



To: Members of the Cabinet

Notice of a Meeting of the Cabinet

Tuesday, 16 July 2019 at 2.00 pm

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

A handwritten signature in blue ink, appearing to read 'Yvonne Rees'.

Yvonne Rees
Chief Executive

July 2019

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

Membership

Councillors

Ian Hudspeth	Leader of the Council
Mrs Judith Heathcoat	Deputy Leader
Lawrie Stratford	Cabinet Member for Adult Social Care & Public Health
Ian Corkin	Cabinet Member for Cherwell Partnership
Steve Harrod	Cabinet Member for Children & Family Services
Lorraine Lindsay-Gale	Cabinet Member for Education & Cultural Services
Yvonne Constance OBE	Cabinet Member for Environment
David Bartholomew	Cabinet Member for Finance
Mark Gray	Cabinet Member for Local Communities
Eddie Reeves	Cabinet Member for Transformation

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Wednesday 24 July 2019 unless called in by that date for review by the appropriate Scrutiny Committee.

Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.

Date of next meeting: 17 September 2019

Declarations of Interest

The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

- (a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
- (b) provide false or misleading information on registration, or
- (c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

Whose Interests must be included?

The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**

- those of a spouse or civil partner of the member or co-opted member;
- those of a person with whom the member or co-opted member is living as husband/wife
- those of a person with whom the member or co-opted member is living as if they were civil partners.

(in each case where the member or co-opted member is aware that the other person has the interest).

What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?.

The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

Although not explicitly required by the legislation or by the code, it is recommended that in the interests of transparency and for the benefit of all in attendance at the meeting (including members of the public) the nature as well as the existence of the interest is disclosed.

A member or co-opted member who has disclosed a pecuniary interest at a meeting must not participate (or participate further) in any discussion of the matter; and must not participate in any vote or further vote taken; and must withdraw from the room.

Members are asked to continue to pay regard to the following provisions in the code that *"You must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself"* or *"You must not place yourself in situations where your honesty and integrity may be questioned....."*

Please seek advice from the Monitoring Officer prior to the meeting should you have any doubt about your approach.

List of Disclosable Pecuniary Interests:

Employment (includes *"any employment, office, trade, profession or vocation carried on for profit or gain"*.), **Sponsorship, Contracts, Land, Licences, Corporate Tenancies, Securities.**

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members' conduct guidelines. <http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Glenn Watson on **07776 997946** or glenn.watson@oxfordshire.gov.uk for a hard copy of the document.

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

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note opposite

3. Minutes

To approve the minutes of the meeting held on 18 June 2019 (**CA3 (to be circulated separately)**) and to receive information arising from them.

4. Questions from County Councillors

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

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

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

5. Petitions and Public Address

6. Business Management & Monitoring Report - May 2019 (Pages 1 - 48)

Cabinet Member: Deputy Leader of the Council and Cabinet Member for Finance
Forward Plan Ref: 2019/024

Contact: Steven Fairhurst Jones, Corporate Performance & Risk Manager Tel: 07932 318890/Katy Jurczynszyn, Finance Manager (Finance, Strategy and Monitoring) Tel: 07584 909518

Report by Assistant Chief Executive and Director of Finance (**CA6**).

This report sets out Oxfordshire County Council's progress towards Corporate Plan priorities and provides an update on the delivery of the Medium Term Financial Plan at the end of May 2019.

The Cabinet is RECOMMENDED to:

- (a) note the contents of this report;***
- (b) approve the virements set out in Annex D – 2a, and note the virements set out in Annex D – 2b.***

7. Capital Programme Monitoring Report - May 2019 (Pages 49 - 84)

Cabinet Member: Finance

Forward Plan Ref: 2019/015

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

Tel: 07584 909518

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

The report is the first capital programme update and monitoring report for the year and focuses on the delivery of the 2019/20 capital programme based on projections at the end of May 2019 and new inclusions within the overall ten-year capital programme.

The Cabinet is RECOMMENDED to:

- (a) approve the updated Capital Programme at Annex 2 and the associated changes to the programme in Annex 1c;***
- (b) approve the basic need programme up to September 2020 set out in Annex 3;***
- (c) approve the School Structural Maintenance Programme for 2019/20 set out in Annex 4;***
- (d) approve the revised budget provision of £12.750m for the replacement and expansion of Northfield School project, an increase of £3.250m;***
- (e) agree the inclusion of the Watlington Relief Road project in the Capital programme with a budget of £12.508m and release of £0.250m for project development;***
- (f) approve the revised budget provision of £16.6m for the Eastern Arc, Access to Headington scheme, an increase of £1.96m; and***
- (g) note the approvals made under delegated authority of the Leader of the Council for:***
 - i. the revised budget provision of £9.015m towards the Barton Park new primary School, an increase of £1.8m,***
 - ii. release of £1.8m budget provision towards the replacement of the Data Centre Infrastructure.***

8. Treasury Management 2018/19 Outturn (Pages 85 - 102)

Cabinet Member: Finance

Forward Plan Ref: 2019/014

Contact: Donna Ross, Strategic Finance Manager Tel: 01865 816343

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

The Chartered Institute of Public Finance and Accountancy's (CIPFA's) 'Code of Practice on Treasury Management (Revised) 2009' requires that the Council and Audit & Governance Committee receives an updated report on Treasury Management activities at least twice per year. This report is the second report for the financial year 2018/19 and sets out the position as at 31 March 2019. The report will be also considered by Audit and Governance committee on 17 July.

Cabinet is RECOMMENDED to note the report, and to RECOMMEND Council to note the Council's Treasury Management Activity in 2018/19.

9. Investment Strategy (Pages 103 - 120)

Cabinet Member: Transformation

Forward Plan Ref: 2019/091

Contact: Andrew Fairweather, Asset & Investment Team Manager Tel: 07825 790242

Report by Strategic Director for Communities and Director of Finance (**CA9**).

This report is a covering paper to support the draft Investment Strategy. In line with revised statutory guidance (April 2018) the Council is formally required to have a Capital and Investment Strategy in place. This draft Investment Strategy (which would form a sub-section of the Capital & Investment Strategy) sets out a new investment framework, under which the Council can undertake investments.

Cabinet are asked to provide feedback on the draft strategy and are RECOMMENDED to endorse the draft strategy ahead of final consideration by Council in September 2019 (subject to any necessary amendments made).

10. EXEMPT ITEM

In the event that any Member or Officer wishes to discuss the information set out in Annex 1 and 2 to Item 11, the Cabinet will be invited to resolve to exclude the public for the consideration of those Annexes by passing a resolution in relation to that item in the following terms:

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

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

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

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

11. **SEND Home to School Transport Cabinet Advisory Group** (Pages 121 - 140)

Cabinet Members: Education & Cultural Services

Forward Plan Ref: 2019/050

Contact: Chris Hilliard, Consultant Deputy Director for Education Tel: 07881 518322

Report by Director for Children's Services (**CA10**).

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

- 2. Information which is likely to reveal the identity of an individual.*
- 3. Information relating to the financial or business affairs of any particular person (including the authority holding that information).*

and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in that disclosure would infringe the rights of the individual to privacy

Report from the SEND Home to School Transport Cabinet Advisory Group formed to consider the proposed changes to post-16 SEND home to school transport policies considered by Cabinet in June and July 2018 and Performance Scrutiny on the 5 July 2018.

The Cabinet is RECOMMENDED to note the recommendations of the Cabinet Advisory Group (CAG) and to identify those recommendations it wishes to adopt, reject, or postpone pending further consideration.

12. **Bus Access to Queen Street, Oxford** (Pages 141 - 146)

Cabinet Member: Environment

Forward Plan Ref: 2019/070

Contact: Craig Rossington, Senior Transport Planner Tel: 07880 945891

Report by Strategic Director for Communities (**CA12**).

In the light of the monitoring of the operation of Queen Street since the reopening of the Westgate, it is not recommended to progress a scheme to remove any more buses from Queen Street due to the:

- challenges in delivering suitable alternative bus routeing and associated likely negative impacts on bus operation, passenger experience and the environment of other streets
- lack of any recorded accidents in Queen Street and
- very low likelihood that the remaining buses in Queen Street prevent Westgate

visitors from continuing their journeys into the rest of the city centre

The situation in Queen Street should continue to be monitored so that any clear changes in the levels of pedestrian safety are identified and action taken if necessary – the council's position in relation to the removal of buses can of course be revisited at any time.

The Cabinet is RECOMMENDED to allow up to 30 buses an hour to continue to use Queen Street and therefore agree that in updating the Oxford Transport Strategy as part of developing the Council's new Local Transport & Connectivity Plan (LTP5), the county council's policy is proposed to be changed so that, subject to the outcome of the LTP update process, it will not be actively pursuing the full pedestrianisation of Queen Street.

13. Family Safeguarding Plus Social Care Model (Pages 147 - 162)

Cabinet Member: Children & Family Services

Forward Plan Ref: 2019/071

Contact: Vince Clark, Interim Service Improvement Lead Tel: 07586 478703

Report by Director for Children's Services (**CA13**).

The report describes the Family Safeguarding Plus (FSP) model and sets out a business case supporting implementation in Oxfordshire. This includes examination of the key features and benefits of the model alongside the costs of implementing it. It also explores how FSP will contribute to the wider transformation of children's services.

Cabinet is RECOMMENDED to support the implementation of the Family Safeguarding Plus (FSP) model as part of Children's Service transformation programme; and in doing so:

- (a) approve additional funding to meet project costs in 2019/20 of £0.8m to be met from corporate contingency***
- (b) agree that funding required for 2020/21 and beyond will be included in the proposed Budget for 2020/21 and Medium Term Financial Plan (MTFP) as part of the Service & Resource Planning process;***
- (c) acknowledge that there will be a shortfall in savings against the MTFP that will be achieved in 2019/20 of £0.8m and to fund this from corporate contingency***
- (d) that the profile of savings in the existing MTFP for 2020/21 and beyond will need to be amended in the proposed Budget for 2020/21 and Medium Term Financial Plan (MTFP) as part of the Service & Resource Planning process.***

14. Strategy & Plans to Re-Design Oxfordshire's Fostering 'Offer' to become the 'Provider of Choice' (Pages 163 - 172)

Cabinet Member: Education & Cultural Services

Forward Plan Ref: 2019/064

Contact: Lara Patel, Deputy Director – Safeguarding Tel: (01865) 815850

Report by Director for Children's Services (**CA14**).

In Oxfordshire, there has been a 90% increase in Looked After Children since 2013. This has resulted in contributed to an increased number of children being placed out of county in Independent Foster Placements. Children and young people achieve better outcomes when living closer to their parents, family and friends. It should also be noted that placements out of county in Independent Foster Placements (IFAs) also cost the council significantly more than in-house provision due to the fees paid to agencies. OCC require has therefore developed a refreshed strategy and plan to stem the increased number of out of county placements and to meet the increased demand on services that has been realised over the past 5 years.

Following extensive research from national fora, co-production with foster carers and validation with other 'Good' local authorities, our new strategy and plan has been developed to ensure Oxfordshire County Council become the fostering provider of choice for new and existing foster carers in order to improve outcomes for our Looked After Children. The plan to do this is detailed under Option 3 (Section 5.3).

The Cabinet is RECOMMENDED to support the Outlined Strategy and service improvement plan at Option 3 of the report; and in doing so:

- (a) agree that £1.0m of ongoing funding required for 2020/21 and beyond will be included in the proposed Budget for 2020/21 and Medium-Term Financial Plan (MTFP) as part of the Service & Resource Planning process;***
- (b) agree that the profile of savings in the existing MTFP for 2020/21 and beyond will need to be amended in the proposed Budget for 2020/21 and Medium-Term Financial Plan (MTFP) as part of the Service & Resource Planning process.***

15. **Joint Housing & Homelessness Strategy for Vulnerable Young People & Families and Re-Commissioning the Young People's Supported Housing Pathway**

Cabinet Member: Children & Family Services

Forward Plan Ref: 2019/084

Contact: Sarah Breton, Head of Children's Commissioning Markets Tel: (01865) 323554

Reports by Director of Children's Services

(a) Joint Housing & Homelessness Strategy for Vulnerable Young People & Families_(Pages 173 - 238)

The report seeks approval to adopt the Joint Housing and Homelessness Strategy for Vulnerable Young People and Families for the following reasons:

1. There is common agreement that safe and suitable housing is a basic human right for children, young people and families. Conversely transient lifestyles and inappropriate housing have been identified as one of the risk factors on the pathway to harm.

2. The needs analysis (Annex 1) on which the strategy is based, highlighted the need for adequate support and housing for vulnerable families and a variety of housing options for vulnerable young people, some of whom have complex needs or disabilities.

The strategy seeks to address these needs through a countywide programme involving early prevention work, partnership working, review and co-commissioning of the Young People's Supported Housing Pathway and support to landlords.

The Cabinet is RECOMMENDED to adopt the Joint Housing and Homelessness Strategy for Vulnerable Young People and Families

(b) Re-Commissioning the Young People's Supported Housing Pathway (Pages 239 - 242)

The report is to update members on the high-level outcomes of an extensive review of the current Young People's Supported Housing pathway (YPSHP) which has identified that services should work differently and in order to do this effectively, OCC will need to work in partnership with District Council and City Council colleagues to co-commission the pathway from 2020.

Cabinet is RECOMMENDED to support the recommissioning of Young People's Supported Housing Services through co-commissioning these services with District Councils, with the County Council as the lead commissioner.

16. Transition Fund for Open Access Children's Services: Underspend Bidding Round Recommendations (Pages 243 - 270)

Cabinet Member: Local Communities

Forward Plan Ref: 2019/092

Contact: Samantha Shepherd, Senior Policy Officer Tel: 07789 088173

Report by Policy & Performance Service Manager (**CA16**).

In February 2016 the council agreed to set aside £1m to create a 'one off' fund to provide pump priming to support the provision of open access children's services.

Following 7 bidding rounds, an outstanding sum of £218,889 was identified. A final bidding round invited those organisations previously in receipt of Transition funding to apply to the fund for schemes to support their long-term sustainability.

In this round 30 bids were submitted for consideration; a cross-party panel of councillors has assessed the applications against the criteria outlined in the guidance notes, and brought their recommendations to Cabinet for decision.

The Cabinet is RECOMMENDED to:

- (a) approve the recommendations of the cross-party panel for grant awards totalling £198,268.70 against a total available budget of £218,889 (see Appendix A for a summary of recommendations, and Annex 1 for the full rationale for panel decisions).***
- (b) approve the proposal of the panel to utilise the remaining £20,620.30 to provide a training and support package to all groups delivering open access children's services, which seeks to increase the long-term sustainability of these services.***
- (c) give delegated authority to the Policy & Performance Service Manager to agree training and support packages in consultation with the cross-party panel and Cabinet Member for Local Communities.***

17. Outcomes from the Review of the Innovation and Sustainability Grants (Pages 271 - 308)

Cabinet Member: Adult Social Care & Public Health

Forward Plan Ref: 2019/056

Contact: Rebecca Lanchbury, Commissioning Officer (Older People) Tel: 07584 481255

Report by Director for Adult Services (**CA17**).

This report relates to the Innovation & Sustainability Funds for Support; administered by Adult Social Care to support the development of daytime opportunities for adults in Oxfordshire. These funds help support people to live well at home and in their communities.

It was agreed at Cabinet on March 19, 2019, that a review of the Innovation and Sustainability Funds process and timeline for future grant funding takes place prior to re-opening, and that this should include some detailed recommendations.

The amounts available for the period of April 2020 to March 2021 are £100,000 for the Innovation Fund and £250,000 for the Sustainability Fund.

Both funds have increased in popularity and it was deemed an appropriate time to review the application forms, criteria and process to enable us to improve our offer and to meet increased demand.

The review included holding a listening workshop, an on-line survey, meeting with colleagues whom support the grant process from beginning to end and obtaining specific feedback from the first cohort of successful applicants to the Innovation Fund, for an update on their progress to date and future plans, as they near the end of their funding period.

The information gathered from the above activities has enabled us to make these recommendations, for final decision by Cabinet on July 16, 2019, which will shape and improve the grant applications, guidelines, and the award selection and decision-making processes.

Cabinet is RECOMMENDED to:

- (a) Approve the recommendations set out under 27 (a-h)***
- (b) Reallocate the remaining amount, as set out under 27 (h) to the next round of the Innovation Fund.***

18. Senior Joint Leadership Roles - Oxfordshire County Council and Cherwell District Council

Cabinet Member: Deputy Leader of the Council

Forward Plan Ref: 2019/099

Contact: Karen Edwards, Deputy Director – Human Resources Tel: 07825 521526

Report by Deputy Director – Human Resources (**CA18 (to be circulated separately)**).

To note the proposal to appoint two senior joint posts so as to facilitate further joint working with OCC and CDC and to ask the Joint Shared Service & Personnel Committee to convene as soon as practicable to proceed with the recruitment and appointment of the most suitable candidate.

19. Delegated Powers - July 2019

Cabinet Member: Leader

Forward Plan Ref: 2019/018

Contact: Sue Whitehead, Principal Committee Officer Tel: 07393 001213

To report on a quarterly basis any executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for Scrutiny call-in.

20. Forward Plan and Future Business (Pages 309 - 312)

Cabinet Member: All

Contact Officer: Sue Whitehead, Committee Services Manager Tel: 07393 001213

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include "updating of the Forward Plan and proposals for business to be conducted at the following meeting". Items from the Forward Plan for the immediately forthcoming meetings of the Cabinet appear in the Schedule at **CA20**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

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

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

Division(s): All

CABINET – 16 JULY 2019

BUSINESS MANAGEMENT AND MONITORING REPORT

May 2019

Report by Assistant Chief Executive and Director of Finance

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to:
 - (a) note the contents of this report;
 - (b) approve the virements set out in Annex D – 2a, and note the virements set out in Annex D – 2b.

Executive Summary

2. This report sets out Oxfordshire County Council's (OCC's) progress towards Corporate Plan priorities and provides an update on the delivery of the Medium Term Financial Plan at the end of May 2019.

Introduction

3. The Council recognises the importance of timely, accurate and accessible performance and budget management information as part of its commitment to both transparency and demonstrating efficiency and effectiveness. This report sets out the Council's activities in the month ending 31 May 2019.
4. These monthly business management reports are part of a suite of performance and budget documents which set out our ambitions, priorities and financial performance. The Corporate Plan sets out the Council's ambitions for the next 3 years, under our vision for Thriving Communities. It also shows our priority activities for the current business year. An accompanying 'Outcomes Framework' sets out the way we measure progress towards those ambitions and priorities and forms the basis of the performance information included within this report.
5. Our Corporate Plan, Medium Term Financial Plan, Outcomes Framework and previous business management reports, can be found on the Council's website.¹
6. The report summarises performance, risk, human resources and finance. This reflects the move to monthly reporting for the Council and a commitment to

¹ Corporate Plan and Medium Term Financial Plan: <https://www.oxfordshire.gov.uk/council/our-vision/corporate-plan>
Outcomes Framework and previous reports: <https://www.oxfordshire.gov.uk/council/about-your-council/plans-performance-and-policies/performance-reports>

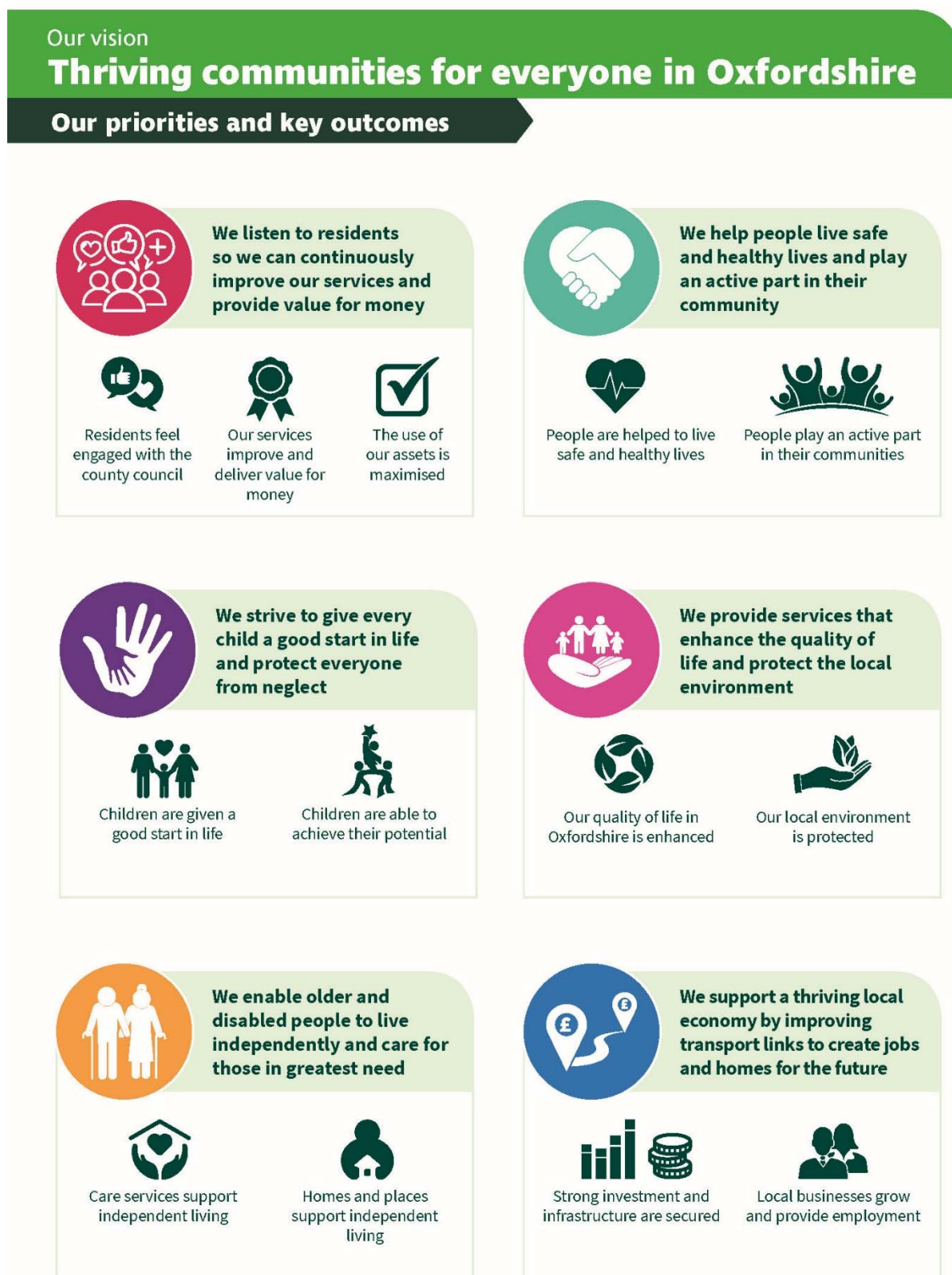
transparency and improved performance management, which is a work in progress and will continue to develop and be refined over the coming year.

7. Further performance information is provided in four annexes:

- Annex A: performance
- Annex B: risk
- Annex C: human resources (HR)
- Annex D: finance

Progress towards delivery of Oxfordshire County Council's Corporate Plan

8. Oxfordshire County Council's vision for Oxfordshire has six priorities which show our ambitions for the county. Our Corporate Plan sets out 13 outcomes which describe the changes we expect to see as a result of the Council's actions:



9. 48 performance indicators show whether or not the outcomes are being achieved – see Annex 1. In turn, measures and targets show progress towards the indicators. Collectively, this arrangement of ambitions, and ways of measuring progress towards those ambitions, is called the Outcomes Framework.
10. The Outcomes Framework is the tool which enables us to regularly assess and report on progress towards our ambitions. Every month, each outcome and indicator is given a Red, Amber or Green (RAG) rating, signifying whether or not progress is on track and showing how confident we are that outcomes will be achieved. We consider data on current performance and assessment of progress in deciding RAG ratings.
11. In this report all but one of the indicators are rated either Green or Amber. This continues our positive start to the year. No outcomes are considered at risk of becoming Red in the next reporting period (June).
12. In response to Cabinet’s request, we have indicated in the snapshot tables below the main areas of change since April’s report. In summary, these are:
 - a. the indicator “Timeliness of completing Education, Health and Care Plans” has been rated Red (off target) in May, having been rated Amber in April. This indicator is measured by our performance compared with the national average on completing Education Health and Care Plans (EHCPs) within 20 weeks. Further detail is set out below.
 - b. the indicator “number of new homes” has been rated Amber in May, having been rated Green in April. This reflects that data and commentary against the two measures supporting this indicator will not be available until the next monthly report. Housing delivery continues to be a key priority for the Council.
13. The information below provides a snapshot of progress towards Corporate Plan outcomes in May 2019, including some of our performance highlights. A full account of progress towards our Corporate Plan priorities is at Annex A.



We listen to residents so we can continuously improve our services and provide value for money

- A new Investment Strategy is in development and due to be reported to Cabinet in July 2019, which will allow the Council to identify alternative sources of income and optimise its assets. The strategy will help to enhance the well-being and prosperity of communities across the county.

OUTCOMES	INDICATORS	RAG	Change since April
Residents feel engaged with the county council	Number and value of opportunities for public engagement	Amber	No change
	Rates of customer satisfaction	Amber	No change
Our services improve and deliver value for money	Value for money through effective use of resources	Amber	No change
	Improvement following external inspection/audit	Green	No change
The use of our assets is maximised	Progress with One Public Estate Programme	Green	No change



We help people live safe and healthy lives and play an active part in their community

- Our performance against emergency response time targets is better so far this year than in any month last year.
- Almost 4000 volunteer hours were contributed to our museum, library and history services during May

OUTCOMES	INDICATORS	RAG	Change since April
People are helped to live safe and healthy lives	Number of people helped to live "safe and well"	Green	No change
	Emergency response times	Green	No change
	Prevalence of healthy lifestyles	Green	No change
	Numbers of people receiving support for drug and alcohol dependency	Green	No change
	Proportion of people walking & cycling	Green	No change
People play an active part in their communities	Rates of volunteering	Green	No change
	Prevalence of services provided by communities	Green	No change



We provide services that enhance the quality of life and protect the local environment

- We continue to improve the condition of the county's highways. In May, 100% of road defects posing immediate risk of injury were repaired within 24 hours. We also repaired 100% of defects creating a potential risk of injury within 28 days.
- We are responsible for deciding on planning applications for minerals and waste. In May, nine out of nine applications were decided within target – a rate of 100%.

