
- Each rural community is different across the County – if we want to support communities to help themselves, this means we need to find ways that are flexible enough to support 100s of different solutions.

Statistics for population density (i.e. people living per square hectare<sup>1</sup>- which is about 2 ½ acres) give a useful measure of rurality. Overall figures for Oxfordshire are given in the table below and show stark contrasts.



Office for National Statistics (ONS) Census 2011

<sup>1</sup> The **hectare** is a metric unit of area defined as 10,000 square metres (100 m by 100 m), and primarily used in the measurement of land. A hectare of land is 2.47 acres.

The chart shows that:

- Oxfordshire is much more rural than England and the South East Region with about half the Region's population density.
- Within Oxfordshire there is a massive difference between the City and the other Districts. People in the City are more than 10 times more 'densely packed' (around 33 people per hectare) than in other parts of the County (County average is 2.5 people per hectare).
- Population density for Oxford City (excluding the more rural parts of Wolvercote and Marston) is 39 people per hectare.
- West Oxfordshire is the most rural District with a population density of 1.5 people per hectare. However it is no longer the most rural area in the South East, this honour has been claimed by Chichester.
- Even the presence of Banbury and Bicester in Cherwell District do not raise the population density above 2.4 people per hectare.
- However looking at the wards that make up Banbury and Bicester shows that Banbury has a density of 37.6 and Bicester 40.2 people per hectare which are about the same as Oxford City.

This means that:

- We need to be flexible enough to design services in different ways in different places
- Better still, we need to be flexible enough to allow local people to design their own services in their own way in different places
- Services in the City will need to be very different from the more rural parts of the County because the age structure, population density and needs are markedly different.
- Partnership work between the County Council and Districts and Clinical Commissioning Group localities will need to be flexible. – **There is no 'one size fits all' solution for Oxfordshire.**

### *Loneliness and older people*

Loneliness is becoming a topic of increasing concern. Loneliness can happen anywhere, in both rural and urban communities, but older people living in greater isolation in more rural parts are more at risk. Recent research and a recent conference held in Oxfordshire under the auspices of Age UK pointed out that loneliness is a "hidden killer", increasing the risks of death in elderly people by 10 per cent. Those who are lonely have a higher risk of heart disease and blood clots as they tend to adopt a more sedentary lifestyle, exercise less and drink more alcohol.

Loneliness has a wide range of negative effects on both physical and mental health. Some of the health risks associated with loneliness include:

- Depression and suicide
- Heart disease and stroke
- Increased stress levels
- Decreased memory and learning ability
- Poor decision-making
- Alcoholism and drug abuse
- Faster progression of Alzheimer's disease (dementia)

The impact of loneliness on mental health is well known but the impact on physical health is only just being understood.



We can get a handle on loneliness in older people by looking at the census data on people living alone who are aged over 65. The table below gives the figures:

Area	One person households aged 65 and over in 2001	One person households aged 65 and over in 2011	One person households aged 65 and over in 2001 – As a percentage of all households	One person households: Aged 65 and over in 2011As a percentage of all households
<b>Oxfordshire</b>	31,140	29,852	13%	12%
Cherwell	6,118	5,967	12%	11%
Oxford	7,415	6,049	14%	11%
South Oxfordshire	6,728	6,570	13%	12%
Vale of White Horse	5,738	5,947	12%	12%
West Oxfordshire	5,141	5,319	14%	12%

Office for National Statistics (ONS) Census 2011

The data tells us that:

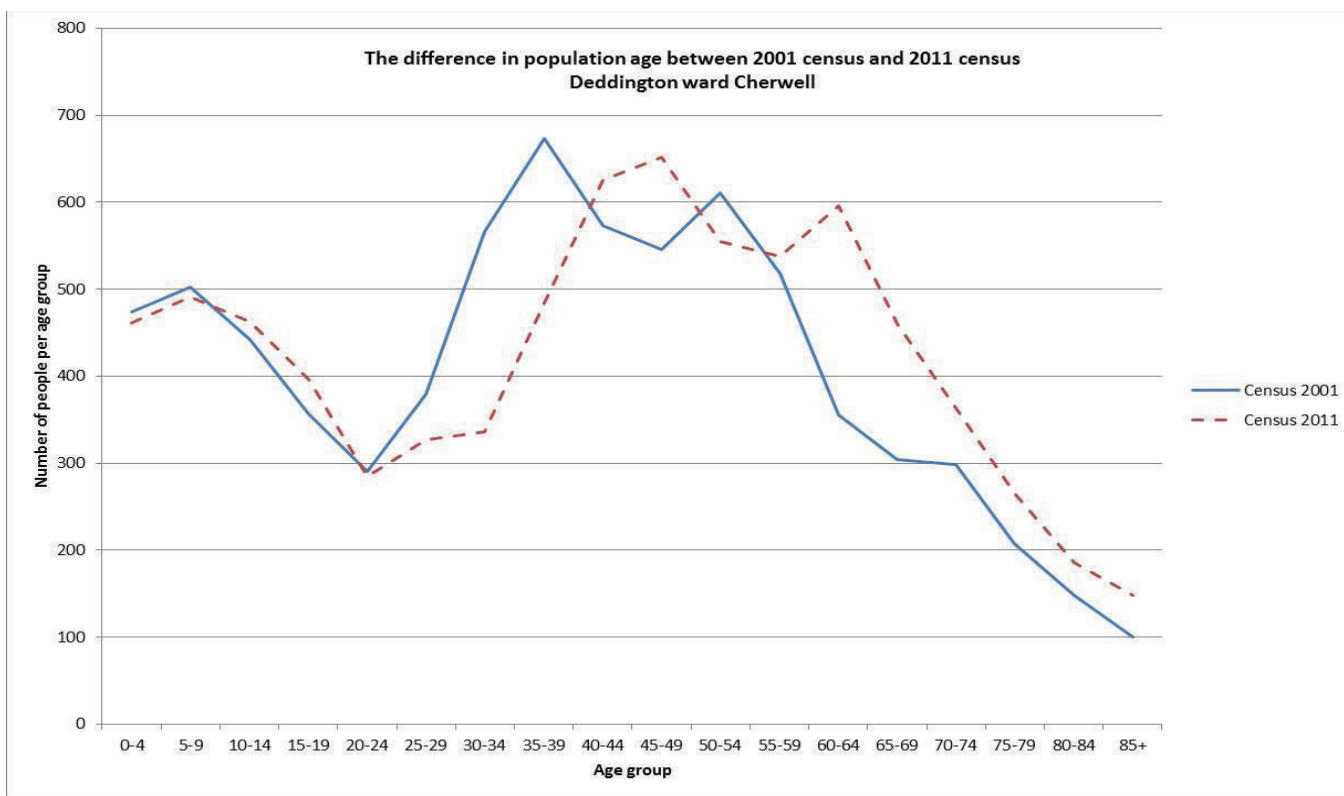
- Living alone in older age is a common finding. There are nearly 30,000 people over the age of 65 living alone – **that’s about one in every 8 households across the County.**
- The percentage of older people living alone is about the same in rural and urban areas.
- The percentage has been fairly stable on average over the last 10 years at around 12% to 13%

Unfortunately we can't tell from census data what the figures for over 85s living alone are.

The implications of this are:

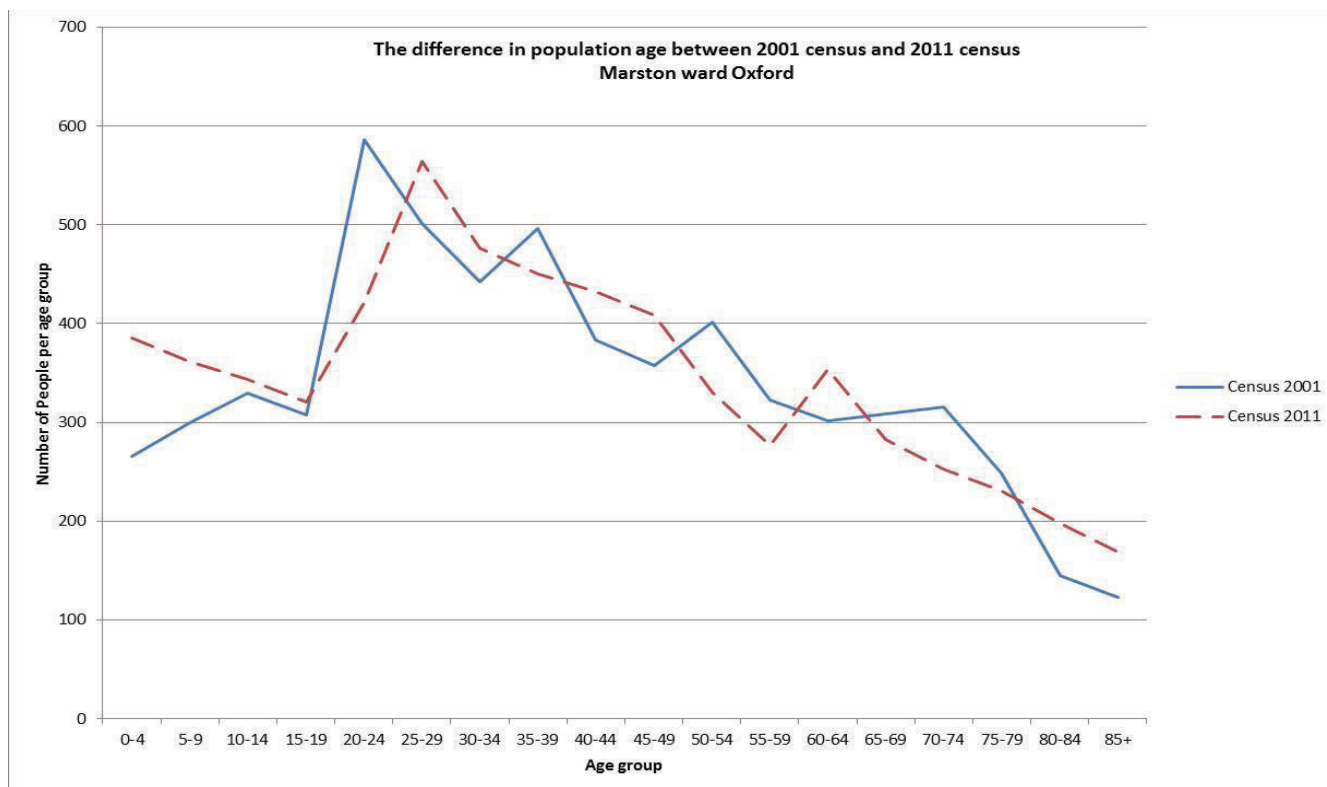
- We CAN use this data to give us a feel for helping to target those most at risk of loneliness.
- Services need to become more geared to recognizing loneliness as a risk factor for disease.
- Individuals and communities need to find ways to use their resources to combat loneliness and statutory services need to help them

As society changes, many of our most rural villages may become populated predominantly by older people with fewer children and young adults. This is the overall trend of the last 10 years. Take a look at the charts below. These show the ‘ageing shift’ that has taken place in many rural areas over the last 10 years. The blue solid line shows the population in 2001 and the red dashed line shows the population 10 years later in 2011. The more the line ‘moves to the right’, the more the population is ageing.



Office for National Statistics (ONS) Census 2001 and 2011

Contrast this with the picture in more urban areas. The two lines for Marston in Oxford City show very little difference – the population here is not ageing in the same way at all. Here the biggest feature is an increase in the number of children aged 0-4.



Office for National Statistics (ONS) Census 2001 and 2011

This means that, we need to plan differently in different parts of the County and find both 'rural solutions' and 'urban solutions'.

Once again it should be stressed that each rural community will be individual in its needs and individualistic in the way it finds solutions. The solutions will characteristically depend on the nature of the community and the willingness of its leading members to make a difference. The question is, "How can we best help them to do it?"

## **Implications**

Putting the facts together about population growth, rurality and loneliness alongside a recession, a squeeze on public spending and the government's encouragement for local communities to help themselves to find their own solutions creates a powerful cocktail of factors which affect Oxfordshire deeply.

What does all this mean for policymakers, and what should public sector organisations do? Common sense suggests that we need to find new ways to **empower** the people of Oxfordshire to help themselves.

## ***Empowering Oxfordshire***

Local government is well placed to continue its traditional leadership role to empower people and communities to help themselves. The Clinical Commissioning Group, Faith Groups and Voluntary organisations have major roles to play too. What might this look like?

It means finding ways to encourage local people and local organisations to find their own local solutions, particularly in rural communities. This may mean promoting and spreading solutions such as community planning and time-banking, and making it easy for villages to own and run their own village shops.

Identifying 'village agents' as a focus for some of this work is also a promising idea. Finding ways to harness the collective power of individuals, local societies, voluntary agencies, faith groups and philanthropists will be crucial if this is to work.

**Recommending that we turn our attention towards 'Empowering Oxfordshire' is the main thrust of this chapter. What are the elements of this?**

## ***Empowering People***

We need to exploit the full possibilities of new rules around making direct payments to people so that people can buy the services they need. We have already noted that this is well underway in Oxfordshire, but we may be able to extend this further and cut more red tape.

Linked ideas in the NHS about helping patients to become the experts driving their own care and owning their own records and care plans may also help. Getting people involved in service planning through our Public Involvement Networks and through the new 'Local Healthwatch' will be important too.

## ***Empowering Prevention***

It goes without saying that '*an ounce of prevention is worth a pound of cure*'. We need to make sure that older adults benefit fully from programmes such as bowel screening, which find disease early enough to treat, and flu jabs which directly prevent disease and disability.

We also need to 'mainstream' the prevention of loneliness as a direct means of improving health. This may mean that in the future, every visit to the local lunch club run in the local community becomes as important as a visit to the GP's surgery.

### ***Empowering carers and volunteers.***

Without the army of carers and volunteers at work in Oxfordshire, services as we know them would be unable to continue. Recent years have shown a welcome recognition of the work of carers and volunteers. We need to keep our foot pressed fully on the accelerator in terms of identifying and supporting carers and finding easy ways to recruit and encourage volunteering.

### **What we said last time**

The last annual report was produced at a time of unprecedented upheaval in the public sector and was most concerned to keep the demographic challenge high on the agenda of the new Clinical Commissioning Group, the Health and Well-being Board and Public Involvement Network. The Health Overview and Scrutiny Committee were also encouraged to keep a close eye on proceedings.

These things have been achieved and the NHS and social services now work more closely together than ever before - **this is a major achievement.**

It is now time to add a new emphasis which picks up the theme as of an increasingly ageing population, loneliness and isolation particularly in our communities.

Empowering people and empowering communities and the voluntary and faith groups which support them to help themselves has now become the major gap we need to fill.

### **A final word on dementia.**

Previous annual reports have highlighted the need to improve the recognition of dementia and to strengthen treatment services and the care of carers. This remains a priority. There is also a need to ensure that dementia is seen as part and parcel of mainstream health services as it co-exists with other physical illnesses. It should not be seen as solely a 'mental health problem'.

## Recommendations

### One strategy: One pooled budget: One Plan

By October 2013:

- The County Council and the Clinical Commissioning Group should have implemented the agreement to create a genuinely pooled budget bringing together adult social care resources and community health resources
- The Health and Wellbeing Board should be re-designed to oversee the management of this resource.
- The use of this resource should be guided by a single plan formally agreed between Oxfordshire Clinical Commissioning Group and Oxfordshire County Council (as part of the Oxfordshire Older Peoples' Joint Commissioning Strategy).
- This plan should be driven by re-vamped outcome measures and targets agreed as part of the refreshed Joint Health and Wellbeing Strategy.
- The Health and Wellbeing Board should receive regular reports on how this money is used.
- The Health Overview and Scrutiny Committee should provide strict external scrutiny of these arrangements.

### A coordinated approach to tackling Loneliness

By March 2014:

- Oxfordshire Clinical Commissioning Group, Oxfordshire's 6 Local Authorities, Age UK, Carers Representatives and other Voluntary and Faith sector partners should bring together practical proposals for tackling the issue of loneliness.
- This should build on the start made in The Oxfordshire Older People's Joint Commissioning Strategy.
- This work should be overseen by the Health and Social Care Board.
- Tackling loneliness should be a goal of the refreshed Joint Health and Wellbeing Strategy.

## Chapter 2 – Breaking the Cycle of Disadvantage - New Opportunities: New Challenges

This County is committed to breaking the 'Cycle of Disadvantage', but what does this mean? It means that we are determined to improve the life chances for our residents living in the areas of the County where disadvantage is passed down from one generation to the next. The last year has been a year of new opportunities and new challenges.

The 3 main opportunities are:

1. The new 'Thriving Families' initiative
2. The work of the GP Commissioners' locality groups
3. The work of the Health and Wellbeing Board

The 3 major challenges are:

1. The changing ethnic minority structure of the County
2. The possible impact of benefit changes for those on the brink of homelessness
3. The need to guard against complacency and continue to monitor our bread-and-butter indicators of disadvantage

Let's take a look at these one by one:

### The 3 Main Opportunities

#### **Opportunity 1) The way in which we have picked up the 'Thriving Families' initiative and run with it.**

The Government launched its 'Troubled Families' initiative in December 2011. The County Council adopted this as the more positive 'Thriving Families' programme and invested £1.6 Million into it to make it really fly. Working with partners, the aim is to identify the County's most needy families and give them a hand-up rather than a hand-out.

There are already important lessons to learn from the first 9 months of operation:

*Lesson 1:* It is only by persistently joining up the long term information held by all organisations like social services, police, NHS and probation that we find the families who need the help most. Individual agencies all have data, but it is knitting it together over the long term that counts. *This has never been done systematically before, and it is bearing fruit.*

*Lesson 2:* Local sources know best: Talking to the local schools and the local 'bobby on the beat' is a good place to start to piece together a local story

*Lesson 3:* The families we need to help are spread right across the County. **This approach is helping to identify families in both urban and rural settings. This is a real achievement. We have been searching for a way to find those most in need in rural areas for many years.** These families are too often 'hidden' when we look at data on a bigger scale. It means that we can help people based on their needs not on where they live.

The table below gives an early indication of where the families who need help the most might live. Take a look at the column on the far right which shows how evenly spread these families are as a percentage of all 'families' in each District.

Area	Number of families tentatively identified so far	Number of families identified as a percentage of all households in the area
<b>County</b>	761	1%
Cherwell	208	1.2%
Oxford	229	2%
South Oxfordshire	122	1%
Vale of White Horse	108	1%
West Oxfordshire	94	1%

Oxfordshire County Council, Thriving Families Team

During the next year work will start to help families in earnest, aiming to make a measurable difference to their lot – watch this space.

**Opportunity 2) The way the Clinical Commissioning Group is handling locality planning**

The GP Commissioners divide the County into 6 localities. These map roughly onto the District Councils, with separate localities for Banbury and Bicester. Each locality has now started to make plans based on local needs. Some green shoots are beginning to show from this work, for example:

- In Banbury “equalities and access managers” are working with local practices to increase the uptake of cervical screening amongst ethnic minorities.
- Targeting advice on healthy lifestyles and screening programmes to areas of the City with worst health outcomes. This includes a weight loss programme for men called ‘Footy Fitness at Oxford United’. Men can be referred by their GP during their NHS Health Check or can just turn up for the weekly weigh-in, advice and football fitness session.
- Encouraging smokers to pledge not to smoke at home or in the car so they can keep the air smoke-free for their children. This work is being targeted in both Banbury and parts of Oxford.
- Providing information and support to people from Asian backgrounds to identify diabetes and make sure they get the right help to manage their condition successfully.
- The 'Benefits in Practice' initiative which places benefit advisors in GP practices - new work in Hardwick and Horsefair surgeries has directed almost 100K to the families who need it most.
- Cooking skills courses in Banbury and in Barton. 17 courses took place in Banbury in 2012 and 247 people have participated from the start of the courses with good results such as reduced consumption of ready meals and takeaway meals and an increase in cooking from scratch and consumption of fruit and veg.
- Working with End of Life Care services to outreach into Black and Minority Ethnic communities and break down barriers to access these services and ensure that services provided are culturally appropriate.
- Working with new migrant communities such as Portuguese speaking communities and East Timorese community, to improve access to health services.

**Opportunity 3) The potential for the Health and Wellbeing Board to bring things together.**

The Health and Wellbeing Board has identified inequalities as a major theme, and reducing inequalities in life expectancy is one of its targets. It is also working to promote breastfeeding, reduce teenage pregnancy and raise educational attainment, all of which will help to reduce inequalities.

So much for the opportunities, the 3 biggest **new challenges** we face to break the cycle of disadvantage are:

**Challenge 1 The changing ethnic minority structure of the County**

Early data from the 2011 census shows that the County has a substantially increased ethnic mix compared with 10 years ago. Of course, ethnicity doesn't necessarily equate with disadvantage, and the needs of different communities will differ widely – the needs of Polish, Lithuanian or Czech economic migrants are unlikely to be the same as a first generation Asian immigrant for example.

A real wake-up call was the fact reported in the press that:

***“In Oxford nearly half of births (47%) in 2010 were to non UK-born mothers, compared to a national and County average of 26%.”***

Early indications show that the % of people in ethnic minority groups has risen in between censuses as follows:

Area	% of all ethnic minority groups in the 2001 census	% of all ethnic minority groups in the 2011 census	Number of additional people from ethnic minority groups between 2001 and 2011	% increase over the last 10 years in the proportion of ethnic minority groups in the overall population	% increase over the last 10 years in the ethnic minority population
<b>Oxfordshire</b>	<b>10%</b>	<b>16%</b>	<b>46,081</b>	<b>7%</b>	<b>57%</b>
Cherwell	7%	14%	9,527	7%	51%
Oxford City	23%	36%	24,006	16%	57%
South Oxfordshire	6%	9%	4,278	3%	65%
Vale of White Horse	7%	10%	4,624	4%	63%
West Oxfordshire	4%	7%	3,586	4%	54%

Office for National Statistics (ONS) Census 2001 and 2011

The headlines are:

- **An across the board increase in residents from ethnic minority groups of 57% on 2001 figures INVOLVING EVERY DISTRICT IN THE COUNTY**
- **An increase of 46,000 residents** from all ethnic minority groups over the last 10 years
- **Over 1/3 of all City residents are from ethnic minority groups** and over 10% of all Cherwell residents.



The table below looks further ahead at predictions for the growth of Oxfordshire's BME communities up to 2051:

Area	People from All Ethnic Minority Groups in 2001	People from all Ethnic Minority Groups Predicted for 2051	% increase from 2001 to 2051
Cherwell	5431	17164	216%
Oxford	17528	44065	151%
South Oxfordshire	2762	11663	322%
Vale of White Horse	2837	8561	202%
West Oxfordshire	1593	7289	358%
OXFORDSHIRE	30150	88242	193%

Office for National Statistics (ONS) Census 2001 and 2011

Long term trends should always be treated with caution, but the headlines are:

- There is a predicted long term increase in people from BME communities across the County from 30,000 residents to almost 90,000. **This is a tripling of numbers predicted for the first half of this century.**
- Around half of these will live in Oxford (44,000)
- The whole County is involved.

There **WILL** be implications for the policies of all organisations in these figures, some minor and some major but it is too early to indicate yet what they might be. All schools, all public services and all employers will need to continue to adapt. We will need to unpack the more detailed census data as it arrives over the coming months, so this is very much an early indication to 'watch this space'

**Challenge 2 To keep a weather eye on the impact of benefit changes for those on the brink of homelessness.**

As a result of changes in the way welfare benefits are calculated and paid there may be a temporary or longer term impact on some of the more vulnerable people in our population. These changes have attracted much publicity nationally and the situation needs to be monitored with care. People with mental health problems are thought to be particularly vulnerable. Work is on-going in all Local Authorities to monitor these changes and we need to make sure we are able to respond if need be.

**Challenge 3) The Eternal Need to Guard against Complacency**

It is vital that we keep a close eye on our routine, well-established indicators of disadvantage. Following increased vigilance over the last 5 years, many of these indicators do show improvement....

***However it is all too easy to let the situation slide, and we must not let this happen – the key lies in openly and honestly reviewing the data we have and reviewing it regularly – and this is what the remainder of this chapter will do.***

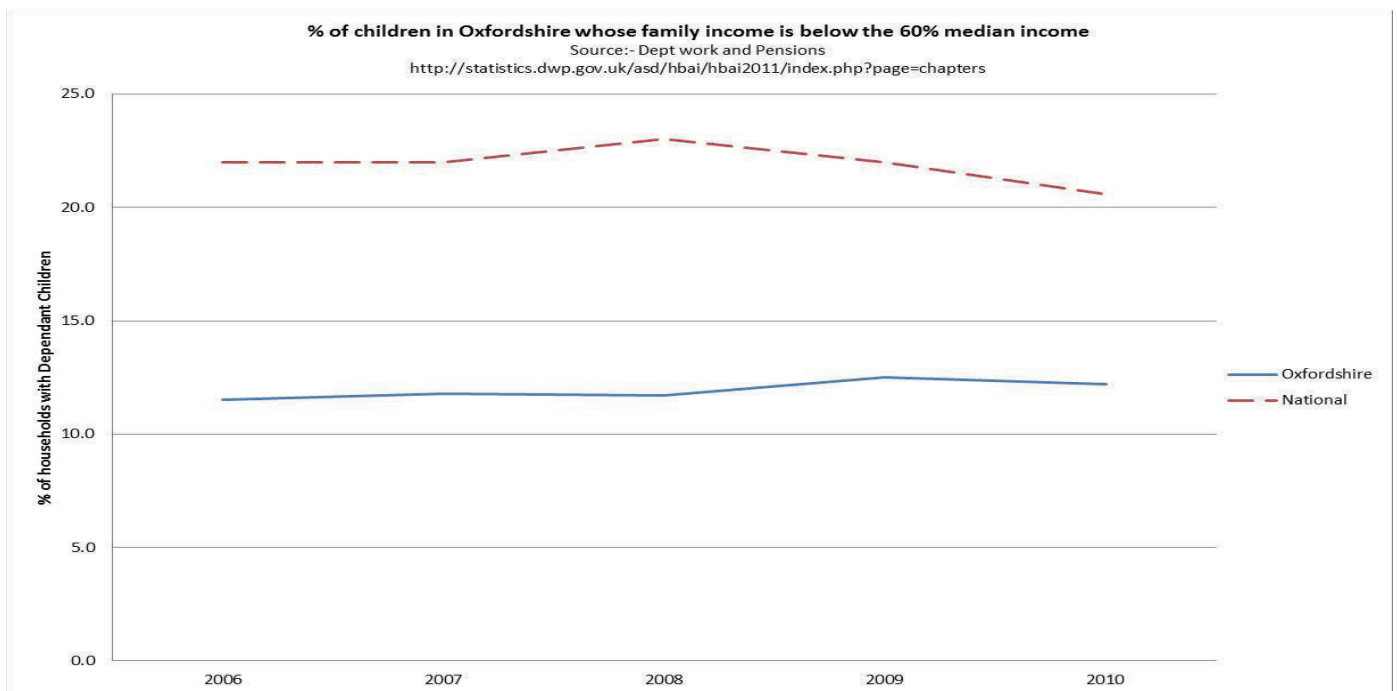
We will look at 8 key indicators in the remainder of this chapter.