OUTCOMES	INDICATORS	RAG	Change since April
Our quality of life in Oxfordshire is enhanced	Condition of highways	Green	No change
	Funding secured through planning obligations	Green	No change
	Levels of public transport use	Green	No change
	Rates of access to cultural services	Green	No change
Our local environment is protected	Percentage of planning decisions on time	Amber	No change
	Levels of carbon emissions	Green	No change
	Levels of energy use	Green	No change
	Air quality	Amber	No change
	Proportion of household waste re-used, recycled or composted	Green	No change



We strive to give every child a good start in life and protect everyone from neglect

- The number of children needing a formal social care assessment, becoming the subject of a child protection plan or being looked after are all decreasing as levels of early help increase and practice improvements are introduced. The number of children the subject of a child protection plan has dropped from 760 in June 2018 578 at the end of May 2019.

OUTCOMES	INDICATORS	RAG	Change since April
Children are given a good start in life	Prevalence of healthy children	Amber	No change
	Sufficiency of early years places	Green	No change
	Number of looked after children	Amber	No change
	Numbers of children's social care assessments	Green	No change
	Number of children the subject of protection plans	Green	No change
	Number of children's cases held by permanent staff	Green	No change
Children are able to achieve their potential	% of children with a place at their first preference school	n/a	No change
	Percentage of children at good schools / settings	n/a	No change
	Children missing education	Amber	No change
	Levels of educational attainment	Green	No change
	Timeliness of completing Education, Health and Care Plans	Red	was Amber

- The indicator "Timeliness of completing Education, Health and Care Plans" is rated Red in May. This is because in May our rate of completing Education, Health and Care Plans (EHCPs) for children and young people with Special Educational Needs and Disabilities within 20 weeks was 41%, against our target of 75% by May 2020. In April and May there was an unprecedented rise in the number of

requests for new EHCPs in April and May – 191 requests, compared to 139 in the same two months last year. Despite this, in the last 12 months the proportion of plans issued within 20 weeks increased from 38% to 50%, whereas nationally timeliness is falling (currently 58%). A robust action plan is in place to improve the service performance. We have just launched a restructuring programme, which may adversely affect timeliness in the short-term, but will ensure it is in a better place to meet future demands. The growing national pressure on Special Educational Need services does create a potential financial risk for the Council and may affect the timeliness of response without this restructure. In the April 2019 Business Management Report, this indicator was labelled “Meeting the needs of young people with Special Educational Needs and Disabilities. The Outcomes Framework has been revised with the wording set out in the table above to more accurately reflect the measure that this indicator is based on.

- Three primary schools have recently been rated ‘inadequate’ by Ofsted. In two of the three schools the ‘Quality of Teaching’ and ‘Learning and Outcomes’ were rated Good, but the Inadequate judgement was driven by safeguarding. In all three, the School Improvement and Safeguarding teams responded immediately to the issues raised in the inspections to ensure that children are safe. A robust ‘Statement of Action’ for each school was submitted to Ofsted within 10 days of the report publication and work is ongoing. Overall, the number of primary schools in Oxfordshire rated ‘good’ or ‘outstanding’ remains above the national level.



- The number of people delayed in hospital awaiting social care is below the national rate. At the end of April (latest national figures) six people were delayed compared with a high of 38 people in June 2017
- The quality of our adult social care providers remains high, with 90% of providers rated good or outstanding compared to 84% nationally
- We support people to live independently and to have control over their own care. Over a third of people we support receive a direct payment to organise their own care compared to 28% nationally.
- Oxfordshire is considered a national leader in adult safeguarding, through the Making Safeguarding Personal agenda. This involves working with people to understand the outcomes they want following a safeguarding concern. Over 90% of people are defining the outcomes they want from the raising of a safeguarding concern and over 95% are satisfied with the outcome.

OUTCOMES	INDICATORS	RAG	Change since April
Care services support independent living	Number of home care hours purchased	Amber	No change
	Number of hours of reablement delivered	Green	No change
	Number of people with control over their care	Green	No change
	Number of people delayed leaving hospital awaiting social care	Green	No change
	Proportion of older people supported in the community	Amber	No change
Homes and places support independent living	Percentage of people living in safe and suitable housing	Green	No change



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

- We have achieved our Year 1 target against the Growth Deal infrastructure programme with a £30 million spend to fund infrastructure/highways and school capital projects which support the release of housing sites to deliver additional housing across the county.

OUTCOMES	INDICATORS	RAG	Change since April
Strong investment and infrastructure are secured	Level of investment attracted	Amber	No change
	Level of infrastructure investment required	Green	No change
	Number of new homes	Amber	Was Green
	Levels of disruption to journeys	Amber	No change
	Level of transport connectivity	Amber	No change
	Level of access to online and digital services	Green	No change
Local businesses grow and provide employment	Employment rates	Green	No change
	Business numbers	Green	No change
	Numbers of apprenticeships	Green	No change
	Levels of workforce	Green	No change

14. We continue to make improvements to the monthly reporting process and format. Among the priorities for development are:

- A system of standardised RAG ratings to ensure that we are always comparing like with like throughout the report;
- Greater description of actions planned in response to performance trends;
- Improvement of Annex B on risk, in parallel with the agreement of a new Risk Management Strategy
- Improvement of Annex C on HR, providing a monthly summary of key issues and indicators with additional depth of analysis on a quarterly basis.

Managing risk

14. OCC manages risk at operational (i.e. service-specific) and strategic levels. The latest Strategic Risk Register is summarised at Annex B. No strategic risks have been closed, or new risks added, over the last month.
15. The Council's Risk Management Strategy is to be revised by July. This will support our ongoing work to improve risk management activities. The Council's Audit and Governance Committee, supported by the Audit Working Group, maintains oversight and assurance of risk.

Human resources (HR) data

16. In each monthly business report a snapshot of human resource data is provided. It is important to note that this information provides an overview of the organisation

at a point in time and that whilst the Council collects and reviews a range of HR data it will not publish data where individuals may be identified.

17. Information about the size of the organisation is important as staff are our biggest asset and cost and are essential to the delivery of service. The data does not however set out the Council's long-term workforce strategy or reflect other HR matters such as the level of case work currently underway.
18. OCC's staffing number at 31 May 2019 (including retained fire-fighters but not schools) was 5,001 employees, equivalent to 4,047 FTE. This compares with 4,956 employees, equivalent to 4,023 FTE, for the period ending 31 March 2019. A detailed breakdown of information by Directorate is included at Annex C.
19. During 2019 the Council will be undertaking a full review of the HR function and how it supports the long-term workforce requirements of the organisation. HR data and performance measures will also be included within this review. The ambition is to provide a quarterly HR update setting out progress against the delivery of the council's HR strategy and workforce plans. This will also include year-on-year comparative information to provide greater context and trends over time.

Summary of the Council's financial position

20. Based on expenditure to the end of May 2019 a forecast directorate overspend of **£4.4m**. However, this includes a **£2.5m** overspend for Special Educational Needs (SEN) Home to School Transport and on 18 June 2019, Cabinet agreed a temporary virement of **£2.2m** from Corporate Contingency to ensure this budget reflects a reasonable baseline and allow time for savings to be implemented and costs to be reduced. This will reduce the directorate overspend to **£2.2m** and will be included in the June report.

Directorate	Latest Budget 2019/20 £m	Forecast Outturn 2019/20 £m	Forecast Outturn Variance May 2019/20 £m	Forecast Outturn Variance 2019/20 including virement from Contingency £m	Forecast Outturn Variance2019/20 %
Children's Services	113.7	117.5	+3.8	+1.6	1.4%
Adult Services	184.0	184.2	+0.2	+0.2	0.1%
Communities	113.3	113.4	+0.1	+0.1	0.1%
Resources	28.9	29.2	+0.3	+0.3	1.0%
Total Directorate Position	439.9	444.3	+4.4	+2.2	0.5%
Strategic Measures	-439.9	-439.9	0.0	0.0	0.0%
Overall Surplus/Deficit	0.0	4.4	+4.4	+2.2	

21. There is also a forecast **£9.7m** to **£15m** overspend against the in-year High Needs Block Dedicated Schools Grant. This includes the effect of a temporary additional

allocation to be received in 2019/20 of £1.5m and a one-off transfer from the Schools DSG block of £1.8m.

22. The variation is due to a significant increase in the number of Education Health and Care Plans (EHCPs) that the local authority maintains. Over the last year this increased by just under 500 plans. Since the beginning of this financial year, the Council is issuing an average of 50 additional plans per month and this is having a significant impact on team resources. The increase in EHCPs has led to additional cost to meet the needs of students in mainstream schools and an increase in the request for specialist placements. This has led to many children being placed in the independent non-maintained sector, where placements are on average £0.055m per place per annum plus transport costs.
23. The forecast range is currently given as there is a risk that the overspend will increase significantly due to exceptional demand for special school places. In March 2019, approximately 80 cases were considered at special school panel and at the June meeting around 140 further requests are being considered which, if agreed, would substantially increase the deficit as no places are available at local authority and academy special schools in Oxfordshire, with limited availability in neighbouring authorities or the independent sector. Significant uncertainty will remain in this forecast until special school and further education college places and funding are confirmed in the new academic year.
24. Virements for Cabinet to approve are set out in Annex D – 2a. These include the creation of income and expenditure budgets relating to the un-ringfenced Mockingbird Grant within Children's Services, a staffing restructure virement within Community Operations, and the creation of expenditure and recharge income budget relating to an iBCF (improved Better Care Fund) allocation to workforce projects within Joint Commissioning.
25. See Annex D for further details and commentary

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20 June 2019

WE LISTEN TO RESIDENTS SO WE CAN CONTINUOUSLY IMPROVE OUR SERVICES AND PROVIDE VALUE FOR MONEY							
OUTCOME	INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Residents feel engaged with the county council	AMBER	Number and value of opportunities for public engagement	↑	% of Residents' Survey respondents who say local people can influence us	Increase on 18-19 average	31% (May '19)	Summer '18 to Summer '19 average was 46.5%
				% of Residents' Survey respondents who say we act on residents' concerns	Increase on 18-19 average	56% (May '19)	Summer '18 to Summer '19 average was 55%
				To keep within the lower quartile of comparable authorities of upheld Local Government & Social Care Ombudsman complaints	Lower quartile	38% (Feb '19)	The Local Government Ombudsman publishes this data annually and we are expecting our individual letter and their comparative data in July. The Council's Monitoring Officer will make his annual report on this to our Audit and Governance Committee in September.
	AMBER	Rates of customer satisfaction	↔	% of Residents' Survey respondents satisfied with the way we run things	>55%	48% (May 19)	Summer '18 to Summer '19 average was 34.5%
Page 11 Our services improve and deliver value for money	GREEN	Value for money through effective use of resources	↔	Achievement of planned savings	95%	81%	81%
				General balance outturn at the risk assessed level	>=100%	129.5%	129.5% - The current forecast for general balances at 31 March 2020 is £25.0m . This is £5.7m higher than the risk assessed level of £19.3m as set out in the Medium Term Financial Plan (MTFP) approved by Council in February 2019.
				Unplanned use of earmarked reserves	< £250k	£0k	Reserves are forecast to be £63.4m at 31 March 2019. This is a reduction of £5.3m compared to the position reported the April report. The change relates to the increased overspend relating to the High Needs Dedicated Schools Grant as set out in the Children's Services section of Annex 6.
				Total Directorate outturn variation	=< 1% variation	0.5%	Based on expenditure to the end of May 2019 a forecast directorate overspend of £4.4m . However, this includes a £2.5m overspend for Special Educational Needs (SEN) Home to School Transport and on 18 June 2019, Cabinet agreed a temporary virement of £2.2m from Corporate Contingency to ensure this budget reflects a reasonable baseline and allow time for savings to be implemented and costs to be reduced. This will reduce the directorate overspend to £2.2m or 0.5% and will be included in the June report.
				Total outturn variation	0%	0%	0% - £7.4m of the Corporate Contingency is currently unallocated it may be possible to use this to offset the directorate forecast overspend of £3.0m .
				Capital programme: average cost variation from Concept Design (Gate 1) to Practical Completion (Gate 3)	<=2%	0%	There are no cost variations to report at this stage of the year
	GREEN	Improvement following external inspection/audit	↔	Proportion of post-inspection/audit actions dealt with on time	100%	< 100%	Our performance for Education Health & Care Plans (EHCPs) for children is reported as part of our response to an Ofsted inspection. As shown elsewhere in this report we are behind target on EHCPs, In consequence the target of 100% for post-inspection actions is also slightly behind.
				The proportion of social care providers rated as 'outstanding' or 'good' by the Care Quality Commission in Oxfordshire remains above the (monthly) national average	Nat. average (84% Apr 19)	90%	90% of social care providers in Oxfordshire are rated 'good' or outstanding compared to 84% nationally. This is supported by robust commissioning and contract management arrangements in the council
The use of our assets is maximised	GREEN	Progress with One Public Estate Programme	↔	One Public Estate projects progress in line with project plans	In line with individual project timescales	On track	Projects are progressing however planned timescales for some projects may need further extension to reflect partner governance processes. New projects are at initial scoping stage, mandates agreed. Any deviations from agreed timescales would be noted in future monthly reports.

WE HELP PEOPLE LIVE SAFE AND HEALTHY LIVES AND PLAY AN ACTIVE PART IN THEIR COMMUNITY								
OUTCOME		INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
People are helped to live safe and healthy lives Page 12	GREEN	Number of people helped to live “safe and well”	GREEN	↔	Number of vulnerable children and adults helped to live more secure and independent lives, supported by safe and well visits	6,248	See right	<ul style="list-style-type: none">Safe & well visits: May target 610, actual at 31 May: 293. We have started to report using tablets: the outturn for this month doesn’t reflect the true figures during this period of transition.Trading Standards programmes for vulnerable adults & children: we are on track for our Quarter 1 target of reaching 1,250 individualsGypsy & traveller site fire safety visits: annual target 90. At 31 May: 7
					Number of children better educated to live safer and healthier lives	14,168	See right	<ul style="list-style-type: none">Work experience placements: Quarter 1 target 1, actual at 31 May: 0Fire cadets: Q1 target 960. No May data due to revised reporting process; however, we remain confident about this measure.Trading Standards risk reduction activities for children & young adults: Quarter 1 target 163 – we are on trackFire prevention campaigns: May target: 1,826, actual at 31 May: 2,146
		Emergency response times	GREEN	↔	More people alive as a result of our prevention, protection and emergency response activities	1,000	See right	<ul style="list-style-type: none">Fatalities from primary fires: May target 1, actual at 31 May – 1Special service rescues: May target 36, actual at 31 May – 65Rescues from primary fires: May target 4, actual at 31 May – 2Co-responding calls: May target 144, actual at 31 May – 20. Co-responding ceased in all but one of our stations (Thame) from September 2017 due to National pay negotiations.
					% of emergency call attendances made within 11 minutes	80%	91.74%	Our performance against response time targets is higher this year so far than in any month over the past year.
					% of emergency call attendances made within 14 minutes	95%	98.30%	
		Prevalence of healthy lifestyles	GREEN	↑	% of eligible population 40-74 who have been invited for NHS Health Check since Apr ‘15	97%	99%	Our targets are being exceeded. Quarterly benchmarking shows that Oxfordshire has exceeded South-East and England performance levels
					% of eligible population 40-74 who have received a NHS Health Check since Apr ‘15	49%	51%	
		Numbers of people receiving support for drug and alcohol dependency	GREEN	↔	Rate of successful quitters per 100,000 smokers 18+ (reported a quarter in arrears)	> 2,338	3,468	We have exceeded our local target. We are targeting those most at risk.
					Number of users of OPIATES that left drug treatment successfully (free of drug(s) of dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of opiate users in treatment.	>6.6%	10.0%	We have exceeded local targets and England averages through 2018/19
					Number of users of NON-OPIATES that left drug treatment successfully (free of drug(s) of dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of non-opiate users in treatment.	>36.6%	51.0%	We have exceeded local targets and England averages through 2018/19
					Number of users of ALCOHOL ONLY that left treatment successfully (free of alcohol dependence) who do not re-present to treatment again within 6 months as a percentage of the total number of ALCOHOL ONLY users in treatment.	>38.6%	57.1%	We have exceeded local targets and England averages through 2018/19
		Proportion of people walking & cycling	GREEN	↔	Numbers of people walking or cycling increase, based on the baseline for Oxfordshire in the government’s Active Lives Survey	Cycling 634,000 Walking 3,000,000	604,000 2,941,000	The targets represent annual increases over the baseline of 5% (cycling) and 2% (walking). We expect to report on this measure during Quarter 2
People play an active part in their communities	GREEN	Rates of volunteering	GREEN	↔	Number of environmental volunteer hours generated through county council activities (this is an annual measure, next due to be reported on in April 2020)	Reporting only	1,784 hours (18-19)	In 2018/19 TVERC (Thames Valley Environmental Records Centre) activities generated 1264 hours of volunteer time (worth £17,064) and the Lower Windrush Valley Project 520 hours. The Wychwood Project became independent from OCC in 2018: figures are no longer included.
					Number of volunteer hours contributed to library, museum & history services		3,398 hours in May	<ul style="list-style-type: none">Library volunteer hours: 2,714 hours contributedMuseum Service volunteer hours: 441 hours contributedHistory Centre volunteer hours: 243 hours contributed

		Prevalence of services provided by communities	GREEN	↑	Number of town or parish councils with devolved service responsibilities	Reporting only	131	We currently have 131 agreements with Parish/Towns and with West Oxfordshire, Oxford City Council, Cherwell and Vale of White Horse. Devolution of services is proactively being promoted and it is expected that the number of agency agreements will gradually increase and diversify.
					% of Councillor Priority Fund monies allocated to a) Community Groups, b) town or parish councils, c) direct services		See right	May: 47% of £1.89m allocated = £881,825, of which: <ul style="list-style-type: none"> • 65% to Community Groups = £570,757 • 12% to direct services = £107,135 • 23% to Town/Parish councils = £203,932

WE PROVIDE SERVICES THAT ENHANCE THE QUALITY OF LIFE AND PROTECT THE LOCAL ENVIRONMENT								
OUTCOME		INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Our quality of life in Oxfordshire is enhanced	GREEN	GREEN	↑	A and B Classified road network where carriageway maintenance should be considered	33%	Not yet available	This figure is collected on an annual basis. The 2019/20 result will be available on completion of the 2019/20 condition survey (estimated completion is in July / August 2019).	
				Defects posing immediate risk of injury are repaired within 24 hours	100%	100%	-	
				Defects creating potential risk of injury repaired within 28 calendar days	90%	100%	-	
				Current status of pothole enquiries reported on FixMyStreet during the calendar month prior to reporting date	Reporting only	Closed: 90.8% Open: 9.2%	90.8% = 783 enquiries closed. 9.2% = 79 enquiries open. This information is reported in arrears to enable inclusion of full month activity. This report provides the available April 2019 enquiries.	
				Km of highway resurfaced as % of total	0.6%	2.18%	The target is due to be reviewed to account for additional investment into the county's Highways.	
				% of highway maintenance construction, demolition and excavation waste diverted from landfill	90%	99.14%	-	
	GREEN	GREEN	↔	A minimum of 70% of S106 agreements involving contributions to county council infrastructure are completed within 6 months of District Committee resolutions	70%	100%	This month, funding secured was above the funding requested by £32,239	
				Monies secured in S106 agreements represent at least 85% of the sums identified as necessary through the corresponding Single Response process	>85%	104%		
	GREEN	GREEN	↔	Increase use of public transport in Oxfordshire over baseline as follows: Bus: DfT annual statistics for bus use in Oxfordshire: <ul style="list-style-type: none">Bus journeysBus use per head Bus: Transport Focus Autumn 2018 Bus Passenger Survey for Oxfordshire <ul style="list-style-type: none">Satisfaction with overall journey Rail: Dec 2018 Oxfordshire Rail Station use, per Office of Rail & Road statistics	34.8m 36.2	34.5m 35.8	Targets represent a 1% annual increase	
					93%	92%	-	
					21.6m	20.6m	Target represents a 5% annual increase (based on 10% increase between 2017 and 2018)	
	GREEN	GREEN	↔	Increase in the number of community and cultural programs/events/attendees at events/activities hosted by Cultural Services (Museums, History, Archives and Library Services)	5% annual increase	See right	On track to achieve 5% annual increase. Benchmarking will be established quarterly throughout 2019/20. <u>Library programs:</u> During May 2019, 814 programs targeting adults, children and class visits were presented (2018/19 monthly average 599). <u>Museums Service programs:</u> During May 2019, 706 school children were engaged in taught sessions on sites (554 in May 2018). 253 adults reached through outreach reminiscence sessions (201 in May 2018). 12 collections loaned out (22 in May 2018). <u>History Service activities:</u> 372 activities during May 2019 (2018/19 monthly average 342). Made up of 299 remote enquiries and 73 event attendees.	
							Reach the upper quartile in the CIPFA (Chartered Institute of Public Finance and Accountancy) benchmarking comparison group for active library users, website visits, book issues and physical visits	Upper quartile

Our local environment is protected Page 15	A M B E R	Percentage of planning decisions on time	A M B E R	↔	80% of District Council planning applications are responded to by us within the agreed deadline	80%	63%	<p>The number of applications received by the Planning Process Team has continued to increase over the last few months. Apr saw a 26% month on month increase, the effects from which were still being managed into the start of May, thereby affecting this month's overall response target. Since Dec 18, the team's overall output has increased, providing a 59% increase in the number of responses sent.</p> <p>The response rate is improving, but still lower than anticipated due to level of applications received and resource constraints that are currently being addressed.</p>
					50% of Mineral and Waste applications are determined within 13 weeks	50%	100%	9 out of 9 applications were determined within target in May. Year to date = 12 out of 12.
		Levels of carbon emissions	G R E E N	↔	Average 3% year on year reduction in carbon equivalent emissions from county council estates and activities	3%	Not yet available	2018/19 annual emissions data is being processed. We expect the figures to be published in September.
		Levels of energy use	G R E E N	↑	% of streetlights fitted with LED lanterns by March 2020	22%	19.73%	11,777 LED lanterns have been converted from 59,858 streetlights across the county over the past 6 years. This is 19.73% of our total street lighting asset. There is a target of an additional 6,000 units (LED Heads) for 2019/20. This replacement programme is currently being designed for delivery in 2019/20.
		Air quality	A M B E R	↔	% rate of delivery against the Zero Emission Zone programme	80%	See right	Work on the ZEZ programme is progressing well. On 18 June Cabinet agreed to request a Traffic Regulation Condition (TRC) which will support the transition towards a zero emissions bus fleet by 2037. In the short term the TRC will introduce cleaner diesel bus engine technology with major air quality benefits in Oxford and across the county. We expect to be able to update further on this in June's report
		Proportion of household waste re-used, recycled or composted	G R E E N	↔	% of house hold waste a) recycled, b) composted and c) re-used (and total %) Reported performance is the forecast end of year position.	a) 30% b) 29.5% c) 0.5% Total 60%	a) 27.33% b) 32.70% c) 0.37% Total 60.40%	<p>This information is for April 2019.</p> <p>Waste performance is reported in arears due to the complexity of data collection, processing required and a reliance on partner organisations.</p>
					% of household waste sent to landfill Reported performance is the forecasted end of year position.	5%	3.46%	<p>This information is for April 2019.</p> <p>Waste performance is reported in arears due to the complexity of data collection, processing required and a reliance on partner organisations.</p>
					% of household waste recycled, composted and re-used at Oxfordshire Household Waste Recycling Centres Reported performance is the forecasted end of year position.	59%	59.06%	<p>This information is for April 2019.</p> <p>Waste performance is reported in arears due to the complexity of data collection, processing required and a reliance on partner organisations.</p>
					% of people satisfied with Oxfordshire Household Waste Recycling Centres	95%	96.3%	-

WE STRIVE TO GIVE EVERY CHILD A GOOD START IN LIFE AND PROTECT EVERYONE FROM NEGLECT								
OUTCOME		INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Children are given a good start in life	AMBER	Prevalence of healthy children	AMBER	↑	Number of expectant mothers who receive a universal face to face contact at 28 weeks	78%	72.20%	Many factors have impacted negatively on this measure including missing midwifery notifications, patient choice, staff vacancies and babies being born early. An Action plan in is in place with the provider.
					Percentage of births that have received a face to face New Birth Visit	95%	98.40%	This indicator continues to perform well.
					Percentage of children who received a 12-month review	93%	93.40%	This indicator continues to perform well.
					Percentage of children who received a 2-2½ year review	93%	89.90%	Performance against this indicator has dropped: this is being actively reviewed at contract meetings.
					Babies breastfed at 6-8 weeks of age	60%	61.40%	Performance remains strong and significantly above the England average
					% of Mothers who received a Maternal Mood Review in line with the local pathway by the time the infant is aged 8 weeks.	95%	98.00%	Performance remains strong against this local priority target
		Sufficiency of early years places	GREEN		To provide sufficiency of early education placements for children aged 3 and 4 better than England average.	95%	95%	Data to term 4 (Easter 2019): 10,357 places taken up, out of forecast number of 10,864 3 and 4 year olds.
		Number of looked after children	AMBER	↑	Reduce the number of looked after children by 50 to bring it nearer to the average of our statistical neighbours during 2019/2020	750	777	Small decrease in numbers. Rated Amber because of the volatility of the number and its impact on budget and workload
		Numbers of children’s social care assessments	GREEN	↔	Increase the number of early help assessments to 1,500 during 2019-20	1,500	1,446	Figure for last 12 months. Continues to rise month on month and should hit 1500 by March 2020
					Not to exceed the level of social care assessments in 2018-19	6,250	6,030	Figure is projected based on last 2 months
		Number of children the subject of protection plans	GREEN	↑	Maintain the number of children who are the subject of a child protection plan to the average of our statistical neighbours during 2019/2020	Under 620	578	After 10 years of continued growth the number of children the subject of a child protection plan in Oxfordshire continues to fall. This is linked to greater and more effective early help mentioned above.
		Number of children’s cases held by permanent staff	GREEN	↔	Reduce caseloads so that by March 2020 over 80% of staff have caseloads at or below the agreed target level	80%	74%	The latest figure is for 31 March. Figures reflect workload pressures highlighted above and reduction in use of agency staff (below)
					Invest in the workforce so that by March 2020 80% of cases are held by permanent staff	80%	91%	The latest figure is for the end of March. Reduction in agency staff has a direct impact on caseloads for permanent staff (measure above).
Children are able to reach their potential	AMBER	% of children with a place at their first preference school	-	↔	% of children offered a place at their first preference primary school	Reporting only	93.1%	Although not rated, performance on these measures is high compared to elsewhere
					% of children offered a place at their first preference secondary school		85.8%	
		Percentage of children at good schools / settings	-	↔	% of children attending primary schools rated good/outstanding by Ofsted	Reporting only	93.3%	Primary schools: the proportion of children living in Oxfordshire who were offered their first choice place (for a Sep 2019 start) is broadly in line with last year. 93.3% compared to 93.1%. Secondary schools: the proportion of children living in Oxfordshire who were offered their first choice place at secondary school (for a Sep 2019 start) is lower than last year – 85.5% compared to 88.7%. This is due to an exceptional year for growth in the number of secondary school pupils. It is still above the national figure.
					% of children attending secondary schools rated good/outstanding by Ofsted		85.5%	

		Children missing education	A M B E R	↔	Persistent absence rates in primary schools (%)	6.8%	7.2%	Following the launch of the Learner Engagement services in October, the Education Service is actively working with schools within a new Learner Engagement strategy overseen by the Learner Engagement Board. The Board has focused on persistent absence through the introduction of a behaviour and attendance helpline for schools and is working in partnership with CAMHS on their Oxford City pilot. Although exclusions are higher than the target, relative performance is good. The target is extremely ambitious, as part of our determination that no one should miss out on education
					Persistent absence rates in secondary schools (%)	12.2%	13.9%	
					Reduction in permanent exclusions to 44 or fewer	< 44	59	
		Levels of educational attainment	G R E E N	↔	KS2: % of pupils reaching expected standard in reading, writing, maths	65%		Annual only measures. Information for KS2 is available in October 2019, and for KS4 in January 2020.
					KS2: progress scores for (i) reading (ii) writing (iii) maths remain at least in line with the national average i.e. greater than '0'	> 0		
					KS4: average attainment 8 score per pupil	48.2		
					KS4: average progress score	0.07		
					KS4: % of pupils achieving a 5-9 pass in English & maths remains at least in line with the national average	43%		
					16-18: average point score per pupil (A level)	Reporting only		
					16-18: average point score per pupil (Tech level)			
					16-18: average point score per pupil (Applied General students)			
		Timeliness of completing Education, Health and Care Plans	R E D	↑	Increase the proportion of Education Health and Care Plans (EHCPs) that are completed within 20 weeks to be above the national average by March 2020	75%	41%	There was an unprecedented rise in the number of requests for new EHCPs in April and May (191) compared to 139 last year. i.e. a 37% rise. National figures show timeliness across the country has reduced.

WE ENABLE OLDER AND DISABLED PEOPLE TO LIVE INDEPENDENTLY AND CARE FOR THOSE IN GREATEST NEED							
OUTCOME	INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Care services support independent living Page 18	Number of home care hours purchased	AMBER	↑	Maintain the number of home care hours purchased per week	21,779 hours per week	21,438	There has been a small increase in hours for each of the last 2 months (269 hours) which is positive, but the level of care is still 342 hours below that of March 2018
		GREEN	↑	Maintain the number of hours of reablement delivered to 5750 per month	5,750 hours per month	5,786	-
	Number of people with control over their care	GREEN	↔	Number of people with personal budgets remains above the national average	17-18 nat. av. 89.7%	92.5%	Over 90% of people are told how much their care costs and are agreeing the way that want it delivered.
				% of people with safeguarding concerns who define the outcomes they want	> 90%	96.9%	-
				% of people using Adult Social Care services who receive a direct payment remains above the national average	17-18 nat. av. 28.5%	35%	Over a third of people who live at home take their care in the form of a cash payment. This gives them greater choice and control over their care.
	Number of people delayed leaving hospital awaiting social care	GREEN	↔	Reduce the number of people delayed in hospital awaiting social care	6	6	Social care delays have reduced significantly in the last 2 years and are below the national rate
				Reduce the number of people delayed in hospital awaiting both health and social care	26	39	People awaiting 'both health and social care' are primarily awaiting reablement. There is an agreed trajectory to reduce delays from 50 to 26 by March 2020. An action plan is in place with the provider of reablement to deliver the required improvement. At the end of April 39 delays were due to both.
	Proportion of older people supported in the community	AMBER	↑	Increase from 57% the percentage of older people in long term care who are supported to live in their own home	>57%	56.5%	There has been an increase in the proportion of people supported in care homes with the constraints in home care supply noted above
Homes and places support independent living	Percentage of people living in safe and suitable housing	GREEN	↔	Increase Extra Care Housing capacity to 4,500 flats by 2026	4,500 by 2026	928	928 flats have been completed to date
				Ensure the % of working age (18-64) service users with a learning disability support, who are living on their own or with their family, remains above the national average (76%)	>76%	91%	-

WE SUPPORT A THRIVING LOCAL ECONOMY BY IMPROVING TRANSPORT LINKS TO CREATE JOBS & HOMES FOR THE FUTURE							
OUTCOME	INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Strong investment and infrastructure are secured	Level of investment attracted	AMBER	↑	Funding secured as % of yearly investment required to bring the condition of all assets into good condition (identified in the Highway Investment Business Case)	95%	89.4%	Financial modelling has identified that £35.5M is required annually to maintain the carriageway asset in a “good” condition over the next 10 year period (2018/19 to 2027/28). £31.725M is 89.4% of the £35.5M target. Initial investment is lower than expected due to slower growth within the County.
				We participate in 20 innovation funding bids to support the Smart Oxford programme	20	2	Projects successfully bid for in 18-19 are being developed now.
				Businesses given support by Trading Standards interventions/fire risk inspections	3,332	See right	<ul style="list-style-type: none">• Fire safety audits completed: May target 58, actual at 31 May – 50• Trading Standards business interventions: on track for Q1 target (188)• Trading Standards business advice given: on track for Q1 target (160)• Building Regulations consultations responded to: May target 264, actual at 31 May – 137. This measure is demand-led.• Trading Standards business newsletter recipients: on track for Q1 target (50).
				% rate of delivery against the Growth Deal infrastructure programme	80%	20%	Achieved £30m spend against £30m target in 2018 of the £150m budget for the 5 Year programme. The £30m has been used to fund infrastructure/highways and schools capital projects which support the release of housing sites to deliver additional housing across the county. Work has commenced on Year 2 schemes and continuation of Year 1 schemes.
	Level of infrastructure investment required	GREEN	↔	Identification of investment levels required in new/improved infrastructure to 2050 (updated from Oxfordshire Infrastructure Strategy 2040)	Reporting only	See right	We have initiated development of the scope of work relating to this measure.
	Number of new homes	AMBER	↑	We enable the construction of 100,000 new homes by 2031	1,215 homes in 2019/20 accelerated	Not yet available	Data and commentary against this measure will be available in the next monthly report, in line with the Partnership Reporting process
				We support the delivery of 464 new affordable housing starts by March 2020	464	Not yet available	Data and commentary against this measure will be available in the next monthly report, in line with the Partnership Reporting process. Housing and Growth Deal partners continue to work on a data gathering method to enable monthly reporting, however, delivery continues to be a key priority for the council.
	Levels of disruption to journeys	AMBER	↑	Failed utility inspections no higher than 15%	<15%	25%	-
	Level of transport connectivity	AMBER	↔	Improve connectedness of all transport modes in priority corridors in Oxfordshire	TBC	Not yet available	We will report on this subject in 2019-20 but need to determine the correct measure, which needs to be broken down into specific transport corridors and include measures for (i) journey time and (ii) reliability / punctuality. We intend to be ready to report on this in the June report.
	Level of access to online and digital services	GREEN	↑	The absolute number of premises we have enabled to have access to superfast broadband within Oxfordshire, via our contract with BT	77,500	77,464	Number updated to the end of May (up from 77,114 in April)
The % of premises in Oxfordshire with access (via either our contract or commercial providers) to superfast/ultrafast/full fibre broadband				97.5%	97%	-	
The % of premises in Oxfordshire without access to: <ul style="list-style-type: none">• At least Basic Broadband (at least 2Mb/s)• OFCOM ‘acceptable’ broadband (10Mb/s)				<0.3% <1.2%	0.3% 1.23%	-	

Local businesses grow and provide employment	GREEN	Employment rates	GREEN	↔	% of Oxfordshire residents aged 16-64 in employment (against GB rate Jul 17 to Jun 18 of 75%)	Reporting only	See right	Jan-Dec 2018: 81.3% of Oxfordshire residents aged 16-64 in employment vs Jan-Dec 2018 GB rate of 75.1%
		Business numbers	GREEN	↔	Numbers of births, deaths and survivals of businesses in Oxfordshire (annual ONS data)		See right	Dec 2018 figures (next ONS update due in November 2019): Business births: 3,450 in 2017 (down 4% on 2016); business deaths: 3,130 in 2017 (down 2% on 2016). Business survivals: 48.7% surviving 5 years later (was 49.3%).
		Numbers of apprenticeships	GREEN	↔	Number of apprenticeships employed by the county council and maintained schools	80	See right	The tally at the end of March was 121 apprentices. Data for April will be reported in the next monthly report.
		Levels of workforce	GREEN	↔	Oxfordshire County Council Full-Time Equivalent (FTE), excluding schools	Reporting only	See right	End of May 2019: 4074 FTE
					Total spend on agency staff as proportion of our annual salary budget		See right	End of March 2019: 2.76% of annual salary budget.

ANNEX B – RISK

The table below summarises the council's Strategic Risks. This reflects the latest updates by strategic risk owners.

Risk Ref	Risk Title	Current rating
1	Workforce for the future - county	High
2	Council Workforce - Internal	Medium
3	Environmental sustainability and quality of life	Medium
4	Growth and infrastructure investment	Medium
8	Demand Management	High
9	Safeguarding	High
11	Influencing on behalf of Oxfordshire	Low
12	Community cohesion	Low
13	Health and Safety	Medium
TP1	Transformation does not deliver sufficient value for money for our residents	High
TP2	Transformation does not improve the quality of services for our residents and businesses	High
TP3	Transformation costs our residents and businesses more money than it should	Low
CSC9	Children's Services activity levels	High

ANNEX C – HUMAN RESOURCES (HR)

Workforce data contained in this Annex replaces the quarterly Staffing Report presented to Cabinet. The data below provides a directorate by directorate breakdown, as in previous reports.

Workforce data contained in this Annex provides a snapshot of our workforce. It does not constitute 'performance' as it does not set out delivery against targets. It aims to provide an overview of workforce data. The council is set to review its workforce plan and HR strategy during 2019 and HR data and reporting will be refined as part of this process.

Full-time equivalent (FTE), headcount and turnover (at 31 May 2019)

DIRECTORATE	FTE Employed at 31 March 2019 Q4	FTE Employed at 31 May 2019	Headcount at 31 March 2019 Q4	Headcount at 31 May 2019	Turnover Q4	Turnover May 2019
ADULTS	746.4	741.5	875	873	2.40	0.01
Adult Social Care	623.14	615.95	735	730	2.60	0.01
Joint Commissioning	123.29	125.57	140	143	1.40	0.01
CHILDREN	1225.5	1234.2	1504	1519	2.50	0.01
Children's Social Care (inc ATY)	411.43	412.78	481	478	3.30	0.01
Safeguarding	355.72	357.14	426	432	1.20	0.01
Education	280.14	287.33	385	399	1.80	0.00
Admin and Director's Office	178.25	176.96	212	210	4.70	0.01
PUBLIC HEALTH	20.94	20.94	22	22	9.10	0.00
COMMUNITIES	1282.7	1590.6	1586	2086	2.40	0.01
Planning and Place	144.71	161.09	155	171	1.30	0.01
Infrastructure	475.93	483.30	688	702	2.50	0.01
Capital Investment & Major Infrastructure Delivery	55.19	49.39	61	58	8.20	0.00
Cultural Services		280.65		461		0.01
FRS & Community Safety (inc. Retained)	606.89	614.14	682	695	2.10	0.01
RESOURCES	748.03	460.12	969	501	2.80	0.01
Finance	110.42	113.48	122	125	2.50	0.01
HR	35.19	35.20	40	40	2.50	0.00
Law and Governance	206.65	82.25	264	92	6.10	0.01
Policy, Performance and Comms	47.75	43.44	50	46	4.20	0.02
Customer Experience	225.86	60.24	366	67	1.60	0.01
Programme Management Office		6.31		7		0.00
Digital and ICT	122.16	119.20	127	124	2.40	0.01
TOTAL	4023.7	4047.4	4956	5001	2.50	0.01

Please note: where employees are absent (e.g. on maternity leave or sickness), and have been temporarily replaced, both the absent employee and the temporary employee will have been counted.

Headcount refers to the workforce including full time, part time, temporary and permanent but excluding casual, external managers or contractors. Those with more than one job are counted for each job they occupy.

Turnover rate measures the number of leavers during a period divided by the headcount figure at the end of that period.

Agency staff and costs (at 31 March 2019)

Data on agency costs is prepared on a quarterly basis. The most recent data available is reported here. The next available information will be included in the report on June 2019.

DIRECTORATE	Cost of Agency Staff £ (Q4)	Cost of Agency Staff £ (Q3)
ADULTS	£1,135,362	£788,306
Adult Social Care	£471,720	£572,688
Joint Commissioning	£663,642	£215,618
CHILDREN	£956,999	£1,112,035
Children's Social Care (inc ATV)	£699,310	£704,924
Safeguarding	£104,559	£209,986
Education	£133,352	£94,520
Admin and Director's Office	£19,778	£102,605
PUBLIC HEALTH	£3,448	£0
COMMUNITIES	£1,441,313	£1,396,911
Planning and Place	£529,901	£359,320
Infrastructure	£131,344	£443,388
Capital Investment & Major Infrastructure Delivery	£709,038	£535,306
FRS and Community Safety (inc Retained)	£71,030	£58,897
RESOURCES	£502,613	£397,141
Finance	£131,945	£141,002
HR	£0	£0
Law and Governance	£61,688	£55,687
Policy	£147,562	£55,095
Customer Experience	£103,054	£93,700
Digital and ICT	£58,364	£51,657
TOTAL	4,039,735	3,694,393

Top five reasons for using agency workers				
Reason	Q1	Q2	Q3	Q4
Covering a vacancy	52.30%	47.80%	42.76%	61.22
Interim Cover pending recruitment	15.50%	15.72%	11.72%	Inc in above
Unplanned demand	8%	7.55%	11.03%	13.26
Project work	5.75%	9.43%	8.97%	12.24
Sickness	5.17%	6.29%	5.52%	8.16
Most frequent job categories of agency staff (98 orders in Q4)				
Job Category	Q1	Q2	Q3	Q4
Manager, Admin and clerical	22.99%	37.03%	22.08%	7%
Social Care qualified	21.84%	29.63%	32.50%	70%
Engineering and surveying	7.47%	7.41%	8.75%	
Interim	-	-	5.83%	
Catering and hospitality	23.56%	5.55%	5.42%	
Procurement & Logistical	-	4.63%	-	
Manual / Passenger assistant	9.77%	-		7%

Levels of spend on agency staff rose between Quarter 3 and Quarter 4 2018-19. This is in line with trends in previous years, especially within Directorates providing front line services where additional urgent cover may be required due to higher staff sickness levels in the winter months of Quarter 4.

Also, Quarter 4 figures relate to all financial spend in that quarter, including clearing any outstanding invoices prior to year end and accruing for any committed expenditure not yet processed.

From Quarter 1 2019-20 agency spend will be reported identifying specific agency use and associated costs within that quarter, rather than the invoices paid in that quarter.

In Communities Directorate there was additional agency spend to assist with the Growth Deal, and a number of interims in place pending restructure of Facilities Management and Capital and Investment.







In Adult Social Care, use was made of Government funding to deal with short term and urgent demand, enabling services to use agency staff to respond quickly to the need for experienced staff. The introduction of a new team to tackle waiting lists required the need for more experienced staff: we were not able to recruit as many experienced staff as we needed, so used agency staff.

Public Health made increased agency spend relating to winter projects, all of which was within staffing budgets. Children's Services made additional use of agency staff to provide cover for vacancies and sickness. Resources Directorate agency spending included PA arrangements for the Chief Executive. The Customer Service Centre found recruiting via agencies a highly effective way of securing good candidates to ensure customer demand is met during busy periods (e.g. winter, school admissions deadlines, Blue Badge criteria changes).

Annex D – Finance





Forecast outturn 2019/20 at May 2019



Key

 Red	 Improving
 Amber	 Stable
 Green	 Worsening



Children's Services

£3.8m (3.4%) forecast overspend

Education & Learning RAG rating  Direction of travel  Variation £2.5m (10.1%) overspend Action Plan Virement of £2.2m agreed by Cabinet on 18 June 2019	<p>£2.5m overspend forecast in relation to SEN Home to School Transport. This forecast is based on current demand along with average growth seen in recent years. There remains a risk that demand will remain high in 2019/20 and increase the forecast spend in this area. On 18 June 2019, Cabinet agreed a temporary virement of £2.2m from Corporate Contingency to ensure this budget reflects a reasonable baseline and allow time for savings to be implemented and costs to be reduced. This will be included in the June report and will reduce the overspend to £0.3m.</p> <p>There is a potential pressure due to deficit balances in a school which has converted to academy status. The value is currently estimated at £0.1m and it is unlikely that this can be met from existing resources at this time.</p>
Children's Social Care RAG rating  Direction of travel  Variation £0.0m (0%) overspend Action Plan	<p>The Unaccompanied Asylum-Seeking Children budget is now expected to balance to budget. Following a notification from the Home Office that the funding rate for under 18 young people will be increased from 1 April 2019 it is now expected that this will meet the costs of this cohort overall.</p> <p>As in previous years there remains a risk around use of agency staff in front line social worker teams due to ongoing issues in recruitment of experienced staff exceeding the available budget set aside for this purpose.</p> <p>There is a proposal to move to a new model of service delivery for Children's Social Care, which will require cabinet approval. The savings associated with this are at risk until such time that the project proceeds.</p>

Children's Social Care Countywide Services	£0.1m overspend on Safeguarding as a result of the use of agency staff within the team to cover staff absence.
RAG rating 	£1.2m overspend forecast due to savings which are currently not expected to be achieved relating to third party spend. Alternative savings are being considered and an update will be provided in future reports.
Direction of travel 	Overall no variance outside of savings is currently forecast within Corporate Parenting, with overall demand relatively stable and within the assumed budget. Placement mix, particularly the number of residential placements and demand need to be monitored carefully to identify any potential variances as the year progresses.
Variation £1.3m (2.5%) overspend	
Action Plan Options being considered	

DSG Funded Services

High Needs DSG Block	£9.7m to £15m overspend against the in-year High Needs Block Dedicated Schools Grant. This includes the effect of a temporary additional allocation to be received in 2019/20 of £1.5m and a one-off transfer from the Schools DSG block of £1.8m.
RAG rating 	
Direction of travel 	The variation is due to a significant increase in the number of Education Health Care Plans (EHCPs) that the local authority maintains. Over the last year this increased by just under 500 plans. Since the beginning of this financial year, the Council is issuing an average of 50 additional plans per month and this is having a significant impact on team resources. The increase in EHCPs has led to additional cost to meet the needs of students in mainstream schools and an increase in the request for specialist placements. This has led to many children being placed in the independent non-maintained sector, where placements are on average £0.055m per place per annum plus transport costs.
Variation £9.7m to £15m (18.6% to 28.8%) overspend	
Action Plan	The forecast range is currently given as there is a risk that the overspend will increase significantly due to exceptional demand for special school places. In March 2019, approximately 80 cases were considered at special school panel and at the June meeting around 140 further requests are being considered which, if agreed, would substantially increase the deficit as limited places are available at local authority and academy special schools in Oxfordshire, with limited availability in neighbouring authorities or the independent sector. Significant uncertainty will remain in this forecast until special school and further education college places and funding are confirmed in the new academic year.

Adult Services

£0.2m (0.1%) forecast overspend

Better Care Fund Pool

RAG rating



Direction of travel



Variation Break-even

Action Plan

No action plan required

Combines health and social care expenditure on care homes, activity relating to hospital avoidance and prevention and early support activities for older people and adults with physical disabilities.



The risk share arrangements for managing variations to the pooled budgets in 2019/20 are expected to be agreed by the Joint Management Group for the Better Care Fund Pool in July 2019. This report assumes aligned ownership of any under or overspend within the pool and does not include any variations against the health elements.





While an improvement plan is underway, the forecast reablement activity provided through the contract with Oxford University Hospitals NHS Foundation Trust continues to be lower than budgeted. The council's share of the underspend based on current activity would be **£0.8m**. The underspend would reduce if activity increases.

Home support capacity is being maintained but the local market continues to be impacted by workforce availability. Based on current activity there is a forecast underspend of **£0.1m** (-0.2% of the total home support budget).

Based on current activity, care home placements are forecast to overspend by **£0.9m**, 2.1% of the total care home budget.

£1.4m one – off funding for projects and activity to support hospital discharges and flow over the winter is available in reserves. Plans to support winter pressures and support local system flow are being jointly developed with health partners. An update will be provided in the next report.

Adults with Care and Support Needs Pool	Supports a mix of health and social care needs for adults of working age with learning disabilities, acquired brain injury or mental health needs. Ahead of the agreement of contributions and the risk share arrangements for 2019/20 by the Joint Management Group, this report assumes the council is responsible for all the variation on this pool in 2019/20.
RAG rating 	
Direction of travel 	The forecast <u>overspend</u> of £2.6m is £1.9m higher than the initial forecast reported last month.
Variation £2.6m (3.7%) overspend	£1.0m relates to the social care element of placements in out of county schools and colleges for 18 to 23-year olds with Special Educational Needs (SEN). This is the estimated on-going effect of an increase in the average cost of placements in 2018/19. Further work is required to assess the impact on Adult Social Care but there is a risk that a rising level of activity being reported by Children's Social Care will increase the pressure against this budget as the year progresses.
Action Plan Mitigated by underspends in non – pool budgets.	<p>£0.5m relates to sustainability costs paid to a provider for the continuing delivery of a contract going through a prolonged procurement process.</p> <p>After taking account of £2.1m demographic growth added to the budget in 2019/20 and £2.5m additional funding to manage pressures identified through the Service & Resource Planning process, there is a net overspend of £0.1m in the forecast cost of care packages as a result of new service users and changes to existing services.</p> <p>There is a forecast overspend of £0.1m relating to service users with Acquired Brain Injury. Because of the unpredictability of service user needs and the high cost of individual care packages this forecast will fluctuate month to month. Activity on health ABI is also higher than the budget but further work is on-going to determine what the pressure is and how that should be funded.</p> <p>Savings totalling £2.4m are built into the council's contribution to the pool in 2019/20. Plans to implement these are progressing but based on current plans £0.9m is at risk of slipping to 2020/21 and is contributing to the pressure within the pool.</p>

Non-Pool Services	<p>Unallocated on-going base budget of £2.4m is currently being held outside the pooled budgets. £1.7m is funding built into the Medium Term Financial Plan for the on-going effect of inflationary pressures agreed in 2018/19. However, as in 2018/19, these costs will again be met from the iBCF grant funding, releasing the equivalent base budget to support other pressures.</p>
RAG rating 	
Direction of travel 	<p>A further £0.7m originally related to Care Act implementation and the withdrawal of the Independent Living Fund. This has been used to manage a range of demand led pressures in the pools in the last two years and continues to be available in 2019/20.</p>
Variation - £2.4m (-17.6%) underspend	<p>All of the £2.4m underspend is being used to offset the forecast pressure within the Adults with Care & Support Needs pooled budget.</p>
Action Plan Not required	<p>All other areas are currently reporting a breakeven position noting on-going challenges around the recruitment and sustainability of social work capacity required to support the implementation of the Medium Term Financial Plan and on-going work.</p>
<hr/>	
Commissioning	<p>The service is currently reporting a breakeven position.</p>
RAG rating 	
Direction of travel 	
Variation £0.0m Breakeven	
Action Plan Not required	

Public Health

£0m (0%) breakeven position

RAG rating



The service is currently reporting a breakeven position.

Direction of travel



Variation

£0.0m (0%)

Breakeven

against

£29.9m

ringfenced

grant

Action Plan

Not required

Communities

£0.1m (0.1%) forecast overspend

Planning & Place

Although a nil variance is reported, the plans to develop an Integrated Delivery team for the implementation of the Growth Deal and HiF programme, may result in a material short-term revenue pressure.

RAG rating



Work is on-going to determine and value the best operating model to support the implementation of the significant programme.







Direction of travel



Variation


£0.0m (0.0%)

variance

Community Operations	£0.1m of the <u>overspend</u> relates to Fleet income, which is expected to fall short of budget.
RAG rating	The County Libraries anticipates an income target shortfall due to a fall in demand on DVD and CD rentals as well as a lower level of fines, as a result of a more proactive approach to reminders and the availability of online renewals.
	
Direction of travel	Managers are considering operational actions that could be taken to bring these pressures within the available budgets.
	
Variation £0.1m (0.2%) variance	
Property & Investment	Although a nil variance is reported at present, the plans for reshaping the service continues, post Carilion and although this will bring about opportunities in redesigning the service, there is a risk of short-term financial pressures. This includes risk of additional pressures following the asset condition surveys in bringing the estate to a safe/appropriate level of operation.
RAG rating	
	
Direction of travel	
	
Variation £0.0m (0.0%) variance	
Community Safety	Nothing material to report
RAG rating	
	
Direction of travel	
	
Variation £0.0m (0.0%) variance	

Resources

£0.3m (0.9%) forecast overspend

Resources	£0.05m of the <u>overspend</u> relates to the unfunded pressure of a Human Resources Business Partner.
RAG rating 	£0.03m of the <u>overspend</u> relates to the ongoing pressure in Democratic Services £0.1m, which is being partially offset by underspends across the wider Governance budget.
Direction of travel ↓	£0.13m of the <u>overspend</u> relates to the unfunded costs of the interim Procurement team. The ongoing pressure will be addressed as part of Provision Cycle service redesign.
Variation £0.3m (0.9%) overspend	£0.05m of the <u>overspend</u> relates to insufficient funding to meet current activity within the Customer Service Centre following a recent budget adjustment with the Library Service.


Corporate Measures

General Balances	The current forecast for general balances at 31 March 2020 is £25.0m . This is £5.7m higher than the risk assessed level of £19.3m as set out in the Medium Term Financial Plan (MTFP) approved by Council in February 2019. As part of this, it was agreed to transfer £6.0m from balances at the start of the 2019/20 financial year to the Transformation Reserve.
RAG rating 	

Direction of travel ↑

	£'000
General Balances at 1 April 2019	27,971
<u>Calls on balances</u>	
Agreed Transfer to Transformation Fund	-6,000
Total Calls on balances	-6,000
<u>Additions to balances :</u>	
Underspend	+3,046
	+3,046
Projected level of General Balances 31 March 2019	+25,017
RISKED ASSESSED LEVEL OF BALANCES 2019/20	+19,300
Level of surplus General Balances	+5,717

Reserves Reserves are forecast to be £63.4m at 31 March 2019. This is a reduction of £5.3m compared to the position reported the April report.