### Indicator 1 - Child Poverty

The County's Child Poverty Strategy shows that the number of children who live in Poverty in Oxfordshire fell slightly from the 2009 figure. In 2008 there were 15,660 children living in poverty. This jumped to 16,940 in 2009 and fell to 16,645 in 2010. These are children living in families who meet the government's definition of child poverty i.e. 'a child living in homes taking in less than 60% of the median UK income'.

In November 2012, the average annual income was £26,500. The median national income is £565 per week and 60% of it is therefore £339 a week or £17,628 per annum.

There is a lot of debate about whether this is a good measure of poverty, but whatever the rights and wrongs, it does allow us to monitor progress and to compare Oxfordshire's performance with elsewhere. The detail is set out in the chart and table below:



Source: Dept of Works and Pensions, <http://statistics.dwp.gov.uk/asd/hbai/hbai2011/index.php?page=chapters>

The figures show that:

- Child poverty in Oxfordshire is way below national levels – almost 50% below. This is very good news but the County average does mask small areas where levels of poverty are high.
- The Oxfordshire figure is fairly static over time whilst nationally the data shows a reduction; we await more up to date data.

Because the spread is not even across the County we need to look at more detailed data at District level. Data on children living in households claiming out of work benefit gives the following picture from 2011:

**Children living in Families who are claiming any Out of Work Benefit**

Local Authority	Age 0-15	Age 16-18	Number of Households	% of all households in each District claiming out of work benefit	% of households with Children in each District claiming out of work benefit	Where families claiming out of work benefit live.
Oxfordshire	14,180	1,450	8,100	3.10%	10.7%	
Cherwell	3,350	330	1,950	3.40%	10.9%	24%
Oxford	5,000	520	2,730	4.90%	18.4%	34%
South Oxfordshire	2,150	210	1,260	2.30%	7.8%	16%
Vale of White Horse	2,090	230	1,210	2.40%	8.3%	15%
West Oxfordshire	1,590	160	950	2.20%	7.6%	12%

Snapshot data as at 31 May 2011, DWP using census 2011 household data

[http://research.dwp.gov.uk/asd/asd1/ben\\_hholds/index.php?page=child\\_ben\\_hholds](http://research.dwp.gov.uk/asd/asd1/ben_hholds/index.php?page=child_ben_hholds)

This shows that:

- Around a third of all households in the County which claim out of work benefit live in Oxford (2,730 households out of 8,100) and around 1/4 live in Cherwell (1,950 families).
- Around 5% of all households in Oxford claim out of work benefit compared with between 2% and 3% in the other Districts
- There are 5 wards with over 200 families claiming out of work benefit, these are: Northfield Brook, Blackbird Leys and Barton and Sandhills in Oxford, and Ruscote and Grimsbury and Castle wards in Banbury.

The overall picture means that:

- Oxfordshire is very prosperous overall compared with the national average, and
- We *can* use data about children living in our worst-off households to target resources within the County

**Indicator 2 - Unemployment Benefit Claimants.**

Research shows that being unemployed is bad for both the physical and mental health of those affected.

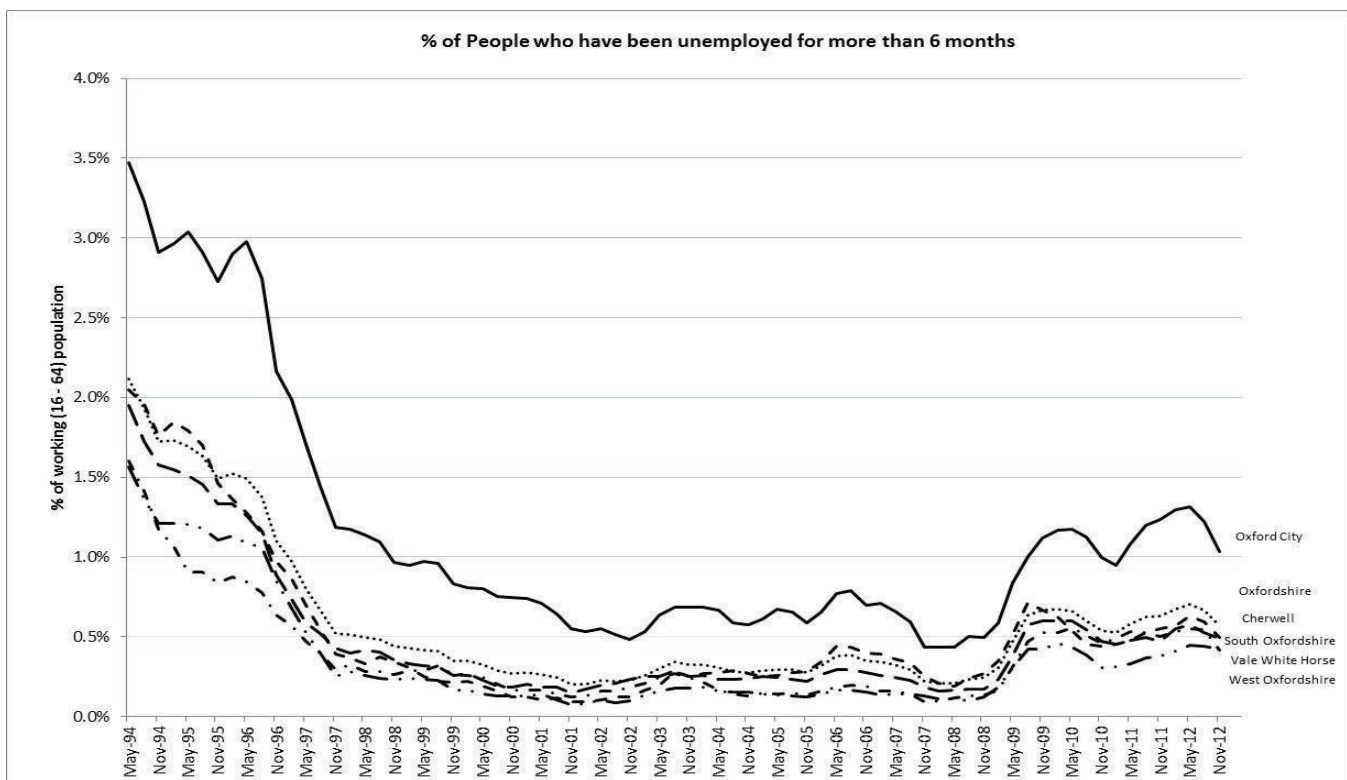
Mental health impacts include:

- Increased levels of depression
- Higher anxiety levels
- Feelings of alienation from the local community and therefore lower levels of life satisfaction
- Low self-esteem

Physical health impacts include:

- Increased number of visits to Doctors
- Increased use of hospital beds
- Higher number of medications taken compared to working counterparts and poorer self-assessed health with an increased number of diagnoses
- Poor lifestyle choices which may include poorer diet, lack of physical activity increased use of alcohol and smoking

If we look at the percentage of people in the County who have been unemployed for more than 6 months we can see the following picture:-



Source: Office National Statistics, Regional Labour Market, March 2012.

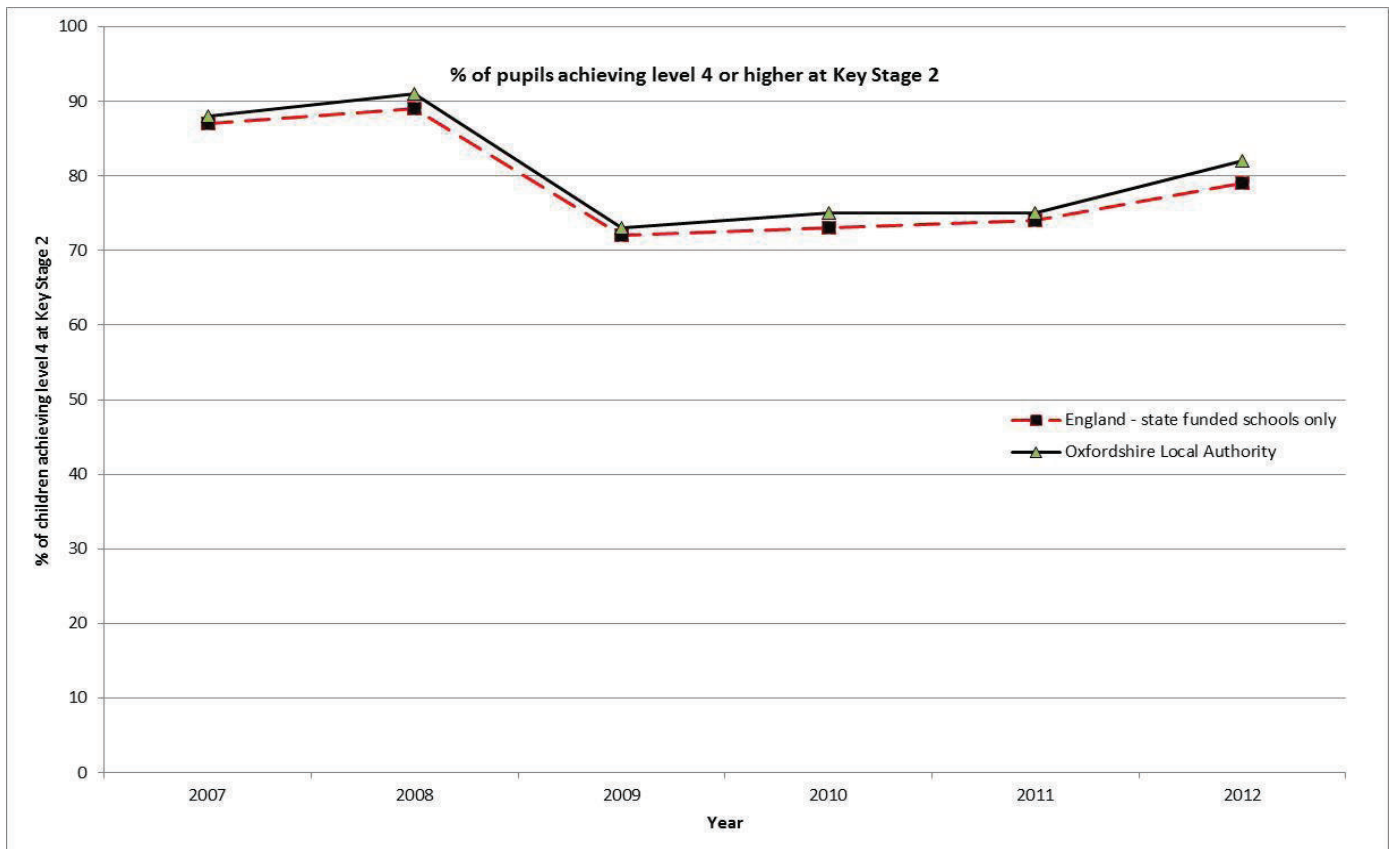
This shows that:

- The percentage of people unemployed fell sharply from a high point in the early '90s
- The county figures are well below the national percentage of 1%. Oxfordshire's unemployment rate is only half the national rate – which is good news. Oxford City's rate however is equal to the national average and double the County average.
- The numbers increased as a result of recession in 2009.
- The most recent figures show another welcome downturn.
- There is a marked difference across the County with a higher rate of long term unemployed people living in the City (around 1% compared with ½% in the other Districts).

### Indicator 3 – Educational Attainment

Educational attainment in Oxfordshire has been a concern over the past few years, however, there is evidence that the hard work which has gone into this area is beginning to pay off. There is good news and not so good news and we must continue to focus on this topic.

The good news is that we are seeing improved figures in younger years, particularly key stage 2 (Children aged 7 – 11years old).



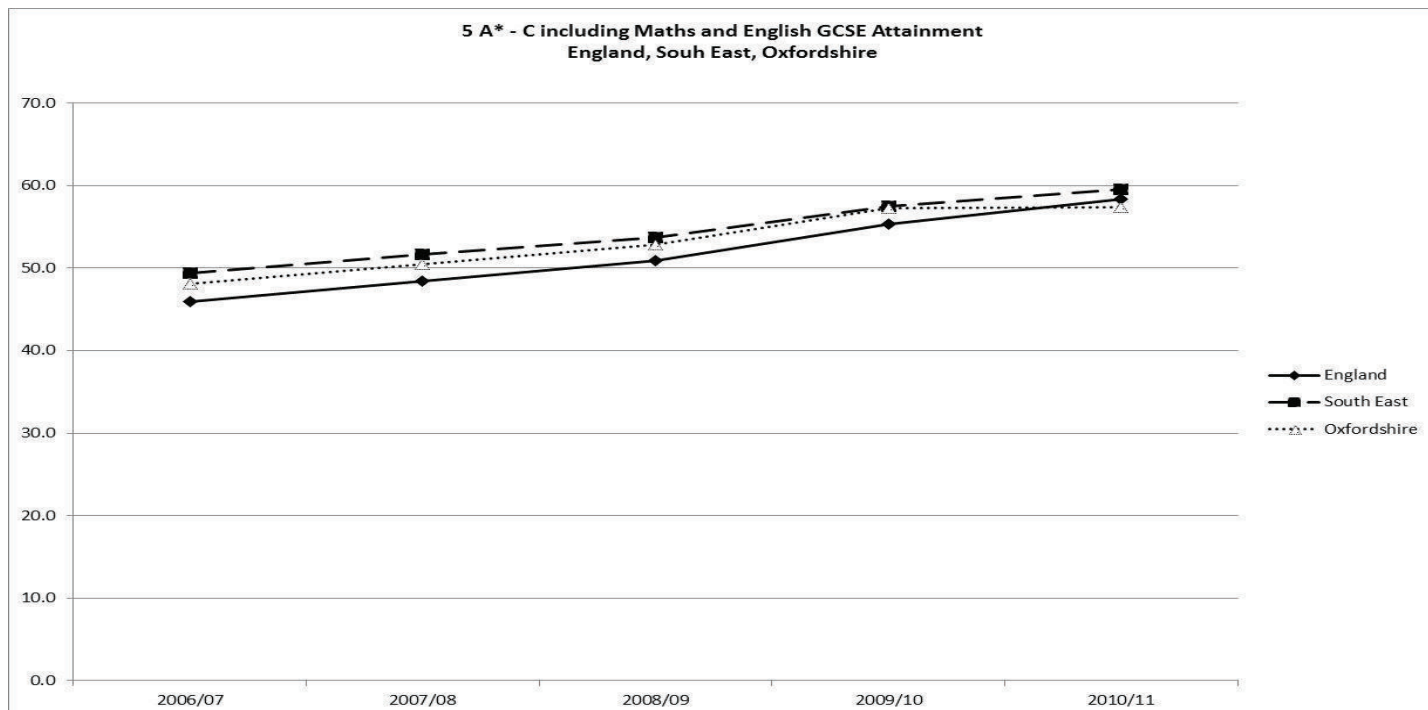
Source: - Department for Education, Statistics: GCSEs (key stage 2).

The chart above shows that Oxfordshire are outperforming England at Key Stage 2 (i.e. children aged 7) and a clear gap is opening up. **This is good news.**

Whilst we are beginning to see the fruits of our labours in these early years, there is continued concern however about GCSEs which has already been widely reported.

A principal concern relates to pupil progress from key stage 2 to key stage 4. Data shows that certain groups of children and young people perform particularly badly, for example those in receipt of free school meals and other vulnerable groups such as children in care. Steps are being taken to address these areas of concern

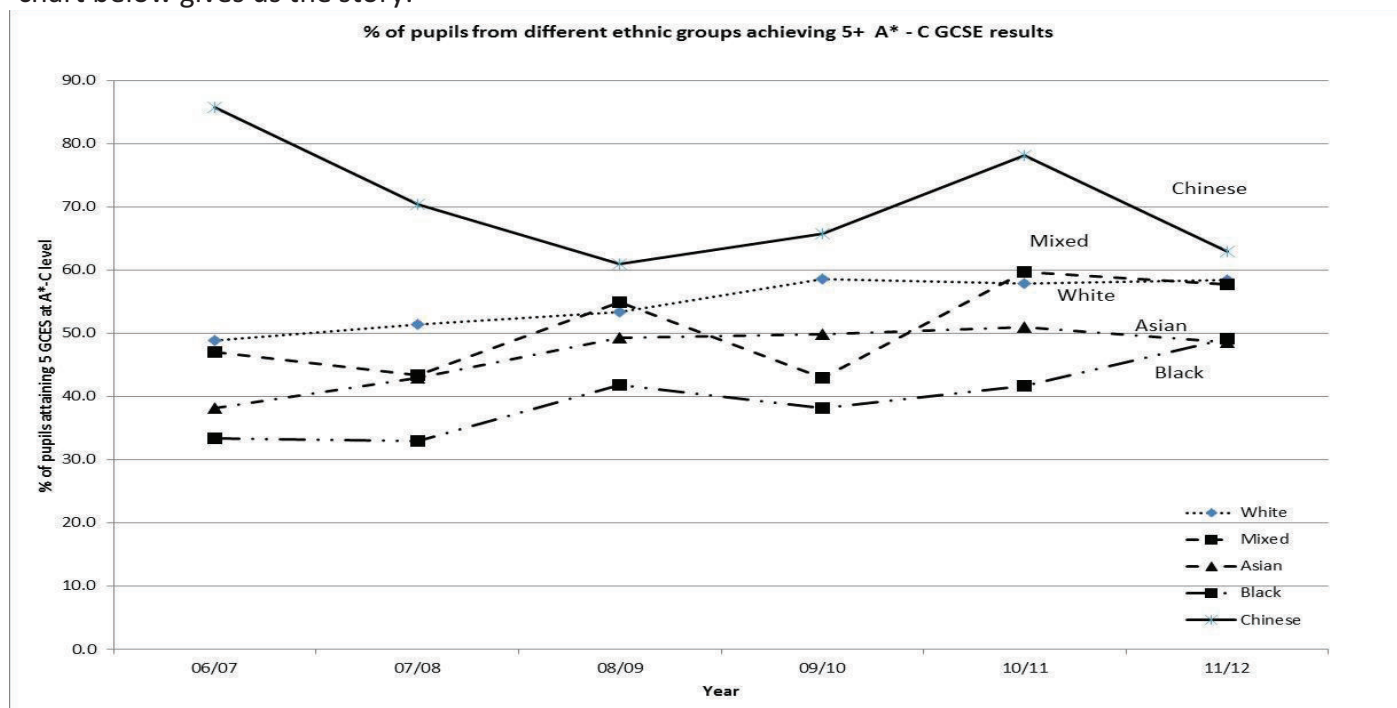
Looking at pupils achieving 5 A\* to C results at age 16 gives the following picture:



Source: - Department for Education, Statistics: GCSEs (key stage 4).

This chart shows that our GCSE results continue to be lower than the national average. This remains a high priority for the County Council and the Health and Wellbeing Board.

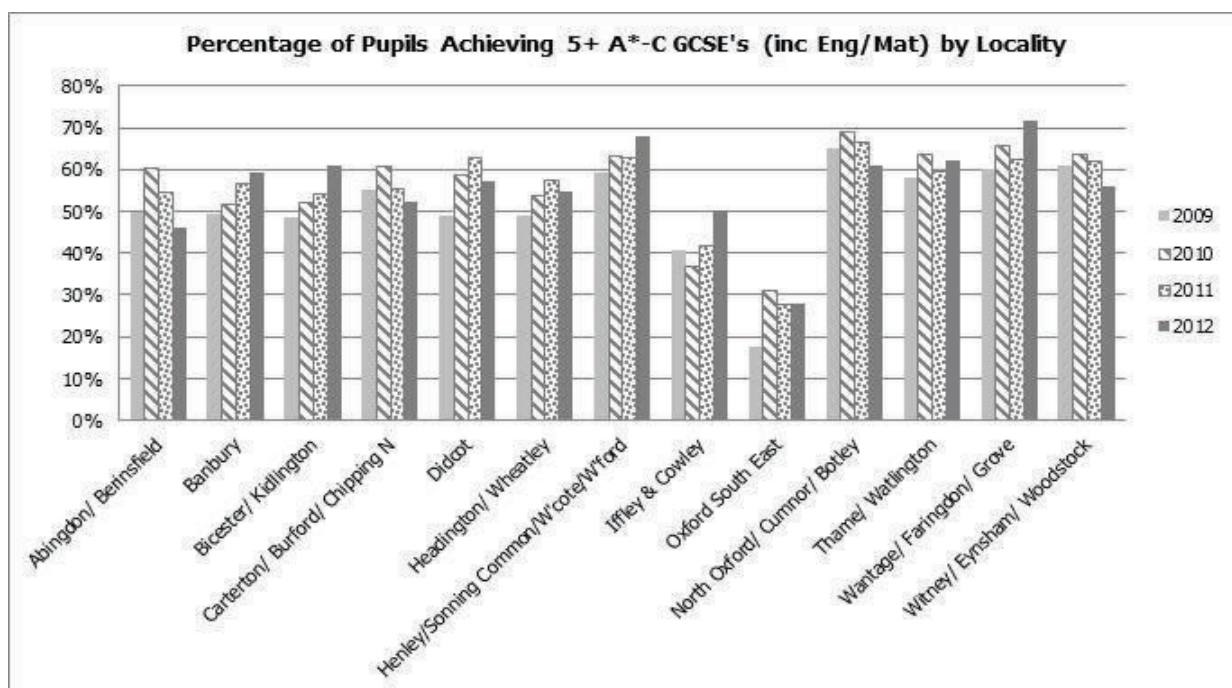
There is also continued concern that performance varies widely across our ethnic minority populations. With the increase in numbers of these populations in the County this is a particularly important issue. The chart below gives us the story:



Source: - Department for Education, Statistics: GCSEs (key stage 4).

This shows that children from Asian and Black ethnic minorities perform markedly less well at GCSE than their 'white' counterparts. On the other hand, children from the Chinese community perform well, but we are talking about small numbers of children in this case.

The final facet of inequality in these results we will look at is geographical inequality. The chart below tells the story.



Source: Oxfordshire County Council, Data Observatory

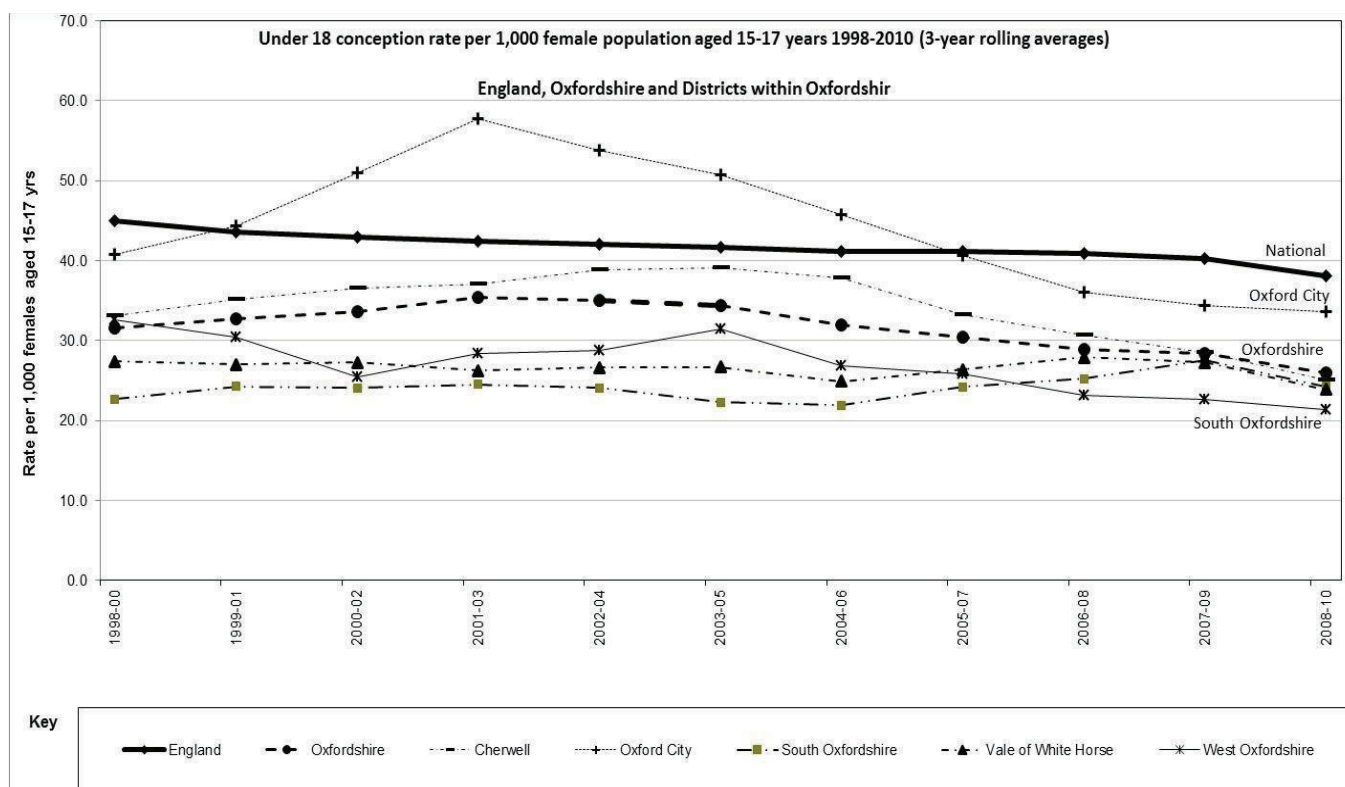
Once again this shows marked variation across the County with children from 'Iffley and Cowley' and 'Oxford South East' performing less well. These are the areas which tend to show poor results across all statistics. This is evidence of the cycle of disadvantage being maintained.

On the other hand, the results for Banbury and Bicester are improving with consistent improvements for the last 4 years. The recent upturn in results in Iffley and Cowley is good news.

### Indicator 4 - Teenage Pregnancy

In terms of the cycle of disadvantage, teenage pregnancy is both a challenge and a success - there are still inequalities across the County, **but targeted action has shown that previously very high rates in the City have fallen steadily over the last decade.** This is a major success.

The overall picture is shown in the chart below:



Office for National Statistics (ONS) - combining information from birth registrations and abortion notifications. Conception statistics include pregnancies that result in: one or more live or still births (miscarriages are not included), or a legal abortion under the Abortion Act 1967.

This shows:

- Oxfordshire’s average as well below the national average and the Regional average – this is good news
- Rates have fallen sharply in the City over the last 10 years. This is good news.

Overall the Oxfordshire under 18 conception rate is decreasing, broadly in line with rates in England. Oxfordshire has the 12th 'best' rates for all Local Authorities in the Country and those Local Authorities with lower rates tend to be smaller authorities in leafy shires with few areas of disadvantage.

The key to success is to identify the ‘hotspot’ areas and focus services there. If we do this, the hotspots will change over time and reduce in number overall. The most recent analysis shows that **Oxfordshire has 10 hotspot wards with particularly high rates**. Hotspots are defined as those wards that are in the worst 20% of wards in the Country (i.e. currently those with more than 53.1 conceptions per year per 1,000 females aged 15-17 years).