RAG rating  The change relates to the increased overspend relating to the High Needs Dedicated Schools Grant as set out in the Children's Services section above.

Direction of travel ↓

Unplanned Use >£250k

Medium Term Financial Plan Savings At least 81% of the planned savings of **£36.8m** are expected to be delivered.

RAG rating



Direction of travel ↓


% of savings expected to be achieved
95%

Summary of Savings Delivery Progress		
Total Directorate Savings	-21,672	
Corporate Savings	-15,157	
Total savings for 2019/20 Budget	-36,829	
Directorate Savings		
Delivered & Green	-14,837	68%
Amber Savings	-4,657	21%
Red Savings	-2,178	10%
	-21,672	
Directorate Delivered & Green Savings	-14,837	
Corporate Savings - all green	-15,157	
	-29,994	
Percentage Delivered & Green of 19/20 total	81%	

The table below shows what percentage of the savings are expected to be delivered compared to the original RAG status set out in the budget agreed by Council in February 2019.

Original RAG Status	Percentage Green/Delivered	Target
Red	0%	70%
Amber	55%	90%
Green	98%	100%

Grants The council receives ringfenced and un-ringfenced government grants totalling **£337.2m** a change of £0.7m from last month. The change mainly relates to a reduction in the High Needs DSG.

RAG rating 

Direction of travel ↓

Strategic Measures**RAG rating****Direction of travel**

The following table sets out average in-house cash balances and average rates of return for May 2019. The current forecast outturn position for in house interest receivable is **£2.5m**, which is in line with budget.

Month	Average cash balance	Average rate of return
May	£372.71m	0.911%

External Fund dividends are paid quarterly. The forecast outturn position for external fund returns is **£3.8m**, which in line with budget.

Interest Payable is forecast to be in line with the budgeted figure of **£15.2m**.

Performance Indicator	Actual	Target
Average interest rate achieved in-house compared to treasury Management Budgeted Rate	0.91%	>=0.98%
Average Annualised Return achieved compared to Benchmark Rate* (Pooled Fund)	3.75%	>=3.75%

Debt and Loan Write Offs & Impairments – Corporate Debtors**RAG rating****Direction of travel**

Invoice collection and average days debt outstanding have both improved this month.

Debt requiring impairment has risen slightly due to four new cases that have are now in the 120 days overdue category. The highest of these relates to an overpayment to Scope for care services; this is in the process of being recovered: the remaining cases are all linked to recovery of direct payments that have not been used appropriately.

	Target	May 2019
Invoice collection rate	97.5%	97.06%
Avg. days outstanding	35	32
Debt requiring impairment	<£0.30m	£0.33m
Unsecure debt over 1 year	<£0.50m	£0.62m
Write offs as % of income Year to Date	<0.10%	0.001%

**Debt and
Loan Write
Offs &
Impairments
– Adult
Contribution
Charges**

All indicators for social care have worsened this month. The most significant changes were to the level of debt requiring impairment and unsecure debt over 1 year. The debt requiring impairment figure has been impacted by the introduction of Adult's new charging policy in October 18 as these charges have now reached the 6 month bad debt period.

RAG rating



**Direction of
travel ↓**

There are several factors contributing to the increasing debt levels and work is underway to make changes to social care processes to improve systems and pathways (ASC System Blocker project and the joint ASC & CEF LAS/LCS Project). Throughout 2018/19 delayed packages of care continued to be entered leading to several high value and complex debt recovery cases. Within the ASC Income team objectives have been defined that link to reduction of aged and bad debt; delays to recruit to a vacant position have delayed some activity in this area.

	Target	May 2019
Invoice collection rate	92%	89.01%
Avg. days outstanding	100	102
Debt requiring impairment	<£2.00m	£3.00m
Unsecure debt over 1 year	<£1.60m	£2.89m
Write offs as % of income Year to Date	<1.0%	0.64%

Business Management Report
Position to the end of May 2019
Budget Monitoring

Directorate	BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation to Budget underspend - overspend + £000	Projected Year end Variance Traffic Light
	Original Budget	Movement to Date	Latest Budget			
	£000	£000	£000	£000	£000	
Children						
Gross Expenditure	368,782	-394	368,388	372,226	3,838	R
Gross Income	-255,037	340	-254,697	-254,697	0	G
	113,745	-54	113,691	117,529	3,838	R
Resources						
Gross Expenditure	40,330	7	40,337	40,617	280	G
Gross Income	-11,487	1	-11,486	-11,505	-19	G
	28,843	8	28,851	29,112	261	G
Communities						
Gross Expenditure	175,434	1,308	176,742	176,863	121	G
Gross Income	-61,968	-1,458	-63,426	-63,426	0	G
	113,466	-150	113,316	113,437	121	G
Adults						
Gross Expenditure	204,376	-6	204,371	204,575	204	G
Gross Income	-20,349	1	-20,348	-20,348	0	G
	184,027	-5	184,022	184,226	204	G
Public Health						
Gross Expenditure	29,950	0	29,950	29,950	0	G
Gross Income	-29,950	0	-29,950	-29,950	0	G
	0	0	0	0	0	G
Directorate Expenditure Total	818,872	916	819,787	824,230	4,443	G
Directorate Income Total	-378,791	-1,117	-379,908	-379,927	-19	G

Business Management Report
Position to the end of May 2019
Budget Monitoring

Directorate	BUDGET 2019/20		Latest Budget	Outturn Forecast Year end Spend/Income	Projected Year end Variation to Budget	Projected Year end Variance Traffic Light
	Original Budget	Movement to Date				
	£000	£000	£000	£000	underspend - overspend + £000	
Directorate Total Net	440,081	-201	439,880	444,304	4,424	R

Business Management Report
Position to the end of May 2019
Budget Monitoring

Directorate	BUDGET 2019/20			Outturn	Projected	Projected
	Original	Movement	Latest	Forecast	Year end	Year end
	Budget	to Date	Budget	Year end	Variation to	Variance
				Spend/Income	Budget	Traffic
					underspend -	Light
					overspend +	
	£000	£000	£000	£000	£000	
Contributions to (+)/from (-)reserves	11,160		11,160	11,160	0	
Contribution to (+)/from(-) balances	-6,000		-6,000	-2,954	3,046	
Public Health Saving Recharge	-250		-250	-250	0	
Transformaton Savings	-1,500		-1,500	-1,500	0	
Contingency	7,629	201	7,830	360	-7,470	
Insurance	2,897		2,897	2,897	0	
Capital Financing	23,691		23,691	23,691	0	
Interest on Balances	-8,419		-8,419	-8,419	0	
Strategic Measures Budget	29,208	201	29,409	24,985	-4,424	
Unringfenced Government Grants	-18,743		-18,743	-18,743	0	
Council Tax Surpluses	-7,306		-7,306	-7,306	0	
Revenue Support Grant	0		0	0	0	
Business Rates Top-Up	-39,896		-39,896	-39,896	0	
Business Rates From District Councils	-34,279		-34,279	-34,279	0	
Council Tax Requirement	369,065	0	369,065	369,065	0	

KEY TO TRAFFIC LIGHTS

Balanced Scorecard Type of Indicator

Budget	On track to be within +/- 1% of year end budget
	Estimated outturn showing variance in excess of +/- 1% of year end budget

G
R

Business Management Report
Position to the end of May 2019
Budget Monitoring

Children Directorate		BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
		Original Budget	Movement to Date	Latest Estimate			
		£000	£000	£000	£000	underspend - overspend + £000	
CEF1	Education & Learning						
	Gross Expenditure	79,259	-356	78,903	81,403	2,500	R
	Gross Income	-54,797	658	-54,139	-54,139	0	G
		24,462	302	24,764	27,264	2,500	R
CEF2	Children's Social Care						
	Gross Expenditure	34,717	-1,242	33,475	33,475	0	G
	Gross Income	-3,352	-91	-3,443	-3,443	0	G
		31,365	-1,333	30,032	30,032	0	G
CEF3	Children's Social Care Countywide Services						
	Gross Expenditure	55,690	1,703	57,393	58,729	1,336	R
	Gross Income	-3,882	-321	-4,203	-4,203	0	G
		51,808	1,382	53,190	54,526	1,336	R
CEF4-1	Delegated Schools						
	Gross Expenditure	154,133	-93	154,040	154,040	0	G
	Gross Income	-154,133	93	-154,040	-154,040	0	G
		0	0	0	0	0	G
CEF4	Other Schools						
	Gross Expenditure	38,570	-1	38,569	38,569	0	G
	Gross Income	-38,354	0	-38,354	-38,354	0	G
		216	-1	216	216	0	G

Business Management Report
Position to the end of May 2019
Budget Monitoring

		BUDGET 2019/20			Outturn	Projected	Projected
Children Directorate		Original Budget	Movement to Date	Latest Estimate	Forecast Year end Spend/Income	Year end Variation	Year end Variance Traffic Light Indicator
		£000	£000	£000	£000	underspend - overspend +	
CEF5	Children's Services Central Costs						
	Gross Expenditure	6,413	-405	6,008	6,010	2	G
	Gross Income	-519	0	-519	-519	0	G
		5,894	-405	5,489	5,491	2	G
	Directorate Expenditure Total	368,782	-394	368,389	372,226	3,838	R
	Directorate Income Total	-255,037	340	-254,697	-254,697	0	G
	Directorate Total Net	113,745	-54	113,691	117,529	3,838	R

KEY TO TRAFFIC LIGHTS

Balanced Scorecard Type of Indicator

Budget	On track to be within +/- 1% of year end budget	G
	Estimated outturn showing variance in excess of +/- 1% of year end budget	R

Business Management Report
Position to the end of May 2019
Budget Monitoring

Communities Directorate		BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
		Original Budget	Movement to Date	Latest Estimate			
		£000	£000	£000		underspend - overspend + £000	
EE1	Planning & Place						
	Gross Expenditure	11,862	1,267	13,129	13,129	0	G
	Gross Income	-6,577	-1,459	-8,036	-8,036	0	G
		5,285	-192	5,093	5,093	0	G
EE2	Community Operations						
	Gross Expenditure	124,284	-1,508	122,777	122,897	120	G
	Gross Income	-48,224	64	-48,161	-48,161	0	G
		76,060	-1,444	74,616	74,736	120	G
EE3	Property & Investment						
	Gross Expenditure	12,822	1,495	14,317	14,318	1	G
	Gross Income	-4,324	0	-4,324	-4,324	0	G
		8,498	1,495	9,993	9,994	1	G
EE4	Community Safety						
	Gross Expenditure	26,466	53	26,519	26,519	0	G
	Gross Income	-2,843	-62	-2,905	-2,905	0	G
		23,623	-9	23,614	23,614	0	G
Directorate Expenditure Total		175,434	1,308	176,742	176,863	121	G
Directorate Income Total		-61,968	-1,458	-63,426	-63,426	0	G
Directorate Total Net		113,466	-150	113,316	113,437	121	G

KEY TO TRAFFIC LIGHTS

Balanced Scorecard Type of Indicator

Budget	On track to be within +/- 1% of year end budget	G
	Estimated outturn showing variance in excess of +/- 1% of year end budget	R

Business Management Report
Position to the end of May 2019
Budget Monitoring

Resources Directorate	BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
	Original Budget	Movement to Date	Latest Estimate			
	£000	£000	£000			
CEO1 Corporate Services						
Gross Expenditure	2,298	0	2,298	2,298	0	G
Gross Income	0	0	0	0	0	G
	2,298	0	2,298	2,298	0	G
CEO2 Law & Governance and Human Resources						
Gross Expenditure	11,223	44	11,267	11,347	80	G
Gross Income	-5,070	1	-5,069	-5,069	0	G
	6,153	45	6,198	6,278	80	R
CEO3 Corporate Finance & Internal Audit						
Gross Expenditure	7,388	1	7,389	7,539	150	R
Gross Income	-2,599	0	-2,599	-2,618	-19	G
	4,789	1	4,790	4,921	131	R
CEO4 Assistant Chief Executives						
Gross Expenditure	19,421	-38	19,383	19,433	50	G
Gross Income	-3,818	0	-3,818	-3,818	0	G
	15,603	-38	15,565	15,615	50	G
Directorate Expenditure Total	40,330	7	40,337	40,617	280	G
Directorate Income Total	-11,487	1	-11,486	-11,505	-19	G
Directorate Total Net	28,843	8	28,851	29,112	261	G

KEY TO TRAFFIC LIGHTS

Balanced Scorecard Type of Indicator

Budget	On track to be within +/- 1% of year end budget
	Estimated outturn showing variance in excess of +/- 1% of year end budget

G
R

Business Management Report
Position to the end of May 2019
Budget Monitoring

Adults Directorate		BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
		Original Budget	Movement to Date	Latest Estimate			
		£000	£000	£000	£000	underspend - overspend + £000	
SCS1	Adult Social Care						
	Gross Expenditure	196,700	-1	196,699	196,903	204	G
	Gross Income	-18,999	1	-18,998	-18,998	0	G
		177,701	0	177,701	177,905	204	G
SCS2	Joint Commissioning						
	Gross Expenditure	7,676	-5	7,671	7,671	0	G
	Gross Income	-1,350	0	-1,350	-1,350	0	G
		6,326	-5	6,321	6,321	0	G
Directorate Expenditure Total		204,376	-6	204,371	204,575	204	G
Directorate Income Total		-20,349	1	-20,348	-20,348	0	G
Directorate Total Net		184,027	-5	184,022	184,226	204	G

KEY TO TRAFFIC LIGHTS

Balanced Scorecard Type of Indicator

Budget	On track to be within +/- 1% of year end budget	G
	Estimated outturn showing variance in excess of +/- 1% of year end budget	R

Business Management Report
Position to the end of May 2019
Budget Monitoring

Public Health Directorate		BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation underspend - overspend +	Projected Year end Variance Traffic Light Indicator
		Original Budget	Movement to Date	Latest Estimate			
		£000	£000	£000		£000	
PH1	LA Commissioning Responsibilities - Nationally Defined						
	Gross Expenditure	16,352	1	16,353	16,353	0	G
	Gross Income	0	0	0	0	0	G
		16,352	1	16,353	16,353	0	G
PH2	LA Commissioning Responsibilities - Locally Defined						
	Gross Expenditure	12,965	0	12,965	12,965	0	G
	Gross Income	-228	0	-228	-228	0	G
		12,737	-1	12,737	12,737	0	G
PH3	Public Health Recharges						
	Gross Expenditure	633	0	633	633	0	G
	Gross Income	0	0	0	0	0	G
		633	0	633	633	0	G
PH4	Grant Income						
	Gross Expenditure	0	0	0	0	0	G
	Gross Income	-29,722	0	-29,722	-29,722	0	G
		-29,722	0	-29,722	-29,722	0	G
	Transfer to Public Health Reserve	0	0	0	0	0	G
	Directorate Expenditure Total	29,950	0	29,950	29,950	0	G
	Directorate Income Total	-29,950	0	-29,950	-29,950	0	G
	Directorate Total Net	0	0	0	0	0	

KEY TO TRAFFIC LIGHTS

Balanced Scorecard Type of Indicator

Budget	On track to be within +/- 1% of year end budget	G
	Estimated outturn showing variance in excess of +/- 1% of year end budget	R

Business Management Report
Position to the end of May 2019

CABINET IS RECOMMENDED TO APPROVE THE VIREMENTS AS DETAILED BELOW:

Directorate (CD = Cross Directorate)	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget Book Line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
CD	Jun	May	Mockingbird Grant	CEF3-1	Corporate Parenting	T	47	0
				VSMMGT	Strategic Measures	T	0	-47
EE	Jun	May	EE2 Staffing Budget Tidy	EE2-1	Infrastructure Delivery Management	P	1,079	-879
				EE2-2	Asset & Contract Management	P	-267	-338
				EE2-3	Operations & Major Project Delivery	P	387	-45
				EE2-4	Civil Enforcement, Traffic & Business Operations	P	-36	100
SCS	Jun	May	iBCF allocation to workforce projects (recharge)	SCS2	Joint Commissioning	T	500	-500
Grand Total							1,710	-1,710

Business Management Report
Position to the end of May 2019

CABINET IS RECOMMENDED TO NOTE THE VIREMENTS AS DETAILED BELOW:

Directorate (CD = Cross Directorate)	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget book line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
CD	Jun	May	Funding for OVO cycle race	EE4-1	Fire & Rescue Service	T	30	0
				VSMMGT	Strategic Measures	T	-30	0
			OxLEP Budget Tidy	EE1-6	Local Enterprise Partnership	P	-192	0
				VSMMGT	Strategic Measures	P	192	0
			Transfer for Children's Policy Work	CEF3-2	Safeguarding	P	5	0
				SCS2	Joint Commissioning	P	-5	0
			Fire & Rescue New Dimensions grant income	EE4-1	Fire & Rescue Service	P	0	-39
				VSMMGT	Strategic Measures	P	39	0
CEF	Jun	May	CEF Investment Priorities Allocation	CEF2-1	Management & Central Costs	T	24	0
				CEF5-1	Management & Admin	T	-24	0
			Access to Learning Pressure	CEF1-4	Organisation & Planning	T	30	0
				CEF5-1	Management & Admin	T	-30	0
			Learner Engagement Budget Allocation	CEF1-5	Learner Engagement Service	P	65	0
				CEF5-1	Management & Admin	P	-65	0
			YJB grant change 2019-20	CEF3-4	Youth Offending Service	P	-5	5
			HN DSG Correction	CEF1-2	Additional & Special Education Needs	P	-749	749
CS	Jun	May	Budget Tidy	CEF1-2	Additional & Special Education Needs	P	0	0
				CEF1-2	Additional & Special Education Needs	P	100	0
			Allocate Additional SEND Education Pressure	CEF1-2	Additional & Special Education Needs	P	100	0
				CEF5-1	Management & Admin	P	-100	0
CS	Jun	May	Resetting Unison budget	CEO2	Human Resources	P	5	-5
EE	Jun	May	Budget Tidy F90100	EE4-3	Gypsy & Traveller Services	P	20	-20
SCS	Jun	May	Clear budgets on unused Cost Centres	SCS1-3	Provider and Support Services	P	0	0
Grand Total							-691	691

Business Management Report - May 2019
Cabinet - 16 July 2019
Earmarked Reserves

	2019/20			Last reported forecast as at 31 March 2020	Change in closing balance to last forecast	Commentary
	Balance at 1 April 2019	Movement	Forecast Balance at 31 March 2020			
	£000	£000	£000			
Schools' Reserves	17,309	-4,751	12,558	12,558	0	In accordance with the Education Reform Act 1988, the scheme of Local Management of Schools provides for the carry forward of individual schools surpluses and deficits. These reserves are committed to be spent on schools. Other School Reserves cover a number of miscellaneous education activities, including amounts loaned to individual schools against school reserves, and School Partnership Accounts which are operated in respect of inter-school activities, primarily relating
Vehicle and Equipment Reserve	2,901	-2,102	799	799	0	This reserve is to fund future replacements of vehicles and equipment.
Grants and Contributions Reserve	14,704	-21,334	-6,630	-1,330	5,300	This reserve has been set up to hold unspent grants and contributions committed to be spent in future years. This includes the Dedicated Schools Grant and Public Health Grant
Government Initiatives	1,324	-692	632	632	0	This reserve is used to hold underspends on budgets funded by unringfenced grants held that relate to specific agreed outcomes or the implementation of Government initiatives.
Trading Accounts	325	138	463	463	0	This reserve holds funds relating to traded activities to help manage investment.
Council Elections	328	150	478	478	0	This will be used to fund future elections. In years where no County Elections take place any underspend on the Council Elections budget will be transferred to this reserve.
Partnership Reserves	2,659	-777	1,882	1,882	0	To be spent on OxLEP related project expenditure and the Growth Deal
On Street Car Parking	1,997	250	2,247	2,247	0	This surplus has arisen under the operation of the Road Traffic Regulation Act 1984 (section 55). The purposes for which these monies can be used are defined by statute.
Transformation Reserve	3,193	-982	2,211	2,211	0	£1.0m allocated over 2019/20 and 2020/21 to provide seed funding for locality based youth provision
Demographic Risk Reserve	0	3,000	3,000	3,000	0	In light of the significant pressures relating to High Needs DSG and other budgets with demographic volatility. This reserve will help to manage demographic risk.
Youth Provision Reserve	0	500	500	500	0	This reserve is needed to fund the implementation costs of the Council's Transformation programme.
Budget Prioritisation Reserve	4,890	-3,006	1,884	1,884	0	This reserve is being used to support the implementation of the Council's priorities and the Medium Term Financial Plan.
Insurance Reserve	10,647	-1,000	9,647	9,647	0	This reserve covers the County Council for insurance claims that, based on the previous experience of the County Council, are likely to be received, as well as a number of insurance related issues.
Business Rates Reserve	555	494	1,049	1,049	0	This reserve is to smooth the volatility of Business Rates income.
Capital Reserves	31,188	1,517	32,705	32,705	0	This reserve has been established for the purpose of financing capital expenditure in future years.
Budget Equalisation Reserve	280	-280	0	0	0	This reserve is being used to manage the cash flow implications of the variations to the Medium Term Financial Plan.
Total Reserves	92,300	-28,875	63,425	68,725	5,300	

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CABINET – 16 JULY 2019

CAPITAL PROGRAMME UPDATE AND MONITORING REPORT

Report by the Director of Finance

Recommendations

1. The Cabinet is **RECOMMENDED** to:
 - (a) approve the updated Capital Programme at Annex 2 and the associated changes to the programme in Annex 1c;
 - (b) approve the basic need programme up to September 2020 set out in Annex 3;
 - (c) approve the School Structural Maintenance Programme for 2019/20 set out in Annex 4;
 - (d) approve the revised budget provision of £12.750m for the replacement and expansion of Northfield School project, an increase of £3.250m;
 - (e) agree the inclusion of the Watlington Relief Road project in the Capital programme with a budget of £12.508m and release of £0.250m for project development;
 - (f) approve the revised budget provision of £16.6m for the Eastern Arc, Access to Headington scheme, an increase of £1.96m; and
 - (g) note the approvals made under delegated authority of the Leader of the Council for:
 - i. the revised budget provision of £9.015m towards the Barton Park new primary School, an increase of £1.8m,
 - ii. release of £1.8m budget provision towards the replacement of the Data Centre Infrastructure.

Executive Summary

2. The capital monitoring position set out in Annex 1a, shows the forecast directorate programme expenditure for 2019/20 is **£181.6m** (excluding school's local capital). This has decreased by **£8.3m** compared to the latest approved capital programme. The main variations are in the Adults programme, with the inclusion of **£5.9m** of Disabled Facilities Grant and in the Transport programme, where several schemes have been re-profiled in line with latest delivery timeframes.
3. The total ten-year capital programme (2019/20 to 2028/29) is now **£870.4m**, an increase of £36.6m compared to the capital programme approved by Council in February 2019. The updated capital programme is set out in Annex 2. However, taking into account the slippage in 2018/19 as set out in the outturn position, the capital programme has actually increased by **£9.4m**. The main variations are set out in paragraphs 16 to 18 of the report.
4. The report includes a number of new inclusions to and changes in the Capital Programme, which Cabinet is recommended to approve, including the school's basic need programme up to September 2020; the school's

structural maintenance programme for 2019/20; an increased budget for the replacement and expansion of Northfield School, an increased budget for the Eastern Arc, Access to Headington scheme and the inclusion of the Watlington Relief Road project in the Capital Programme.

5. The report also sets out the capital programme approvals made under delegated authority of the Leader of the Council in consultation with the Director of Finance, in line with the Council's constitution, on the increased budget for the new Primary School at the Barton Park Housing development and the release of funding to replace the Council's Data Centre facilities.

Introduction

6. This is the first capital programme update and monitoring report for the year and focuses on the delivery of the 2019/20 capital programme based on projections at the end of May 2019 and new inclusions within the overall ten-year capital programme.
7. The following annexes are attached:

- Annex 1 Capital Programme Monitoring
- Annex 2 Updated Capital Programme
- Annex 3 Basic Need Programme
- Annex 4 School Structural Maintenance Programme 2019/20

2019/20 Capital Monitoring

8. The capital monitoring position set out in Annex 1a, shows the forecast directorate programme expenditure for 2019/20 is **£181.6m** (excluding school's local capital). This has decreased by **£8.3m** compared to the latest approved capital programme. The table in the next paragraph summarises the variations by portfolio area.
9. The variations in 2019/20 take into account the 2018/19 outturn position and schemes that have been re-profiled accordingly. Significant in-year variations for each directorate are listed in Annex 1b. New schemes and total programme/project budget changes are listed in Annex 1c.

Portfolio Area	Last Approved Programme * £m	Latest Forecast Expenditure £m	Variation £m
Children's Services	37.6	37.6	+0.0
Adult Services	1.4	7.4	+6.0
Communities: Transport	91.4	81.1	-10.3
Communities: Other Property Resources	23.9	22.9	-1.0
	35.6	32.6	-3.0
Total Directorate Programmes	189.9	181.6	-8.3
Schools Local Capital	0.8	0.8	+0.0
Earmarked Reserves	27.8	4.8	-23.0
Total Capital Programme	218.5	187.2	-31.3

* Approved by Council 12 February 2019

10. Within the Children's Programme there has been no change in the overall forecast project expenditure profiles since the last capital programme update, a number of significant changes are reported in individual projects and programmes. The main variations to note are:
- a) Rephasing/reduction of **£0.9m** on the Growth Portfolio. The completed projects at Didcot Great Western Park (the Secondary School and second Primary School) have resulted in an underspend of **£1.8m**. These new schools were funded from developer contributions. The **£2.0m** contribution towards the Swan School has been made in this financial year following confirmation the school will open in September 2019.
 - b) **£2.1m** was brought forward from 2018/19 in the Schools Structural Maintenance Programme and related to seven planned projects that were not completed within the last financial year, **£1.8m** of this is profiled within 2019/20.
11. The basic need programme budget provision for the year is **£15.5m**. Whilst this has not changed from the figure reported previously, several projects are awaiting Section 77 consent for building on school playing fields. Due to this, a number of projects that were expected to be delivered in-year have been rephased to complete by August 2020. A number of pre-agreed contingency plans will be implemented in order to accommodate the additional pupils.
12. Announced in May 2019, the Adult Services programme now includes **£5.9m** of Disabled Facilities Grant that will be received in 2019/20. The funding, which is part of the Better Care Fund, is issued to the County Council but passed to the City and District Councils. This is used to support the provision of preventative adaptations and equipment to service users.
13. Within Communities, the Transport Programme is **£81.1m**, a decrease of **£10.3m** to the overall forecast project expenditure profiles since the last capital programme update, with a number of significant changes reported in individual projects and programmes. The main variations to note are:
- a) There was a **£0.5m** underspend on the Harwell Link Road scheme at completion.
 - b) **£1.0m** on the Featherbed Lane scheme has been reprofiled to later years of the capital programme while this project is redeveloped to also improve Rowstock junction.
 - c) **£1.5m** has been reprofiled on the Loop Farm Link Road due to the ongoing review of the scheme.
 - d) The 2019/20 budget on the Harwell Oxford Entrance scheme has been increased by **£0.6m** due to acceleration of the delivery timetable.
 - e) **£2.0m** has been reprofiled on the A34 Lodge Hill Slips scheme to reflect the latest delivery timetable.