There is no room for complacency, but **this is a considerable improvement to the picture 5 years ago when we had 18 hotspots**. This means we are moving ‘up’ the national league table and improving faster than elsewhere. The table below is a bit ‘busy’ but the detail is worth looking at.

It shows the hotspot wards in the County over the last decade.



There are 4 main themes:

- The number of hotspots has reduced.
- The pregnancy rates have all reduced over time – the worst rate in 2002-4 was 112 pregnancies per 1000 girls and in 2008-10 the worst rate was down to 77 pregnancies per 1000 girls.
- There is a group of 8 wards which appear in all 3 'league tables'. These are, from Oxford: Blackbird Leys, Northfield Brook, St Mary's, Rose Hill and Iffley, Barton and Sandhills and Iffley Fields, and from Banbury, Grimsbury & Castle and Ruscote wards.
- The latest figures show worryingly high rates emerging in Didcot in two wards: Northbourne and All Saints.

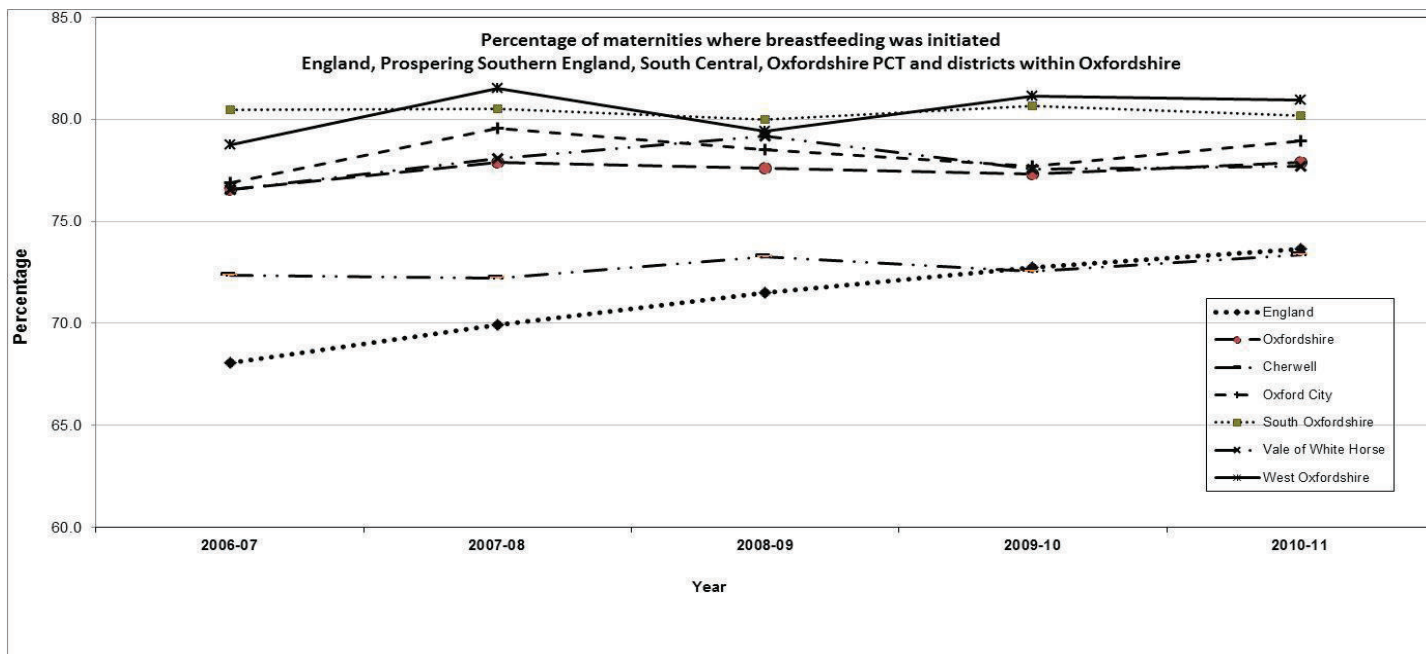
The key to this topic is to keep up our strict surveillance of the issues and then to target our services where they are needed the most.

Wards with high conception rates (in top 20% nationally) 2002 to 2004		Wards with high conception rates (in top 20% nationally) 2004 to 2006		Wards with high conception rates (in top 20% nationally) 2008 to 2010	
Ward Name	Rate 2002/04	Ward Name	Rate 2004/06	Ward Name	Rate 2008/10
Cowley Marsh	112.75	Banbury Grimsbury and Castle	103.91	Blackbird Leys	77.00
Banbury Grimsbury and Castle	103.45	Banbury Neithrop	89.72	Northfield Brook	71.00
Northfield Brook	98.21	Northfield Brook	81.30	St Mary's	65.00
Littlemore	94.34	Littlemore	78.81	Didcot Northbourne	63.00
St Mary's	90.20	Banbury Ruscote	77.52	Rose Hill and Iffley	61.00
Cowley	87.72	Witney Central	70.82	Banbury Grimsbury and Castle	57.00
Blackbird Leys	83.33	Banbury Hardwick	69.44	Banbury Ruscote	57.00
Banbury Ruscote	79.04	Cowley	66.31	Iffley Fields	57.00
Banbury Hardwick	77.88	Blackbird Leys	65.69	Barton and Sandhills	55.00
Iffley Fields	76.70	Lye Valley	63.84	Didcot All Saints	54.00
Barton and Sandhills	73.45	Ducklington	62.60		
Abingdon Caldecott	69.84	Iffley Fields	62.50		
Lye Valley	62.71	Carterton South	59.83		
Rose Hill and Iffley	63.49	Rose Hill and Iffley	58.88		
Jericho and Osney	61.40	Berinsfield	57.35		
Marcham and Shippon	56.91	Abingdon Caldecott	56.74		
Abingdon Abbey and Barton	65.93	Carterton North West	56.13		
Witney Central	64.81	Brize Norton and Shilton	55.87		

In the last 12 years, teenagers in Oxfordshire have had 120 fewer pregnancies than if rates had remained at the 2001/03 levels. The most conservative estimate of the financial impact of a teenage pregnancy is

£19,000- £25,000 over three years, according to the Department of Education and Skills in 2006. This equates to a saving of around £3 Million over 3 years and longer term.

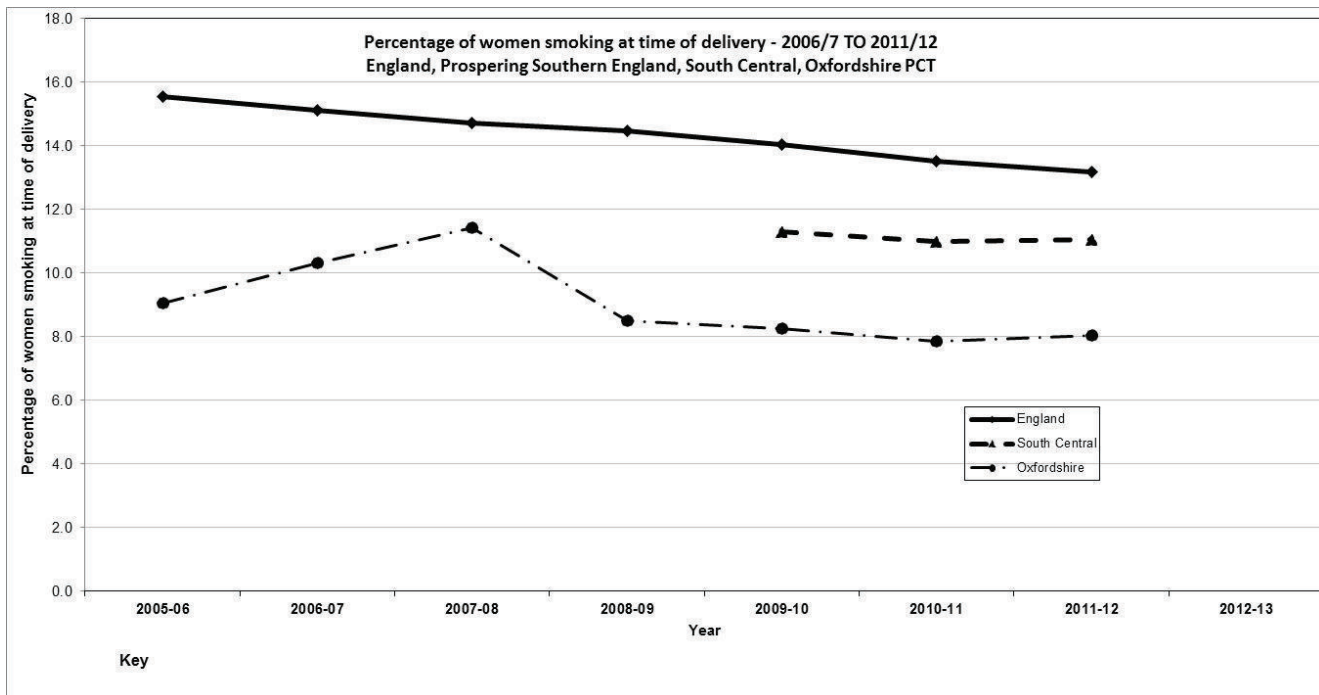
### Indicator 5 - Breastfeeding



Source: Department of Health, Vital Signs Monitoring Return

Breastfeeding gives children a fantastic start in life. The percentage of mothers breastfeeding across Oxfordshire is high (79%) compared with national levels (74%). This is a good result. However, there are inequalities across Oxfordshire with not all mothers choosing to breastfeed their children. The data shows high levels of uptake across Oxfordshire but lower levels in Cherwell. Breastfeeding remains a high priority for the Health and Wellbeing Board and this should be maintained.

## Indicator 6 – Smoking in Pregnancy

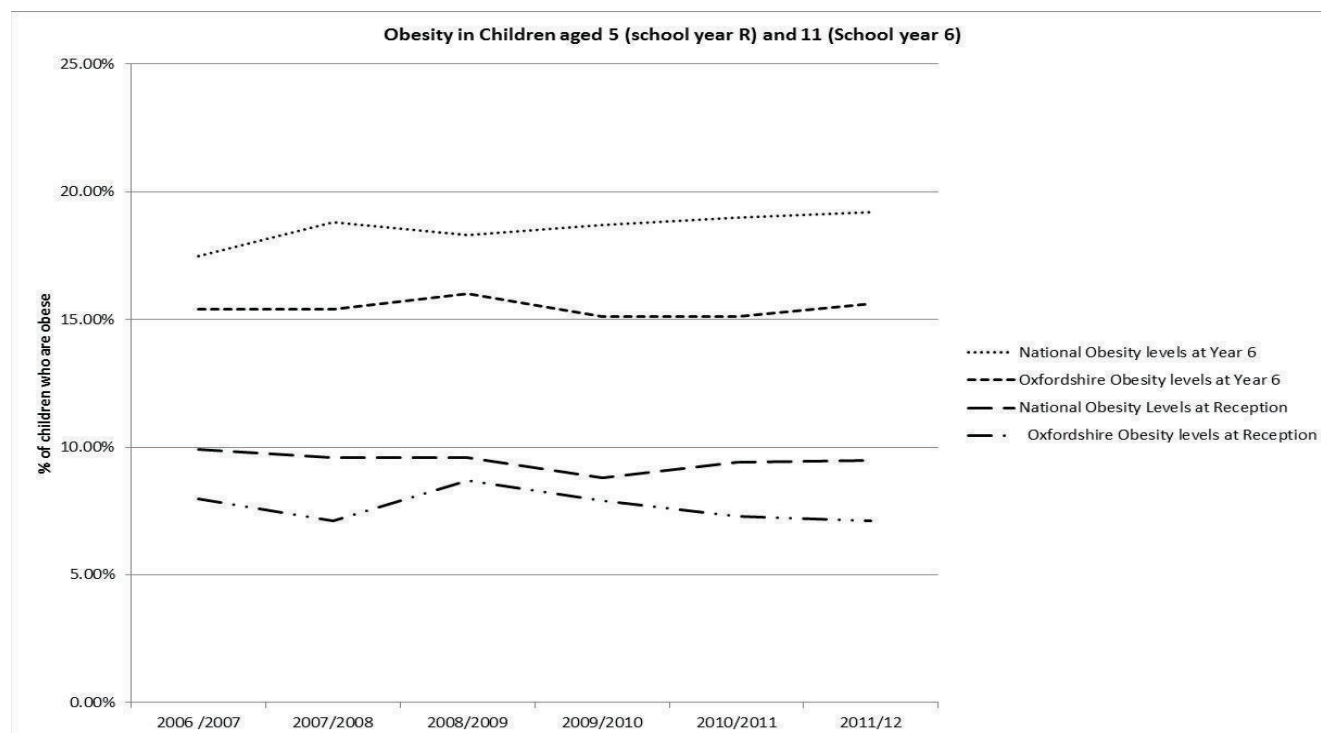


Source: - Prior to 2011/12: Department of Health (national and PCT data); NHS Information Centre Omnibus Survey (local data), 2011/12 onwards: NHS Information Centre (national and PCT data); local hospital trusts (local data)

Smoking in pregnancy is bad for the health of both mother and baby. Oxfordshire’s figure stands at 8.1% of pregnant women smoking at the end of their pregnancy which is well below the national level of 13.2% and the regional level of 11.1%. This is a good result but we need to press on and make it even better as this is a really important indicator. Pregnancy is a good time to persuade mothers to give up smoking and if we grasp the opportunity we will produce real long term benefits for both mothers and their families.

This means out of 8,000 or so pregnancies each year, 650 mothers are smokers and only 160 quit using our local services. We perform well compared with elsewhere, but surely Oxfordshire could be doing better. When we look at the number of smoking quitters during pregnancy, we see that rates have not really changed much over the last three years and hover around 40 quitters per quarter.

## Indicator 7 - Obesity in Children



Source: National Child Measurement Programme (NCMP) report, NHS Information Centre, Child Obesity e-atlas, National Obesity Observatory

This section focuses on inequalities in obesity. See chapter 4 for a thorough look at all aspects of obesity.

The data tells us that

- Oxfordshire has significantly lower levels of childhood obesity than the national average and we are bucking the National trend. **This is very good news.**
- Levels of obesity more than double (from 7% to 15%) between the ages of 5 (reception year) and 11 (year 6). The rise in obesity levels continues into adulthood. **This is not good news.**
- National data shows that there is a strong relationship between social disadvantage and childhood obesity. This is borne out when we look at Oxford's data where obesity levels are higher than the County average
- Analysis for England indicates that there is a higher prevalence of obesity amongst 'Black British' reception year children (15.5% compared with an average of 9%)
- When we look at exercise data, there are no significant differences between Districts in the County.

## Indicator 8 – Deaths in Oxfordshire

Many of the indicators we have looked at have shown that disadvantage has a bad effect on people's health. Disadvantage is also associated with an earlier death.

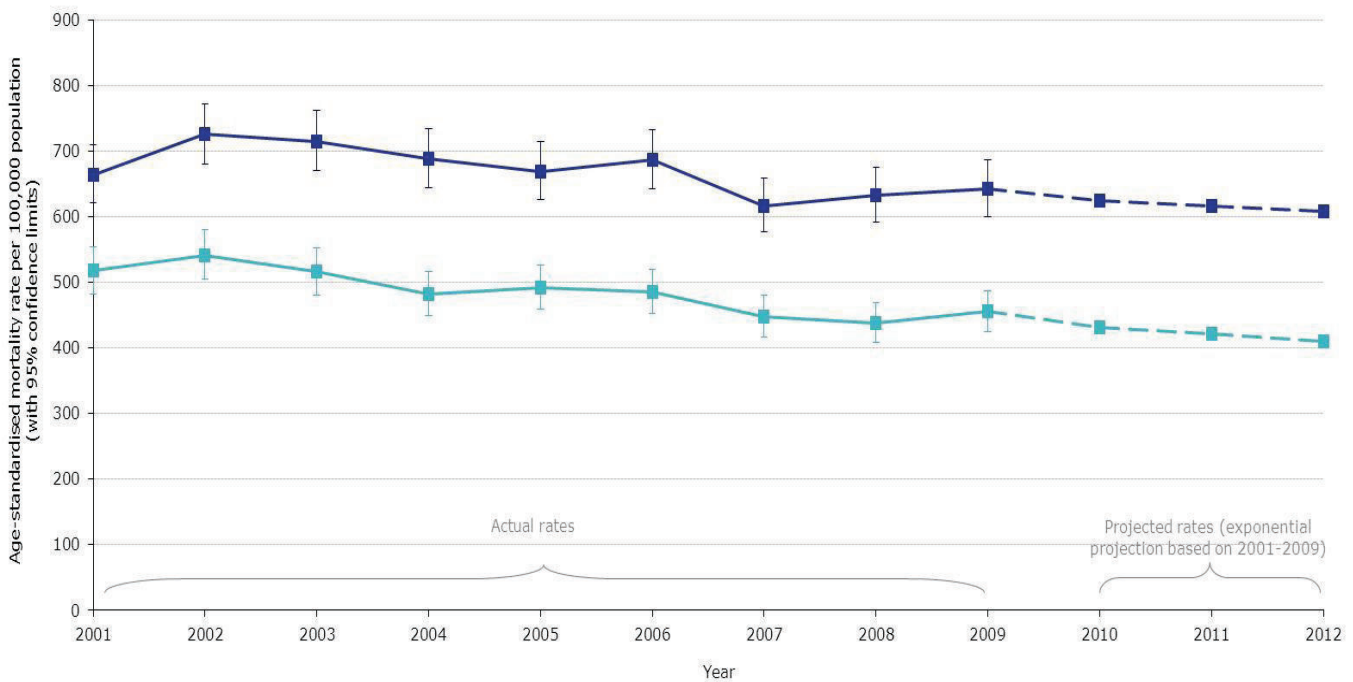
If we compare the latest death rates for those living in the 20% best off and 20% worst off small areas of the County we find that there is a 6 year difference in life expectancy, *i.e.* :

***'On average the sum total of disadvantage could be said to knock 6 years off your life'.***

To put it another way, the odds of you dying in any one year if you come from a well-off area are around 1 in 250. In the most disadvantaged areas the chances of dying each year are 1 in 170.

The chart below shows 2 lines. The top solid line shows the high death rates in the 1/5th most disadvantaged wards in the County. The lower solid line shows the lower death rate in the most well off 1/5th of wards.

**Death Rates in Oxfordshire showing the top 1/5th and bottom 1/5th of wards**



Source: SEPHO Health Inequalities Gap measurement Toolkit. [http://www.sepho.org.uk/gap\\_intro.aspx](http://www.sepho.org.uk/gap_intro.aspx)

The Data shows that:

- The gap in death rates between the best and worst wards (the distance between the two lines) is fairly static over time.
- The overall trend in death rates is falling, indicating better health for everyone in general.

Also, we know that Oxfordshire's death rates are considerably lower than the national average - another reflection of our relatively good health overall. This highlights the two biggest common factors for most health data in Oxfordshire:

- We enjoy better health than the England average
- There are marked differences in health between the best off and worst off, and these trends are persisting.

The wards in the County with the lowest life expectancy are:

- Sandford - Oxford (73.1years)
- Carfax – Oxford (73.6 years)
- Caversfield- Bicester (74.7 years)
- Blackbird Leys – Oxford (74.8 years)
- Banbury Grimsbury and Castle – Banbury (75.5 years)
- Northfield Brook – Oxford (77.8 years)

The wards in the County with the highest life expectancy are:

- Didcot Ladygrove – (90.3 years)
- Bicester South (86.4 years)
- North Leigh (85.2 years )
- Abingdon Dunmore – (84.9 years)
- Burford (84.9 years)

Source: Office of National Statistics, Life expectancy at birth for wards in England and Wales, 1999-2003 (experimental), Results for all persons.

## Recommendations

### Keeping up the pressure to break the cycle of disadvantage.

By October 2013 The Health and Wellbeing Board should ensure that the updated Joint Health and Wellbeing Strategy continues to have reduction of inequalities as a major theme.

This should include improvements in educational attainment, improvements in obesity and in breastfeeding.

By March 2014 Oxfordshire's Thriving Families programme should demonstrate a measurable impact on wellbeing of our most needy families.

The database of families most in need of help should also be maintained.

By March 2014, Oxfordshire Clinical Commissioning Group should be able to demonstrate practical results to reduce disadvantage in each of its localities.

By March 2014 the Health Improvement Board should have monitored any impact on housing and homelessness arising from recent changes to benefit entitlements homelessness. If these changes have an impact on health and wellbeing, the Health Improvement Board should coordinate action to ameliorate this.

## Chapter 3 – Mental Health: Avoiding a Cinderella Service

### Why does mental health matter?

There are three main reasons.

**The first** is that mental health problems are common in England, and Oxfordshire is no exception. For example

- 64,500 people in Oxfordshire suffer from common conditions in this County such as anxiety and depression.
- 5,000 people in Oxfordshire suffer from severe mental health problems such as schizophrenia
- 3,200 people in Oxfordshire suffer from dementia and this figure will rise as the population ages.

**The second** reason mental health matters is that it cannot be separated from physical health. The one can cause the other. For example if you are suffering from chronic lung disease and you are also depressed, your health outcomes will be worse.

**The third** reason is that mental health problems occur hand in hand with some of the most serious social issues we face as a society, such as homelessness, alcoholism and drug addiction.

These are the 3 reasons why mental health will remain a main priority for this annual report.

The next section reviews progress made over the last year and looks ahead to the challenges we face.

### A good, year but storm clouds are gathering

Useful progress has been made during the last year in the following areas:

**Strategic alignment of plans** - the new GP led Clinical Commissioning Group has adopted the 'Better Mental Health in Oxfordshire Strategy' and the Health and Wellbeing Board has adopted a raft of mental health priorities as part of its Joint Health and Wellbeing Strategy.

**Direct payments** - good progress has been made in making direct payments to people with mental health problems so that they can have a bigger say about the type of care they receive.

**Successful recovery and wellbeing services** - the new 'Keeping People Well' service, which aims to ensure those recovering from Mental Health problems are supported, has had a good year with more than 2,000 patient contacts.

**Public involvement.** The new Public Involvement Network has had success in engaging people who have mental health problems

**Integrating services for mental and physical health** - new services are planned to support people with physical illness in our local hospitals with mental health services.

**The service which supplies 'talking therapies' for people with common mental health problems has been extended** - to cover young people and to improve the service for people from black and minority ethnic groups.

**The dementia challenge** - a huge amount of new work has begun to improve services for people with dementia. This is spearheaded by Oxford University Hospitals Trust and Oxford Health Foundation Trust and brings together all services from the NHS, Local Government and academia.

### **The storm clouds**

We have come a long way in improving mental health and mental health services in this County over the last five years. We now need to prepare to meet a new set of challenges which are growing. In order to protect the people of Oxfordshire we need to respond to these challenges now. The challenges are:

**The danger of integration** - Integrating mental health and physical health services is a good idea. However there is a real danger that the focus on mental health issues will be lost within the much bigger topic of physical health services.

Our success in improving mental health services in Oxfordshire arose from focussing specifically on mental health services. We need to make sure this focus is not lost

### **The need to ensure that severe and enduring mental health problems do not lose out to less severe mental illness.**

The focus of recent years has rightly been on improving services for common conditions and dementia and on improving our commissioning. We are now moving on to new services which join up mental health and physical health services.

All of these things are good, but the overall pay packet we are dipping into is not getting any bigger. We are in effect trying to stretch the same old balloon of resources and hoping it does not burst.

Above all we need to take action to ensure that services designed to treat severe and enduring illnesses such as schizophrenia and manic depression do not lose out.

### **Homelessness: a new threat?**

The chapter on breaking the cycle of disadvantage has highlighted the potential issue of an increase in the number of homeless people in society. People with severe mental illness who are on the brink of homelessness face a triple whammy (particularly in Oxford City) of high housing costs, the possible impact of changes in the benefits system and practical difficulties in getting a job. Action is needed to guard against this.

### **Summary**

We have kept up the positive progress on mental health issues in this County over the last year and there are more promising developments on the horizon.

However we also now need to take steps to ensure that the storm clouds gathering on the horizon do not combine to produce a tempest which sweeps our best efforts away.

In this context, the following recommendations are appropriate:

### **Recommendations**

#### Keeping up the good work

- Close monitoring is required to make sure that recent gains are not lost. The Health and Wellbeing Board should continue to treat mental health issues as a priority and this should be included in the refreshed Joint Health and Wellbeing Strategy by October 2013.



Keeping a close eye on serious mental illness.

- By March 2014. Oxfordshire's Clinical Commissioning Group should monitor the health of people with severe and enduring mental illnesses to ensure that standards of care do not fall.

Keeping a close eye on homelessness.

- By March 2014 the Health Improvement Board should have monitored any impact on housing and homelessness arising from recent changes to benefit entitlements. If these changes have an impact on health and wellbeing, the Health Improvement Board should coordinate action to ameliorate this.

## Chapter 4 – The Rising Tide of Obesity<sup>2</sup>

*'If you were the standing on the bridge of HMS Oxfordshire you'd be pressing the panic button as the iceberg of obesity loomed dead ahead.....'*

### The Facts

The problem is that every little lifestyle choice you make, or make for your children, decides whether you will put on weight or not. After a decade or so you wake up one day and find that you're in the red zone on the bathroom scales. To a large extent it's your choice, but it's a choice we should all make with our eyes wide open. Why should we care?

Because:

- Being obese knocks around 9 years off your lifespan
- Once obesity is established in childhood it is very hard to shake off in later life.
- Obesity can lead to high blood pressure and long term conditions such as diabetes, heart disease, stroke and cancer which lead to premature death and drive the costs of health and social care which we cannot afford.
- The risk of getting diabetes is up to 7 times greater in obese women and up to 5 times greater in obese men.
- 1 in 10 of all cancer deaths among non-smokers is linked to obesity.
- Obesity decreases mobility making independent living harder which boosts the bill for social care.
- The risks of obesity causing diabetes are higher in some groups than others. If you are of South Asian origin your risk of developing type 2 Diabetes is 4 times greater, whilst those from Black African origins have a risk 3 times greater than the white population. Given the changes in Oxfordshire's ethnic minority profile this will become an increasingly important issue.

But it's not all doom and gloom. Next to giving up smoking, losing just a bit of weight is the best favour you can do yourself in terms of your health. The good news is that taking action really does work - a reduction in 10% of body weight gives the following benefits, even if you don't return to a normal weight category. So, if you weigh 12 stone, getting down to just under 11 stone means:

- a 20% fall in your chances of dying in any one year
- a 30% reduction in your chance of dying from a cause linked to diabetes.
- a 40% reduction in your chance of dying from an obesity-related cancer ( e.g. bowel cancer).
- a 90% decrease in the symptoms of angina.
- a significant reduction in blood pressure and cholesterol levels.

### Now that's a really good deal!

<sup>2 2</sup> Overweight and obesity are defined as abnormal or excessive fat accumulation that may impair health.

Body mass index (BMI) is a simple index of weight-for-height that is commonly used to classify overweight and obesity in adults. It is defined as a person's weight in kilograms divided by the square of his height in meters (kg/m<sup>2</sup>).