- f) The Housing & Growth Deal Infrastructure fund is showing an overall reduction of **£7.3m** (with £5.0m of this being in 2019/20) to reflect that an element of the grant is revenue funding and is being used to fund the initial costs on some projects before they enter the capital programme.
 - g) The Structural Maintenance Annual Programme is reporting a **£2.8m** reduction in 2019/20 because the funding has been transferred to fund the Tetworth Embankment Works and A40 London Road schemes as highway maintenance projects over £0.5m are shown as separate projects in the capital programme.
14. Within the Communities Property Programme there has been a decrease of **£1.0m** in the overall forecast project expenditure profiles since the last capital programme update, with a number of significant changes reported in individual projects and programmes. The main variations to note are:
- a) Reprofiting of **£1.1m** into later years of the capital programme to reflect the delivery timescales for the new Carterton Fire Station. The temporary arrangements were completed in December 2018.
 - b) Reprofiting of **£0.6m** to reflect the revised programme for the transformation works at Didcot Library.
 - c) At the end of March 2019, **£1.2m** had been spent on various projects within the Defect Programme. This has resulted in a reprofile of - **£0.7m** to the overall programme in 2019/20.
 - d) **£1.4m** has been brought forward into 2019/20 to reflect the latest delivery timeframe of the Deddington Highways Depot Salt Store and site works.
15. Within the Resources Programme, **£1.3m** has been reprofiled to future years on the Operational Asset and Organisation Redesign portfolio blocks that were established through the capital budget setting process. Funding from these blocks will be released when business cases are presented for approval. A further **£1.7m** relating to the Local Growth Fund projects were brought forward into 2018/19. These relate to financial contributions to schemes delivered by third parties that have been agreed by the Oxfordshire Local Enterprise Partnership (OxLEP).

Ten Year Capital Programme Update

16. The total ten-year capital programme (2019/20 to 2028/29) is now **£870.4m**, an increase of £36.6m compared to the capital programme approved by Council in February 2019. The updated capital programme is set out in Annex 2. However, taking into account the slippage in 2018/19 as set out in the outturn position, the capital programme has actually increased by **£9.4m**. The following table summarises the variations by directorate and the main reasons for these variations are explained in the following paragraphs.

Portfolio Area	Last Approved Total Programme (2019/20 to 2028/29) * £m	Latest Updated Total Programme (2019/20 to 2028/29) £m	Variation £m	Variation in the size of the overall programme (including 2018/19) £m
Children Services	177.0	189.2	+12.2	+3.2
Adults Services	19.6	26.6	+7.0	+6.0
Communities: Transport	479.1	485.9	+6.8	-6.6
Communities: Other	80.8	90.8	+10.0	+0.1
Resources	77.3	77.9	+0.6	+6.7
Total Directorate Programmes	833.8	870.4	+36.6	+9.4
Schools Local Capital	5.1	5.2	+0.1	+0.6
Earmarked Reserves	81.7	86.6	+4.9	-5.7
Total Capital Programme	920.6	962.2	+41.6	+4.3

* Approved by Council 12 February 2019

17. Within the Children's Programme, the total forecast capital programme (2019/20 to 2028/29) is **£189.2m** which is an increase of **£3.2m** compared to the total programme value reported previously. The main variations to the Children's programme are the result of the following:

- a) Additional funding of **£1.7m** from developer contributions towards projects within the basic need programme.
- b) A reduction of **£1.8m** on the two completed projects at Didcot, Great Western Park, with a further **£0.9m** reduction on two developer delivered projects at Crab Hill in Wantage and Curbridge in West Witney.
- c) The latest cost plan at the stage 1 gateway for the new primary school at Barton Park has increased the overall budget provision by **£1.8m** to **£9.015m**. This is expected to be fully funded from S106 developer contributions and reflects the latest delivery timeframe to let the contract to enable the school to open for September 2020 (see paragraphs 35 and 36).
- d) The latest cost plan at the stage 1 gateway for the new primary school at Southam Road, Banbury has increased the overall budget provision by **£0.8m** to £6.980m. This is expected to be fully funded from S106 developer contributions and reflects the latest delivery timeframe to let the contract to enable the school to open for September 2020.
- e) Inclusion of **£1.1m** additional Special Educational Needs (SEN) Capital Fund grant. The total SEN capital grant for 2018-21 is **£4.5m**, with the original allocation funding projects at Bardwell and John Watson Secondary Special Schools.

18. Within the Transport Programme, the total forecast capital programme (2019/20 to 2028/29) is **£485.9m** which is a decrease of **£6.6m** compared

to the total programme value reported previously. The main variations to note are:

- a) A reduction in the Housing & Growth Deal profile of **£7.3m** explained at paragraph 13f above.
- b) Additional s106 funding of **£0.6m** towards small value projects.

19. Overall changes to the Adult and Resources programme include:

- (a) The inclusion of £5.9m of Disabled Facilities Grant in the Adult Services programme set out in paragraph 12 above.
- (b) Financial contributions to Local Growth Fund projects of **£6.8m** delivered by third parties have been agreed by the OxLEP (Resources).

Capital Programme Approvals

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

Basic Need Programme for September 2019 and September 2020

- 21. The Basic Need Programme sets out the prioritisation for investment to create additional pupil places in existing schools. The two-year firm programme for projects planned up to September 2020 is set out in Annex 3 (including current named projects already in the capital programme). Further projects are planned and will be delivered subject to forecasted pupil numbers and local housing developments.
- 22. Cabinet is recommended to approve the projects and budget provision identified within the Basic Need Programme as detailed in Annex 3.

Schools Structural Maintenance Programme for 2019/20

- 23. The School Structural Maintenance Programme sets out the prioritisation for investment in the school estate. The one-year programme for the school's structural maintenance activities is set out in Annex 4 and has been developed to reflect current needs to ensure that prioritisation of projects enables the Council to derive the greatest value from the funding available.
- 24. Cabinet is recommended to approve the projects and budget provision identified within the 2019/20 School Structural Maintenance Programme as set out in Annex 4.

Northfield School

- 25. The Northfield School project has reached stage 1 gateway, and as the additional budget requirement exceeds £1.0m it requires approval by Cabinet.

26. The latest cost plan at the stage 1 gateway for the replacement and expansion of Northfield School in Oxford has increased the overall budget by **£3.250m to £12.750m**. The additional budget requirement will be met from the SEN sufficiency provision held within the capital programme within the Schools Estate portfolio block to support the SEND Sufficiency Strategy requirement reported to Cabinet in December 2018. Cabinet is recommended to approve a budget increase of **£3.250m** for the Northfield School project.
27. The tender documentation is 95% complete and various surveys have been undertaken which has enabled a review of costs to be carried out. This has resulted in a requirement to increase the budget provision. The reason for the increased cost estimate is due to:
- a) Indexation - the business case had a cost base of 2019 whilst the latest estimate now accounts for the completion date in 2021/22 and results in an increase of **£0.450m**.
 - b) An increase in the floor area of 84m² results in an increase of **£0.300m**.
 - c) Following the feasibility work, Externals have increased by **£0.700m**; Demolition costs have increased by **£0.130m**; and Contingency & Risk has been increased by **£0.750m**.
 - d) Current market conditions and data obtained regarding delivery costs of SEN schools for this cohort and an understanding of the required base rate has led to an increase of **£1.050m**.

Eastern Arc, Access to Headington

28. The Eastern Arc, Access to Headington scheme will provide 6km of sustainable transport improvements to encourage the uptake of walking, cycling and bus usage in Headington. It is being delivered in five phases with a current budget of **£14.7m**:
- Phase 1: Gypsy Lane/Old Road junction - signals to boost ped/cycle accessibility – this phase is complete.
 - Phase 2: The Slade & Churchill Drive/Old Road - segregated cycleway and upgrade to signal junction – this phase is complete.
 - Phase 3: Headley Way & Cherwell Drive - continuous cycle provision and signals at JR access and Marsh Lane – this is the current phase
 - Phase 4: Windmill Road & Osler Road Bus gate - continuous cycle provision and new pedestrian crossing on London Road – this phase is partially complete.
 - Phase 5: Old Road - completing the link between The Slade and Phases 1 & 2 – this phase has not yet started.
29. The cost of the remaining works has been reviewed and exceed the current budget by **£1.96m**. The increase in the total cost can be allocated to the following main issues:
- Improved scope – additional funding was added as part of the growth deal for improving the level of amenity proposed on Phase 3, this improved scope has cost more than originally forecast by approximately **£0.550m**.

- Retaining wall design on Phase 3 – evolving ground conditions (exceptionally wet winter 17/18) and the discovery of higher than expected services to homes resulted in a requirement to redesign the wall from the original scope. The new design is now an improvement on the original proposal by way of buildability and pedestrian/cycle amenity but the requirement for re-design meant that the original plan to build the wall and other elements of Phase 3 concurrently could not be achieved requiring an extension of time. The cost of this is **£0.450m** for utilities works, **£0.650m** for the new wall design and **£0.450m** for the extension of time.
 - Delivery of highway maintenance (asset) works – whilst being reimbursed by the highway maintenance programme for **£0.560m** of carriageway surfacing work, the actual cost is **£0.060m** higher than the reimbursement.
30. The budget increase will be met from the overall capital programme contingency. The overall capital programme contingency is held for these purposes and the level of contingency will be reviewed each year during the Service & Resource Planning process depending on the usage in year and the value of the overall capital programme. Cabinet is recommended to approve the budget increase of **£1.96m** to enable the completion of the Access to Headington scheme.

Watlington Relief Road

31. The Watlington Relief Road (WRR) will connect the B4009 (southeast of Watlington) and the B4009 junction with Pyrton Lane/Station Road. The WRR will provide direct access to the B4009 whilst alleviating congestion in the town centre and improving the air quality.
32. The full project cost (the entire length of the road) is estimated to be **£12.508m** (subject to delivery mechanism). It is currently assumed that approximately half of the full cost will be funded/delivered by the private sector (developers). The remaining half will be funded by the Housing and Growth Deal.
33. Cabinet is recommended to approve the inclusion of the Watlington Relief Road in the Capital Programme with a budget of **£12.508m** and to release **£0.250m** for project development to the Stage 1 gateway.

Capital Programme Approvals Delegated to the Leader of the Council

34. Due to timescales, the following projects have been approved by the Leader of the Council in consultation with the Director of Finance.

Barton Park Primary School

35. The latest cost plan at the stage 1 gateway for the provision of a new primary school at Oxford, Barton Park has increased the overall budget requirement by **£1.8m** to **£9.015m**. This is expected to be fully funded from S106 developer contributions and reflects the latest delivery timeframe to let the contract to enable the school to open for September 2020. To meet the required timeframe this has been approved under

delegated authority of the Leader of the Council in consultation with the Director of Finance.

36. The design and site surveys have identified significant cost abnormalities that have increased the project costs. The increased costs are a consequence of; site specific conditions, compliance with the Council's specific brief which is above the ESFA baseline design, compliance with the S106 agreement to design in accordance with the Barton Design Code and developer comments on the design and amount to **£1.4m**. Further costs are attributable to the building area increasing by 4%.

Data Centre

37. Commencement of the process to replace the current ICT Data Centre Infrastructure is underway following the Information Technology assessment in February 2019. The current arrangements are past their serviceable life, lack support and have limited storage capacity and unable to benefit from the cloud focused solutions.
38. Savings are expected through the proposed reduction in data centre estate and reduction in annual support costs and these will be established through the design and procurement phase. A budget provision of **£1.8m** is required and will be released from the Operational Asset portfolio block within the current capital programme. To meet the required timeframe this has been approved under delegated authority of the Leader of the Council in consultation with the Director of Finance.

Capital Funding Update

39. During March 2019, the DfE confirmed that the 2021/22 School Places capital allocations will not be published until after the next Spending Review, the exact timing has not yet been announced.
40. A further **£1.1m** was awarded towards the SEN Capital Fund 2018-21 to increase the overall allocation to **£4.5m**. This will fund SEN schemes within the basic need programme.
41. The School Condition Allocation for 2019/20 was announced in April 2019. Oxfordshire will receive an allocation of **£3.056m**, compared to the forecast funding of **£3.0m** included in the latest Capital Programme. No budget changes are being made to the annual school programmes for 2019/20.

LORNA BAXTER

Director of Finance

Background papers:

Stage 0 Business Case - Watlington Relief Road

Stage 1 Business Case - Barton Park New Primary School (ED868)

Contact Officers:

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July 2019

Capital Programme Update & Monitoring Report: Cabinet 16 July 2019
 Capital Programme 2019/20 - 2028/29
 Summary

Directorate	Latest Approved Capital Programme (Council February 2019)				Latest Forecast				Variation				Current Year Expenditure Monitoring				Performance Compared to Original Programme (Council February 2019)		
	2018/19	Current Year	Future Years	Total	2018/19 Outturn	Current Year	Future Years	Total	2018/19 Outturn	Current Year	Future Years	Total	Actual expenditure to date	Commitments	Expenditure Realisation Rate	Actuals & Commitments	Current Year	Variation	Use of Resources Variation
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	%	%	£'000s	£'000s	%
Children's Services	25,116	37,631	139,457	202,204	16,183	37,631	151,562	205,376	-8,933	0	12,105	3,172	301	5,847	1%	16%	37,631	0	0%
Adult Services	6,895	1,375	18,183	26,453	5,903	7,458	19,175	32,536	-992	6,083	992	6,083	5,199	101	70%	71%	1,375	6,083	442%
Communities: Transport	59,354	91,391	387,678	538,423	45,948	81,057	404,851	531,856	-13,406	-10,334	17,173	-6,567	-4,410	20,313	-5%	20%	91,391	-10,334	-11%
Communities: Other Property Development Programmes	21,299	23,872	56,962	102,133	11,434	22,931	67,845	102,210	-9,865	-941	10,883	77	-1,794	9,018	-8%	32%	23,872	-941	-4%
Resources	15,129	35,557	41,758	92,444	21,274	32,532	45,334	99,140	6,145	-3,025	3,576	6,696	-1,198	25	-4%	-4%	35,557	-3,025	-9%
Total Directorate Programmes	127,793	189,826	644,038	961,657	100,742	181,609	688,767	971,118	-27,051	-8,217	44,729	9,461	-1,902	35,304	-1%	18%	189,826	-8,217	-4%
Schools Local Capital	1,154	800	4,342	6,296	1,704	800	4,419	6,923	550	0	77	627	150	0	19%	19%	800	0	0%
Unmarked Reserves	10,600	27,820	53,954	92,374	0	4,817	81,795	86,612	-10,600	-23,003	27,841	-5,762					27,820	-23,003	-83%
OVERALL TOTAL	139,547	218,446	702,334	1,060,327	102,446	187,226	774,981	1,064,653	-37,101	-31,220	72,647	4,326	-1,752	35,304	-1%	18%	218,446	-31,220	-14%

Capital Programme Update & Monitoring Report: Cabinet 16 July 2019
Capital Programme 2019/20 - 2028/29

In-year Expenditure Forecast Variations

Project / Programme Name	Previous 2019/20 Forecast* £'000s	Revised 2019/20 Forecast £'000s	Variation £'000s	Comments
<u>Children Services Capital Programme</u>				
Existing Demographic Pupil Provision (Basic Needs Programme)	8,008	6,357	-1,651	Projects being developed. Draw down of budget provision for the projects below. Includes Additional £1.1m SEN grant 2018-21.
11/12 - 17/18 Basic Need Programme Completions	261	308	47	
Matthew Arnold - 1FE Expansion (ED877)	356	1,100	744	On-site. Forecast completion August 2019.
Bloxham, Warriner - 2FE Expansion (ED901)	1,800	2,600	800	On-site. Forecast completion November 2019.
John Blandy - Expansion to 1.5FE (ED887)	1,300	1,500	200	Stage 2 approved. Waiting S77 approval.
North Leigh - Repl of Temporary Classroom (ED926)	325	385	60	Delivered via funding agreement. On-site, forecast completion August 2019.
Cholsey - Expansion to 2FE (ED911)	1,200	1,000	-200	Stage 2 approved. Waiting S77 approval.
<u>Basic Need - Sub-Total</u>			0	
The Swan Free School (Financial Contribution) (ED917)	800	2,074	1,274	Cabinet Feb 17, Stage 2 approved April 19. Forecast completion Aug 20.
Bicester, Graven Hill - 2FE Primary School	300	100	-200	Cabinet July 18 - Stage 0 approved.
Project Development Budget	100	0	-100	
New School Programme Completions	2,128	182	-1,946	Settlement of final account. Contingency provision not required.
School Structural Maintenance (inc Health & Safety)	2,200	4,000	1,800	Carry Forward of 7 projects from 2018/19.
Northfield Special School - Reinstatement works & Temporary Accommodation at Iffley Academy (ED931)	20	30	10	
Capacity Building - Early Yrs Entitlement	500	200	-300	£0.077m grant repayment, £0.150m tfr to Basic Need Programme.
Free School Meals (ED862)	63	0	-63	Delivered in 2018/19.
School Estate	750	500	-250	
Retentions	318	93	-225	
CHILDREN'S SERVICES TOTAL IN-YEAR VARIATION			0	
<u>Adult Services Capital Programme</u>				
Disabled Facilities Grant	0	5,868	5,868	Grant Determination notification May 2019.
Public Health England Alcohol Grant (SC127)	0	215	215	Specific Grant 2019/20.
ADULTS TOTAL IN-YEAR VARIATION			6,083	

Project / Programme Name	Previous 2019/20 Forecast* £'000s	Revised 2019/20 Forecast £'000s	Variation £'000s	Comments
Communities: Transport Capital Programme				
Growth Deal Infrastructure Programme	20,000	15,000	-5,000	Removal of revenue funding from the programme
Harwell Link Rd Section 1 B4493 to A417	753	222	-531	CIDG May 19: approved closedown of project with return of £0.568m.
Featherbed Lane and Steventon Lights	2,000	1,000	-1,000	
Harwell, Oxford Entrance	737	1,393	656	CIDG May 19: Revised delivery programme.
Loop Farm Link Road	2,000	500	-1,500	
A34 Lodge Hill Slips	3,522	1,533	-1,989	Revised delivery programme.
Oxford Queen's Street Pedestrianisation	734	434	-300	To reflect project scope reduction.
HIF2 West Oxon OBC development	0	237	237	Share of £0.500m funding towards bid approved July 18 Cabinet.
Other small variations	2,107	2,459	352	
Structural Maintenance				
Carriageways	1,289	3,215	1,926	
Surface Treatments	7,851	8,653	802	
Footways	714	750	36	
Bridges	2,419	2,302	-117	
Public Rights of Way Foot Bridges	93	100	7	
Street Lighting	1,068	965	-103	
Traffic Signals	172	252	80	
Section 42 contributions	839	1,700	861	
Highways & Associated Infrastructure	16,200	9,918	-6,282	Transfer to Structural Maintenance Programme and named projects
Tetsworth Embankment Works	0	1,721	1,721	
Kennington Railway Bridge	716	400	-316	
Oxford, Cowley Road	1,944	1,284	-660	
A40 London Rd	0	1,036	1,036	
Network Rail Electrification Bridge	500	250	-250	
Betterment Programme				
COMMUNITIES: TRANSPORT TOTAL IN-YEAR VARIATION			-10,334	
Communities: Other Property Development Capital Programme				
Fire Review Development Budget	1,500	400	-1,100	Carterton Fire Station.
Didcot Library & Community Hub (CS19)	800	200	-600	Updated delivery programme.
Defect Programme	0	849	849	
Non-School Estate	10,000	8,460	-1,540	Transfer to Defect Programme.
New Salt Stores & Accommodation (R20)	1,050	2,500	1,450	Deddington Depot - revised delivery programme.
COMMUNITIES: OTHER PROPERTY DEVELOPMENT TOTAL IN-YEAR VARIATION			-941	
Resources Capital Programme				
Operational Assets	4,464	3,600	-864	
Organisational Redesign	6,000	5,550	-450	
DISC project	1,043	0	-1,043	Released in 2018/19.
Smart Oxford Culham City	943	770	-173	
LGF3 Prodrive	0	5	5	
LGF3 Agritech Centre	500	0	-500	
RESOURCES TOTAL IN-YEAR VARIATION			-3,025	
CAPITAL PROGRAMME TOTAL IN-YEAR VARIATION			-8,217	

*As approved by Council in February 2019

Capital Programme Update & Monitoring Report: Cabinet 16 July 2019
Capital Programme 2019/20 - 2028/29

New Schemes & Budget Changes

Project / Programme Name	Previous Total Budget* £'000s	Revised Total Budget £'000s	Variation £'000s	Comments
<u>Children's Services Capital Programme</u>				
Existing Demographic Pupil Provision (Basic Needs Programme)	92,599	95,627	3,028	Projects being developed. Draw down of budget provision for the projects below. Includes Additional £1.1m SEN grant 2018-21.
11/12 - 17/18 Basic Need Programme Completions	4,856	4,875	19	
North Leigh - Repl of Temporary Classroom (ED926)	400	415	15	Delivered via funding agreement. On-site, forecast completion August 2019.
John Watson - Additional Capacity & Improvements (Primary Site) (ED849)	2,950	3,100	150	Delivered via funding agreement. Phase 2 on-site. Phase 1- 4 Forecast completion January 2020.
Cholsey - Expansion to 2FE (ED911)	1,994	2,219	225	Stage 2 approved.
Basic Need - Sub-Total			3,437	
The Swan Free School (Financial Contribution) (ED917)	2,100	2,174	74	Cabinet Feb 17, Stage 2 approved April 19. Forecast completion Aug 20.
Oxford, Barton Park - 1.5FE Primary School (ED868)	7,200	9,015	1,815	Stage 1 approved.
Banbury, Southam Road - 1FE Primary School (ED907)	6,150	6,980	830	Stage 1 approved.
North East Wantage, Crab Hill - 2FE Primary School (ED918)	1,550	1,000	-550	Cabinet July 18 - Stage 0 approved. Stage 1 approved.
West Witney, Curbridge - 1.5FE Primary School (ED927)	1,300	900	-400	Cabinet July 18 - Stage 0 approved. Stage 1 approved.
New School Programme Completions	3,228	1,578	-1,650	Settlement of final account.
Schools Access Initiative	2,750	2,696	-54	Contingency 2018/19 returned.
Temporary Classrooms - Replacement & Removal	2,580	2,537	-43	Great Milton complete Sept 18.
Schools Accommodation Intervention & Support Programme	1,100	1,000	-100	Contingency 2018/19 returned.
Northfield Special School - Reinstatement works & Temporary Accommodation at Iffley Academy (ED931)	680	710	30	Inclusion of enhancement budget and reallocation of previous approved budget. Revenue £0.240m, total £0.950m.
Capacity Building - Early Yrs Entitlement	3,986	3,759	-227	£0.077m grant repayment, £0.150m tfr to Basic Need Programme.
Free School Meals (ED862)	63	73	10	Final Account.
CHILDREN'S SERVICES TOTAL PROGRAMME SIZE VARIATION			3,172	
<u>Adult Services Capital Programme</u>				
Disabled Facilities Grant	5,438	11,306	5,868	Grant Determination notification May 2019.
PHE Alcohol Grant (SC127)	0	215	215	Specific Grant 2019/20
ADULTS TOTAL PROGRAMME SIZE VARIATION			6,083	

Project / Programme Name	Previous Total Budget* £'000s	Revised Total Budget £'000s	Variation £'000s	Comments
<u>Communities: Transport Capital Programme</u>				
Growth Deal Infrastructure Programme	142,837	135,566	-7,271	
Harwell Link Rd Section 1 B4493 to A417	11,649	11,081	-568	CIDG May 19: approved closedown of project with return of £568k.
Oxford Science Transit Phase 2 - A40 Public Transport improvements (project development)	3,500	3,761	261	
Oxford Queen's Street Pedestrianisation	1,470	1,170	-300	To reflect project scope reduction.
Other small variations	3,414	3,654	240	
<u>Structural Maintenance</u>				
Carriageways	19,455	22,435	2,980	
Surface Treatments	73,142	73,111	-31	
Drainage	10,013	10,031	18	
Street Lighting	8,599	8,561	-38	
Highways & Associated Infrastructure	98,543	94,131	-4,412	Tfr to Structural Maintenance Programme and named projects
Challenge Fund Programme	0	-49	-49	Programme complete.
Tetsworth Embankment Works	807	2,577	1,770	
Henley Rd (Flowing Springs)	1,159	1,166	7	
Kennington Railway Bridge	3,084	3,284	200	
Oxford, Cowley Road	2,070	1,560	-510	
A40 London Rd	0	1,136	1,136	
COMMUNITIES: TRANSPORT TOTAL PROGRAMME SIZE VARIATION			-6,567	
<u>Communities: Other Property Development Capital Programme</u>				
Minor Works Programme	2,865	2,940	75	
Defect Programme	460	2,000	1,540	
Non-School Estate	58,500	56,960	-1,540	Transfer to Defect Programme
Oxford Flood Relief Scheme	5,250	5,252	2	
COMMUNITIES: OTHER PROPERTY DEVELOPMENT TOTAL PROGRAMME SIZE VARIATION			77	
<u>Resources Capital Programme</u>				
Advanced Engineering & Technical Skills Centre	4,000	3,860	-140	
LGF3 Prodrive	0	500	500	New inclusion
LGF3 Agritech Centre	1,000	1,136	136	
Osney Mead Innovation	0	6,200	6,200	New inclusion
RESOURCES TOTAL PROGRAMME SIZE VARIATION			6,696	
CAPITAL PROGRAMME TOTAL PROGRAMME SIZE VARIATION			9,461	

*As approved by Council in February 2019

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CAPITAL PROGRAMME 2019/20 - 2028/29

Programme		Capital Investment Programme (latest forecast)						CAPITAL INVESTMENT TOTAL	
		Current Year	Firm Programme	Provisional Programme					
				2019 / 20	2020 / 21	2021 / 22	2022 / 23		2023 / 24
								£'000s	
Children's Services		37,631	43,539	24,953	16,560	11,180	55,330	189,193	
Schools Local Capital		800	792	777	650	500	1,700	5,219	
Adult Services		7,458	1,882	2,350	1,834	1,750	11,359	26,633	
Communities: Transport		81,057	98,580	97,749	93,780	38,805	75,937	485,908	
Communities: Other Property Development Programmes		22,931	24,038	13,923	7,049	5,350	17,485	90,776	
Resources		32,532	38,584	1,500	1,250	1,250	2,750	77,866	
TOTAL ESTIMATED CAPITAL PROGRAMME EXPENDITURE		182,409	207,415	141,252	121,123	58,835	164,561	875,595	
Earmarked Reserves		4,817	44,452	300	0	9,912	27,131	86,612	
TOTAL ESTIMATED CAPITAL PROGRAMME		187,226	251,867	141,552	121,123	68,747	191,692	962,207	
TOTAL ESTIMATED PROGRAMME IN-YEAR RESOURCES		189,291	192,395	125,378	127,162	74,024	164,570	872,820	
In-Year Shortfall (-) /Surplus (+)		2,065	-59,472	-16,174	6,039	5,277	-27,122	-89,387	
Cumulative Shortfall (-) / Surplus (+)	82,945	85,010	25,538	9,364	15,403	20,680	-6,442	-6,442	

SOURCES OF FUNDING		2019 / 20	2020 / 21	2021 / 22	2022 / 23	2023 / 24	up to 2028 / 29	CAPITAL RESOURCES TOTAL
		£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
SCE(C) Formulaic Capital Allocations - Un-ringfenced Grant		98,365	137,502	50,211	46,841	18,829	111,580	463,328
Devolved Formula Capital- Grant		800	792	777	650	500	1,700	5,219
Prudential Borrowing		33,219	44,430	45,481	64,009	48,668	10,711	246,518
Grants		22,500	12,043	4,130	3,642	0	0	42,315
Developer Contributions		31,863	34,416	20,157	5,981	750	12,630	105,797
District Council Contributions		0	226	0	0	0	0	226
Other External Funding Contributions		301	0	14	0	0	0	315
Revenue Contributions		150	543	0	0	0	0	693
Schools Contributions		28	0	0	0	0	0	28
Use of Capital Receipts		0	21,915	12,076	0	0	39,265	73,256
Use of Capital Reserves		0	0	8,706	0	0	9,364	18,070
TOTAL ESTIMATED PROGRAMME RESOURCES UTILISED		187,226	251,867	141,552	121,123	68,747	185,250	955,765
TOTAL ESTIMATED IN YEAR RESOURCES AVAILABLE		189,291	192,395	125,378	127,162	74,024	164,570	872,820
Capital Grants Reserve C/Fwd	41,098	40,514	0	0	3,159	6,180	0	0
Usable Capital Receipts C/Fwd	23,171	26,123	7,468	0	2,880	5,136	0	0
Capital Reserve C/Fwd	18,676	18,373	18,070	9,364	9,364	9,364	0	0

CHILDREN'S SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
Secondary Capital Programme										
King Alfred's (ED928)	627	100	98	0	0	0	0	825	198	98
Secondary Capital Programme Total	627	100	98	0	0	0	0	825	198	98
Provision of School Places (Basic Need)										
Existing Demographic Pupil Provision (Basic Needs Programme)	2,792	6,357	12,368	8,530	9,000	9,000	47,580	95,627	92,835	86,478
11/12 - 17/18 Basic Need Programme Completions	3,556	308	1,011	0	0	0	0	4,875	1,319	1,011
Matthew Arnold - 1FE Expansion (ED877)	1,980	1,100	279	0	0	0	0	3,359	1,379	279
East Hanney, St James - Expansion to 1FE (ED859)	1,693	200	240	0	0	0	0	2,133	440	240
Bloxham, Warriner - 2FE Expansion (ED901)	2,497	2,600	315	288	0	0	0	5,700	3,203	603
Marcham - Expansion to 1FE (ED882)	306	650	500	41	0	0	0	1,497	1,191	541
John Blandy - Expansion to 1.5FE (ED887)	295	1,500	1,000	98	0	0	0	2,893	2,598	1,098
North Leigh - Repl of Temporary Classroom (ED926)	4	385	26	0	0	0	0	415	411	26
John Watson - Additional Capacity & Improvements (Primary Site) (ED849)	1,364	1,400	336	0	0	0	0	3,100	1,736	336
Cholsey - Expansion to 2FE (ED911)	251	1,000	925	43	0	0	0	2,219	1,968	968
Provision of School Places Total	14,738	15,500	17,000	9,000	9,000	9,000	47,580	121,818	107,080	91,580

CHILDREN'S SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
<u>Growth Portfolio - New Schools</u>										
The Swan Free School (Financial Contribution) (ED917)	63	2,074	37	0	0	0	0	2,174	2,111	37
Bicester, South West (Whitelands) - Secondary (ED880)	988	6,000	6,630	2,382	0	0	0	16,000	15,012	9,012
Oxford, Barton Park - 1.5FE Primary School (ED868)	784	3,700	4,000	531	0	0	0	9,015	8,231	4,531
Banbury, Southam Road - 1FE Primary School (ED907)	489	3,000	3,000	491	0	0	0	6,980	6,491	3,491
North East Wantage, Crab Hill - 2FE Primary School (ED918)	23	300	500	177	0	0	0	1,000	977	677
West Witney, Curbridge - 1.5FE Primary School (ED927)	29	250	500	121	0	0	0	900	871	621
Bicester, Graven Hill - 2FE Primary School	4	100	300	576	650	0	0	1,630	1,626	1,526
Project Development Budget	6	0	100	100	100	100	0	406	400	400
New School Programme Completions	992	182	404	0	0	0	0	1,578	586	404
Growth Portfolio Total	3,378	15,606	15,471	4,378	750	100	0	39,683	36,305	20,699
<u>Children's Home</u>										
Re-provision of Maltfield (ED932)	0	500	2,000	500	0	0	0	3,000	3,000	2,500
Children's Home Total	0	500	2,000	500	0	0	0	3,000	3,000	2,500

CHILDREN'S SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
Annual Programmes										
Schools Access Initiative	346	350	300	250	250	200	1,000	2,696	2,350	2,000
Temporary Classrooms - Replacement & Removal	187	350	300	250	250	200	1,000	2,537	2,350	2,000
Schools Accommodation Intervention & Support Programme	0	100	100	100	100	100	500	1,000	1,000	900
School Structural Maintenance (inc Health & Safety)	979	4,000	2,132	1,650	1,400	1,250	5,000	16,411	15,432	11,432
Northfield Special School - Reinstatement works & Temporary Accommodation at Iffley Academy (ED931)	660	30	20	0	0	0	0	710	50	20
Annual Programme Total	2,172	4,830	2,852	2,250	2,000	1,750	7,500	23,354	21,182	16,352
Other Schemes & Programmes										
CEF Transformation Programme - Children & Family Centres (ED895)	1,170	212	118	0	0	0	0	1,500	330	118
Capacity Building - Early Yrs Entitlement	3,034	200	525	0	0	0	0	3,759	725	525
Free School Meals (ED862)	73	0	0	0	0	0	0	73	0	0
Loans to Foster/Adoptive Parents (Prudentially Funded)	0	75	75	75	75	80	0	380	380	305
Small Projects	114	15	25	0	0	0	0	154	40	25
School Estate	15	500	5,000	8,750	4,735	250	250	19,500	19,485	18,985
Other Schemes & Programmes Total	4,406	1,002	5,743	8,825	4,810	330	250	25,366	20,960	19,958

CHILDREN'S SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
<u>Retentions</u>										
Retentions Total	100	93	375	0	0	0	0	568	468	375
<u>Schools Capital</u>										
Devolved Formula Capital	1,704	800	792	777	650	500	1,700	6,923	5,219	4,419
School Local Capital Programme Total	1,704	800	792	777	650	500	1,700	6,923	5,219	4,419
CHILDREN'S SERVICES CAPITAL PROGRAMME EXPENDITURE TOTAL	27,125	38,431	44,331	25,730	17,210	11,680	57,030	221,537	194,412	155,981
CHILDREN'S SERVICES ADJUSTED CAPITAL PROGRAMME EXPENDITURE TOTAL	25,421	37,631	43,539	24,953	16,560	11,180	55,330	214,614	189,193	151,562

ADULT SERVICES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
<u>SOCIAL CARE FOR ADULTS PROGRAMME</u>										
<u>Adult Social Care</u>										
Adult Social Care Programme	563	250	750	750	750	750	437	4,250	3,687	3,437
<u>Residential</u>										
HOPs Phase 1- New Builds	0	0	0	0	0	0	10,503	10,503	10,503	10,503
<u>Specialist Housing Programme (inc ECH - New Schemes & Adaptations to Existing Properties)</u>										
ECH - New Schemes & Adaptations to Existing Properties	1,241	1,000	1,000	1,500	1,000	1,000	419	7,160	5,919	4,919
Deferred Interest Loans (CSDP)	0	125	100	100	84	0	0	409	409	284
SOCIAL CARE FOR ADULTS PROGRAMME TOTAL	1,804	1,375	1,850	2,350	1,834	1,750	11,359	22,322	20,518	19,143
<u>Disabled Facilities Grant</u>										
Disabled Facilities Grant	5,438	5,868	0	0	0	0	0	11,306	5,868	0
DISABLED FACILITIES GRANT PROGRAMME TOTAL	5,438	5,868	0	0	0	0	0	11,306	5,868	0
<u>Public Health Directorate</u>										
PHE Alcohol Grant (SC127)	0	215	0	0	0	0	0	215	215	0
PUBLIC HEALTH PROGRAMME TOTAL	0	215	0	0	0	0	0	215	215	0
Retentions & Minor Works	0	0	32	0	0	0	0	32	32	32
ADULT SERVICES CAPITAL PROGRAMME EXPENDITURE TOTAL	7,242	7,458	1,882	2,350	1,834	1,750	11,359	33,875	26,633	19,175

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
<u>HOUSING & GROWTH DEAL - INFRASTRUCTURE</u>										
Infrastructure Programme	0	15,000	22,737	46,308	51,521	0	0	135,566	135,566	120,566
Oxford, Botley Rd (NPIF-funded)	562	3,621	3,080	8	1,829	0	0	9,100	8,538	4,917
Oxford Parks Cycle Route (con'n)	19	0	0	0	0	0	0	19	0	0
Collinwood Rd, crossing and link	1	9	0	0	0	0	0	10	0	0
Knights Rd, extension	1	9	0	0	0	0	0	10	0	0
Littlemore, pedestrian and cycle bridge	0	10	0	0	0	0	0	10 0	10	0
GROWTH DEAL PROGRAMME TOTAL	583	18,649	25,817	46,316	53,350	0	0	144,715	144,132	125,483
<u>CITY DEAL PROGRAMME</u>										
<u>Science Transit</u>										
Kennington & Hinksey Roundabouts	7,376	85	12	0	0	0	0	7,473	97	12
Hinksey Hill Northbound Slip Road	797	541	5,797	336	1,229	0	0	8,700	7,903	7,362
<u>Access to Enterprise Zone</u>										
Harwell Link Rd Section 1 B4493 to A417	10,859	222	0	0	0	0	0	11,081	222	0
Harwell Link Rd Section 2 Hagbourne Hill	5,326	644	45	0	0	0	0	6,015	689	45
Featherbed Lane and Steventon Lights	2,349	1,000	2,000	2,375	0	0	0	7,724	5,375	4,375
Harwell, Oxford Entrance	466	1,393	141	0	0	0	0	2,000	1,534	141
<u>Northern Gateway</u>										
Loop Farm Link Road	582	500	3,000	3,218	0	0	0	7,300	6,718	6,218
Other City Deal Programme spend	187	0	0	0	0	0	0	187	0	0
<u>Completed Projects</u>										
Cutteslowe Roundabout	4,976	178	23	0	0	0	0	5,177	201	23
Wolvercote Roundabout	5,337	0	25	0	0	0	0	5,362	25	25
CITY DEAL PROGRAMME TOTAL	38,255	4,563	11,043	5,929	1,229	0	0	61,019	22,764	18,201

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
LOCAL PINCH POINT PROGRAMME										
Milton Interchange	11,994	350	162	38	0	0	0	12,544	550	200
A34 Chilton Junction Improvements	9,694	485	346	358	0	0	0	10,883	1,189	704
LOCAL PINCH POINT PROGRAMME TOTAL	21,688	835	508	396	0	0	0	23,427	1,739	904
LOCAL GROWTH FUND PROGRAMME										
Eastern Arc Phase 1 Access to Headington	11,344	1,850	1,471	0	0	0	0	14,665	3,321	1,471
Science Vale Cycle Network Improvements	973	307	3,175	45	0	0	0	4,500	3,527	3,220
Oxford Science Transit Phase 2 - A40 Public Transport improvements (project development)	3,736	0	25	0	0	0	0	3,761	25	25
Didcot Northern Perimeter Road 3 (project development)	531	210	9	0	0	0	0	750	219	9
A34 Lodge Hill Slips	437	1,533	8,929	4,910	0	0	0	15,809	15,372	13,839
Oxford Queen's Street Pedestrianisation	732	434	4	0	0	0	0	1,170	438	4
LOCAL GROWTH DEAL PROGRAMME TOTAL	17,753	4,334	13,613	4,955	0	0	0	40,655	22,902	18,568
SCIENCE VALE UK										
Milton Park Employment Access Link: Backhill Tunnel	1,045	17	212	0	0	0	0	1,274	229	212
Wantage, Crab Hill (contribution)	0	2,000	2,500	0	0	0	0	4,500	4,500	2,500
HIF1 DGT OBC development	303	95	0	0	0	0	0	398	95	0
HIF1 A4130 Dualing	18	0	0	0	0	0	0	18	0	0
HIF1 Didcot Science Bridge	57	0	0	0	0	0	0	57	0	0
HIF1 Culham river crossing	0	0	0	0	0	0	0	0	0	0
HIF1 Clifton Hampden bypass	27	0	0	0	0	0	0	27	0	0
SCIENCE VALE UK LOCALITY PROGRAMME TOTAL	1,450	2,112	2,712	0	0	0	0	6,274	4,824	2,712

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
<u>OXFORD</u>										
Oxford, Rising Bollards	8	20	221	0	0	0	0	249	241	221
Iffley Fields Controlled Parking Zone	56	144	0	0	0	0	0	200	144	0
Wood Farm CPZ	0	50	0	0	0	0	0	50	50	0
Old Greyfriars School signal change	0	10	15	0	0	0	0	25	25	15
Woodstock Rd, ROQ	719	0	0	0	0	0	0	719	0	0
Riverside routes to Oxford city centre	2,061	1,970	0	0	0	0	0	4,031	1,970	0
OXFORD LOCALITY PROGRAMME TOTAL	2,844	2,194	236	0	0	0	0	5,274	2,430	236
<u>BICESTER</u>										
Bicester Perimeter Road (Project Development)	0	750	250	0	0	0	0	1,000	1,000	250
BICESTER LOCALITY PROGRAMME TOTAL	0	750	250	0	0	0	0	1,000	1,000	250
<u>BANBURY</u>										
A361 Road Safety Improvements	637	3,487	111	201	0	0	0	4,436	3,799	312
Farmfield Road / Oxford Road - Junction Improvement	0	99	0	0	0	0	0	99	99	0
BANBURY LOCALITY PROGRAMME TOTAL	637	3,586	111	201	0	0	0	4,535	3,898	312
<u>WITNEY AND CARTERTON</u>										
A40 North Gateway (Oxf North) bus lane	7	0	0	0	0	0	0	7	0	0
HIF2 West Oxon OBC development	64	237	0	0	0	0	0	301	237	0
HIF2 A40 Westbound bus lane	96	0	0	0	0	0	0	96	0	0
HIF2 A40 Dualing Witney-Eynsham	17	0	0	0	0	0	0	17	0	0
HIF2 Dukes Cut Bridge	49	0	0	0	0	0	0	49	0	0
HIF2 B4044 cycle route	24	0	0	0	0	0	0	24	0	0
HIF2 A40 Cycleway to NCN5	13	0	0	0	0	0	0	13	0	0
Witney, A40 Downs Road junction (cont.)	1,250	0	0	0	0	0	0	1,250	0	0
WITNEY AND CARTERTON LOCALITY PROGRAMME TOTAL	1,520	237	0	0	0	0	0	1,757	237	0

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
COUNTYWIDE AND OTHER										
East-West Rail (contribution)	72	737	737	737	737	737	7,298	11,055	10,983	10,246
Small schemes (developer and other funded)	544	63	493	267	0	0	0	1,367	823	760
Completed small developer-funded schemes	-12	10	-2	56	0	0	0	52	64	54
Completed schemes	275	130	126	83	0	0	0	614	339	209
COUNTYWIDE AND OTHER INTEGRATED TRANSPORT TOTAL	879	940	1,354	1,143	737	737	7,298	13,088	12,209	11,269
INTEGRATED TRANSPORT STRATEGY TOTAL	85,609	38,200	55,644	58,940	55,316	737	7,298	301,744	216,135	177,935
STRUCTURAL MAINTENANCE PROGRAMME										
Carriageways	1,785	3,215	2,198	1,942	1,295	2,000	10,000	22,435	20,650	17,435
Surface Treatments	8,359	8,653	7,174	6,750	3,175	6,500	32,500	73,111	64,752	56,099
Footways	783	750	691	946	62	800	4,000	8,032	7,249	6,499
Drainage	966	900	989	876	900	900	4,500	10,031	9,065	8,165
Bridges	1,016	2,302	2,800	1,877	2,000	2,000	10,000	21,995	20,979	18,677
Public Rights of Way Foot Bridges	83	100	156	93	100	100	500	1,132	1,049	949
Street Lighting	480	965	979	712	775	775	3,875	8,561	8,081	7,116
Traffic Signals	174	252	243	319	250	250	1,250	2,738	2,564	2,312
Section 42 contributions	1,498	1,700	824	828	575	575	2,014	8,014	6,516	4,816
Highways & Associated Infrastructure	13,442	9,918	14,771	15,000	20,000	21,000	0	94,131	80,689	70,771
STRUCTURAL MAINTENANCE ANNUAL PROGRAMMES TOTAL	28,586	28,755	30,825	29,343	29,132	34,900	68,639	250,180	221,594	192,839
CHALLENGE FUND PROGRAMME										
CHALLENGE FUND PROGRAMME TOTAL	-49	0	0	0	0	0	0	-49	0	0

COMMUNITIES: TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
Major schemes and other programme										
Street Lighting LED replacement	31	9,411	9,460	9,411	9,332	3,168	0	40,813	40,782	31,371
Tetsworth Embankment Works	848	1,721	8	0	0	0	0	2,577	1,729	8
Henley Rd (Flowing Springs)	1,166	0	0	0	0	0	0	1,166		
A420/A34 Botley Junction & Cumnor Bypass	476	0	0	15	0	0	0	491	15	15
Kennington Railway Bridge	2,159	400	685	40	0	0	0	3,284	1,125	725
Oxford, Cowley Road	141	1,284	135	0	0	0	0	1,560	1,419	135
A40 London Rd	0	1,036	100	0	0	0	0	1,136	0	0
A478 Playhatch Road (project development)	124	0	0	0	0	0	0	124	1,136	100
Network Rail Electrification Bridge Betterment Programme	456	250	1,560	0	0	0	0	2,266	0	0
NPIF programme 2017-18	2,725	0	162	0	0	0	0	2,887	1,810	1,560
Completed Major Schemes	-1	0	1	0	0	0	0	0	162	162
STRUCTURAL MAINTENANCE MAJOR SCHEMES TOTAL	8,125	14,102	12,111	9,466	9,332	3,168	0	56,304	48,179	34,077
STRUCTURAL MAINTENANCE PROGRAMME TOTAL	36,662	42,857	42,936	38,809	38,464	38,068	68,639	306,435	269,773	226,916
COMMUNITIES: TRANSPORT CAPITAL PROGRAMME EXPENDITURE TOTAL	122,271	81,057	98,580	97,749	93,780	38,805	75,937	608,179	485,908	404,851

COMMUNITIES: OTHER PROPERTY DEVELOPMENT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
Fire & Rescue Service										
Fire Equipment (SC112)	547	0	103	0	0	0	0	650	103	103
Relocation of Rewley Training Facility	0	50	75	475	0	0	0	600	600	550
F&RS - Replacement Fire Doors	0	100	100	0	0	0	0	200	200	100
Carterton Fire Station	38	0	0	0	0	0	0	38	0	0
Fire Review Development Budget	120	400	800	2,101	0	0	0	3,421	3,301	2,901
COMMUNITY SAFETY PROGRAMME TOTAL	705	550	1,078	2,576	0	0	0	4,909	4,204	3,654
<u>COMMUNITY SERVICES PROGRAMME</u>										
Bicester Library (CS13)	710	250	490	0	0	0	0	1,450	740	490
Westgate Library - Redevelopment	2,664	701	235	0	0	0	0	3,600	936	235
Cowley Library (Development budget)	1	69	10	0	0	0	0	80	79	10
Barton Library Access (CS20)	2	0	87	0	0	0	0	89	87	87
COMMUNITY SERVICES PROGRAMME TOTAL	3,377	1,020	822	0	0	0	0	5,219	1,842	822
<u>ASSET UTILISATION PROGRAMMES</u>										
Corporate Estate & One Public Estate	72	500	1,000	1,000	1,175	0	0	3,747	3,675	3,175
Didcot Library & Community Hub (CS19)	28	200	1,150	222	0	0	0	1,600	1,572	1,372
ASSET UTILISATION PROGRAMME TOTAL	100	700	2,150	1,222	1,175	0	0	5,347	5,247	4,547
<u>ENERGY EFFICIENCY IMPROVEMENT PROGRAMME</u>										
SALIX Energy Programme	486	130	114	0	0	0	0	730	244	114
Electric Vehicles Charging Infrastructure	30	60	20	0	0	0	0	110	80	20
ENERGY EFFICIENCY IMPROVEMENT PROGRAMME TOTAL	516	190	134	0	0	0	0	840	324	134

COMMUNITIES: OTHER PROPERTY DEVELOPMENT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
<u>PROPERTY (Non-School) PROGRAMMES</u>										
Minor Works Programme	31	340	819	250	250	250	1,000	2,940	2,909	2,569
Health & Safety (Non-Schools)	66	75	75	75	100	100	534	1,025	959	884
Defect Programme	1,151	849	0	0	0	0	0	2,000	849	0
ANNUAL PROPERY PROGRAMMES TOTAL	1,248	1,264	894	325	350	350	1,534	5,965	4,717	3,453
<u>Non-School Estate</u>										
Non-School Estate	49	8,460	14,500	8,000	5,000	5,000	15,951	56,960	56,911	48,451
NON-SCHOOL ESTATE PROGRAMME TOTAL	49	8,460	14,500	8,000	5,000	5,000	15,951	56,960	56,911	48,451
<u>WASTE MANAGEMENT PROGRAMME</u>										
Waste Recycling Centre Infrastructure Development	15	400	1,800	1,800	524	0	0	4,539	4,524	4,124
WASTE MANAGEMENT PROGRAMME TOTAL	15	400	1,800	1,800	524	0	0	4,539	4,524	4,124
<u>CORPORATE PROPERTY & PARTNERSHIP PROGRAMMES</u>										
<u>DIGITAL INFRASTRUCTURE PROGRAMME</u>										
Better Broadband For Oxfordshire (BBFO)	17,167	2,560	25	0	0	0	0	19,752	2,585	25
Broadband for Businesses in Rural Oxfordshire (BiRO)	0	4,525	1,789	0	0	0	0	6,314	6,314	1,789
Oxford Flood Relief Scheme	5,252	0	0	0	0	0	0	5,252	0	0
Cogges Manor Farm	58	762	230	0	0	0	0	1,050	992	230
New Salt Stores & Accommodation (R20)	1,858	2,500	597	0	0	0	0	4,955	3,097	597
CORPORATE PROPERTY & PARTNERSHIP PROGRAMMES TOTAL	24,335	10,347	2,641	0	0	0	0	37,323	12,988	2,641
Retentions (completed schemes)	0	0	19	0	0	0	0	19	19	19
COMMUNITIES: OTHER PROPERTY DEVELOPMENT CAPITAL PROGRAMME EXPENDITURE TOTAL	30,345	22,931	24,038	13,923	7,049	5,350	17,485	121,121	90,776	67,845

RESOURCES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	2023 / 24 £'000s	up to 2028 / 29 £'000s			
Children Services - ICT (Phase 1&2)	1,430	1,100	470	0	0	0	0	3,000	1,570	470
Operational Assets	1,371	3,600	3,679	1,250	1,250	1,250	2,750	15,150	13,779	10,179
Organisational Redesign	0	5,550	950	250	0	0	0	6,750	6,750	1,200
OPERATIONAL ASSETS TOTAL	2,801	10,250	5,099	1,500	1,250	1,250	2,750	24,900	22,099	11,849
OXFORDSHIRE LOCAL ENTERPRISE PARTNERSHIP										
Local Growth Fund										
Didcot Station Car Park Expansion (contribution)	9,500	0	0	0	0	0	0	9,500	0	0
Advanced Engineering & Technical Skills Centre	3,860	0	0	0	0	0	0	3,860	0	0
DISC project	3,000	0	0	0	0	0	0	3,000	0	0
Smart Oxford Culham City	1,230	770	0	0	0	0	0	2,000	770	0
LGF3 Prodrive	495	5	0	0	0	0	0	500	5	0
LGF3 Agritech Centre	1,136	0	0	0	0	0	0	1,136	0	0
Osney Mead Innovation	4,500	0	1,700	0	0	0	0	6,200	1,700	1,700
Housing & Growth Deal										
Affordable Housing	6,715	21,500	31,785	0	0	0	0	60,000	53,285	31,785
OXFORDSHIRE LOCAL ENTERPRISE PARTNERSHIP, HOUSING & GROWTH DEAL TOTAL	30,436	22,275	33,485	0	0	0	0	86,196	55,760	33,485
Completed Projects	14	7	0	0	0	0	0	21	7	0
RESOURCES CAPITAL PROGRAMME EXPENDITURE TOTAL	33,251	32,532	38,584	1,500	1,250	1,250	2,750	111,117	77,866	45,334

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BASIC NEED PROJECTS - additional planned pupil places (Sept 20)

Ref	School	Scheme Title	Scope	Additional pupil places	Latest Approved Budget £'000	Gateway	Delivery
1)	Matthew Arnold	Expansion by 1FE	6 classroom & 6th form study room block	150	3,359	On-Site	OCC
2)	East Hanney, St James	Expansion to 1FE	4 classrooms	105	2,133	On-Site	Third Party
3)	Bloxham, Warriner	Expansion by 2FE to 10FE	14 Teaching Areas	300	5,700	On-Site	OCC
4)	North Leigh	Expansion to 1FE	Replacement of temporary classroom	0	415	On-Site	Third Party
5)	John Watson	Expansion in AN	Internal alterations	20	3,100	On-Site	Third Party
6)	Southmoor, John Blandy	Expansion by 0.5FE to 1.5FE	6 classroom 2 storey building	105	2,893	Stage 2	OCC
7)	Marcham	Expansion AN20 to 1FE	2 classroom block & Kitchen	70	1,497	Stage 2	OCC
8)	Cholsey	Expansion by 0.5FE to 2FE	4 classrooms	105	2,219	Stage 2	OCC
9)	West Witney	Expansion by 0.5FE to 2FE	4 classroom 2 storey building plus kitchen & Hall extension	105	2,300	Stage 1	OCC
10)	Chesterton	Expansion AN20 to 1FE	2 classrooms & internal alterations	70	1,373	Stage 1	OCC
11)	Five Acres, Ambrosden	Expansion to 2FE	Replacement of 2 temporary classrooms	0	966	Stage 1	OCC
12)	Chinnor, St Andrew's	Expansion by 0.5FE to 2FE	2 classrooms	105	874	Stage 1	OCC
13)	Benson	Expansion by 0.5FE to 1.5FE	3 classrooms	105	1,452	Stage 1	OCC
14)	Longworth	Expansion to 0.5FE	1 classroom	30	625	Stage 1	OCC
15)	Milton, St Blaise	Expansion to 1FE	4 Classrooms	105	3,150	Stage 1	OCC
16)	Burford	Expansion AN15 to AN20	Internal alterations	35	432	Stage 0	Third Party
17)	Radley	Expansion to 1FE	TBC	105	2,500	Stage 0	TBC
18)	Bardwell	Expansion in AN	TBC	16	1,500	Stage 0	TBC
19)	Long Hanborough, Manor	Expansion by 0.5FE to 1.5FE	TBC	70	1,591	Stage 0	TBC
20)	Wallingford	(Secondary) Expansion by 1FE to 8FE	12 teaching areas 2 storey building.	135	3,486	Stage 1	Third Party

Period to Sept 20 is expected date of change in admission number intake and not project completion date.