The WHO definition is:

- a BMI greater than or equal to 25 is overweight
- a BMI greater than or equal to 30 is obesity.

## How does Oxfordshire compare with elsewhere?

We have very good data about childhood overweight and obesity thanks to our child measurement programme in schools (this is highlighted in Chapter 2 as indicator 7). This shows that we are still doing better than the national average..... but doing better during what amounts to a national epidemic of obesity is cold comfort.

Data on obesity in adults is less reliable, but again shows that our Region is generally healthier than the national average.

***However, the fact remains that around 1 in 4 adults in this County (and rising) are obese***

Also, on the exercise front, we are still measured as the sportiest County in the Country for the second year in a row. This is a great achievement and our Sports Partnership is to be congratulated. So, the conclusion is that Oxfordshire is still bucking the national trend – but not by much and not by enough.

## Why are we as a society sliding into obesity?

It's really quite simple. There seems to be a delicate balance between eating and exercising as to whether or not we put on weight, and as a nation we tipped over the balance point about 30 years ago. To put it simply, we now eat more and exercise less. We ride in cars when we could walk, we take the lift not the stairs and we eat sweets and biscuits and burgers and drink more beer and wine. We pass on these messages to our children and hey presto! We have obesity.

## What can we do about it at local level?

A lot of the causes are complex and are linked to national policies and how we behave as a nation. So what can we do locally?

The key is to take a long term view, stay focused and be persistent. This isn't a quick fix - it's a case of turning The Titanic around. It has taken us a few decades to get into the current situation and it will take decades to get out of it again.

Much work is going on in Oxfordshire and this is a priority for our Health and Wellbeing Board.

We are increasing physical activity initiatives, getting a healthy eating message 'out there' and helping people who are overweight to access treatments. We are joining up agencies to address obesity in a concerted way using the best available evidence. For example:

### Initiatives with children

- Oxfordshire has over 50 practitioners who are trained to deliver parenting courses covering Health, Exercise and Nutrition for the Really Young (HENRY). In 2012, 20 courses were delivered in Children's Centres across Oxfordshire reaching over 160 families
- To celebrate Playday in Oxfordshire a record number of large, community events took place across the County in 2012. Approximately 16,000 people attended the 12 events run in local communities and on Armed Forces bases across Oxfordshire.

### Initiatives with adults

- In 2012, the Oxfordshire Sports Partnership launched the popular **Active Women project** which is helping to get more women taking part in Athletics, Badminton, Tennis, Netball, Football and Gymnastics by removing barriers such as lack of childcare, inconvenience, no 'buddy' to play with and expense.

- The **Get Oxfordshire Active (GO Active)** partnership continues to go from strength to strength and from April 2011- March 2012, 7,296 new participants attended activity sessions such as Just Jog, Zumba and Health Walks throughout the year.
- Oxfordshire Weight Loss and Lifestyle Service (OWLS) continue to support obese adults in the efforts to achieve a healthier weight. From Sept 2011 - August 12, 483 patients were referred by their GP and 446 people joined the lifestyle programme. On average, 77% of those who attend the intensive 12 week programme lose weight. Of those who stay on the programme for the full 12 months, approximately half maintain a minimum of 5% weight loss.
- Generation Games is a physical activity service for all 50+ in Oxfordshire, delivered by Age UK and commissioned by Oxfordshire Clinical Commissioning group. With a focus on fun and enjoyment, the service offers everything from dance and Tai Chi to seated exercise, bowls and lots more.

### What did we say last year?

The aim last year was two-fold:

1. To emphasise the fight against obesity is the most important lifestyle challenge for the County

#### And

2. To make sure the Health and Wellbeing Board took obesity seriously, working to a re-vamped County Strategy that would bind all partners together through regular network meetings. Getting this strategic work right gives us the right framework for all our work and helps to make our efforts count for more.

All of these things were achieved.

### Recommendations

#### Keeping obesity high on the health agenda

By October 2014 The Health and Wellbeing board should have refreshed the Joint Health and Wellbeing Strategy to include child obesity as a main priority.

#### Working hand in hand with partners

By October 2014 the Health Improvement Board should ensure that partnerships to tackle obesity and promote physical exercise are thriving. This should include a full role for District Councils.

#### Commissioning a wider range of services

By March 2014 the Public Health Directorate should have completed commissioning a full range of services to prevent obesity and to facilitate treatment for it, according to need.

## Chapter 5 – Alcohol what’s your poison?

*'Alcohol is a serious issue. We mustn't sweep it under the carpet.'*

During the last year there was no sign that levels of alcohol consumption have decreased and hospital admissions for alcohol related disease continued to rise.

This issue is one of the biggest challenges we face and we are still storing up worse for the future. In trying to prevent the harm alcohol causes we still have one arm tied behind our backs as cut price booze, relaxed licensing laws and a society that lionizes ‘shot drinking’ work against us.

### So what’s all the fuss about?

Let’s recap on the issues:

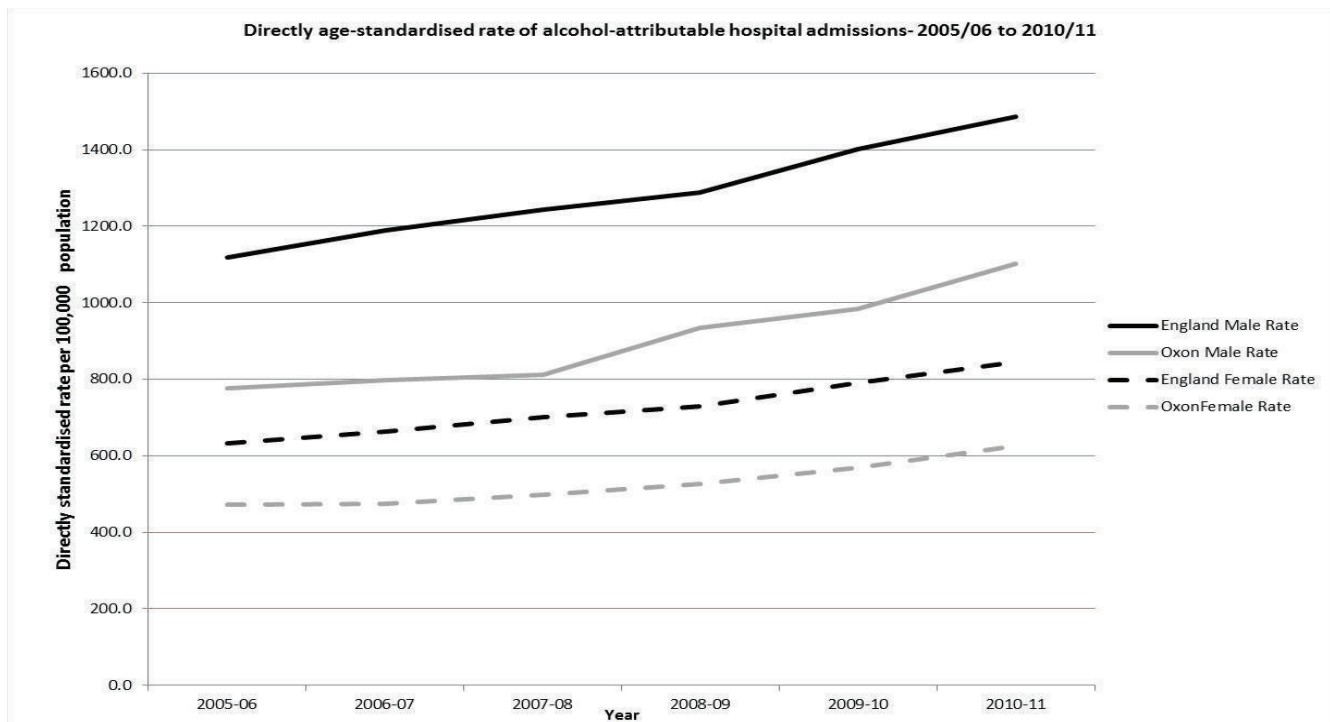
- Alcohol consumption has risen in the last 40 years and continues to rise.
- 1 in 5 adults exceed recommended drink levels
- Drinking in young people has increased, with binge drinking large quantities of spirits seen as the yardstick of a good night out.
- Alcohol causes disease – this year's ‘Health Survey for England’ links alcohol as a cause of more than 60 diseases including cancer of the mouth, throat, stomach, liver and breast as well as causing high blood pressure, cirrhosis and depression.
- The annual cost to the NHS alone has been estimated at £2.7 Billion per year.
- Alcohol led to 8,747 deaths in the UK in 2011 and leads to 304,200 unnecessary hospital admissions per year and rising.
- Alcohol is getting cheaper and is easily available - the unit cost of a shot of booze is less than 50% of the cost in the late 80s
- The health benefits are over-stated. It is an urban myth that some alcohol daily is wholly good for you. It is true that for the over 40s drinking a small amount of alcohol may reduce the risk of heart disease and stroke, but this doesn’t apply to the under 40s or to the over 40s who drink more. In addition, any amount of alcohol always increases your risk of cancer.
- Alcohol damages families and social networks. It is a major factor in domestic violence.
- Alcohol fuels anti-social behaviour especially at weekends in towns across our County.
- Alcohol hits the taxpayer hard in terms of emergency services, hospital services and the cost of cleaning up our towns the morning after the ‘party’.

### Isn’t this all a bit ‘killjoy’ and ‘nannying’?

The scientific facts say not. It is simply a factual issue and the problem needs to be plainly stated so we can decide what to do about it.

The **majority** of drinkers are not harmed, but a **worrying minority** are - and they tend to harm society and those around them too.

The chart below shows local hospital admissions due to conditions caused by alcohol. It makes stark reading. These are ‘our’ people in ‘our’ local hospitals. They are suffering and the public purse is suffering. It is a practical problem.



Source: North West Public Health Observatory (NWPHO) from Hospital Episodes Statistics (on-line extract) and Office for National Statistics (ONS) mid-year population estimates.

The chart above shows three main things:

- 1) Hospital admissions related to alcohol are climbing fast locally and nationally
- 2) Women are less affected by men – but they are still affected
- 3) The problem in Oxfordshire is less than the National average – but it is still a big problem.

Sometimes it is thought that this is a problem primarily about young people but the figures say otherwise – the average age of people admitted with these problems is 55 to 64, often the result of a lengthy drinking career.

### Is there a happy medium?

It's difficult to say. Most people drink moderately throughout their lives with no real problem..... and yet alcohol is undeniably an addictive poison. The problems come from three main places:

- The results of binge drinking in the young and
- The slippery slope of alcohol addiction and slowly increasing consumption over the decades which harms people and their families over a whole 'drinking career'.
- The impact on society which falls on families, employers and public services

There are three things we can do:

#### 1) Put the brakes on supply at National level

In 2012 the National Alcohol Strategy set out possible measures that can be implemented by Central Government to "Turn the Tide" of alcohol related harm. A formal consultation on some of these ideas was held in early 2013. A wide range of partners in Oxfordshire collaborated in responding to the consultation. They supported proposals to introduce minimum unit pricing of alcohol and to ensure that health services have a say in licensing decisions where there is an impact on health and wellbeing. They were opposed to proposals to allow other businesses to be licensed to sell alcohol on the premises, such as beauty parlours

and hairdressers. A response from the Government following this consultation is still awaited at the time of writing.

## **2) Prevention: Keep putting the message 'out there'**

We need to keep up the efforts to promote the message of sensible drinking. This needs to be aimed separately at young people and at adults. During the year we have run campaigns to target men, drink drivers and the military. It is a case of endless drip drip drip.....

We will need to work with schools as they change to Academy status to work out how we keep this work going. We also need to make sure our partnerships are strong across the public sector so that we make the most of our combined muscle. Many partner organisations including the police, the NHS, District Councils and County Council have been through a great deal of change in the last couple of years and a period of consolidation is needed to rebuild our strength.

The importance of '**brief advice**' cannot be overstated too. This happens when a professional gives someone specific advice about their drinking in a quick and efficient manner. It has been proved to work and we have a good training scheme in place in Oxfordshire which we need to push further. So far we have trained staff in the health, probation, social care, youth services, prison, housing and mental health services. Next year GPs will be paid a supplement to provide brief advice too which should be a real help.

## **3) Minimise the harm that is caused.**

This is all about the 'blue light' services working closely with licensees, Local Government, A and E departments, street pastors and a host of others. It is about being careful about granting licences and also about putting safeguards in place to keep people and property safe and minimise the damage done.

**Street pastors** are a good example of what volunteers can do – helping people who are the worse for wear safely into a licensed cab at 3a.m. with the help of a 'taxi marshal' can make all the difference. *But it's still sweeping up the mess after the party and is second best to prevention.*

### **What did we say last year?**

We said we should clarify the roles of the strategic groups involved in this area, including the Safer Communities Partnership and the Health and Wellbeing Board, and this has been done.

We also said that we should strengthen the work on education and brief advice and we have made good progress here too. However we still need to do more to get the prevention message across and make more people and organisations up to the need to take this issue seriously.

## **Recommendations**

### Better Strategic Alignment

Oxfordshire's Safer Communities Partnership should continue to consider work on alcohol as a priority. By March 2014, the work programmes of the Safer Communities Partnership, the Drug and Alcohol Action Team and the Police and Crime Commissioner should be fully aligned.

### Brief Interventions

By March 2014 a wide range of professionals should have been trained to offer brief interventions and GPs should be offering this service across the County as part of the NHS Health Checks programme.

## Chapter 6 - Fighting Killer Diseases

Killer infectious diseases remain a constant threat to good health. It is a duty of Directors of Public Health in Local Authorities to keep watch over them. Without good monitoring, careful prevention and swift treatment they can easily cause major problems. We should not let the recent decades of the 'age of antibiotics' catch us off guard. Diseases such as these are capable of changing and mutating so it is important we keep our guard up.

Oxfordshire's record shows that this vigilance pays off. New cases of hospital superbugs and HIV are all currently in decline, but without simple measures such as good immunisation and safe sex they would be hitting the headlines again. We will need to be extra vigilant over the coming year as the current responsibilities for communicable disease go into a 4 way split between the new Clinical Commissioning Group, the NHS England in Thames Valley, the County Council and Public Health England. District Councils also continue to have a role in enforcing Environmental Health legislation.

The new responsibilities will look like this:

Organisation	Roles and Responsibilities
Oxon Clinical Commissioning group	Responsible for commissioning most hospital services and all community hospital and community nursing services such as District Nurses. Covers infectious disease prevention and control, TB services and hospital superbugs.
NHS England	Responsible for buying expensive specialist services such as HIV care, taking a lead role in co-ordinating the NHS response to major outbreaks and pandemics, buying GP services, which includes immunisation and some screening services
Oxfordshire County Council	Has a Watchdog and oversight role and acting as an 'honest broker' between all organisations to ensure that the local population remains safe and that any threats are dealt with effectively. Promoting Public awareness
Public Health England	Keeps a watching brief on communicable diseases and reporting concerns to local Directors of Public Health. Deals with and co-ordinates response to outbreaks of infectious disease.
District Councils	Through Environmental Health, works with Public Health England to manage outbreaks locally.

This chapter reports on the most important diseases one by one.

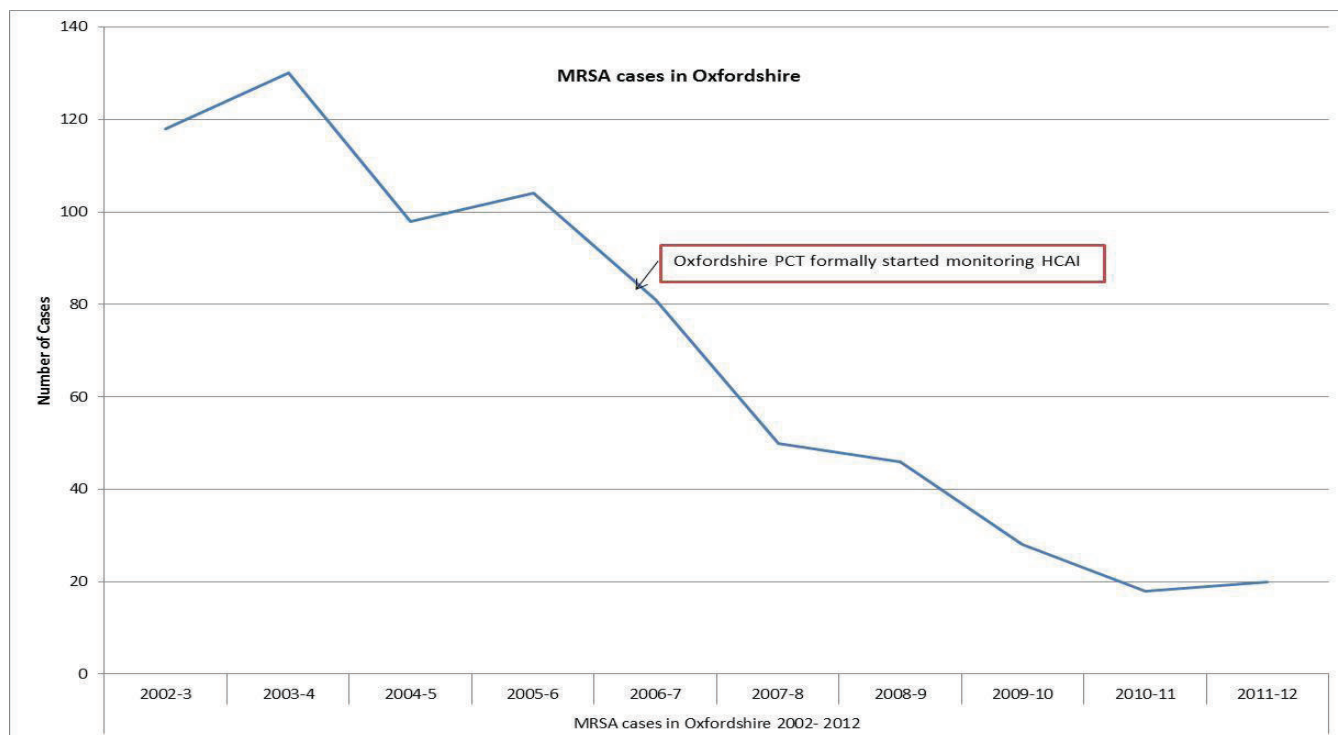
### 1. Superbugs, known as Health Care Associated Infections (HCAIs) - Methicillin Resistant Staphylococcus Aureus (MRSA) and Clostridium Difficile (C.Diff.)

Infections caused by superbugs like *Methicillin Resistant Staphylococcus Aureus* (MRSA) and *Clostridium difficile* (*C.diff.*) remain an important cause of sickness and death, both in hospitals and in the community. However, numbers of infections **can and have been** reduced through considerable focussed effort in this County. Both of these superbugs are now under control or in decline thanks to basic good hygiene like careful hand washing in healthcare settings. **This is an impressive achievement for healthcare in Oxfordshire.**

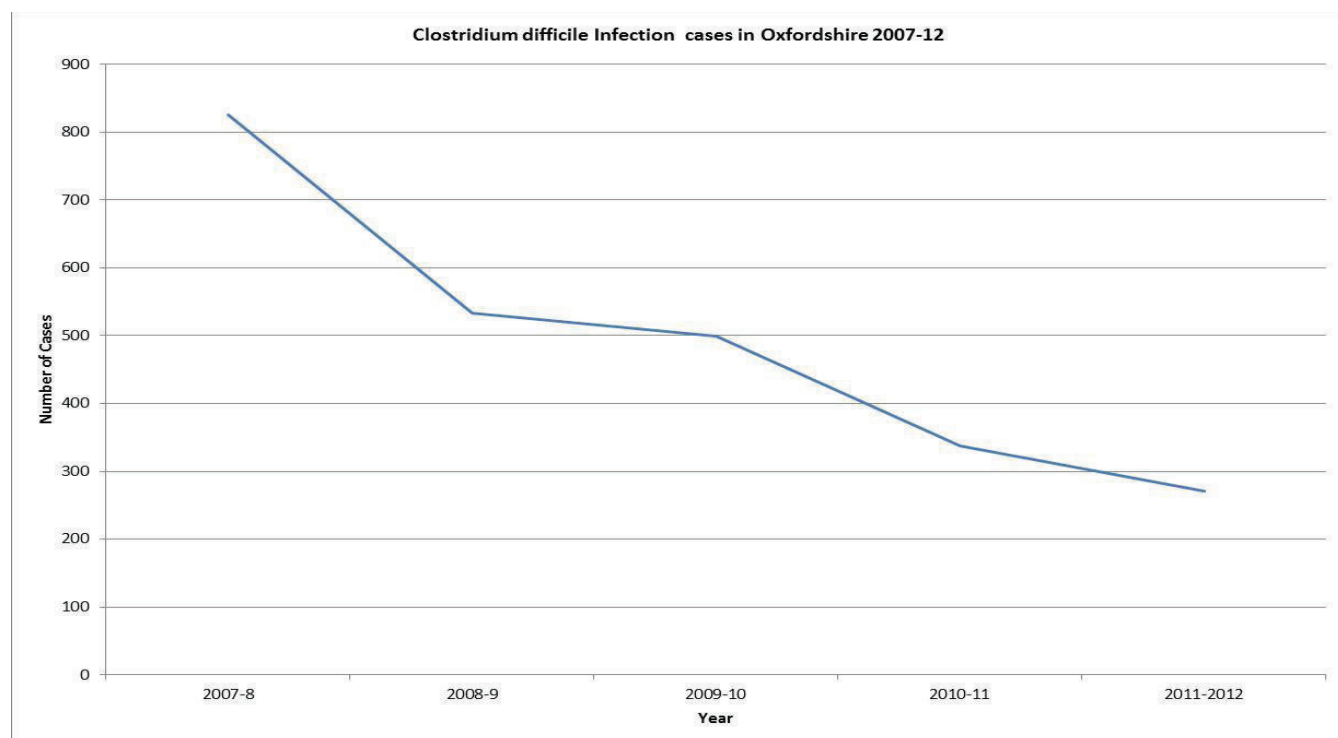


The two charts below speak for themselves. In 2011/12 there were 15 cases of MRSA across all of Oxfordshire’s residents, no matter where they were treated.

We need to keep an eye on MRSA to ensure that the numbers of cases stay low and don’t start to creep up again. This is now the responsibility of the new Clinical Commissioning Group.



Source: Health Protection Agency (HPA)



Source: Health Protection Agency (HPA)

Whilst the number of Clostridium Difficile cases has also fallen, the rate in Oxfordshire is still higher than the national average and we need to make a concerted effort to reduce cases further, so that they are in line with the national average.

## 2. Tuberculosis (TB) in Oxfordshire

TB is caused by a bug that can infect any part of the body, but most commonly affects the lungs. If not treated properly, TB can lay dormant and re-emerge years after the initial infection. When active lung disease is present, TB is infectious. It is important to identify and treat such cases quickly. Treatment is effective but requires long term antibiotics and completing the course properly is crucial to completely cure the infection and for preventing the bugs becoming antibiotic resistant.

Homeless communities, those suffering from alcohol or drug-misuse, people who are immune-suppressed, and people from countries that have a high incidence of TB are more likely to have Tuberculosis.

In Oxfordshire, the county average rate for new cases is consistently lower than the UK rate- we have around 1/3 fewer cases than the UK average. There were 69 cases of TB reported in Oxfordshire in 2011 compared to 59 in 2010. This increase is largely due to us detecting new cases more effectively. Continued vigilance is essential for maintaining our good progress.

This topic has also benefited from the close attention of the Health Overview and Scrutiny Committee (HOSC) who regularly assure themselves that all reasonable steps are being taken.

### Tuberculosis incidence rate in Oxfordshire

Year	Number of Cases	Rate per 100,000 population
2006	53	8.4
2007	76	12.0
2008	56	8.8
2009	55	8.6
2010	61	9.5
2011	69	10.7

Source: Enhanced TB Surveillance System, Prepared by: Thames Valley Health Protection Unit

Over the past 5 years the rates of new cases occurring, and the number of cases, has remained highest in Oxford City and Cherwell District Council.

### TB incidence rate by Local Authority, Oxfordshire, 2011

Local Authority	Cases	Population	Rate per 100,000 population
Cherwell	16	142,300	11.2
Oxford	43	150,200	28.6
South Oxfordshire	Less than 5	135,000	3.0
Vale of White Horse	6	121,900	4.9
West Oxfordshire	Less than 5	105,400	2.8
Oxfordshire	69	654,800	10.7
UK			14.4

Source: Enhanced TB Surveillance System, Prepared by: Thames Valley Health Protection Unit

The main interventions to control tuberculosis are early diagnosis and completing the long course of treatment. Oxfordshire does very well, with 98% of cases completing treatment. This compares favourably with the Chief Medical Officer's target of 85%.

Given the increased incidence of TB in those who are homeless, mobile x-ray screening was undertaken in this group in Oxford this year. No TB was found on screening a large proportion of Oxford's homeless population. This offers some reassurance that cases among this population are being diagnosed promptly by local healthcare services.

### 3. Other Diseases Preventable by Immunisation

#### a) Childhood immunisations

Major life-threatening diseases can be prevented by immunisation in childhood. The World Health Organisation (WHO) sets this threshold for good coverage at 95%.

Immunisation coverage in Oxfordshire remains high compared to regional and national rates. A lot of effort has gone into tracking down un-immunised children one by one and by checking new children arriving in the County. Maintaining and improving this position requires constant effort.

#### b) Immunisation against Measles Mumps and Rubella (MMR)

The rates of measles and mumps infection decreased slightly between 2010 and 2011 in Oxfordshire; there were no cases of rubella. This is the result of relatively high immunisation rates of 93.6% for children who have had 2 doses by the age of 5. This is considerably higher than the national average of 89.1%, however it is still below the WHO recommended 95% uptake rate.

Nationally, Measles has been in the spotlight, with cases increasing across the country. This is in part due to historical poor uptake of vaccination during the 1990s. When looking at our local figures, cases of measles have not increased.