Stage 2 - Contract let

Stage 1 - Detailed Design / Tender

Stage 0 - Feasibility

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SCHOOL STRUCTURAL MAINTENANCE PROGRAMME 2019/20 (ED944)

Ref	Site Name	Scope of Works	Budget Allocation 19/20 * £
1)	Warriner School	Replacement Gas Pipe	800,000
2)	Carterton CP	Boiler	150,000
3)	Ducklington	Roof	60,000
4)	Uffington	Roof	45,000
5)	St Andrew's Chinnor	Roof	415,000
6)	Harwell	Roof	180,000
7)	Kingham	Roof	60,000
8)	Aston & Cote	Boiler	75,000
9)	Botley (Canteen)	Demoish HORSAs dining & reprovide with Temp	210,000
10)	St Andrew's Headington	Roofing	50,000
11)	Church Cowley St James	Roofing	210,000
12)	Finmere	Boiler	75,000
13)	Five Acres	Roofing	90,000
14)	Fringford	Boiler	110,000
15)	Kings Meadow	Roofing	445,000
16)	Kings Meadow	Replace roof lights	60,000
17)	North Kidlington	Roofing	185,000
18)	St Swithun	Boiler	135,000
19)	Valley Rd	Roofing	300,000
20)	Long Wittenham	Roofing	85,000
21)	Whitchurch	Roofing	110,000
22)	Whitchurch	Boiler	90,000
23)	Contingency		392,000
	Total		4,332,000

* in-year budget only, total project cost will be higher (exclude previous year costs)

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Division(s): N/A

CABINET – 16 JULY 2019

TREASURY MANAGEMENT OUTTURN 2018/19

Report by Director of Finance

RECOMMENDATION

1. Cabinet is **RECOMMENDED** to note the report, and to **RECOMMEND** Council to note the Council's Treasury Management Activity in 2018/19.

Executive Summary

2. The Chartered Institute of Public Finance and Accountancy's (CIPFA's) 'Code of Practice on Treasury Management (Revised) 2009' requires that the Council and Audit & Governance Committee receives an updated report on Treasury Management activities at least twice per year. This report is the second report for the financial year 2018/19 and sets out the position as at 31 March 2019. The report will be also considered by Audit and Governance committee on 17 July.
3. Treasury management is defined as: "The management of the local authority's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."
4. At 31 March 2019, outstanding debt totalled £345m and average interest paid on long-term debt was 4.42%. The Council repaid £24m of maturing PWLB loans during the year. No new borrowing was arranged during 2018/19 with either the Public Works Loan Board (PWLB) or through the money markets. The Council's debt financing position for 2018/19 is shown in Annex 1.
5. The Treasury Management Strategy for 2018/19 was based on an average base rate forecast of 0.63% (0.5% from April 2018 to September 2018, then 0.75% from October 2018 to March 2019). The budget for interest receivable assumed that an average interest rate of 0.75% would be achieved. The average daily balance of temporary surplus cash invested in-house was £368m in 2018/19.
6. The Council achieved an average in-house return for the year of 0.87%, producing gross interest receivable of £3.197m. In relation to external funds, gross distributions totalling £0.964m were realised in year, bringing total investment income to £4.161m. This compares to budgeted investment income of £3.250m, giving a net overachievement of £0.911m.
7. At 31 March 2019, the Council's investment portfolio of £439.349m comprised £269m of fixed term deposits, £40.113m in notice accounts, £29.231m at short term notice in money market funds and £101.005m in pooled funds with a variable net asset value. Annex 4 provides an analysis of the investment portfolio at 31 March 2019.

External Context – Provided by Arlingclose

8. **Economic background:** After spiking at over \$85/barrel in October 2018, oil prices fell back sharply by the end of the year, declining to just over \$50 in late December before steadily climbing toward \$70 in April 2019. UK Consumer Price Inflation (CPI) for February 2019 was up 1.9% year/year, just above the consensus forecast but broadly in line with the Bank of England's February Inflation Report. The most recent labour market data for the three months to January 2019 showed the unemployment rate fell to a new low 3.9% while the employment rate of 76.1% was the highest on record. The 3-month average annual growth rate for pay excluding bonuses was 3.4% as wages continue to rise steadily and provide some upward pressure on general inflation. Once adjusted for inflation, real wages were up 1.4%.
9. After rising to 0.6% in the third calendar quarter from 0.4% in the second, fourth quarter economic growth slowed to 0.2% as weaker expansion in production, construction and services dragged on overall activity. Annual GDP growth at 1.4% continues to remain below trend. Following the Bank of England's decision to increase Bank Rate to 0.75% in August, no changes to monetary policy have been made since.
10. The US Federal Reserve continued its tightening bias throughout 2018, pushing rates to the 2.25%-2.50% range in December. However, a recent softening in US data caused the Fed to signal a pause in hiking interest rates at the last Federal Open Market Committee (FOMC) meeting in March.
11. With the 29th March 2019, the original EU 'exit day' now been and gone, having failed to pass a number of meaningful votes in Parliament, including rejecting Theresa May's deal for the third time, MPs voted by a majority of one (313 to 312) to ask the prime minister to seek an extension to the Brexit process beyond 12th April in order to avoid a no-deal scenario. The EU has granted an extension until 31st October and its leaders have been clear that the terms of the deal are not up for further negotiation. The ongoing uncertainty continues to weigh on sterling and UK markets.
12. While the domestic focus has been on Brexit's potential impact on the UK economy, globally the first quarter of 2019 has been overshadowed by a gathering level of broader based economic uncertainty. The US continues to be set on a path of protectionist trade policies and tensions with China in particular, but with the potential for this to spill over into wider trade relationships, most notably with EU. The EU itself appeared to be show signs of a rapid slowdown in economic growth with the major engines of its economy, Germany and France, both suffering misfires from downturns in manufacturing alongside continued domestic/populist unrest in France. The International Monetary Fund downgraded its forecasts for global economic growth in 2019 and beyond as a consequence.
13. **Financial markets:** December was a month to forget in terms of performance of riskier asset classes, most notably equities. The FTSE 100 (a good indicator of global corporate sentiment) returned -8.8% assuming dividends were reinvested; in pure price terms it fell around 13%. However, since the beginning of 2019 markets have rallied, and the FTSE 100 and FTSE All share indices were both around 10% higher than at the end of 2018.

14. Gilt yields continued to display significant volatility over the period on the back of ongoing economic and political uncertainty in the UK and Europe. After rising in October, gilts regained their safe-haven status throughout December and into the new year - the 5-year benchmark gilt yield fell as low as 0.80% and there were similar falls in the 10-year and 20-year gilts over the same period dropping from 1.73% to 1.08% and from 1.90% to 1.55%. The increase in Bank Rate pushed up money markets rates over the year and 1-month, 3-month and 12-month LIBID (London Interbank Bid) rates averaged 0.53%, 0.67% and 0.94% respectively over the period.
15. Recent activity in the bond markets and PWLB interest rates highlight that weaker economic growth is not just a UK phenomenon but a global risk. During March the US yield curve inverted (10-year Treasury yields were lower than US 3 month money market rates) and German 10-year Bund yields turned negative. The drivers are a significant shift in global economic growth prospects and subsequent official interest rate expectations given its impact on inflation expectations. Further to this is world trade growth which collapsed at the end of 2018 falling by 1.8% year-on-year. A large proportion of this downturn in trade can be ascribed to the ongoing trade tensions between the US and China which despite some moderation in January does suggest that the International Monetary Fund's (IMF) and Organisation for Economic Co-Operation & Development's (OECD) forecasts for global growth in 2019 of 3.5% might need to be revised downwards.
16. **Credit background:** Credit Default Swap (CDS) spreads drifted up towards the end of 2018 on the back of Brexit uncertainty before declining again in 2019 and continuing to remain low in historical terms. After hitting around 129 basis points in December 2018, the spread on non-ringfenced bank NatWest Markets plc fell back to around 96bps at the end of March, while for the ringfenced entity, National Westminster Bank plc, the CDS spread held relatively steady around 40bps. The other main UK banks, as yet not separated into ringfenced and non-ringfenced from a CDS perspective, traded between 33 and 79bps at the end of the period.
17. The ringfencing of the big four UK banks (Barclays, Bank of Scotland/Lloyds, HSBC and RBS/Natwest Bank plc) transferred their business lines into retail (ringfenced) and investment banking (non-ringfenced) entities.
18. In February, Fitch put the UK AA sovereign long-term rating on Rating Watch Negative as a result of Brexit uncertainty, following this move with the same treatment for UK banks and a number of government-related entities.
19. There were minimal other credit rating changes during the period. Moody's revised the outlook on Santander UK to positive from stable to reflect the bank's expected issuance plans which will provide additional protection for the its senior unsecured debt and deposits.

Treasury Management Activity

Debt Financing & Maturing Debt

20. The Strategy for Long Term Borrowing included the option to fund new or replacement borrowing up to the value of £50m through internal borrowing to reduce the Council's exposure to credit risk and reduce the cost of carry (difference between borrowing costs and investment returns) whilst debt rates remained higher than investment interest rates.

21. No new borrowing was arranged during 2018/19 with either the Public Works Loan Board (PWLB) or through the money markets.
22. At 31 March 2019, the authority had 56 PWLB loans totalling £293.383m, 9 LOBO¹ loans totalling £45m and one £5m money market loan. The average rate of interest paid on PWLB debt was 4.50% and the average cost of LOBO debt in 2018/19 was 3.94%. The cost of debt on the money market loan was 3.95%. The combined weighted average for interest paid on long-term debt was 4.42%. The Council's debt financing position for 2018/19 is shown in Annex 1.
23. The Council continues to qualify for the Certainty Rate on PWLB loans, offering a 0.20% discount on the Standard Rate (currently gilts plus 1.00%). Qualification is based on provision of additional information on long-term borrowing and associated capital spending plans.
24. The Council repaid £24m of maturing PWLB loans during the year. The weighted average interest rate payable on the matured loans was 4.025%. The outturn for Interest Payable in 2018/19 was £15.6m which is in line with the budget in the Medium Term Financial Plan. The details are set out in Annex 2.

Investment Strategy

25. Security and liquidity of cash was prioritised above the requirement to maximise returns. The Council used fixed deposits, call accounts, notice accounts, money market funds and pooled funds to deposit its in-house cash surpluses during 2018/19. The Council continuously monitored credit quality information regarding the institutions on the Council's approved Lending List.
26. During 2018/19 the Council limited the exposure to banks by lending to local authorities. At 31 March 2019 the Council had £40m of long-term fixed deposits (deposits over 364 days), all of which were placed with local authorities. The aim was to maintain a high level of security and manage exposure to interest rate and counterparty risk.
27. The weighted average maturity of all deposits at 31 March 2019, including money deposited in short-term notice accounts, was 181 days (compared with 224 days during 2017/18). This comprised £269m fixed deposits with a weighted average maturity of 191 days, £30.1m in notice accounts with a weighted average maturity of 95 days and £39.25m invested in money market funds and call accounts with same day liquidity. The decrease in weighted average maturity was a strategic decision as a result of increased investments in external funds.
28. During the year, the Council increased investments in strategic pooled funds from £42.5m to £100m. The Council also withdrew its £19.5m investments in short dated cash plus funds.

The Council's Lending List

¹ LOBO (Lender's Option/Borrower's Option) Loans are long-term loans which include a re-pricing option for the bank at predetermined intervals.

29. The Council's in-house cash balances are deposited with institutions that meet the Council's approved credit rating criteria. The approved Lending List is regularly updated during the year to reflect changes in bank and building society credit ratings. Changes are reported to the Cabinet on a regular basis as part of the Financial Monitoring & Business Strategy Delivery reports. The approved lending list may also be further restricted by officers, in response to changing conditions and perceived risk. Annex 3 shows the amendments incorporated into the Lending List during 2018/19, in accordance with the approved credit rating criteria and additional temporary restrictions.

Investment Outturn

30. The average daily balance of temporary surplus cash invested in-house was £368m in 2018/19. The Council achieved an average in-house return for the year of 0.87%, producing gross interest receivable of £3.197m. Temporary surplus cash balances include: developer contributions; council reserves and balances; trust fund balances; and various other funds to which the Council pays interest at each financial year end, based on the average three month London Interbank Bid (LIBID) rate.
31. During 2018/19 the average three month LIBID rate was 0.67%. The Council's average in-house return of 0.87% exceeded this benchmark by 0.20%. The average in-house return was 0.12% higher than the rate of interest of 0.75% assumed in the budget. The budgeted forecast was for UK Base Rate to rise from 0.50% to 0.75% in October 2018, however the Monetary Policy Committee raised rates in July 2018, slightly earlier than expected.
32. The Council operates a number of instant access call accounts and money market funds to deposit short-term cash surpluses. During 2018/19 the average balance held on instant access was £62.262m.
33. Gross distributions from pooled funds totalling £0.964m were realised in year, bringing total investment income to £4.161m. This compares to budgeted investment income of £3.250m, giving a net overachievement of £0.911m. The overachievement in income received was due to a combination of higher than forecast average cash balances, an increase in interest rates and large distributions and realised gains from pooled funds.
34. Divestment of short dated cash plus funds, and a change in investment in a strategic pooled fund means the Council was able to realise a one of in year gain of £2.942m which was taking to the General Fund in 2018/19. The 2018/19 accounts also recognise an increase in the value of external funds in Other Comprehensive Income of £0.365m.
35. As at 31 March 2019 the total value of pooled fund investments was £101.005m. This included an overall gain of £0.978m on the purchase value of the assets. Gains are held in Other Comprehensive Income and cannot be realised as investment income until the point at which fund units are sold.
36. At 31 March 2019, the Council's investment portfolio of £439.349m comprised £269m of fixed term deposits, £29.231m in notice accounts, £40.112m at short term notice in money market funds and call accounts and £101.005m in pooled funds with a variable net asset value (VNAV). Annex 4 provides an analysis of the investment portfolio at 31 March 2019.

37. The council's Treasury Management Strategy Team regularly monitors the risk profile of the Council's investment portfolio. An analysis of the credit and maturity position of the portfolio at 31 March 2019 is shown in Annex 4.

External Funds

38. The Council uses external fund managers and pooled funds to diversify the investment portfolio through the use of different investment instruments and markets. The Annual Investment Strategy for 2018/19 set out that up to 50% of the total portfolio can be invested with external fund managers and pooled funds, and in order to ensure appropriate diversification, these should be diversified between a minimum of two asset classes. During the last quarter of the financial year, the Council divested from short dated cash plus funds, and increased the total investment in external funds from £42.5m to £100m. The portfolio is split between four asset classes and eight funds, some individual funds have higher volatility, but due to the offsetting of the diversified portfolio, overall volatility is lower. The investment value and the value at 31 March 2019 are set out in the table below.

	Investment Value	Value at 31 March 2019
	£m	£m
<u>Property Funds</u>		
CCLA Local Authorities Property Fund	25.000	25.344
<u>Equities</u>		
Threadneedle Global Equity Fund	12.500	12.685
Schroder Income Maximiser	12.500	12.539
<u>Bond Funds</u>		
Threadneedle Strategic Bond Fund	12.500	12.925
M&G Strategic Corporate Bond Fund	12.500	12.409
<u>Multi Asset</u>		
Kames Diversified Income	10.000	10.143
Investec Diversified Income	10.000	9.967
CCLA Diversified Income	5.000	4.990
TOTAL	100.000	101.002

Prudential Indicators for Treasury Management

39. During the financial year, the Council operated within the treasury limits and Prudential Indicators set out in the Council's Treasury Management Strategy Report. The outturn for the Prudential Indicators is shown in Annex 5.

External Performance Indicators and Statistics

40. The Council's treasury management advisors Arlingclose also benchmark the Council's investment performance against its other clients on a quarterly basis. The results of the quarter 4 benchmarking to 31 March 2019 are included in Annex 6.
41. The benchmarking results show that the Council was achieving higher than average interest on deposits at 31 March 2019, when compared with a group of 144 other local authorities. This has been achieved by placing deposits over a longer than average duration with institutions that are of higher than average credit quality.
42. Oxfordshire had a higher than average allocation to local authority deposits when compared with other local authorities in the benchmarking exercise. Oxfordshire also had a notably lower than average exposure to money market funds, call accounts and the Debt Management Office's deposit account, and a higher than average exposure to Strategic Pooled Funds.

Financial and Legal Implications

43. This report is mostly concerned with finance and the implications are set out in the main body of the report.

Lorna Baxter
Director of Finance

Contact officer: Donna Ross
Telephone Number: 01865 816343
July 2019

OXFORDSHIRE COUNTY COUNCIL DEBT FINANCING 2018/19

	£'m
DEBT PROFILE	
1 PWLB	317.38
2 Money Market LOBO loans	45.00
3 Other Long term loans	5.00
4 Temporary Loans	0.00
5 Internal Balances	-14.27
6 ACTUAL DEBT AT 01.04.18	353.11
7 Government Supported Borrowing	0.22
8 Unsupported Borrowing	0.00
9 Borrowing in advance	0.00
10 Repayments -minimum revenue provision	8.25
11 TOTAL DEBT AT 31.3.19	345.08
DEBT REPAID	
12 PWLB Normally Maturing Loans	24.00
13 Early debt repayments	0.00
14 Total Debt Repaid	24.00
NEW EXTERNAL BORROWING	
15 PWLB New Borrowing	0.00
16 PWLB Replacement following Early Repayment	0.00
17 LOBO New Borrowing	0.00
18 Money Market New Borrowing	0.00
19 Total External Borrowing	0.00
20 YEAR END DEBT PROFILE	
21 PWLB	293.38
22 Other Long Term Loans	50.00
23 Temporary Loans (External)	0.00
24 Internal Balances	1.70
25 TOTAL YEAR END DEBT	345.08

Line

- 1-6. This is a breakdown of the Council's debt at the beginning of the financial year (1 April 2018). The PWLB is a government agency operating within the Debt Management Office. LOBO (Lender's Option/ Borrower's Option) loans are long-term loans, with a maturity of up to 60 years, which includes a re-pricing option for the bank at predetermined time intervals. Internal balances include provisions, reserves, revenue balances, capital receipts unapplied and excess of creditors over debtors.
7. 'Government Supported Borrowing' is the amount that the Council can borrow in any one year to finance the capital programme. This is determined by Central Government, and in theory supported through the Revenue Support Grant (RSG) system.
8. 'Unsupported Borrowing' reflects Prudential Borrowing taken by the authority whereby the associated borrowing costs are met by savings in the revenue budget.
9. 'Borrowing in Advance' is the amount the Council borrowed in advance during 2018/19 to fund future capital finance costs.
10. The amount of debt to be repaid from revenue. The sum to be repaid annually is laid down in the Local Government and Housing Act 1989, which stipulates that the repayments must equate to at least 4% of the debt outstanding at 1 April each year.
11. The Council's total debt by the end of the financial year at 31 March 2018, after taking into account new borrowing, debt repayment and movement in funding by internal balances.
12. The Council's normal maturing PWLB debt.
13. PWLB debt repaid early during the year.
14. Total debt repaid during the year.
15. The normal PWLB borrowing undertaken by the Council during 2018/19.
16. New PWLB loans to replace debt repaid early.
17. The Money Market LOBO borrowing undertaken by the Council during 2018/19.
18. The Money Market Fixed Rate borrowing undertaken by the Council during 2018/19.
19. The total external borrowing undertaken.
- 20-25. The Council's debt profile at the end of the year.

Long-term debt Maturing 2018/19

Public Works Loan Board: Loans Maturing in 2018/19

Date	Amount £m	Rate %	Repayment Type
22/11/2018	1.0	7.000	Maturity
22/11/2018	1.0	7.000	Maturity
14/06/2018	10.0	3.930	Maturity
31/08/2018	10.0	3.860	Maturity
13/07/2018	0.5	2.350	EIP
13/01/2019	0.5	2.350	EIP
31/07/2018	0.5	2.350	EIP
31/01/2019	0.5	2.350	EIP
Total	24.0		

Repayment Types

Maturity – Full amount of principal is repaid at the final maturity date

EIP – Equal Instalments of Principal are repaid every 6 months until the final maturity date

Lending List Changes during 2018/19**Lending limits & maturity limits changed from 1 April 2018**

	01/04/2018		31/03/2019	
	Lending Limit	Maximum Maturity	Lending Limit	Maximum Maturity
Rabobank Group	£25m	13 months	£25m	6 months
Nordea Bank AB	£25m	13 months	£25m	6 months

Counterparties suspended from 1 April 2018

	Date Suspended
Credit Suisse	12/12/2018
Danske Bank	12/12/2018

Other Changes

Svenska Handelsbanken AB was restructured with Handelsbanken Plc

OXFORDSHIRE COUNTY COUNCIL INVESTMENT PORTFOLIO 31/03/2018

Fixed term deposits held at 31/03/2019

Counterparty	Principal Deposited (£)	Maturity Date
Walsall Council	£5,000,000.00	13-Dec-19
Northumberland County Council	£8,000,000.00	20-Dec-19
Liverpool City Council	£5,000,000.00	10-Jan-20
Liverpool City Council	£5,000,000.00	20-Jan-20
London Borough of Croydon Council	£5,000,000.00	3-Jul-20
Doncaster Metropolitan Borough Council	£5,000,000.00	10-Oct-19
Lancashire County Council	£5,000,000.00	21-Sep-20
Rugby Borough Council	£2,000,000.00	15-Jan-20
Monmouthshire County Council	£5,000,000.00	13-Nov-20
Barnsley Metropolitan Borough Council	£5,000,000.00	27-Nov-20
South Ayrshire Council	£5,000,000.00	15-Jan-20
Lancashire County Council	£5,000,000.00	1-Nov-19
Corby Borough Council	£2,000,000.00	25-Jun-19
United Overseas Bank	£5,000,000.00	26-Jun-19
Liverpool City Council	£5,000,000.00	20-Jul-20
Spelthorne Borough Council	£4,000,000.00	2-Jul-21
Doncaster Metropolitan Borough Council	£3,500,000.00	9-Jul-20
United Overseas Bank	£5,000,000.00	15-Jul-19
Lincoln City Council	£5,000,000.00	29-Jul-19
Slough Borough Council	£7,000,000.00	30-Jul-19
Rabobank Group	£5,000,000.00	31-Jul-19
London Borough of Croydon Council	£5,000,000.00	28-Aug-19
Lancashire County Council	£5,000,000.00	15-Jul-19
West Dunbartonshire Council	£5,000,000.00	16-Apr-19
Cambridgeshire County Council	£5,000,000.00	6-Sep-19
Liverpool City Council	£5,000,000.00	26-Apr-19
Southampton City Council	£5,000,000.00	15-Jul-19
North Ayrshire Council	£3,000,000.00	24-Jul-19
Rhondda Cynon Taf CBC	£5,000,000.00	8-Apr-19
Plymouth City Council	£5,000,000.00	24-Jul-19
Cambridgeshire County Council	£5,000,000.00	28-Jun-19
Surrey County Council	£5,000,000.00	17-Jun-19
DBS Bank (Development Bank of Singapore)	£5,000,000.00	3-Apr-19
Plymouth City Council	£5,000,000.00	8-Aug-19
Wokingham Borough Council	£5,000,000.00	3-Jun-19
Thurrock Council	£5,000,000.00	31-Jul-19
Surrey County Council	£5,000,000.00	15-May-19
Birmingham City Council	£5,000,000.00	29-May-19
North Lanarkshire Council	£5,000,000.00	28-May-19
South Ayrshire Council	£5,000,000.00	23-May-19
Lloyds Bank plc	£6,000,000.00	14-May-19
Rotherham Metropolitan Borough Council	£10,000,000.00	3-May-19
Australia and New Zealand Banking Group	£5,000,000.00	16-May-19

Plymouth City Council	£5,000,000.00	13-Jun-19
Cambridgeshire County Council	£5,000,000.00	4-Dec-19
Darlington Borough Council	£5,000,000.00	29-Jan-21
Eastleigh Borough Council	£5,000,000.00	16-Dec-19
West Dunbartonshire Council	£6,000,000.00	18-Dec-19
The Highland Council	£5,000,000.00	4-Sep-19
Birmingham City Council	£5,000,000.00	2-Apr-19
London Borough of Barking and Dagenham	£5,000,000.00	28-May-19
London Borough of Newham	£5,000,000.00	1-Jul-19
Uttlesford District Council	£2,500,000.00	6-Jul-20
Close Brothers Ltd	£5,000,000.00	27-Sep-19

Total £269,000,000.00

Money Market Funds

Counterparty	Balance at 31/03/19 (£)	Notice period
Aberdeen Liquidity Fund	17,231,534.54	Same day
Federated Sterling Liquidity Funds	12,000,000.00	Same day
Total	29,231,534.54	