Year	Number of Confirmed Cases
2010	9
2011	4
2012	6
2013 (January to April)	0

Source: Thames Valley Health Protection Unit

We cannot be complacent and must be vigilant against outbreaks, which spread quickly within school environments and amongst unimmunised children/young people

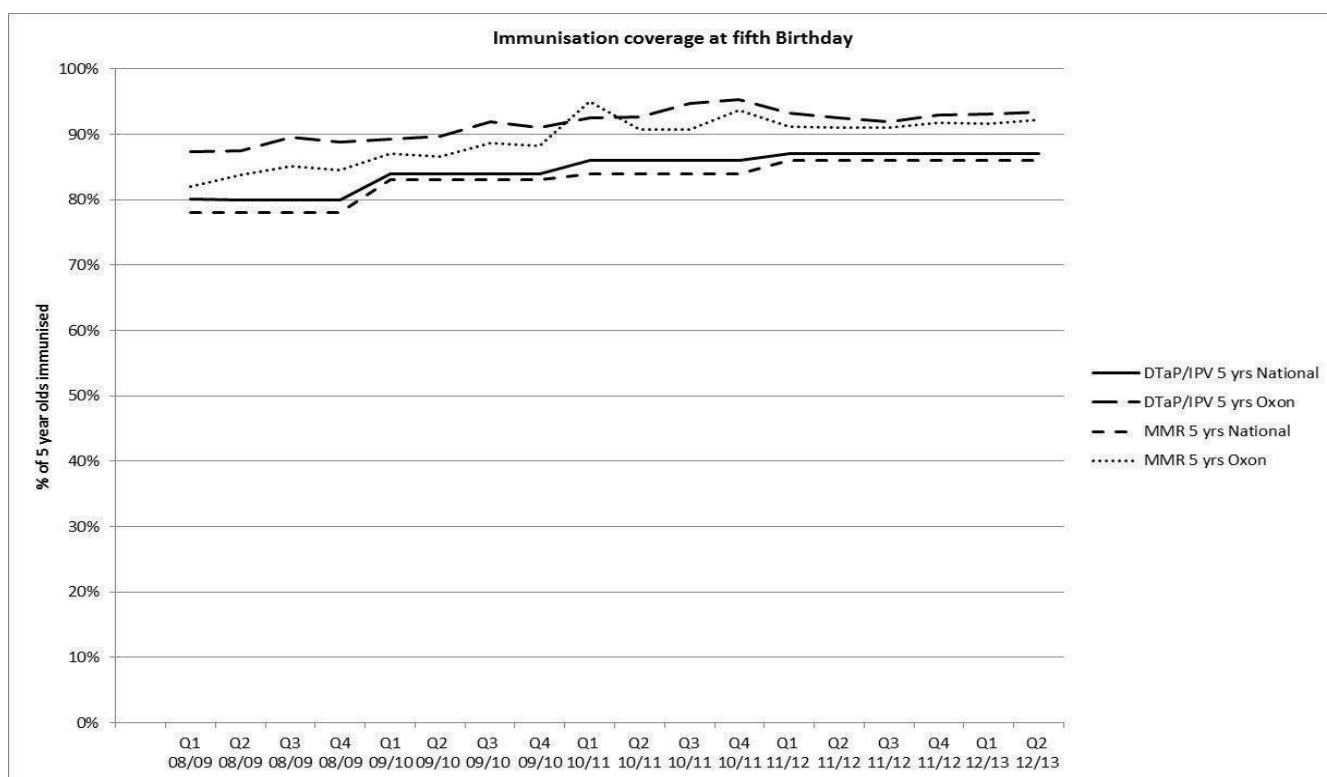
#### c) Immunisation against Diphtheria, Tetanus, Pertussis (whooping cough), Polio, and Haemophilus Influenzae B (a type of meningitis); (DTaP/IPV/Hib)

2011 immunisation coverage rates remain high in Oxfordshire with 98.0% of babies being vaccinated before the age of 2 with these vaccines, well above the recommended 95% coverage rates but slightly lower than 98.7% achieved in 2010.

There has been a rise in cases of pertussis (whooping cough) in Oxfordshire in 2011, which mirrors both the national pattern and the usual three year cycle of the disease.

Oxfordshire's good progress is shown in the chart below.

## Childhood Immunisations



Source: - Health Protection Agency (HPA)

### A warning about immunisations.

From the 1st April 2013, immunisation will move from being a County responsibility to a Thames Valley responsibility. The Thames Valley arm of NHS England will be responsible for immunisations. Local Directors of Public Health will work with them and will also act as watchdog to make sure that standards do not decline. The Health and Wellbeing Board and the Health Overview and Scrutiny Committee will help to oversee this. However, keeping immunisation rates high requires constant attention and there is a real risk that standards may fall. This will be monitored carefully and early action taken if required.

## 4. Sexually transmitted infections

### a) HIV & AIDS

HIV remains a significant disease both nationally and locally. During 2011, Oxfordshire saw a drop in the number of new diagnoses.

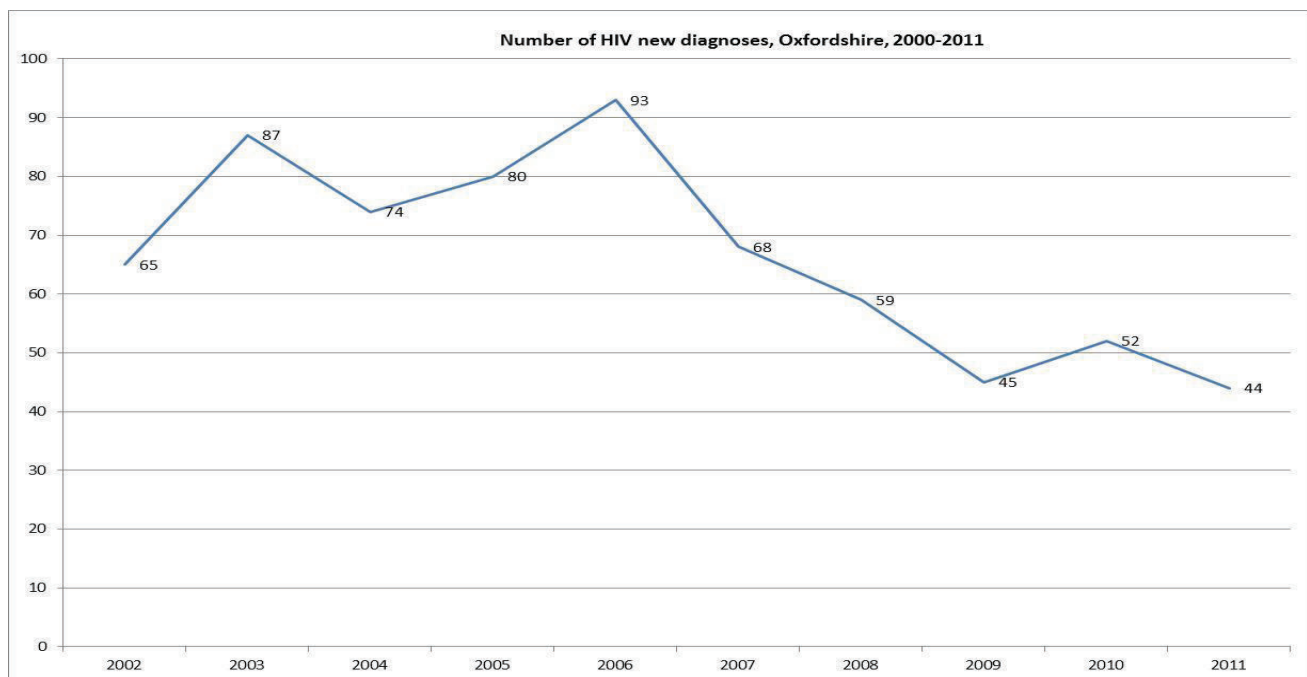
There are now approximately 500 people living with HIV in Oxfordshire. The national report 'HIV in the United Kingdom: 2010'<sup>3</sup>, suggests that ¼ of people with HIV have yet to receive a diagnosis. In Oxfordshire, this equates to another 125 people bringing the total estimated cases for Oxfordshire to 625.

Finding people with HIV infection is important because HIV often has no symptoms and a person can be infected for years, passing the virus on before they are aware of the illness. Trying to identify these people is vital. We do this in two ways:

<sup>3</sup> 2010, Health Protection Agency, HIV in the United Kingdom: 2010 report.

- Through Antenatal screening programmes - There are approximately 7,000 deliveries per year in Oxfordshire and 99% of pregnant women are screened for HIV, this identifies an average of 9 women as being HIV positive per year.
- Through community testing, we have introduced 'HIV rapid testing' in three chemists as an initial step. This test gives people an indication as to whether they require a full test; the rapid test takes 20 minutes and gives fast results, although a full test is required to confirm diagnosis.

HIV is now considered to be a long term disease and prognosis, once diagnosed, is good, with effective treatments. HIV cannot be cured but the progression of the disease can be slowed down considerably, symptoms suppressed and the chances of passing the disease on greatly decreased.



Source: HARs data set, Health Protection Agency (HPA)

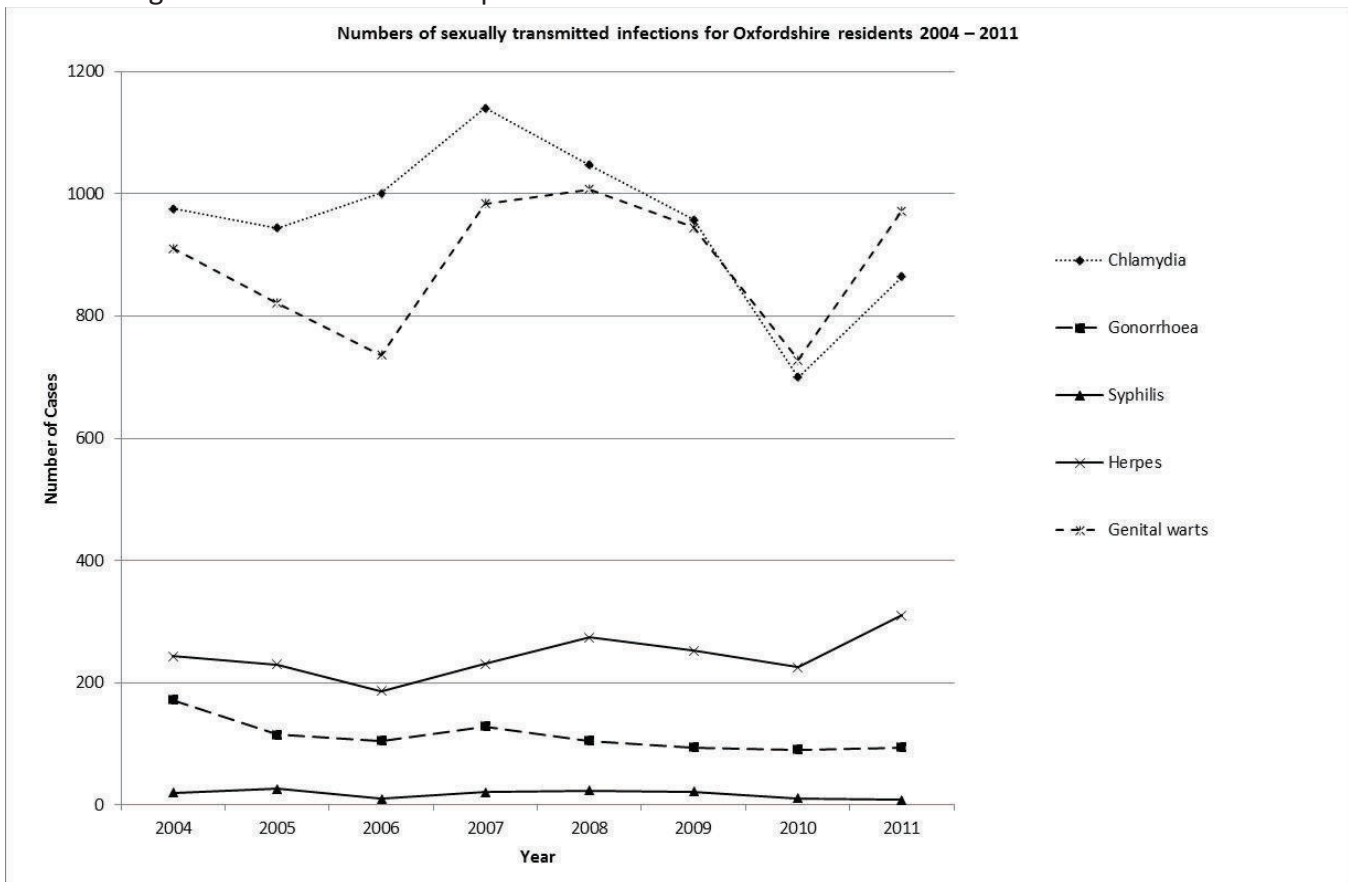
## b) Sexual Health

Sexually Transmitted Infections (STIs) are continuing to increase in England with the greatest number of cases occurring in young heterosexual adult men and women and men who have sex with men. STIs are preventable through practising 'safe sex'.

The different types of STI each show a mixed picture which is generally good. Looking at each disease in turn gives the following picture:

- Gonorrhoea – is falling and below national average in all areas of the County
- Syphilis - is falling and below national average in all areas of the County
- Chlamydia –levels are lower than national average – but we have had difficulties in persuading young people to come forward for testing despite, best efforts.
- Genital Warts – rates are slightly higher than national average, Oxford City is significantly higher (reflecting the younger age group) but the trend is stable.
- Genital Herpes – rates are lower than national average except in the City which has higher levels but not significantly so. The total number of cases in the year is small (125). Again this reflects the predominantly younger population in the City.

The following chart shows the overall picture:-



Source: Health Protection Agency - Sexually transmitted infections (STIs) annual data tables

### What did we say last year about killer diseases?

Last year the recommendations were all about maintaining vigilance and not letting the situation slip – this has mostly been achieved. We do need to continue to monitor the situation around STIs closely.

Much credit should also go to our local Health Protection Agency team (now a part of Public health England), who provide an excellent service and are great partners. This recommendation will need to be repeated for next year as responsibility for different killer diseases will go to the GP Commissioners, the NHS at Thames Valley level or to the County Council.

*This topic must always remain a top priority in order to protect the public health of Oxfordshire.*

### Recommendations

#### Maintain vigilance and priority after reorganisation

The Director of Public Health and the local Health Protection Agency must work closely during the forthcoming year to maintain surveillance of communicable diseases during 2013/14 and take appropriate steps to control these diseases and any new emerging killer diseases.

Active surveillance and monitoring of the NHS will be important as the Clinical Commissioning group and Thames Valley Area Team take up their new responsibilities.

The Health Improvement Board should be charged with overseeing the situation and escalating concerns immediately to the Health and Wellbeing Board and the Health Overview and Scrutiny Committees. This should be in place by September 2013.

The need to refocus on sexual health prevention and promotion

The Director of Public Health should review sexual health services and agree a plan which will include the re-commissioning of services by April 2014

The need to report on these figures in Public

The Director of Public Health should report on killer infections and infectious diseases in subsequent annual reports and should make strong recommendations to all of the organisations responsible to make improvements when this is required.

## Acknowledgements

This document relies on the time and talent of colleagues whose contribution is acknowledged with grateful thanks.

Alison Baxter	Christine Jones	Stephen Richards
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Alison Burton	Jim Leivers	Joanna Simons
Lorna Caldicott	Sara Livadeas	Kay Stenning
Paul Cann	Sue Lygo	Paul Smith
Ian Davies	Benedict Leigh	Val Smith
Ch Spt Tim de Meyer	Noel McCarthy	Patrick Taylor
Clare Dodwell	Joe McManners	Martin Tugwell
David Etheridge	Jo Melling	Matthew Tait
Glyn Evans	Val Messenger	Patrick Taylor
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Donna Husband	Ronan O'Connor	Linda Watson
John Jackson	Matt Prosser	Alan Webb
Paula Jackson	Sam Read	Jackie Wilderspin

With special thanks to Angela Baker without whom this report would not have been possible

## Documents and Sources of Information used to produce this Report

Census Data 2001 and 2011

Data from Govt Departments including Office of National Statistics

GP Consortia Information packs – March 2011

Health Protection Agency Infectious Disease data

Joint Strategic Needs Assessment versions 1 - 4

Learned journals

Oxfordshire Children and Young Peoples Plan indicators

Oxfordshire County Council Data Observatory

Oxfordshire PCT Performance data

Oxfordshire Safer Communities Partnership performance framework

Oxfordshire Safer Communities Partnerships Alcohol Strategy Group basket of indicators for Oxfordshire

Public Health Surveillance Dashboard

The Child Poverty Needs Assessment for Oxfordshire



Division(s): N/A

## COUNTY COUNCIL – 9 JULY 2013

### REPORT OF THE CABINET

#### ***Cabinet Member: Deputy Leader***

#### **1. Staffing Report – Quarter 4** *(Cabinet 21 May 2013)*

Cabinet had before them a report that gave an update on staffing numbers and related activity during the period 1 January 2013 to 31 March 2013. It gave details of the agreed staffing numbers and establishment at 31 March 2013 in terms of Full Time Equivalents. In addition, the report provided information on vacancies and the cost of posts being covered by agency staff. The report also tracked progress on staffing numbers since 1 April 2010.

#### **Cabinet Member for Adult Social Care**

#### **2. Older People's Joint Commissioning Strategy 2013-2016** *Cabinet, 18 June 2013)*

Cabinet gave approval to the new Older People's Joint Commissioning Strategy 2013-2016, developed jointly by the County Council and the Oxfordshire Clinical Commissioning Group.

#### **3. Older People's Pooled Budget Arrangements (Section 75 Agreement)** *(Cabinet, 18 June 2013)*

Cabinet had before them a report that sought Cabinet approval to increase the services and budgets that form the Older Person's Pooled Budget arrangements between Oxfordshire County Council and the Oxfordshire Clinical Commissioning Group. It also proposed changes to the risk sharing and governance arrangements to ensure they are appropriate for a truly pooled budget between both parties under a formal Section 75 agreement.

Cabinet approved the proposed changes, including changes to the Section 75 Agreement for All Client Groups to reflect this, and **RECOMMENDED** that the County Council approves the virement of £21m into the Older People's Pooled Budget, as well as an income target of £18m. A separate item on this matter is elsewhere on the agenda.

## ***Cabinet Member: Business and Customer Services***

### **4. Procurement of Better Broadband for Oxfordshire**

*(Cabinet 18 June 2013)*

Cabinet had before them a report containing exempt information updating on the Better Broadband Programme. Cabinet endorsed the progress to date and the Stage 2 Business Case and delegated to the Chief Finance Officer and Director for Environment & Economy in consultation with the Leader and the Cabinet Member for Business and Customer Services the authority to approve the detailed project appraisal.

## ***Cabinet Member: Children, Education & Families***

### **5. Option Appraisal Conclusions on Cutteslowe Primary School Foundation Stage Unit (FSU)**

*(Cabinet, 16 April 2013)*

In the light of a wish by the Head Teacher and The Cherwell School Academy Trust to continue to provide 39 full time equivalent (fte) F2 nursery places an option appraisal was commissioned by Children Education & Families to investigate the Foundation Stage Unit area and to present options on what work might be carried out, and its cost. Cabinet considered a report on the options appraisal that sought their decision on whether to allocate funds, and if so, how much.

Cabinet agreed not to financially support The Cherwell School Academy Trust's aspiration to make provision for 78 (39 full time equivalent (fte)) rather than 52 (26 fte) F2 (nursery pupils).

### **6. Stage One Public Consultation on Proposed Expansion of St Joseph's Catholic Primary School, Oxford**

*(Cabinet, 16 April 2013)*

Cabinet supported proposals to permanently increase the school admission number at St Joseph's Catholic Primary School from 45 to 60 on a permanent basis from September 2014 and supported the Governing Body in its wish to publish a statutory notice for the expansion of St Joseph's Catholic (VA) Primary School, Oxford.

### **7. Stage One Public Consultation on Proposed Expansion Of Wolvercote Primary School, Oxford**

*(Cabinet, 16 April 2013)*

Cabinet approved the publication of a statutory notice for the permanent increase of the school admission number at Wolvercote Primary School to 45 from 30.

**8. Results of New Schools for Didcot Public Consultation, and Subsequent Academy Specification**

*(Cabinet, 21 May 2013)*

Cabinet considered a report that detailed the background to, process of and outcomes of a public consultation on new schools required for Great Western Park in Didcot/Harwell. Cabinet noted the outcomes of the consultation and approved the specification as the basis for seeking academy providers for the Great Western Park schools.

**9. Edward Feild Nursery School - Proposal to Close and Provide Alternative Early Years Provision**

*(Cabinet, 21 May 2013)*

Cabinet considered a report following consultation on proposals to close the Nursery School and expand the on-site voluntary Playgroup. A formal decision was sought on whether to publish a Statutory Notice to close Edward Feild Nursery School at the end of the Autumn term 2013.

Cabinet approved publication of a Statutory Notice for the Closure of Edward Feild Nursery School.

**10. Exempt Information – Marcham Primary School**

*(Cabinet, 18 June 2013)*

Cabinet considered a report containing exempt information and agreed an exemption from the Council's Contract Procedure Rules in respect of the construction of a two classroom extension to the school

***Cabinet Member: Environment***

**11. The Principle of Direct Delivery by Developers of on-Site Infrastructure & Major off-Site Highway Works**

*(Cabinet 18 June 2013)*

Developers are increasingly interested in undertaking the direct construction of infrastructure required by new development rather than make provision for it in the form of financial contributions. This flows partly from central government reviews which concluded that there was scope for cost reduction in the delivery of schools. Cabinet considered a paper on the implications of enabling direct delivery by developers of infrastructure required by new development. Cabinet agreed the approach, the proposed measures for mitigating risk and updates to standard conditions.

***Cabinet Member: Finance***

**12. 2012/13 Financial Monitoring & Business Strategy Delivery Report –**

*(Cabinet, 16 April 2013)*

Cabinet noted a report that focussed on the delivery of the Directorate Business Strategies which were agreed as part of the Service and Resource Planning Process for 2012/13 – 2016/17. Parts 1 and 2 included projections for revenue, reserves and balances as at the end of February 2013. Capital monitoring was included at Part 3. Fees and Charges are included in Part 4.

**13. Provisional 2012/13 Revenue and Capital Outturn**

*(Cabinet, 18 June 2013)*

Cabinet considered a report that set out the provisional revenue and capital outturn for 2012/13 and showed how actual expenditure and income for the year compared to the budgeted position. It also included proposals for carry forwards from 2012/13 to 2013/14. The Cabinet in respect of the 2012/13 outturn note the provisional revenue and capital outturn for 2012/13 along with the year-end position on balances and reserves as set out in the report; approved carry-forwards and virements; agreed that the surplus on the On-Street Parking Account at the end of the 2012/13 financial year, so far as not applied to particular eligible purposes in accordance with Section 55(4) of the Road Traffic Regulation Act 1984, be carried forward in the account to the 2013/14 financial year. Cabinet further agreed in respect of the 2013/14 revenue budget and Capital Programme: the increase of £0.581m to the Kennington Roundabout scheme as set out in paragraph 44 and approved virements for 2013/14.

Cabinet also RECOMMENDED Council to approve the virements greater than £0.5m for Children, Education & Families, Social & Community Services and Environment & Economy Directorates and a separate report on this matter is elsewhere on the agenda;

***Cabinet Member: Public Health & the Voluntary Sector***

**14. Director of Public Health Annual Report**

*(Cabinet, 18 June 2013)*

Cabinet considered the 6th Director of Public Health Annual Report for Oxfordshire. The priorities highlighted in this Report included

An ageing population – the “demographic challenge”

- Breaking the cycle of disadvantage
- Mental health and wellbeing: avoiding a Cinderella service
- The rising tide of obesity
- Excessive alcohol consumption

- Fighting killer infections

Cabinet RECOMMENDED to Council to receive the report and noted its recommendations. A separate report on this matter is elsewhere on the agenda;

**IAN HUDSPETH**

Leader of the Council

June 2013

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# **Scrutiny Annual Report**

**2012 – 2013**

## **Foreword**

2012/13 has seen many important changes to how scrutiny will operate in the future. The Strategy and Partnerships Scrutiny committee oversaw a cross-party working group to review the council's governance arrangements and to consider a range of proposals. These changes have been accepted by council and will be rolled out under the new council.

Whilst scrutiny is poised to change, it is important to reflect on the hard work carried out by the scrutiny committees in the past year. The case studies in this Annual Report provide a snapshot of the committees' work during 2012/13. It has been a varied year with committees scrutinising a wide range of activity and services across both the council and its partnership work. The case studies reflect scrutiny's role in monitoring, informing, reviewing and collaborating with others to champion high quality services for the benefit of the people of Oxfordshire.

I look forward to building on the current approach to involve members all the more in policy development and scrutiny of our services performance.

**Cllr Lorraine Lindsay-Gale**  
**Chairman (2012-13)**  
**Strategy & Partnerships Scrutiny Committee**



## Introduction

This Scrutiny Annual Report provides an overview of the work of the council's six scrutiny committees over the course of 2012/13. The Committees are:

- Adult Services Scrutiny Committee
- Children's Services Scrutiny Committee
- Growth & Infrastructure Scrutiny Committee
- Oxfordshire Joint Health Overview & Scrutiny Committee (HOSC)
- Safer & Stronger Communities Scrutiny Committee
- Strategy & Partnerships Scrutiny Committee

Scrutiny committees challenge the cabinet, examine council performance, influence cabinet decision making, help develop policies, represent the community and promote joined up working. However, it does not make day to day service decisions or investigate individual complaints.

This report is structured to reflect the changes to scrutiny which are soon to be implemented. The first section describes the impact that the governance changes will have on the structure, organisation and operation of the council's scrutiny function. This is followed by a summary of the highlights of work carried out this year by each scrutiny committee.

### Looking Forward – Scrutiny in 2013/14

The Localism Act 2011 creates new freedoms for local authorities to consider for themselves the best framework for decision making in the council and for increasing member involvement.

The reduction in the number of members (following a boundary review) and the availability of fewer staff and resources to support future arrangements provided an opportunity to review the council's governance arrangements.

Consequently, Cabinet asked the Strategy and Partnerships Scrutiny Committee to oversee a cross-party working group to review the council's governance arrangements and to consider a range of proposals.

The recommendations from the working group enjoyed cross-party support and have been agreed by council. The governance arrangements will tie in more closely with the business of the council and provide an opportunity for the greater engagement of all members.

In future scrutiny will be arranged as follows:

Core Scrutiny Committees: The Overview and Scrutiny function will continue to be independent of Cabinet and include three standing committees with standing chairmen appointed by their Committee. These are the **Performance Scrutiny Committee**, **Education Scrutiny Committee** and the **Health Overview Scrutiny**

**Committee.** Committees report to the Cabinet and will meet at least four times a year.

Transport Advisory Panel: The Transport Advisory Panel will support the Cabinet member for transport with their delegated decision making. The Panel will also advise the Cabinet member on transport policy developments and ensure policies are developed with the needs of Oxfordshire's diverse communities in mind.

Cabinet Advisory Groups: These Groups will primarily examine topics selected by Cabinet which align to corporate council priorities. This will enable back bench members to be more closely involved with issues of greatest importance to the council.

The remit of these groups will be 'task and finish'. The scope of these groups will be from single one-off meetings to larger projects.

Following a Department of Health consultation in Summer 2012 new regulations for Health Overview and Scrutiny have been introduced. The Oxfordshire HOSC responded to the consultation and its preferred option that councils have the power to delegate responsibility to their HOSC has been included in the new regulations.

## **Highlights of 2012-2013:**

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### **Adult Services Scrutiny Committee**

#### ***Day Services***

Oxfordshire County Council currently operates seven day centres. These are active community hubs providing useful information, activities, services and advice to Oxfordshire residents. The Adult Services Scrutiny Committee have worked with officers and service providers around proposals for increased charges to both day services and transport to day services. These changes would bring fees in Oxfordshire into line with other authorities. The Committee considered proposals and oversaw a consultation exercise on the issue. The committee accepted the need to increase the fees but only for those who could afford it. There were some concerns that clients would find a sharp increase in fees difficult to manage. The committee recommended the phasing of fees over a two year period with an agreement to produce an annual report monitoring use and attendance. These recommendations were adopted by Cabinet in January 2013. This work secures the future of day services within the constraints of the current budget and protects the most vulnerable members of the community from any sudden changes in their routine.

#### ***Quality and Monitoring***

Oxfordshire County Council has a statutory duty to monitor and ensure quality standards in the care they provide. The committee has taken a close interest in ensuring quality and safety in commissioned services is maintained. The monitoring frameworks that have been put in place have reassured the committee, but concerns remain over the level of oversight in non-directly funded services. Discussions with senior officers at the Care Quality Commission have resulted in the decision to keep a close review of their resources available in this area.

#### ***Joint Physical Disability Commissioning Strategy***

Oxfordshire County Council is responsible for meeting the social care and support needs of people with physical disabilities. The Adult Services Scrutiny Committee has been concerned that services should be as joined up as possible with other healthcare provision in the county. The Committee and the regional Clinical Commissioning Group have worked together to propose a joint commissioning strategy, with a dedicated pooled budget arrangement that will better meet the needs of people with physical disability. This integrated approach will deliver better outcomes and help people to live as independently as possible for as long as possible. The committee were encouraged by the positive work being done in this area which has resulted in a personalised, well-managed and joined up approach to joint commissioning.

## **Councillor Jim Couchman, Chairman of the Adult Services Scrutiny Committee**

*“The Adult Services Scrutiny Committee has continued to play a crucial role in holding cabinet to account and providing cross party challenge on policy development. We have debated a range of vital themes over the past year. There have been complex challenges around quality and monitoring across adult services which has driven the activities of the committee, and ensured that smooth transitions by adults in care between various services in a timely manner remained the main aim of the committee. This commitment to care needs to be strengthened and the exercise of choice and protection of independence should be brought into focus.*

*I should like to thank all of the members (full and substitute) and staff who have contributed to the good work that the committee has achieved. Adult Services has not just the largest non-schools service budget but also provides for the needs of the County’s most vulnerable service users; it is subject to much complex statute and its transformation over the past three years has presented major challenges. It is to the credit of the Adult Services Scrutiny Committee that we have been able to conduct our business in a positive and constructive manner without too much politics intervening. I hope that the new arrangements for scrutiny continue to give substantial weight to the importance of social care particularly as new funding arrangements are developed.”*

## **Children’s Services Scrutiny Committee**

### ***Keeping Young People in Education, Employment and Training***

Oxfordshire County Council is committed to providing the best opportunities for its 115,842 school age residents. This means investing in and providing the most appropriate and effective resources to help keep children in education, employment or training. The scrutiny committee in September 2012 held a seminar entitled "Preparing Young People for Employment" which saw presentations from schools and businesses demonstrating how they work with young people. The committee identified a clear focus on STEM (Science, Technology, Engineering and Maths) subjects and strong partnership working with businesses as good ways to help schools prepare young people for the world of work and the skills needs of Oxfordshire employers. The committee followed up on this work in February 2013, visiting 4 schools. At these visits they explored good practice for raising attainment in STEM subjects and how strong links with businesses can be shared with schools across the county. The work done by the committee in this area will inform and shape OCC policy in relation to the Oxfordshire Skills Board which will have a long term impact upon the fortunes of young people in Oxfordshire.

### ***Early Intervention Hubs***

The Early Intervention Service offers high quality early intervention and specialist services to children, young people and families with additional and complex needs. The Children’s Services Scrutiny Committee has monitored the new hub arrangements introduced in 2011. Each hub is a ‘one-stop shop’ ensuring a joined-up process which provides high-quality early intervention and specialist services to children, young people and families. The committee conducted a review of the hubs

in September 2012 including a visit to each hub. The visits were well received by service managers and councillors, and are a clear example of scrutiny committee community engagement. The Committee praised the work of the hubs and the positive impact they made to the families they worked with. The Committee also recommended future improvements, particularly around fostering partnerships with schools, health, the police and the local community. The committee will continue to monitor the hubs, particularly focussing on more cohesive working with Children's Centres to provide a more effective early intervention service.

### **Key Stage 1 Attainment**

Key Stage 1 is an important first step in the education system which the council wishes to ensure every Oxfordshire child passes through successfully. Recent Key Stage 1 results provided an opportunity to monitor and show a commitment to raising attainment and improving the services providing support in this area. The scrutiny committee monitored the implementation of improvement actions to meet set targets. This has led to a recognisable improvement in Key Stage 1 attainment in 2012. The Committee fully recognised the marked improvement in Early Years Assessments in the preceding two years and their impact on the improved results, particularly in Oxford City. The Children's Services Scrutiny Committee remains focussed on seeing improved educational attainment for all pupils across Oxfordshire and will use the lessons learned in making KS1 improvements to improve attainment more generally. Oversight of attainment will also be supported through continued updates on the Reading Campaign which was launched by the council in September 2012.

#### **Councillor Michael Waine, Chairman of the Children's Services Scrutiny Committee**

*"Events both nationally and locally have brought the activities of Children's Services into the spotlight. The Children's Services Scrutiny Committee has faced these challenges head on. The committee has been active in seeking out best practice through visits and engagement across the county. Recognising and promoting front line services has also been a large and significant area of the work we have done this year. One of the biggest challenges we have faced has been the need to improve Oxfordshire's Key Stage 1 results. The committee has fulfilled an important role in holding performance to account and the improvement of results has been encouraging."*

## **Growth and Infrastructure Scrutiny Committee**

### ***Countryside Services Visit***

The majority of Oxfordshire's residents live in a rural setting or in urban places of less than 10,000 people. Therefore, a commitment to the protection of the rural environment is vital in maintaining the standards of living of Oxfordshire's inhabitants. In April the Committee visited the Earth Trust Centre in Little Wittenham to see the Countryside Service Team in action. The Earth Trust explained to the Committee the difficulties encountered when managing public rights of way on private land. The committee were also shown the work being done to protect and encourage woodland in Oxfordshire. Following this visit the Committee discussed the importance of open spaces to residents and to Oxfordshire's economic growth. The Committee supports the work done by the groups such as the Earth Trust to map and quantify the value of open spaces in Oxfordshire, ensuring that open space is considered a core part of future OCC infrastructure.

### ***Master planning***

As part of the Oxfordshire 2030 plan the county council has committed to several master plans that will guide and encourage the development of key population centres. Through 2012 the Growth and Infrastructure Scrutiny Committee has been keen to explore the council's approach to master planning, due to its importance in shaping growth at Oxfordshire's key strategic sites. The committee supports the concept and benefits of master planning. Following presentations and discussions with planning experts, the committee stressed the importance of the implementation stage that came after any master planning work. The Committee highlighted how crucial it was that lessons were learnt from any work undertaken, and recommended these lessons should be used to create and refine a blueprint for the county's future master planning work.

### ***Energy reduction***

Oxfordshire County Council has committed to reducing Carbon Emissions. Following continued interest and scrutiny by the committee regarding energy reduction in the previous year, the Committee were keen to track progress. The committee challenged the Energy and Environment Strategy Team who provided a paper and presentation on the council's activities in this area including work underway to reduce energy consumption in schools. The committee tested assumptions made when calculating the council's new energy reduction target. Following a discussion of the positive results, the Committee praised the good work being done to reduce energy usage within Oxfordshire. In addition, a list of low energy behaviours was also agreed by the committee that will continue to reduce OCC carbon emissions. The committee is assured that the council remains best equipped to meet the challenges in meeting their energy reduction goals.

## **Councillor David Nimmo-Smith, Chairman of the Growth & Infrastructure Scrutiny Committee**

*“The Growth & Infrastructure Scrutiny Committee has continued to comment and scrutinise the work of the council on a number of significant issues. This scrutiny has seen the Committee meet and visit employees in the council and interested parties to address significant development issues in the county. The committee has promoted both long term and short term economic development for the county and the work we have done in this area will allow local communities to reap the rewards in the future as Oxfordshire continues its development as a vital hub for work, education and living. The future promises many challenges but scrutiny has ensured that economic growth is a driving goal.”*

## **Health Overview Scrutiny Committee**

### ***Health Service Reforms – Clinical Commissioning Group***

The creation of Clinical Commissioning Groups is one of the biggest changes to happen within the NHS for many years. Over the past year the HOSC has closely monitored these changes and its impact upon care within Oxfordshire. Working with the outgoing Primary Care Trust and incoming Clinical Commissioning Group for Oxfordshire, the committee has sought to understand the fundamental changes happening to the organisation of local health services. The committee has acted as the champion for patients. The committee has lobbied for better patient involvement in the new clinical commissioning arrangements through Patient Involvement Forums at practice level. The committee has also highlighted the importance of GP engagement and has been pleased to see the locality arrangements develop over the year. The CCG formally took over in April 2013 and the working relationship built up in the previous months has enabled a strong engaged beginning to this new relationship. The HOSC is keen to encourage close working between the CCG and the Health and Well-being Board which has also just taken over formal status. It will continue to closely monitor the activity of the CCG (particularly as it begins to commission services) and the Board to promote a seamless approach that brings together services better tailored to the needs of the communities they serve and explore opportunities for greater integration.

### ***Primary Care***

The remit of the HOSC ensures an overview of all healthcare services provided across the county. In 2012 the HOSC broke new ground by scrutinising primary care services. Whilst it had previously looked at dental services there had never been any review of other primary care services (general practice, pharmacy, optometry). Working with the Primary Care Trust and its successor organisations, the Local Area Team and Clinical Commissioning Group, the committee had a very constructive debate about the challenges facing primary care. Involvement of the Local Medical Council, the body which represents general practitioners, was hugely valuable to quality of the debate. The LMC raised a number of concerns about the future of general practice and the pressures that practices are currently under. The HOSC was able to challenge the commissioners about the causes of these concerns and how they are being addressed. In particular, the theme of patient choice (primarily through the Patient Choice Pilots and Patient Participation Surveys) was a recurring

theme in the work presented to the committee. Overall, the work of the committee in this area is in helping to scrutinize the transition of providers of primary care that are underway and will be the focus of the next years' work.

### **Chipping Norton Maternity Unit**

Late in 2012, at a regular HOSC liaison meeting with the Oxford University Hospitals Trust (OUHT) concerns about transfer rates and the low numbers of births taking place at the Chipping Norton maternity unit were brought to the Chairman's attention. The chairman supported the decision to suspend births at the unit whilst a formal investigation of the issues was carried out. HOSC involvement was driven by considerable local opinion about the issue and broad support for the service to remain in the community.

At its November meeting, the HOSC heard from all sides and subsequently met with senior leaders at the Trust to agree the terms of a Review. The Trust agreed to the HOSCs recommendation that independent observers should be allowed to attend interviews with staff if requested to ensure openness and avoid any concerns of intimidation.

Some early findings and progress of the review were reported to the HOSC in February 2013 where the local community and other interested parties again strongly made the case for reopening the Unit. HOSC has discussed the outcomes of the review of the unit and is encouraging the OUHT to reopen the unit as soon as it is safe to do so.

The HOSC also highlighted concerns about the potential longer term negative impact that the continued cessation of births would have on the on-going viability of the service in Chipping Norton. Members urged the Trust to build in a campaign to rebuild the reputation and popularity of the Unit before the Unit reopens.

#### **Councillor Peter Skolar, Chairman of the Health Overview and Scrutiny Committee**

*"2012/13 has seen even more developments in the world of health reform. Considerable work has been undertaken to assist in the introduction of Clinical Commissioning Groups and the transition of Public Health to the remit of the county council. The Health Scrutiny committee has been closely involved as these changes have taken shape. The committee is pleased to see these changes take effect and how the new agenda is being taken forward between partners in Oxfordshire. The main challenge in the coming year will be to ensure that the transition and implementation of these new services is carried out in the most effective way."*

## **Safer and Stronger Communities Scrutiny Committee**

### **Regulation of Investigatory Powers Act (RIPA)**

RIPA provides the statutory framework for covert surveillance activities to be lawfully undertaken by a local authority. The Safer & Stronger Communities Scrutiny Committee reviews the authority's use of the Act and sets the policy on an annual



basis. The Protection of Freedoms Act 2012 introduces two important amendments to RIPA. These are that authorities can only employ direct surveillance for particular offences and these surveillance authorisations require approval from a magistrate. During 2012-2013 the committee have examined the amendments and concluded that the implications for the council should be minimal, as all authorisations in recent years have met the serious crime threshold. The committee continue with their monitoring role with regard to RIPA and are satisfied that the current council Policy is in accordance with The Protection of Freedoms Act 2012.

### ***Retained Fire Service Review***

The Retained Duty System is a longstanding and effective method of crewing operational fire stations/ appliances for rural and semi-rural Fire and Rescue Services. However, the system's effectiveness and longevity is increasingly challenged by a range of societal and legislative factors. Recent innovation within the service has led to a more flexible use of all resources and the close working with retained staff in continuing to make improvements, as part of the service's Integrated Risk Management Plan. Members have been involved in supporting this work and the committee continues to monitor the development and implementation of the review. The committee visited on-call stations, met with many retained firefighters, and listened to advice from officers and investigated models from other authorities as part of this review. The impact of this process is to ensure the continued effectiveness and longevity of the service.

### ***Library Strategy and Review of Mobile Library Service***

The Safer & Stronger Communities Scrutiny Committee continues to play a key role in examining the development of the library service. The committee examined the growth of community involvement in the Library Service and Committee members became stakeholders in the review of the Mobile Library Service. Through reports from the Library service, the scrutiny committee have closely monitored the development of Community and Community Plus Libraries. In addition, the committee has received feedback from members of the public to highlight their concerns about the progression of the Library Strategy.

#### ***Councillor Lawrie Stratford, Chairman of the Safer & Stronger Scrutiny Committee***

*"The wide range of activity covered by the work of the Safer & Stronger Scrutiny Committee gives us a varied program; including fire & rescue, crime and disorder reduction, trading standards, library and museum services and registration and coroner's services. Regardless of this diversity, all these services face the challenge of balancing the reduction of financial resources with providing a high quality and highly valued service. In order to be successful we have seen services develop a range of increasingly collaborative arrangements with a range of partners. Scrutiny supports excellent customer service whilst maintaining value for money by understanding our communities' aspirations and concerns and promoting these to Officers, Cabinet and Partners."*

## **Strategy and Partnerships Scrutiny Committee**

### **Governance Review**

At its first meeting of the year the Committee accepted a request from Cabinet to explore how member engagement in council governance and in scrutiny in particular could be improved in future. A member working group formed in May 2012 met throughout the year and put forward proposals to council in April 2013.

The working group used evidence from a member survey and local authority research to develop proposals designed to provide more opportunities for backbench members to be meaningfully involved in policy development, and for scrutiny to be better focused on key issues of most importance to the council.

The proposals put forward reflect the smaller council from May 2013 both in terms of councillor and officer resources and are designed to make better use of resources available. This enables local members to bring their input and expertise to policy development and more clearly hold the Cabinet to account for delivery and improvement. The developments ultimately aim to improve the quality, relevance and performance of services and strategies for the people of Oxfordshire.

### **Partnerships**

Partnership working is a key aspect of the Committee's remit and an agenda which is becoming increasingly important for the authority. Therefore the committee dedicated time over three meetings and several reports to better understand the partnership landscape in Oxfordshire. Members challenged how partnerships are held to account and progress is measured, particularly in relation to the Local Economic Partnership (LEP).

Councillor Hudspeth was invited to account for the work done by the LEP Board as the county council's representative. He explained how members of the partnership worked together. The committee further investigated the priorities of the LEP by visiting one of its priority locations, Harwell Oxford, in January 2013. The Committee's interest in the LEP and partnership working more broadly has helped to raise the profile of the council's role in supporting and challenging partnerships to achieve tangible outcomes for Oxfordshire.

### **Corporate Plan**

Delivery on the targets set out in the annual Corporate Plan is critical to the council's success. Effective review and analysis of the performance reports ensures that these targets are being met. During 2012/13 the committee continued a commitment made by the previous chairman to regularly monitor progress against the council's corporate plan. The committee received reports in advance of Cabinet which enabled it to question and probe into the progress data. The Committee improved the information provided by suggesting ways that the data could be made more meaningful and easier to understand for members and the public alike by adding Red, Amber, Green ratings to each priority. This enabled the committee to focus its scrutiny to maximise outcomes.

**Councillor Lorraine Lindsay-Gale, Chairman of the Strategy and Partnerships Scrutiny Committee**

“This year has seen some significant work carried out by the Strategy and Partnerships Scrutiny Committee. Two main aims have been fulfilled in the work we have carried out. Firstly, we have agreed measures to improve Member engagement through the Governance Review. This has ensured a more flexible and efficient scrutiny arrangement that will better benefit the people of Oxfordshire. The second aim we have fulfilled is promoting a better understanding of partnerships. We have heard several reports that have helped to explain the important role and the several benefits partnerships afford the council. Overall, this has resulted in a strengthening of scrutiny but also leads us encouragingly towards new challenges. These challenges will require us to test performance and monitoring in the council and to increase its effectiveness, something I hope the implementation of changes to scrutiny will help councillors to do.”

Sue Scane  
Assistant Chief Executive

Contact Officer:

Alexandra Bailey  
Research and Major Programmes Manager  
Chief Executive’s Office

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Division(s): N/A

## COUNCIL – 9 JULY 2013

### 2013/14 - REQUESTS FOR VIREMENTS

Report by the Assistant Chief Executive & Chief Finance Officer

#### **Virement Requests Requiring Council Approval**

1. As set out in the Revenue and Capital Outturn Report to Cabinet on 18 June 2013 and Annex 1a and 1b to this report, some of the carry forwards of underspends from 2012/13 for use in 2013/14 require virements which are larger than £0.5m. Since these represent a change in policy, albeit temporary in 2013/14, approval by Council is required under the Authority's Financial Regulations.
2. Council are recommended to approve the virements larger than £0.5m as set out in Annex 1b and the associated carry forwards of underspends to 2013/14 as set out in Annex 1a.

#### **RECOMMENDATIONS**

3. **Council is RECOMMENDED to approve the virements larger than £0.5m and the associated carry forwards as set out in Annex 1(a) and 1(b) to the report.**

#### **SUE SCANE**

**Assistant Chief Executive & Chief Finance Officer**

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July 2013

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## PROVISIONAL REVENUE OUTTURN 2012/13

COUNCIL 9 JULY 2013

## ANALYSIS OF CARRY FORWARD AND PROPOSALS FOR USE OF CARRY FORWARD TO BE APPROVED IN 2012/13: SUMMARY

Budget Book Ref	Service Area	Variation	Same Budget	Different Budget	Virement of Carry Forward	Virement of Carry Forward	Total proposed Carry Forward
(1)	(2)	underspend - overspend + £000 (3)	underspend - overspend + £000 (4)	underspend - overspend + £000 (5)	Other Directorate £000 (7)	Efficiency Reserve £000 (8)	Surplus - Deficit + £000 (9)
CEF	Children, Education & Families	-187	0	-187	0	187	0
SCS	Social & Community Services	-1,779	0	-1,779	0	1,779	0
EE	Environment & Economy	-702	-702	0	0	0	-702
CEO	Chief Executive's Office	-500	-92	-408	0	408	-92
SM	Strategic Measures - Efficiency Reserve					-2,374	-2,374
	<b>Directorate Total</b>	<b>-3,168</b>	<b>-794</b>	<b>-2,374</b>	<b>0</b>	<b>0</b>	<b>-3,168</b>

**PROVISIONAL REVENUE OUTTURN 2012/13 - Children, Education & Families**  
**COUNCIL 9 JULY 2013**  
**PROPOSED VIREMENT OF UNDERSPEND CARRY FORWARDS IN 2013/14**

**ANALYSIS OF CARRY FORWARD AND PROPOSALS FOR USE OF CARRY FORWARD**

Budget Book Ref 2012/13	Budget Book Ref 2013/14	Service Area	Variation	Same Budget	Different Budget	Virement of Carry Forward				Total proposed Carry Surplus - Deficit + £000 (11)	Planned Use of Carry Forward (11)
						Within Directorate	Other Directorate	Efficiency Reserve	C/fwd Virement Ref Annex 2(b)		
(1)	(2)	Non-DSG (3)	underspend - overspend + £000 (4)	underspend - overspend + £000 (5)	underspend - overspend + £000 (6)	£000 (7)	£000 (8)	£000 (9)	(10)		
<b>CEF1</b>		<b>Education &amp; Early Intervention</b>									
CEF1-1	CEF1-1	Management & Central Costs	-278		-278	278		0	CEF1	0	
CEF1-2	CEF1-2	Special Educational Needs (SEN)	14		14	-14		0	CEF1	0	
CEF1-3	CEF1-3	Early Intervention (EIS)	-112		-112	112		0	CEF1	0	
CEF1-4	CEF1-4	Education	-183		-183	183		0	CEF1	0	
CEF1-5	CEF1-5	Organisation & Planning	-45		-45	45		0	CEF1	0	
		<b>Sub-total Education &amp; Early Intervention</b>	<b>-604</b>	<b>0</b>	<b>-604</b>	<b>604</b>	<b>0</b>	<b>0</b>		<b>0</b>	
<b>CEF2</b>		<b>Children's Social Care</b>									
CEF2-1	CEF2-1	Management & Central Costs	234		234	-234		0	CEF1	0	
CEF2-2	CEF2-2	Corporate Parenting	-606		-606	606		0	CEF1	0	
CEF2-3	CEF2-3	Social Care	-24		-24	24		0	CEF1	0	
CEF2-4	CEF2-4	Safeguarding	-6		-6	6		0	CEF1	0	
CEF2-5	CEF2-5	Services for Disabled Children	-29		-29	29		0	CEF1	0	
CEF2-6	CEF2-6	Youth Offending Service	-198		-198	11		187	CEF1/ER1	0	
		<b>Sub-total Children's Social Care</b>	<b>-629</b>	<b>0</b>	<b>-629</b>	<b>442</b>	<b>0</b>	<b>187</b>		<b>0</b>	
<b>CEF3</b>		<b>Children, Education &amp; Families Central Costs</b>									
CEF3-1	CEF3-1	Management & Admin	952		952	-952		0	CEF1	0	
CEF3-2	n/a	CEF Support Service Recharges	16		16	-16		0	CEF1	0	
CEF3-3	CEF3-2	Premature Retirement Compensation (PRC)	-1		-1	1		0	CEF1	0	
CEF3-4	CEF3-3	Joint Commissioning Recharge	0		0			0		0	
		<b>Sub-total Children, Education &amp; Families Central Costs</b>	<b>967</b>	<b>0</b>	<b>967</b>	<b>-967</b>	<b>0</b>	<b>0</b>		<b>0</b>	
<b>CEF4</b>		<b>Schools</b>									
CEF4-1	CEF4-1	Delegated Budgets	0		0			0		0	
CEF4-2	CEF4-2	Early Years Single Funding Formula (NEF)	0		0			0		0	
CEF4-3	CEF4-3	Devolved Schools Costs (including Post 16 SEN)	79		79	-79		0	CEF1	0	
CEF4-4	CEF4-4	DSG Income	0		0			0		0	
CEF4-5	CEF4-5	Capitalised Repair & Maintenance	0		0			0		0	
CEF4-6	n/a	Joint Use Agreements	0		0			0		0	
		<b>Sub-total Schools</b>	<b>79</b>	<b>0</b>	<b>79</b>	<b>-79</b>	<b>0</b>	<b>0</b>		<b>0</b>	
		<b>Directorate Total</b>	<b>-187</b>	<b>0</b>	<b>-187</b>	<b>0</b>	<b>0</b>	<b>187</b>		<b>0</b>	



**PROVISIONAL REVENUE OUTTURN 2012/13 - Social & Community Services**  
**COUNCIL 9 JULY 2013**  
**PROPOSED VIREMENT OF UNDERSPEND CARRY FORWARDS IN 2013/14**

**ANALYSIS OF CARRY FORWARD AND PROPOSALS FOR USE OF CARRY FORWARD**

Budget Book Ref 2012/13	Budget Book Ref 2013/14	Service Area  Non-DSG	Variation  underspend - overspend + £000 (4)	Same Budget  underspend - overspend + £000 (5)	Different Budget  underspend - overspend + £000 (6)	Virement of Carry Forward				Total proposed Carry - Surplus - Deficit + £000 (11)	Planned Use of Carry Forward  (12)
						Within Directorate  £000 (7)	Other Directorate  £000 (8)	Efficiency Reserve  £000 (9)	C/fwd Virement Ref  Annex 2(b) (10)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
<b>SCS1</b>		<b><u>Adult Social Care</u></b>									
<b>SCS1-1</b>		<b><u>Older People</u></b>									
SCS1-1ABC	SCS1-1ABCD	Older People's Pooled Budget	11		11	-11			SCS1		
SCS1-1D	SCS1-1E	Older People Non Pool Budgets	-1,090		-1,090	136		954	SCS1/ ER1		
		<b>Sub-total Older People</b>	<b>-1,079</b>	<b>0</b>	<b>-1,079</b>	<b>125</b>	<b>0</b>	<b>954</b>		<b>0</b>	
<b>SCS1-2</b>		<b><u>Learning Disabilities</u></b>									
SCS1-2ABD	SCS1-2ABD	Learning Disabilities Pooled Budget	577		577	-577			SCS1		
SCS1-2C	SCS1-2C	Learning Disabilities Non Pool Budgets	-452		-452	452			SCS1		
		<b>Sub-total Learning Disabilities</b>	<b>125</b>	<b>0</b>	<b>125</b>	<b>-125</b>	<b>0</b>	<b>0</b>		<b>0</b>	
<b>SCS1-3</b>		<b><u>Mental Health</u></b>									
SCS1-3A	SCS1-3A	Mental Health Non Pool	-140		-140	14		126	SCS1/ER1		
SCS1-3B	SCS1-3C	Pooled Budget Contribution	14		14	-14			SCS1		
		<b>Sub-total Mental Health</b>	<b>-126</b>	<b>0</b>	<b>-126</b>	<b>0</b>	<b>0</b>	<b>126</b>		<b>0</b>	
<b>SCS1-4</b>	<b>SCS1-4</b>	<b><u>Services For All Client Groups</u></b>	-475		-475			475	ER1		
		<b>Sub-total Services for All Client Groups</b>	<b>-475</b>	<b>0</b>	<b>-475</b>	<b>0</b>	<b>0</b>	<b>475</b>		<b>0</b>	
<b>SCS1-5</b>		<b><u>Physical Disabilities</u></b>									
SCS1-5A	SCS1-5A	Physical Disabilities Pooled Budget Contribution	0		0						
		<b>Sub-total Physical Disabilities</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>0</b>	<b>0</b>
		<b>Sub-total Adult Social Care</b>	<b>-1,555</b>	<b>0</b>	<b>-1,555</b>	<b>0</b>	<b>0</b>	<b>1,555</b>		<b>0</b>	<b>0</b>
<b>SCS2</b>		<b><u>Community Safety</u></b>									
SCS2-1	SCS2-1	Safer Communities	-16		-16	8		8	SCS1		
SCS2-2	SCS2-2	Gypsy & Traveller Services	-100		-100			100	ER1		
SCS2-3	SCS2-3	Trading Standards	-18		-18			18	ER1		
		<b>Sub-total Community Safety</b>	<b>-134</b>	<b>0</b>	<b>-134</b>	<b>8</b>	<b>0</b>	<b>126</b>		<b>0</b>	

**PROVISIONAL REVENUE OUTTURN 2012/13 - Social & Community Services**  
**COUNCIL 9 JULY 2013**  
**PROPOSED VIREMENT OF UNDERSPEND CARRY FORWARDS IN 2013/14**

**ANALYSIS OF CARRY FORWARD AND PROPOSALS FOR USE OF CARRY FORWARD**

Budget Book Ref 2012/13	Budget Book Ref 2013/14	Service Area  Non-DSG	Variation  underspend - overspend + £000 (4)	Same Budget  underspend - overspend + £000 (5)	Different Budget  underspend - overspend + £000 (6)	Virement of Carry Forward				Total proposed Carry Surplus - Deficit + £000 (11)	Planned Use of Carry Forward  (12)
						Within Directorate  £000 (7)	Other Directorate  £000 (8)	Efficiency Reserve  £000 (9)	C/fwd Virement Ref  Annex 2(b) (10)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
SCS3	SCS3	<u>Joint Commissioning</u>	-96		-96			96	ER1		
		<b>Sub-total Joint Commissioning</b>	<b>-96</b>	<b>0</b>	<b>-96</b>	<b>0</b>	<b>0</b>	<b>96</b>		<b>0</b>	
SCS5	SCS4	<u>Fire &amp; Rescue and Emergency Planning</u>									
SCS5-1	SCS4-1	Fire & Rescue Service	8		8	-8			SCS1		
SCS5-2	SCS4-2	Emergency Planning	-2		-2			2	ER1		
		<b>Sub-total Fire &amp; Rescue and Emergency Planning</b>	<b>6</b>	<b>0</b>	<b>6</b>	<b>-8</b>	<b>0</b>	<b>2</b>		<b>0</b>	
		<b>Directorate Total</b>	<b>-1,779</b>	<b>0</b>	<b>-1,779</b>	<b>0</b>	<b>0</b>	<b>1,779</b>		<b>0</b>	

**PROVISIONAL REVENUE OUTTURN 2012/13 -Environment & Economy  
COUNCIL - 9 JULY 2013  
PROPOSED VIREMENT OF UNDERSPEND CARRY FORWARDS IN 2013/14**

**ANALYSIS OF CARRY FORWARD AND PROPOSALS FOR USE OF CARRY FORWARD**

Budget Book Ref 2012/13	Budget Book Ref 2013/14	Service Area  Non-DSG	Variation  underspend - overspend + £000	Same Budget  underspend - overspend + £000	Different Budget  underspend - overspend + £000	Virement of Carry Forward				Total proposed Carry Forward Surplus - Deficit + £000	Planned Use of Carry Forward
						Within Directorate	Other Directorate	Efficiency Reserve	C/fwd Virement Ref Annex 2(b)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(11)
<b>EE1</b>		<b>Highways and Transport</b>									
EE1-1-1-42	EE2-31 to EE2-35	Highways & Transport	1,189		1,189	-1,189			EE1	0	
EE1-43	EE2-37	Integrated Transport Unit	167		167	-167			EE1	0	
EE1-44	EE2-21b	Public Transport	-537		-537	537			EE1	0	
EE1-45	EE2-21c	Concessionary Fares	-346		-346	346			EE1	0	
		<b>Sub-total Highways and Transport</b>	<b>473</b>	<b>0</b>	<b>473</b>	<b>-473</b>	<b>0</b>	<b>0</b>		<b>0</b>	
<b>EE2</b>		<b>Growth &amp; Infrastructure</b>									
EE2-1	EE1	Deputy Director	51		51	-51			EE1	0	
EE2-2&3	EE1	Planning & Regulation and Infrastructure Planning	-240	-100	-140	140			EE1	-100	Development of the Community Infrastructure Levy (CIL)
EE2-5	EE1	Business & Skills	-435	-373	-62	62			EE1	-373	Job Clubs (£217k), project manage a developing training skills festival (£112k) and employability skills training for young people (£44k)
EE2-61-67	EE2-22	Property & Facilities	-324		-324	324			EE1	0	
		<b>Sub-total Growth &amp; Infrastructure</b>	<b>-948</b>	<b>-473</b>	<b>-475</b>	<b>475</b>	<b>0</b>	<b>0</b>		<b>-473</b>	
<b>EE3</b>		<b>Oxfordshire Customer Services</b>									
EE3-1	EE3-1	Management Team	182		182	-182			EE1	0	
EE3-2	EE3-2	OCS Finance	-354		-354	354			EE1	0	
EE3-3	EE3-3	ICT	-233		-233	233			EE1	0	
EE3-4	EE3-4	County Procurement	-113		-113	113			EE1	0	
EE3-5	EE3-5	Customer Service Centre	327		327	-327			EE1	0	
EE3-6-7	EE3-6	Human Resources & Adult Learning	-247	-229	-18	18			EE1	-229	Two years funding for future workforce development programme (£154k) and social care apprenticeships and integrated dyslexia support pilot (£75k)
		<b>Sub-total Oxfordshire Customer Services</b>	<b>-438</b>	<b>-229</b>	<b>-209</b>	<b>209</b>	<b>0</b>	<b>0</b>		<b>-229</b>	
<b>EE4</b>		<b>Director's Office</b>									
EE4-1	EE3-7	Directors Office	211		211	-211			EE1	0	
		<b>Sub-total Director's Office</b>	<b>211</b>	<b>0</b>	<b>211</b>	<b>-211</b>	<b>0</b>	<b>0</b>		<b>0</b>	
		<b>Directorate Total</b>	<b>-702</b>	<b>-702</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>-702</b>	

Provisional Revenue Outturn 2012/13: Chief Executive's Office  
 COUNCIL 9 JULY 2013  
 PROPOSED VIREMENT OF UNDERSPEND CARRY FORWARDS IN 2013/14

ANALYSIS OF CARRY FORWARD AND PROPOSALS FOR USE OF CARRY FORWARD

Budget Book Ref 2012/13	Budget Book Ref 2013/14	Service Area	Variation	Same Budget	Different Budget	Virement of Carry Forward				Total proposed Carry Forward	Planned Use of Carry Forward
						Within Directorate	Other Directorate	Efficiency Reserve	C/fwd Virement Ref		
(1)	(2)	(3)	underspend - overspend + £000 (4)	underspend - overspend + £000 (5)	underspend - overspend + £000 (6)	£000 (7)	£000 (8)	£000 (9)	Annex 2(b) (10)	Surplus - Deficit + £000 (11)	(12)
CEO1	CEO1	Chief Executive & Business Support	-38		-38			38	ER1		To continue to fund the young people currently in post, and apprenticeships that will reach a conclusion during 2013/14. Also to fund a Workforce Initiatives post
CEO2	CEO2	Human Resources	-285	-92	-193	125		68	CEO1/ER1	-92	
CEO3	CEO3	Corporate Finance & Internal Audit	-122		-122			122	ER1		
CEO4	CEO4	Law & Culture	125		125	-125			CEO1		
CEO5	CEO5	Strategy & Communications	-180		-180			180	ER1		
		<b>Directorate Total</b>	<b>-500</b>	<b>-92</b>	<b>-408</b>	<b>0</b>	<b>0</b>	<b>408</b>		<b>-92</b>	

PROVISIONAL REVENUE OUTTURN 2012/13  
 COUNCIL 9 JULY 2013  
 PROPOSED VIREMENT OF UNDERSPEND CARRY FORWARDS IN 2013/14

C/fwd Virement Ref.	Budget Book Ref.	Service Area	Details	From £000 (5)	To			
					Within Directorate £000 (6)	Other Directorate £000 (7)	Efficiency Reserve £000 (8)	
(1)	(2)	(3)	(4)					
CEF1	CEF1-1	Management & Central Costs	Off-set Directorate overspends with underspends within CEF	-278	14			
	CEF1-2	Special Educational Needs (SEN)						
	CEF1-3	Early Intervention (EIS)						
	CEF1-4	Education						
	CEF1-5	Organisation & Planning						
	CEF2-1	Management & Central Costs		234				
	CEF2-2	Corporate Parenting		-606				
	CEF2-3	Social Care		-24				
	CEF2-4	Safeguarding		-6				
	CEF2-5	Services for Disabled Children		-29				
	CEF2-6	Youth Offending Service		-11				
	CEF3-1	Management & Admin		952				
	CEF3-2	CEF Support Service Recharges		16				
	CEF3-2	Premature Retirement Compensation (PRC)		-1				
CEF4-3	Devolved Schools Costs (including Post 16 SEN)	79						
SCS1	SCS1-1ABCD	Older People's Pooled Budget	Off-set Directorate overspends with underspends within S&CS		11			
	SCS1-1E	Older People Non Pool Budgets		-136				
	SCS1-2ABD	Learning Disabilities Pooled Budget						577
	SCS1-2C	Learning Disabilities Non Pool Budgets		-452				
	SCS1-3A	Mental Health Non Pool		-14				
	SCS1-3C	Pooled Budget Contribution						14
	SCS2-1	Safer Communities		-8				
	SCS4-1	Fire & Rescue Service						8
CEO1	CEO2	Human Resources	Off-set Directorate overspends with underspends within CEO	-125				
	CEO4	Law & Culture						125
EE1	EE2-31 to EE2-35	Highways & Transport	Off-set Directorate overspends with underspends with E&E		1189			
	EE2-37	Integrated Transport Unit						167
	EE2-21b	Public Transport		-537				
	EE2-21c	Concessionary Fares		-346				
	EE1	Deputy Director						51
	EE1	Planning & Regulation and Infrastructure Planning		-140				
	EE1	Business & Skills		-62				
	EE2-22	Property & Facilities		-324				
	EE3-1	Management Team						182
	EE3-2	OCS Finance		-354				
	EE3-3	ICT		-233				
	EE3-4	County Procurement		-113				
	EE3-5	Customer Service Centre						327
EE3-6	Human Resources & Adult Learning	-18						
EE3-7	Directors Office		211					

PROVISIONAL REVENUE OUTTURN 2012/13  
 COUNCIL 9 JULY 2013  
 PROPOSED VIREMENT OF UNDERSPEND CARRY FORWARDS IN 2013/14

C/fwd Virement Ref.  (1)	Budget Book Ref.  (2)	Service Area  (3)	Details  (4)	From  £000 (5)	To		
					Within Directorate £000 (6)	Other Directorate £000 (7)	Efficiency Reserve £000 (8)
ER1	CEF2-6 SCS1-1E SCS1-3A SCS1-4 SCS2-1 SCS2-2 SCS2-3 SCS3 SCS4-2 CEO1 CEO2 CEO3 CEO5 SM	Youth Offending Service Older People Non Pool Budgets Mental Health Non Pool Services For All Client Groups Safer Communities Gypsy & Traveller Services Trading Standards Joint Commissioning Emergency Planning Chief Executive & Business Support Human Resources Corporate Finance & Internal Audit Strategy & Communications Efficiency Reserve	Transfer of Directorate Underspends to Efficiency Reserve	-187 -954 -126 -475 -8 -100 -18 -96 -2 -38 -68 -122 -180			2,374
			<b>Total Virements</b>	<b>-6,531</b>	<b>4,157</b>	<b>0</b>	<b>2,374</b>

## COUNCIL – 9 JULY 2013

### OLDER PEOPLE’S POOLED BUDGET ARRANGEMENTS (SECTION 75 AGREEMENT)

Report by Director for Social and Community Services and Assistant Chief Executive & Chief Finance Officer

1. As set out in the Older People’s Pooled Budget Arrangements, the expansion of the Older People Pool represents a change in policy. The virement of budgets requires approval by Council under the Authority’s Financial Regulations.
2. The Cabinet report sought Cabinet approval to increase the services and budgets that form the Older Person’s Pooled Budget arrangements between Oxfordshire County Council and the Oxfordshire Clinical Commissioning Group, and to ensure the risk sharing and governance arrangements are appropriate for a truly pooled budget.
3. These joint working arrangements include a new Older People’s Joint Commissioning Strategy 2013-2017 which has been the subject of public consultation. The Older People’s pooled budget is a key mechanism for implementing the detailed action plan that forms part of the new strategy, and programme management arrangements to ensure its successful delivery are also being finalised.

#### Services and Budgets

4. It is proposed to include significantly higher contributions from both the County Council and the Clinical Commissioning Group in the Older People’s Pooled Budget. These figures may change slightly as financial contributions from both parties are finalised , but will broadly be as follows:

	<b>Existing Contribution</b>	<b>Additional Contribution</b>	<b>Total Contribution</b>
County Council	£78m	£21m*	£99m*
Clinical Commissioning Group	£30m	£59m	£89m
<b>Total</b>	<b>£108m</b>	<b>£61m</b>	<b>£188m</b>

- \* The Council will transfer an additional £21m into the pool, bringing the total contribution to £99m. However the Council will also transfer an income target of £18 million into the pool, meaning the net Additional Contribution is £3 million and the net Total Contribution is £81 million. Apportionment of risk for 2013/14 will be based on the gross figure of £99m.

Under the approved 2013/14 virement rules the exact detail of the budget changes will be agreed by budget holders. Extract from virement rules below:

5. Where a decision by Council or Cabinet has already specified that temporary or permanent virements will result the virements should be first agreed and then actioned by the relevant budget holders and managers affected. If there are disagreements, an arbitration process will be led by the Chief Finance Officer.

## **RECOMMENDATION**

6. **Council is RECOMMENDED to approve the virement of £21m into the Older People's Pooled Budget, as well as an income target of £18m.**

### **SUE SCANE**

Assistant Chief Executive & Chief Finance Officer

### **JOHN JACKSON**

Director for Social & Community Services

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July 2013



Division(s): N/A

## COUNTY COUNCIL – 9 JULY 2013

### AMENDMENTS TO THE FINANCIAL PROCEDURE RULES – CHANGE TO CONSTITUTION

Report by Assistant Chief Executive & Chief Finance Officer

#### Introduction

1. The Financial Procedure Rules are part of the Council's Constitution and provide the framework for management of the Authority's financial affairs. They are part of the means by which the Council seeks to achieve excellence in corporate governance. They aim to demonstrate high standards of financial integrity in the delivery of services.
2. This report presents the proposed amendments to the Financial Procedure Rules for capital and includes a new section to allow the Council to act as an Accountable Body for partnerships.

#### Proposed Amendments to the Financial Procedure Rules

3. The revised financial procedure rules are attached at Annex 1. The proposed key changes are summarised below:
  - a) The current Financial Procedure Rules for capital have been in operation since June 2011 and changes in governance arrangements in that time need reflecting in the rules. The Capital Investment Board no longer exists, therefore all references to this Board are proposed to be replaced with the Cabinet.
  - b) A new level of approval in relation to capital resource allocation for the Deputy Chief Finance Officer is proposed. This amendment will allow the Deputy Chief Finance Officer to approve new additions or changes to the capital programme up to the value of £25,000. This will enable the approval process to work as effectively and efficiently as possible.
  - c) It is proposed to increase the approval level in relation to capital resource allocation for the Director for Environment & Economy and the Chief Finance Officer from £200,000 to £500,000.
  - d) Capital resource allocation over £500,000 will be approved by Cabinet; this level is proposed to increase from £200,000.

- e) An 'Accountable body' is a legal entity nominated to act on behalf of the partnership. As an 'Accountable body', the Council would take responsibility for receipt and financial probity of external funding on behalf of the partnership and ensure the proper and effective use of those funds. The proposed Financial Procedure Rules include a section on page 24 that sets up a procedure to formalise decisions to act as an Accountable body.

## **Equalities**

- 4. These changes do not require consultation with others.

## **Financial, Risk and Staff Implications**

- 5. It is considered that by making these amendments to the Financial Procedure Rules, the Council will ensure that it continues to have sound financial management policies in place and that it conducts its business effectively. These changes will also ensure that the Council continues to comply with good practice requirements concerning the management of its capital investment programme and will give a clear framework for making a decision about whether to act as an Accountable body. There are no direct financial implications or staff implications arising from this report.

## **RECOMMENDATIONS**

- 6. **The Council is RECOMMENDED to:**
  - (a) **agree the proposed changes to the Financial Procedure Rules, as outlined in Paragraph 3 above and as detailed in Annex 1; and**
  - (b) **ask the Monitoring Officer to amend the Council's Constitution accordingly.**

## **SUE SCANE**

Assistant Chief Executive & Chief Finance Officer

Contact Officer: David Illingworth (01865) 323927

June 2013

**OXFORDSHIRE COUNTY COUNCIL**  
**FINANCIAL PROCEDURE RULES**

# Financial Procedure Rules

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# Financial Procedure Rules

## FINANCIAL MANAGEMENT STANDARDS

1. All officers and councillors have a duty to abide by the highest standards of probity in dealing with financial issues. The Council is required by law to follow proper accounting practices and to secure best value.
2. The title Director includes Deputy Directors, Heads of Service and any officer or agent of the Council acting as, or for, a Director.

## The Cabinet

3. The key controls and control objectives for financial management standards are:
  - Their promotion throughout the council;
  - A monitoring system to review compliance with financial standards, and regular comparisons of performance indicators and benchmark standards that are reported to the Cabinet. This includes the Cabinet as a whole and individual Cabinet Members.

## Responsibilities of Chief Finance Officer

4. The Chief Finance Officer is required to:
  - Ensure the proper administration of the financial affairs of the Council, to set the financial management standards and to monitor compliance with them;
  - Ensure that financial systems and procedures are in place to provide financial information to enable accurate and timely monitoring and reporting of comparisons of national and local financial performance indicators;
  - Issue and keep under review Financial Regulations under these Rules which councillors, officers and agents of the Council are required to follow;
  - Establish a Head of Profession and Section 151 matrix which details delegation of responsibility and support for the proper administration of financial affairs.

## Responsibilities of Directors

5. Directors are required to:
  - Promote the financial management standards set by the Chief Finance Officer in their directorates and to monitor adherence

- to the standards and practices, liaising as necessary with the Chief Finance Officer;
- Promote sound financial practices in relation to the standards, performance and development of staff in their directorates. This includes a clear delegation framework to Deputy Directors, Heads of Service and Budget holders;
  - Comply with Financial Regulations and procedures and other financial instructions issued by the Chief Finance Officer.

## **BUDGETING**

### **The Cabinet**

6. The Cabinet is responsible for ensuring that there is effective financial planning within the Council. This includes recommending a budget to the Full Council for the forthcoming financial year and monitoring actual spend and commitments against that budget.

### **Responsibilities of Chief Finance Officer**

7. The Chief Finance Officer is required to:
  - Work with the Chief Executive, as Head of Paid Service, to advise the Cabinet on the format of the revenue budget and capital programme recommended for approval by Full Council;
  - Provide regular budget monitoring reports on spending, income and commitments to the Cabinet.

### **Responsibilities of Directors**

8. Directors are required to comply with accounting guidance and instructions provided by the Chief Finance Officer. Directors are also required to monitor spending, income and commitments and to provide regular budget reports to the Chief Finance Officer.

## **REVENUE BUDGET AND CAPITAL PROGRAMME PREPARATION, MONITORING AND CONTROL**

9. Budget management ensures that once Full Council has approved the budget, the resources allocated are used for their intended purposes and are properly accounted for. Budgetary control is a continuous process, enabling the Council to review and adjust its budget targets during the financial year. It also provides the mechanism that calls to account the Cabinet, Directors, Deputy Directors, Heads of Service and Budget holders responsible for defined elements of the revenue budget and capital programme.

## **Responsibilities of Chief Finance Officer**

10. The Chief Finance Officer is required to establish an appropriate framework for budgetary management and control that ensures that:
  - Budget management is exercised within annual cash limits unless the full Council agrees otherwise
  - Each Director has available timely information on receipts and payments on each budget which is sufficiently detailed to enable managers to fulfil their budgetary responsibilities
  - Expenditure is only committed against an approved budget head
  - All officers responsible for committing expenditure comply with relevant guidance and these Financial regulations
  - Each cost centre has a single named 'Budget holder', determined by the relevant Director. As a general principle, budget responsibility should be aligned as closely as possible to the decision making process that commits expenditure
  - Significant variances from the approved budgets are investigated and reported by budget holders monthly.

## **Responsibilities of Directors**

11. Directors are required to maintain budgetary control within their services and to ensure that all expenditure, income and commitments are properly recorded and accounted for.

## **CAPITAL EXPENDITURE AND PROGRAMME**

### **Initial Capital Resource Allocation**

12. The Council sets its Capital Programme as part of the annual Service and Resource Planning Process and determines its capital investment priorities based on an agreed set of principles.
13. No capital commitment shall be entered into unless the initial resource allocation is confirmed within the Capital Programme approved by the Council (either as a specified individual project or as part of a planned annual programme). This is the case for all capital projects and programmes regardless of the funding source identified, i.e. including those funded partly or fully by external grants, contributions, revenue or reported capital surpluses, contingencies or savings.
14. New inclusions to the approved Capital Programme are subject to capital prioritisation by the Cabinet. New inclusions outside of the annual Service and Resource Planning process can be agreed as follows:
  - (a) Where the initial resource allocation is £25,000 or less, the Deputy Chief Finance Officer can agree its inclusion into the capital programme;

- (b) Where the initial resource allocation is between £25,000 and £500,000, the Director for Environment & Economy and the Chief Finance Officer can agree its inclusion into the capital programme and this will subsequently be reported to Cabinet;
  - (c) Where the initial resource allocation is above £500,000, the Cabinet can agree its inclusion into the Capital Programme based on the recommendations by the Director for Environment & Economy and the Chief Finance Officer.
15. All project allocations in the capital programme have a 5% project development budget and a 10% project contingency allowance at the inception stage unless it is stated otherwise in the business cases or there are specific conditions set by external funding bodies where projects are fully or partially externally funded.
16. All programme allocations in the capital programme have a 10% programme development budget and a 10% project contingency allowance at the inception stage unless it is stated otherwise in the business cases or there are specific conditions set by external funding bodies where programmes are fully or partially externally funded.

### **Capital Expenditure**

17. Project and programme initial development budgets are released (capital expenditure can be incurred) following either:
- (a) the approval of the Capital Programme by the Council where initial business cases are considered as part of the capital budget setting process; or
  - (b) the approval of initial business cases where these are submitted and considered in-year (outside of the capital budget setting process) subject to the levels set out in paragraph 14 above.
18. Project and programme detailed development budgets are released following the approval of the outline business cases as follows:
- (a) Where proposed projects are in line with the original scope and timetable and can be delivered within the approved budget agreed by Council/Cabinet its release can be agreed by the Director for Environment & Economy and the Chief Finance Officer;
  - (b) Where proposals require changes to the agreed scope, delivery timetable and approved budget, the Chief Finance Officer is responsible for determining the level at which approval must be sought in line with paragraph 24 below.
  - (c) The service managers responsible for the project or programme delivery are required to ensure that robust strategic and gateway



reviews are undertaken and consultations with the relevant cabinet members and key stakeholders are carried out in advance of outline business case approval.

- (d) Outline business cases for programmes of works should list individual schemes including a budget and description of the works for each scheme.
19. Contractual capital commitments for project and programme delivery can be entered into when following conditions are satisfied -
- In the case of a project or a programme that costs:
- a) £500,000 or less, it has been approved and recorded by the Service or Cost Centre Manager;
  - b) Between £500,000 and £1,000,000, the relevant Service Manager<sup>1</sup>, in consultation with the relevant Deputy Director(s), has approved a full business case for that project or programme;
  - c) Between £1 million and £2 million, the relevant Deputy Director<sup>2</sup>, in consultation with the Director for Environment and Economy and the Chief Finance Officer, has approved a full business case for that project or programme;
  - d) Between £2 million and £5 million, the relevant Director<sup>3</sup> and the Chief Finance Officer, in consultation with the relevant Cabinet Member(s), have approved a full business case for that project or programme;
  - e) £5 million and over, the Cabinet has approved a full business case for that project or programme.
20. And in all circumstances, the Chief Finance Officer (or his/her representatives) must confirm that the revenue implications of the project or the programme are affordable based on the final full business case.
21. Where the programmes or projects include issuing capital grants to 3rd parties, relevant officers should seek appropriate legal and financial advice, draw up a funding agreement and specify evidence required to demonstrate the capital spend and other related output measures.
22. Where the tender figures or other variation occur, this will fall within the provisions of paragraph 24 below.

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<sup>1</sup> In the case of transport and property programmes / projects the relevant Service Managers are those who are responsible for the delivery of the transport capital programme and the property capital programme respectively.

<sup>2</sup> In the case of transport and property programmes/ projects the relevant Deputy Directors are the Deputy Director Commercial and the Deputy Director for Strategy and Infrastructure Planning.

<sup>3</sup> In the case of transport and the property programmes/ projects the relevant Director is the Director for Environment and Economy

23. In all circumstances, the use of contingencies is closely monitored and they are returned back to the capital programme where they are not needed. They should not be used for enhancing the agreed scope of the project. Proposed variations of this nature will fall within the provisions of paragraph 24 below.

### **Variation in costs**

24. Where any tender or other variation will (or may) produce an increase on the total cost of that project or programme, additional approvals must be sought as follows:
- (a) Where the variation is less than £25,000, the Deputy Chief Finance Officer must approve the change;
  - (b) Where the variation is between £25,000 and £500,000, the Director for Environment & Economy and the Chief Finance Officer must approve the change;
  - (c) Where the variation is over £500,000, the Cabinet must approve the change.

Services should explain the reasons for the reported variation and confirm their agreement to any scope changes in their reports, and bring funding proposals to address the increased cost where relevant.

25. Approval should be sought at a higher level than stated above in cases where the estimated level of percentage increase is very high or where the viability and value for money of the scheme are threatened.

### **External Contributions**

26. All external funding applications for capital resources should be in line with Corporate Plan objectives and be assessed against the agreed set of prioritisation principles for capital investment. Service Managers responsible for the application should inform the Chief Finance Officer and the Director for Environment and Economy about the proposed use of these resources and related implications prior to making an application.
27. Where the scale of the applications is significant or proposals have major implications for the Council's asset and infrastructure base or its Medium Term Financial Plan, they will need to be agreed by the Chief Finance Officer.
28. Where external contributions are restricted for specific purposes, they should be used for the purposes for which they are issued in line with the relevant funding agreements or grant conditions.
29. Where external contributions are partially or fully flexible, their use is subject to capital prioritisation by the Cabinet and approved subject to the levels set out in paragraph 14.

30. Capital Programme entry for externally funded programmes and projects requires, in addition to the requirements at paragraph 14, a formal notification by or a formal agreement with the relevant funding body or third party. Where there is a need to expend resources in advance of receiving such notification or agreement, approval must be sought from the Chief Finance Officer based on a risk assessment.
31. Approval and variation thresholds stated in paragraphs 19 and 24 also apply to programmes or projects that are fully or partially externally funded.

### **Insurance reinstatements**

32. In the case of insurance reinstatements paragraphs 14, 19 and 24 above apply if the Council is contributing additional resources. If there is a proposal to change the use of an asset or the service provided from this asset, the Director for Environment & Economy and the Chief Finance Officer should review the proposals and make recommendations to Cabinet as required.

### **Responsibilities of Chief Finance Officer**

33. The Chief Finance Officer, jointly with the Director for Environment and Economy, will ensure that appropriate arrangements are in place to monitor the capital programme and resources, control expenditure against approved budgets, and address any problems of overspending or resource re-allocation.
34. Capital budgets for new projects or changes to the approved capital budgets for projects in the programme will be put forward for approval by the Cabinet as part of a report by the Chief Finance Officer.
35. The Chief Finance Officer will issue guidance as needed on governance and procedures.

### **Responsibilities of Directors**

36. When disposing of assets other than land and property – such as surplus or obsolete materials, stores or equipment, Directors should follow guidance issued by the Chief Finance Officer and seek advice from him/her. When considering service developments which might involve investment in land and property assets or entering into any agreement which includes acquisition, disposal or management of land or property, Directors should follow the guidance issued by the Director for Environment and Economy and seek advice from him/her.
37. Part 7 of the Constitution delegates specific powers and functions to the Director for Environment and Economy. These include various functions relating to the management of land and property. In particular, these set out procedures for the disposal of land and the transfer of assets. In addition, the Director for Environment and Economy has specific responsibilities in relation to the in-year capital resource allocation (paragraph 14b), approval for

programmes and projects related to transport and property assets (paragraphs 19c & 19d), approval of variations in costs below certain thresholds (24b) and monitoring of the capital programme (33).

## **Leader of the Council**

38. The Leader of the Council may in conjunction with the Chief Finance Officer approve any proposed change to the Capital Programme in advance of a report to Cabinet subject to the thresholds set out in paragraphs 14(c), 19(e) and 24(c). In these cases, funding must be agreed by the Chief Finance Officer and reported to Cabinet in due course.

## **Disposals of Land and Property**

39. In respect of disposals of land and property, the processes followed should be robust and transparent and in accordance with current legislation and Council's policies for "the Disposal of Surplus Land for Less than Market Value"<sup>4</sup> and "the Sale of Surplus Land for Affordable Housing"<sup>5</sup>.
40. The Deputy Director for Strategy and Infrastructure Planning should seek appropriate financial and legal advice before any disposal. Then, depending on the value of the disposal, different levels of approval are needed, as follows:
- (a) Where the estimated disposal value is less than £2 million, the Deputy Director for Strategy and Infrastructure Planning may arrange for the disposal of land or property, but;
  - (b) Where the estimated disposal value is between £2 million and £5 million, a decision by the Director for Environment and Economy and the Chief Finance Officer to proceed with the disposal is required, or;
  - (c) Where the estimated disposal value of individual property assets is £5 million or more, a decision by Cabinet to proceed with the disposal is required.
41. Disposals may be at a discounted or 'undervalue' level, below the 'best consideration that can reasonably be obtained'. In these cases, additional financial and legal advice should be sought. Disposals in these cases can be controversial so local circumstances and the scale of the discount in price should be considered when deciding who should make the final decision to sell. Generally though:
- (a) Where the 'undervalue' is less than £250,000, the Deputy Director for Strategy and Infrastructure Planning may arrange for the disposal of the land or property in consultation with the Director for Environment and Economy and the Chief Finance Officer; but

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<sup>4</sup> Report to the Cabinet dated 28<sup>th</sup> October 2003.

<sup>5</sup> Report to the Cabinet dated 17<sup>th</sup> April 2007.

- (b) Where the 'undervalue' is between £250,000 and £1 million, the Deputy Director for Strategy and Infrastructure Planning must prepare a report to the Chief Finance Officer, requesting approval to proceed with the disposal; or
  - (c) Where the 'undervalue' is £1 million or more, the Director for Environment and Economy and the Chief Finance Officer must prepare a report to Cabinet, requesting their approval to proceed with the disposal.
42. Approval should be sought at a higher level in cases that are sensitive or where there is a large discount from the 'best consideration' value.
43. All capital receipts generated through the disposal of property assets are treated as a corporate resource and used to support the capital programme unless it is specifically agreed otherwise by the Cabinet based on recommendations by the Director for Environment and Economy and the Chief Finance Officer.

### **Transfers of Property Assets (Land & Property)**

44. In respect of transfers of property assets, the processes followed should be robust and transparent and in accordance with Council's related policies as set out in the Corporate Asset Management Plan.
45. The Deputy Director for Strategy and Infrastructure Planning should seek appropriate financial and legal advice before any transfer. Then, depending on the value of loss of income due to the transfer of the property assets, different levels of approval are needed. These are as follows:
- (a) Where the estimated loss of income is less than £250,000, the Deputy Director for Strategy and Infrastructure Planning may arrange the transfer of property assets in consultation with the Director for Environment and Economy and the Chief Finance Officer; or
  - (b) Where the estimated loss of income is between £250,000 and £1 million, the Director for Environment and Economy and the Chief Finance Officer may arrange the transfer of property assets in consultation with the Capital Investment Board based on a report by the Deputy Director for Strategy and Infrastructure Planning, requesting approval to proceed with the transfer; or
  - (c) Where the estimated loss of income is £1 million or more, the Director for Environment and Economy and the Chief Finance Officer must prepare a report to Cabinet, requesting its approval to proceed with the transfer.
46. Approval should be sought at a higher level in cases that are sensitive.

## **Acquisition of Land and Property**

47. In respect of the acquisition of land and property where budget provision for an acquisition exists within the total Council budget, the Deputy Director for Strategy and Infrastructure Planning may approve a purchase of land or property in accordance with approval levels specified in paragraph 19 above.

## **BUDGET MANAGEMENT ARRANGEMENTS**

### **Full Council and The Cabinet**

48. Key features of the Budget Management Arrangements are that:
- They are administered by the Chief Finance Officer; within procedures set by the Cabinet. Any variation from these procedures requires the approval of the Cabinet.
  - The Cabinet recommends the overall budget annually to Full Council in accordance with the Budget and Policy Framework Procedure Rules. Once approved and finalised, Directors, Deputy Directors, Heads of Service and Budget holders are authorised to incur expenditure in accordance with the estimates that make up the budget.
  - A budget head is considered to be a line in the approved budget report.
  - Virement is the transfer of money from one revenue budget head to another and it does not create an increase in the overall budget for the Council. Directors are expected to operate within Virement Rules in managing their budgets and in consultation with the Chief Finance Officer. The Council, in accordance with the Budget and Policy Framework Procedure Rules, will determine the rules for virement each year, as part of the budget setting process.
  - The Cabinet will receive regular monitoring reports containing comparison between budget, actual spend and projected spend at year end.

### **Responsibilities of Chief Finance Officer**

49. The Chief Finance Officer is required to prepare, monitor and operate the Budget Management Arrangements. The Directorate report includes requests for virements which will be incorporated into the Cabinet report by the Chief Finance Officer.

### **Responsibilities of Directors**

50. Directors are required to operate the Budget Management Arrangements as detailed by the Chief Finance Officer and in accordance with guidelines approved by the Full Council.

## **ANNUAL STATEMENT OF ACCOUNTS**

### **Committee Responsibility**

51. The Audit & Governance Committee is responsible for approving the statutory annual Statement of Accounts. The Audit & Governance Committee is also required to monitor the progress of production of the Annual Statement of Accounts.

### **Responsibilities of Chief Finance Officer**

52. The Chief Finance Officer is responsible for the preparation of the Council's Statement of Accounts on behalf of the Council, in accordance with proper practices, for each financial year ending 31 March. In order to achieve this the Chief Finance Officer will select suitable accounting policies and ensure that they are applied consistently. The accounting policies are set out in the Statement of Accounts, which is prepared at 31 March each year. The Chief Finance Officer is required to report to the Audit & Governance Committee where it appears likely that there will be an undue delay in producing the Statement of Accounts.

### **Responsibilities of Directors**

53. Directors are required to comply with accounting guidance and instructions provided by the Chief Finance Officer and to supply the Chief Finance Officer with information when required.

## **OTHER ACCOUNTING RECORDS AND RETURNS**

### **General**

54. All Councillors, staff and agents of the Council must operate within the required accounting standards and timetables to ensure that all the Council's transactions, material commitments and contracts and other essential accounting information are recorded completely, accurately and on a timely basis.

### **Responsibilities of Chief Finance Officer**

55. The Chief Finance Officer is required to determine the accounting procedures and form of records for the Council. If a Director wishes to maintain accounting records in a different way, he/she must first obtain permission to do so from the Chief Finance Officer. The Chief Finance Officer will specify the way in which transactions in any directorate system must be transferred to the Council's corporate systems.

## **Responsibilities of Directors**

56. Directors are required to comply with the principles outlined by the Chief Finance Officer.

## **MAINTENANCE OF GENERAL BALANCES, PROVISIONS AND RESERVES**

### **Full Council**

57. The Full Council must decide the level of general balances it wishes to maintain before it can decide the level of council tax. This will be done as part of the annual budget setting process in accordance with the Budget and Policy Framework Procedure Rules.

### **Responsibilities of Chief Finance Officer**

58. The Chief Finance Officer is required to advise the Cabinet and the Full Council on prudent levels of general balances for the Council. The Chief Finance Officer is required to consider requests for supplementary estimates from Directors and, where appropriate, take these to the Cabinet for approval in accordance with the limits set by Full Council.

## **Responsibilities of Directors**

59. Directors are required to ensure that provisions and reserves are used only for the purposes for which they were intended. Use of provisions and reserves must be reported through the Financial Monitoring Report and the Provisional Outturn Report. Proposed changes in the use of a provision or reserve must be taken to the Chief Finance Officer for approval. Requests for new provisions or reserves must be approved by Cabinet.

## **INTERNAL AUDIT**

### **Council Responsibility**

60. Regulation 6 of the Accounts and Audit Regulations 2003 (as amended by the Accounts and Audit (Amendment) (England) Regulations 2006) requires the Council to maintain an adequate and effective system of internal audit of its accounting records and of its system of internal control in accordance with proper internal audit practice. The Audit & Governance Committee will monitor the work of Internal Audit Services as part of its responsibilities under Article 8 of this Constitution.



## **Responsibilities of Chief Finance Officer**

61. The Chief Finance Officer is required to draw up the annual Audit Plan and ensure that this plan is delivered. Progress against the Plan will be reported to the Audit & Governance Committee.
62. The Chief Finance Officer is also required to issue and maintain procedures relating to the investigation of financial irregularities.

## **Responsibilities of Directors**

63. Directors are required to:
  - Ensure that Internal Audit Services are given access at all reasonable times to premises, personnel, documents and assets that the auditors consider necessary for the purposes of their work;
  - Ensure that auditors are provided with any information and explanations that they seek in the course of their work;
  - Consider and respond promptly to recommendations in audit reports;
  - Ensure that suspected irregularities are dealt with as detailed in the procedures for investigating irregularities.

## **MANAGEMENT AND FINANCIAL CONTROL**

### **Responsibilities of Chief Finance Officer**

64. The Chief Finance Officer is required to put in place an appropriate control environment and effective internal controls which provide reasonable assurance of effective and efficient operations, financial stewardship, probity and compliance with the law.

### **Responsibilities of Directors**

65. Directors are required to manage processes to check that established controls are being adhered to and to evaluate their effectiveness, in order to be confident in the proper use of resources, achievement of objectives and management of risks.

## **EXTERNAL AUDIT REQUIREMENTS**

66. The external auditor's duties are defined in the Audit Commission Act 1998 and the Local Government Act 1999. In particular, Section 4 of the 1998 Act requires the Audit Commission to prepare a code of audit practice, which external auditors should follow when carrying out their duties. The external auditor has rights of access to all documents and information necessary for audit purposes.

## **Responsibilities of Chief Finance Officer**

67. The Chief Finance Officer is required to ensure there is effective liaison between external and internal audit. The Chief Finance Officer is also required to work with the external auditor and advise the Full Council and its Committees, the Cabinet and Directors on their responsibilities in relation to external audit.

## **Responsibilities of Directors**

68. Directors are required to:
- Ensure that external auditors are given access at all reasonable times to premises, personnel, documents and assets which the external auditors consider necessary for the purposes of their work;
  - Ensure that all records and systems are up to date and available for inspection;
  - Make staff available to provide information and answer questions as deemed necessary by the external auditor or his/her staff.

## **PREVENTING FRAUD AND CORRUPTION**

### **Responsibility of Councillors**

69. Councillors are required to act in accordance with the Councillors' Code of Conduct in the Constitution.

### **Responsibilities of Chief Finance Officer**

70. The Chief Finance Officer is required to:
- Develop and maintain an anti-fraud and corruption strategy;
  - Maintain adequate and effective internal control arrangements;
  - Monitor investigations to ensure that suspected irregularities are dealt with under the Procedure for Investigating Irregularities.

### **Responsibilities of Directors**

71. Directors are required to ensure that all suspected irregularities are dealt with under the Procedure for Investigating Irregularities and reported to the Chief Finance Officer and the Monitoring Officer. Directors are also required to consider instigating the Council's disciplinary procedures where the outcome of an investigation indicates improper behaviour.

### **Responsibilities of Officers**

72. All officers must also act in accordance with the Officers' Code of Conduct in the Constitution.

## **INSURANCE**

### **Responsibilities of Chief Finance Officer**

73. The Chief Finance Officer is required to effect corporate insurance cover, through external insurance and internal funding, and to negotiate all claims in consultation with other officers, where necessary.

### **Responsibilities of Directors**

74. Directors are required to:

- Ensure that there are regular reviews of risk within their directorates and to notify the Chief Finance Officer promptly of all new risks, properties or vehicles that require insurance and of any alterations affecting existing insurances;
- Notify the Chief Finance Officer immediately of any loss, liability or damage that may lead to a claim against the Council, together with any information or explanation required by the Chief Finance Officer or the Council's insurers.

## **ASSETS**

### **The Cabinet**

75. The Council holds assets in the form of property, vehicles, equipment, furniture and other items worth many millions of pounds. It is important that assets are safeguarded and used efficiently in discharging the Council's functions, and that there are arrangements for the security of both assets and information required for service operations. The Cabinet is responsible for monitoring the use of assets.

### **Responsibilities of Chief Finance Officer**

76. The Chief Finance Officer is required to:

- Receive the information required for accounting, costing and financial records from each Director;
- Ensure that asset valuations recorded in the Council's accounts are in accordance with the legal and professional requirements.

### **Responsibilities of Directors**

77. Directors are required to:

- Provide information to the Deputy Director (Growth and Infrastructure) to maintain a corporate property database;

- Maintain other asset records as necessary to maintain databases of plant, machinery and moveable assets currently owned or used by the Council in connection with their responsibility area;
- Maintain documentation identifying terms, responsibilities and duration of use where permission is given to use the asset for a purpose other than to discharge the Council's functions;
- Ensure the proper security of all buildings and other assets under their control;
- Work with the Deputy Director (Growth and Infrastructure) to review the cost, value and use of these assets and to investigate ways of improving value for money from these assets, on a regular basis.

## **TREASURY MANAGEMENT AND BANKING**

### **Responsibility of the Cabinet**

78. To approve and monitor the arrangements for Treasury Management.

### **Responsibilities of Chief Finance Officer**

79. The Chief Finance Officer is required to:

- Undertake Treasury Management under arrangements approved by the Cabinet;
- Operate bank accounts as are considered necessary – opening or closing any bank account shall require the approval of the Chief Finance Officer.

### **Responsibilities of Directors**

Directors are required to follow the instructions on banking issued by the Chief Finance Officer, under arrangements agreed by the Cabinet. These instructions include schools and other parts of the Council who operate their own bank accounts separately from the Council's main account.

## **TRUST FUNDS AND IMPREST ACCOUNTS**

### **Responsibilities of Chief Finance Officer**

80. The Chief Finance Officer is required to provide appropriate guidance on the operation of Trust Funds. Where appropriate, the Chief Finance Officer is also required to provide employees of the Council with cash or bank imprest accounts to meet minor expenditure on behalf of the Council and to issue procedures for operating these accounts.

### **Responsibilities of Directors**

81. Directors are required to follow guidance from the Chief Finance Officer on the operation of Trust Funds. Directors are also required to ensure that employees operating an imprest account operate the account in accordance with procedures issued by the Chief Finance Officer.

## **STAFFING**

### **Responsibilities of Chief Finance Officer**

82. The Chief Finance Officer is required to act as an advisor to Directors on areas such as National Insurance and pension contributions, as appropriate.

### **Responsibilities of Directors**

83. Directors are required to ensure that budget provision exists for all existing and new employees.

## **FINANCIAL SYSTEMS AND PROCEDURES**

### **Responsibilities of Chief Finance Officer**

84. Under Article 11 of this Constitution, the Chief Finance Officer is responsible for making arrangements for the proper administration of the Council's financial affairs. This will include the determination of the accounting systems, form of accounts and supporting financial records and approval of any new financial systems or changes to existing financial systems.

### **Responsibilities of Directors**

85. Directors are required to:
- Follow guidance issued by the Chief Finance Officer in relation to financial systems;
  - Ensure that a complete management trail, allowing financial transactions to be traced from the accounting records to the original document, and vice versa, is maintained;
  - Seek approval from the Chief Finance Officer before changing any existing system or introducing new systems.

## **INCOME AND EXPENDITURE**

### **Responsibilities of the Cabinet**

86. The Cabinet will approve the criteria for charging and how these are to be applied to the fees levied. Income collection will be monitored as part of the budget monitoring process.

87. For the purposes of the General Operational Powers of the Chief Executive and Directors set out in Part 7.3 of the Constitution, the limit for the writing off of uncollectable debts (including bad debts) in any one case is £10,000. Over that limit, approval shall be required from the Cabinet.

### **Responsibilities of Chief Finance Officer**

88. The Chief Finance Officer shall:
- Determine arrangements for the collection of all income due to the Council and approve the procedures, systems and documentation for its collection;
  - Consider for approval all debts to be written off in consultation with the relevant Director and ensure that the relevant Director keeps a record of all sums written off up to the approved limit;
  - Consider all requests to write off irrecoverable sums or to not collect income due and report to the Cabinet as appropriate.

### **Responsibilities of Directors**

89. Directors are required to operate the charging policy for the supply of goods or services, including the appropriate charging of VAT and to review it regularly, in line with corporate policies. Directors must also separate the responsibility for identifying amounts from their collection, as far as is practicable.

### **BUYING GOODS, SERVICES AND WORKS**

90. All Councillors, officers and agents of the Council are required to operate within the Contract Procedure Rules with respect to contracts for the supply of goods, services and works and for the execution of works elsewhere within the Constitution.
91. Orders and payments should normally be made electronically but the Chief Finance Officer may approve an alternative form and manner, if this is beneficial to the Council.

### **Responsibilities of Chief Finance Officer**

92. The Chief Finance Officer is required to ensure that all the Council's financial systems and procedures are sound and properly administered. The Chief Finance Officer is also required to approve the form and manner for orders, payments and associated terms and conditions.

### **Responsibilities of Directors**

93. Directors are required to ensure that orders are only made for goods, services and contracts for works provided to service directorates. Councillors, officers and agents of the Council must not make official orders to obtain goods or

services for their private use. Councillors, officers and agents of the Council must also follow guidance issued by the Chief Finance Officer in relation to orders and payments for goods, services and contracts for works.

## **PAYMENTS TO EMPLOYEES AND COUNCILLORS**

### **Responsibilities of Chief Finance Officer**

94. The Chief Finance Officer is required to:
- Establish and maintain an effective system for ensuring the payments for salaries and staff related sums are paid to existing and former employees on the due date;
  - Record and make arrangements for the accurate and timely payment of tax, superannuation and other deductions;
  - Maintain a similar system for the payment of Councillors allowances as set out in the Constitution.

### **Responsibilities of Directors**

95. Directors are required to notify the Chief Finance Officer of all appointments, terminations or variations which may affect the pay or pension of an employee or former employee, in the form and to the timescale required by the Chief Finance Officer. Directors must also ensure that adequate and effective systems and procedures are operated to ensure that any information which may affect payment to an employee or councillor, is captured and reported to the Chief Finance Officer.

## **TAXATION**

### **Responsibilities of Chief Finance Officer**

96. The Chief Finance Officer is required to ensure that all taxation issues relating to the Council, including HM Revenue and Customs, are properly maintained. The Chief Finance Officer is also required to provide up-to-date guidance for Council employees on taxation issues.

### **Responsibilities of Directors**

97. Directors are required to follow the guidance on taxation issued by the Chief Finance Officer in the Council's Taxation manual.

## **TRADING ACCOUNTS AND BUSINESS UNITS**

### **Responsibilities of Chief Finance Officer**

98. The Chief Finance Officer is required to advise on the establishment and operation of trading accounts and business units.

## **Responsibilities of Directors**

99. Directors are required to consult with the Chief Finance Officer if a business unit wishes to enter into a contract with a third party where the contract expiry date exceeds the remaining life of their main contract with the Council. In general, such contracts should not be entered into unless they can be terminated within the main contract period without penalty.

## **PARTNERSHIPS**

### **Responsibilities of the Cabinet**

100. The Cabinet is required to agree with partners the formation of any strategic partnerships for the County. The Cabinet is required to monitor the governance and performance of all partnerships to ensure that these partnerships are improving the well being and outcomes for local people in the County and do not subject the Council to undue risk. The Cabinet is required to ensure that any partnership has clear operational procedures as set out in the partnership agreement which maintains the highest standards of ethics and probity.

### **Responsibilities of Chief Finance Officer**

101. The Chief Finance Officer is required to advise on effective controls that will ensure that resources are not wasted.

## **Responsibilities of Directors**

102. Directors are required to ensure that, before entering into agreements with external bodies, a risk management appraisal has been prepared for the Chief Finance Officer. Directors are also required to ensure that such agreements and arrangements do not impact adversely upon the services provided by the Council, especially when discharging its functions.

## **EXTERNAL FUNDING**

### **Responsibilities of Chief Finance Officer**

103. The Chief Finance Officer is responsible for:-
- Working with directors to maintain a record of external funding that is expected and its financial implications;
  - Building any agreed financial implications of external funding into the budget. (For example agreed requirements to provide matching funding);
  - Monitoring external funding and its related financial implications;
  - Ensuring that all funding notified by external bodies is received and properly recorded in the Council's accounts;



- Accounting for any non-specific Government Grants received and receivable and submitting any returns that they require; and
- Investigating ways of maximising income from external funding.

## **Responsibilities of Directors**

104. Directors are required to follow the guidance issued by the Chief Finance Officer, and must ensure that:

- External funding which is sought supports the Council's overall aims, Objectives, priorities and plans;
- Any additional costs or matched funding requirements relating to external funding agreements are identified and provided for in the budget before any external funding agreement is concluded;
- There is an exit strategy to assess the impact of external funding ending, particularly if demand for the services produced is likely to continue;
- Bids for external funding are approved by either the Cabinet portfolio holder for Finance or the Deputy Leader
- Conditions of external funding agreements and any statutory requirements are complied with;
- Expenditure met from external funding is properly incurred and recorded and that all claims for funds (Grant Claims) are made by the due date;
- Specific Government grants received and receivable in respect of the services for which they are responsible are accounted for; and
- Audit requirements are met.

## **WORK FOR THIRD PARTIES**

### **Responsibilities of Chief Finance Officer**

105. The Chief Finance Officer is required to issue guidance with regard to the financial aspects of third party contracts to work for third parties. The Chief Finance Officer must maintain a list of contracts to work for third parties.

### **Responsibilities of Directors**

106. Directors are required to make appropriate arrangements for keeping officers and councillors informed about any proposed negotiations about working for third parties. Cabinet approval must be obtained before any negotiations are concluded about working for third parties. Directors are also required to follow guidance on this subject issued by the Chief Finance Officer. Directors must maintain a list of their contracts to work for third parties.

## **GRANTS TO EXTERNAL BODIES**

### **Responsibilities of Chief Finance Officer**

107. The Chief Finance Officer is required to issue guidance with regard to the financial aspects of grant funding. The Chief Finance Officer is required to issue guidance about the register of grants.

### **Responsibilities of Directors**

108. Directors are required to maintain a register of grants for their services. Directors are required to consider whether funding arrangements should be by grant or by procurement of services and make an appropriate decision following guidance about this issue.

## **ACTING AS AN ACCOUNTABLE BODY**

109. The Council may decide to act as an 'Accountable body' for an unincorporated partnership. An 'Accountable body' is a legal entity nominated to act on behalf of the partnership. As an 'Accountable body', the Council would take responsibility for receipt and financial probity of external funding on behalf of the partnership and ensure the proper and effective use of those funds.

### **Responsibilities of Chief Finance Officer and Directors**

110. The decision to act as the Accountable body for another organisation will be taken by:
- Cabinet, when the amount involved is likely to be £1m or more over the life of the relationship. Cabinet will make this decision based on advice from the Chief Finance Officer who may consult with an appropriate Director. Cabinet could refer the decision to full Council if they considered that this was appropriate; or
  - The Chief Finance Officer, when the amount is likely to be less than £1m over the life of the relationship. The Chief Finance Officer would consult with an appropriate Director if appropriate. The Chief Finance Officer could refer the decision to Cabinet if they considered that this was appropriate.
111. Where the Council acts as an Accountable body, a formal agreement (memorandum of understanding) will be required, setting out the operational protocols between the Council and the partnership.
112. The Chief Finance Officer is required to issue guidance with regard to the Council acting as an Accountable body.

113. The Chief Finance Officer and the appropriate service Director will as appropriate report to Cabinet on the progress and outcome of the Accountable body relationship.

## **RISK MANAGEMENT AND FINANCIAL CONTROL**

### **Council Responsibility**

114. The Audit & Governance Committee will monitor the Council's governance and risk management arrangements as part of its responsibilities under Article 8 of the Constitution.

### **Cabinet responsibility**

115. The cabinet is responsible for approving the Council's risk management framework and for reviewing the effectiveness of risk management.

### **Responsibilities of Chief Finance Officer and the Research and Major Programmes Manager**

116. The Chief Finance Officer is required to put in place an appropriate control environment and effective internal controls which provide reasonable assurance of effective and efficient operations, financial stewardship, probity and compliance with the law.
117. The Research and Major Programmes Manager is required to prepare the Council's risk management framework, for approval by the Cabinet.
118. The Research and Major Programmes Manager is also required to issue and maintain procedures relating to risk management.

### **Responsibilities of Directors**

119. Directors are required to take responsibility for risk management and to undertake risk management assessments as detailed in the risk management framework and other guidance issued by the Research and Major Programmes Manager.
120. Directors are also required to:
- a) Undertake a risk assessment when planning strategically, undertaking major change initiatives, organising large projects such as capital projects, developing new partnership arrangements or carrying out service reviews
  - b) Monitor the progress of identified risks and subsequent risk management actions. Periodically repeat the risk identification and assessment process, ensuring that planned action is in place to mitigate these risks
  - c) Notify the Chief Finance Officer immediately of any major risks that are

identified and cannot be managed within the resource levels of the service

- d) Raise the awareness and understanding of risk management down the ranks of the authority through training and regular use of risk management techniques in decision-making.

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