Notice / Call Accounts

Counterparty	Balance at 31/03/19 (£)	Notice period
Barclays 100 Day Notice	14,800,000.00	100 days
Barclays Current	298,763.22	Same day
Santander 95 Day Notice	15,000,000.00	95 days
Handelsbanken	10,013,991.15	Same day
Total	40,112,754.37	

Strategic Bond Funds

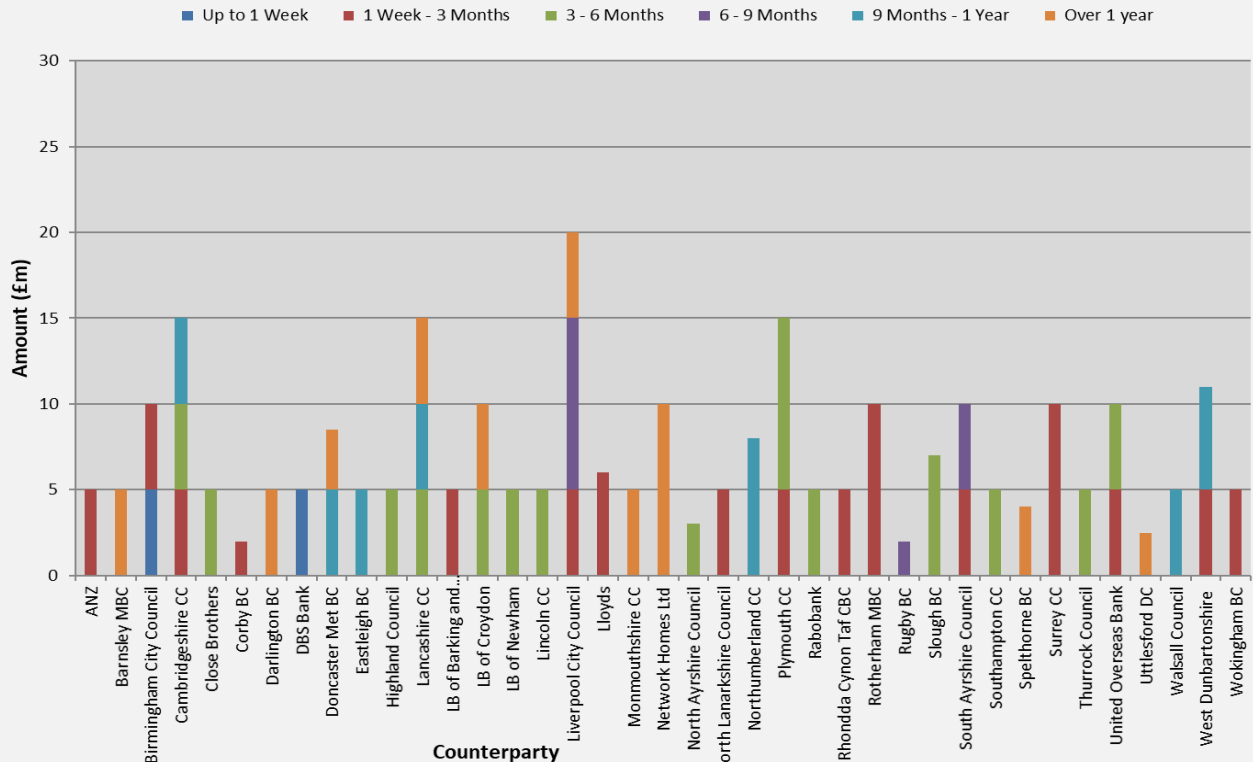
Fund	Balance at 31/03/18 (£)	Notice period
Threadneedle strategic bond fund (income)	12,925,054.85	4 days
Threadneedle Global Equity Income Fund	12,685,892.98	4 days
Kames Diversified Income	10,143,282.47	4 days
Investec Diversified Income	9,967,424.32	4 days
M&G Strategic Corporate Bond Fund	12,409,218.45	4 days
Schroder Income Maximiser	12,539,246.47	4 days
CCLA Diversified Income Fund	4,990,579.83	4 days
Total	75,660,699.37	

Property Funds

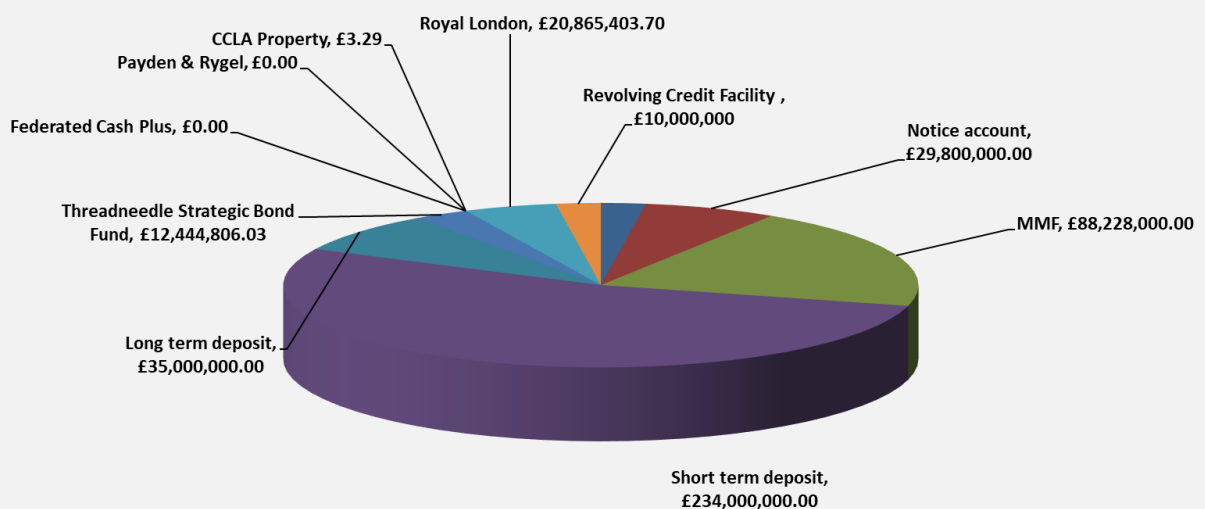
Fund	Balance at 31/03/18 (£)	Notice period
CCLA Local Authorities Property Fund	25,344,512.88	Monthly
Total	25,344,512.88	

Investment portfolio risk profile at 31/03/19

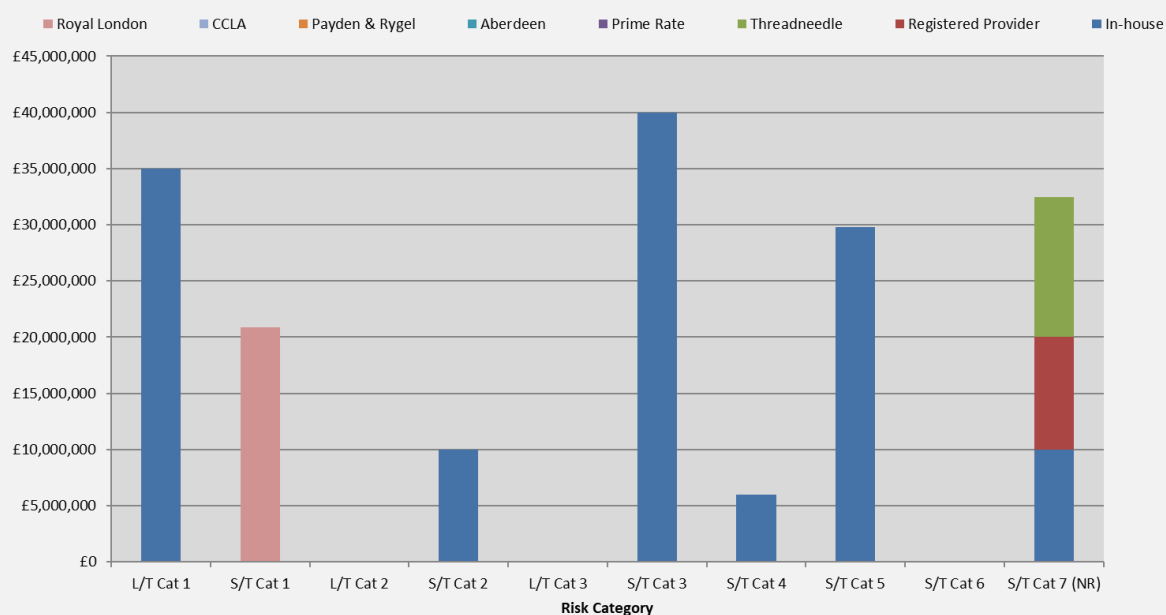
Fixed Deposit Maturity Profile as at 31.03.2019



Total Combined Portfolio as at 31.03.2019



Risk Profile - Total Combined Portfolio as at 31.03.2019



Risk Category	L/T rating	S/T rating
1 (Including Local Authorities)	AA+, AA	F1+
2	AA-	F1+
3	AA-	F1+
4	AA-	F1+
5	A+, A	F1
6	A	F1

Based on Fitch Ratings

Prudential Indicators Outturn 31 March 2019**Authorised and Operational Limit for External Debt**

Authorised Limit for External Debt	£455,000,000
Operational Limit for External Debt	£435,000,000
Actual External Debt at 31 March 2019	£366,243,618

Fixed Interest Rate Exposure

Fixed Interest Net Borrowing limit	£350,000,000
Actual at 31 March 2019	£29,382,618

Variable Interest Rate Exposure

Variable Interest Net Borrowing limit	0
Actual at 31 March 2019	- £102,488,501

Sums Invested over 364 days

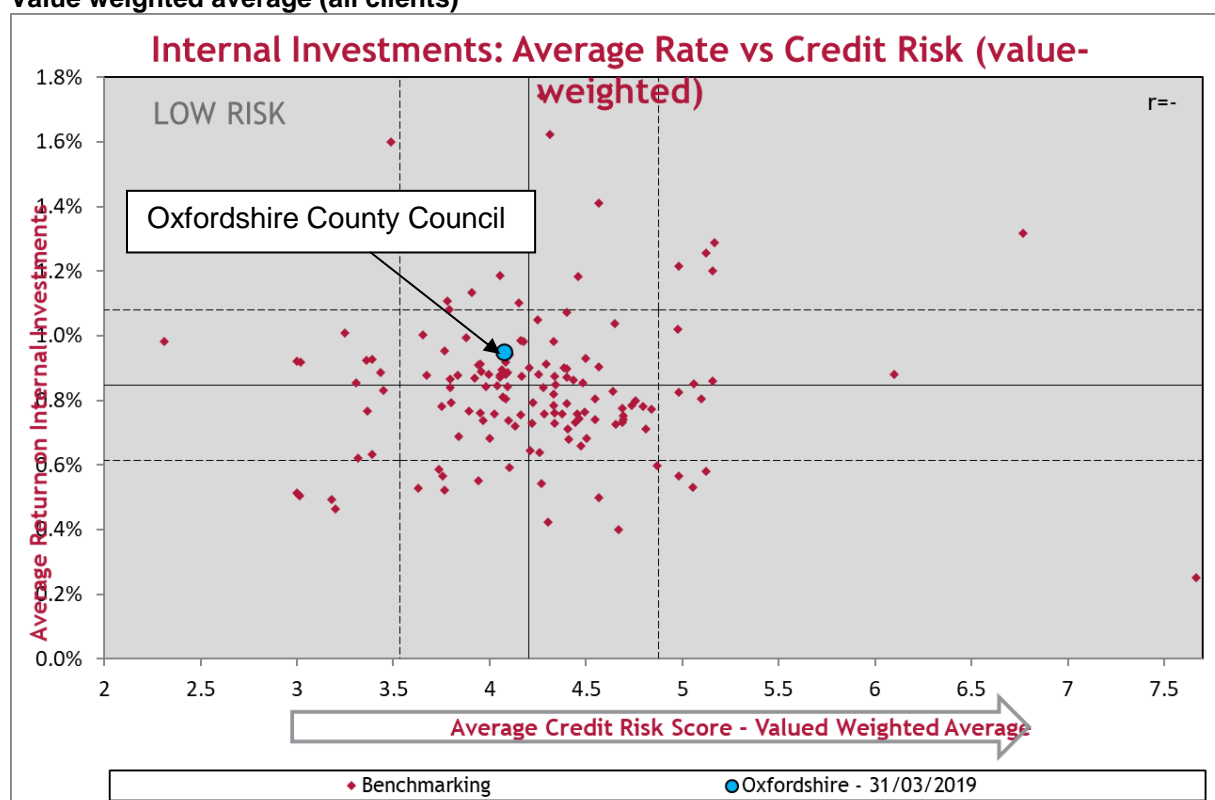
Total sums invested for more than 364 days maximum limit	£85,000,000
Actual sums invested for more than 364 days at 31 March 2019	£40,000,000

Maturity Structure of Borrowing at 31/03/18

	Limit %	Actual %
From 01/04/18		
Under 12 months	0 - 20	7.86
12 – 24 months	0 - 25	3.20
24 months – 5 years	0 - 35	16.31
5 years – 10 years	5 - 40	20.09
10 years +	50 - 95	52.53

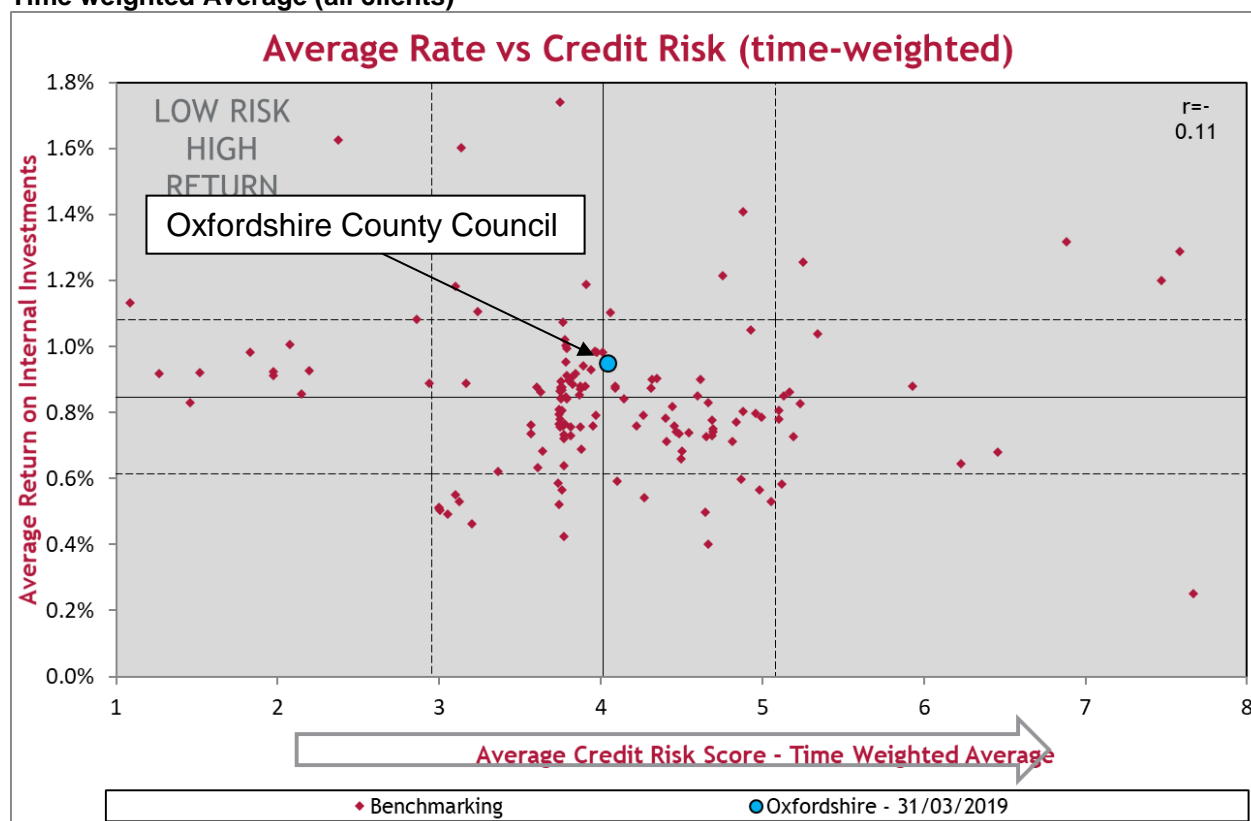
The Prudential Indictors for maturity structure are set with reference to the start of the financial year. The actual % shown above relates to the maturity period remaining at 01/04/18 on loans still outstanding at 31/03/19.

Value weighted average (all clients)



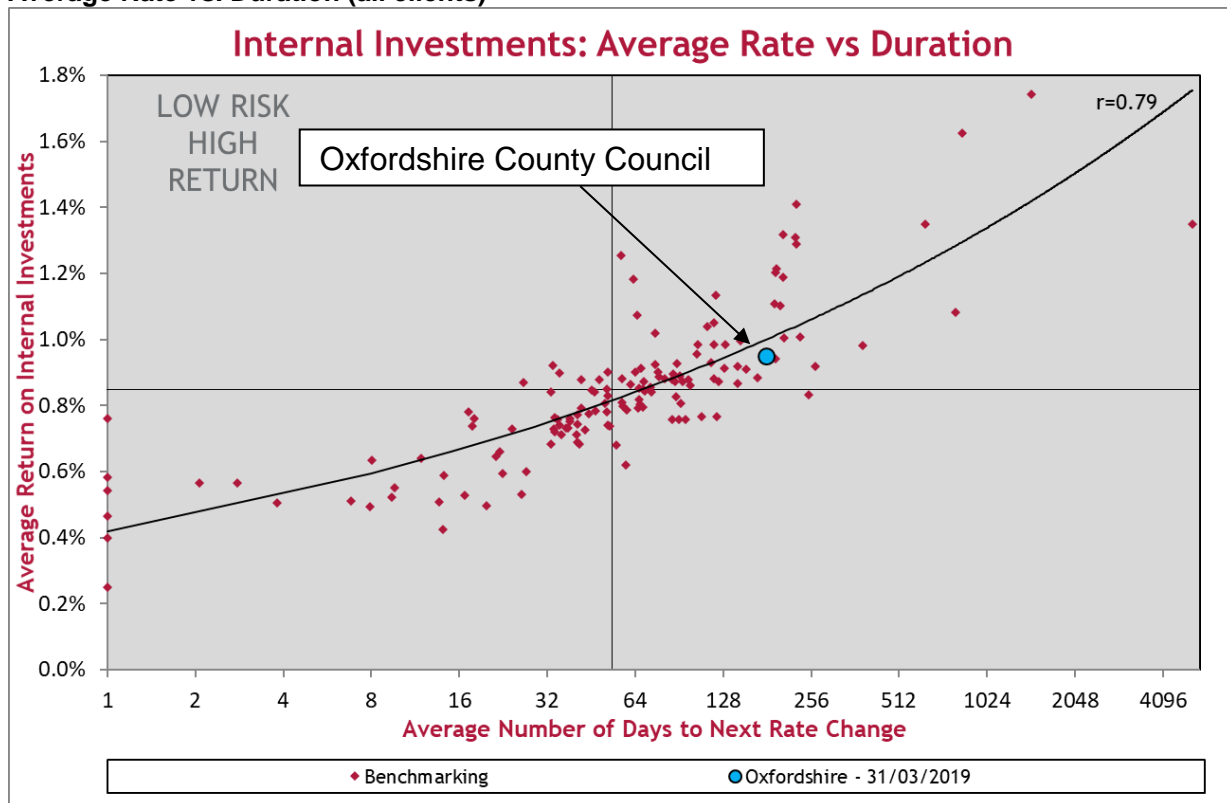
Oxfordshire County Council achieved a higher interest rate compared to the average achieved by all Arlingclose clients, whilst maintaining lower than average value weighted credit risk as at 31/03/2019.

Time weighted Average (all clients)



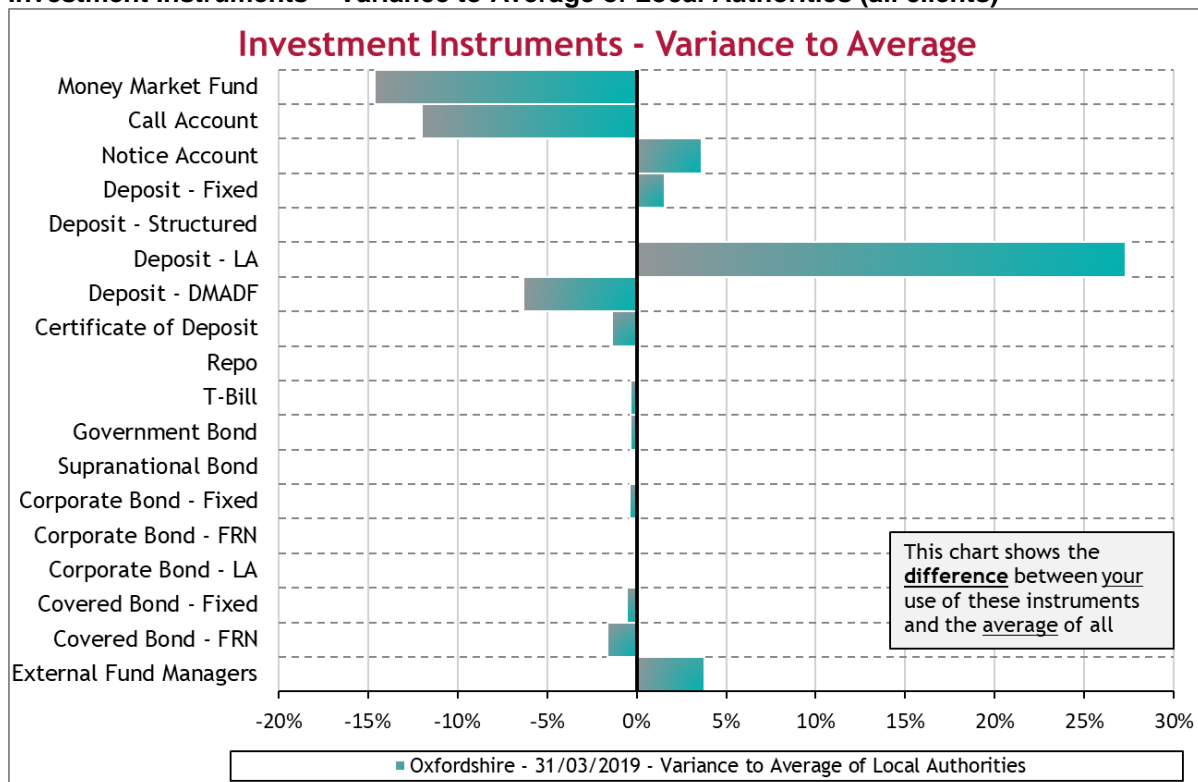
Oxfordshire County Council achieved a higher interest rate compared to the average achieved by all Arlingclose clients, whilst maintaining an average time weighted credit risk as at 31/03/2019.

Average Rate vs. Duration (all clients)



This graph shows that at 31/03/2019 Oxfordshire County Council achieved a higher than average return by placing deposits for longer than average duration.

Investment Instruments – Variance to Average of Local Authorities (all clients)



This graph shows that, at 31/03/2019, Oxfordshire County Council had notably higher than average allocations to local authority deposits when compared with other local authorities. Oxfordshire County Council also had notably lower exposure to money market funds, call accounts and Debt Management Office deposits.

Division(s):

CABINET – 16 JULY 2019

DRAFT INVESTMENT STRATEGY

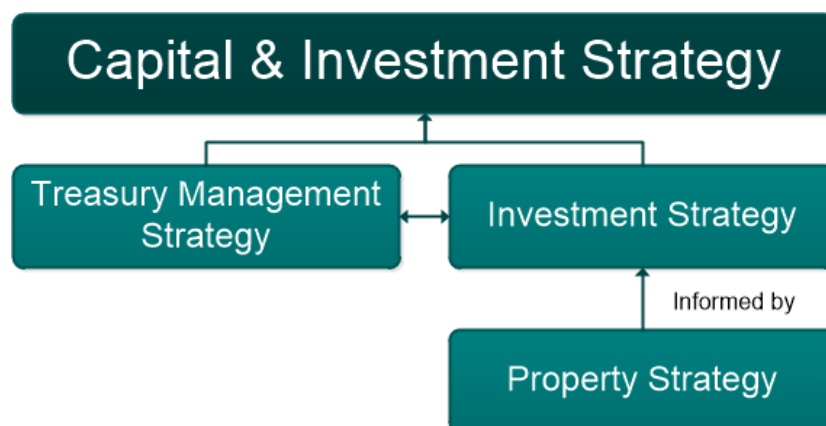
Report by Strategic Director for Communities and Director of Finance

RECOMMENDATION

1. **Cabinet are asked to provide feedback on the draft strategy and are RECOMMENDED to endorse the draft strategy ahead of final consideration by Council in September 2019 (subject to any amendments).**

Introduction

2. In line with revised statutory guidance (April 2018) the Council is formally required to have a Capital & Investment Strategy in place. This was approved by Council in Feb 2019. This overarching strategy includes the Treasury Management Strategy and makes reference to the development of an Investment Strategy, which will form a sub-section of that strategy, and requires Council approval. The relationship between these Strategies is shown below:



3. The draft strategy sets out a new investment framework, under which the Council can undertake investments against the following broad categories:
 - investments in property funds, bond funds, equities and multi asset classes;
 - maximising the use of and value of our own assets (land & buildings);
 - acquisitions & investments, which derive a service outcome or Council priority, and which generate a commercial return;
 - investments for policy, social, community benefits.

4. Continuing reductions in Central Government funding, at a time when Councils are facing increasing demand for services and an aging population, means that alternative sources of income and optimisation of council assets and resources need to be identified. The investment strategy is intended to enhance the financial resilience of the Council by investing to, secure new sources of income, increase income from existing assets, and/or increase capital growth.

Key Issues

5. In relation to Category C investments, the draft strategy and appendices set out a new process to provide advisory oversight and input regarding any commercial property and/or land acquisitions.

Financial Implications

6. All investment activity will be grouped and reported as a single portfolio and reflected in the Council's Capital & Investment Strategy, which requires agreement via the annual budget setting process. As part of this, a new portfolio will be created in the Capital Programme to cover dedicated funding for capital investments.

Equalities Implications

7. There are no obvious adverse impacts of this Strategy on those with a protected characteristic. Where this Strategy is used to inform specific investment decisions those individual decisions will require consideration of their equality impacts when they are considered by Members and officers.

Risk Management

8. The Ministry for Housing, Communities and Local Government (MHCLG) has policy responsibility for the Prudential System. This covers the responsibility for ensuring that the statutory guidance drives local authorities to make borrowing and investment decisions in a way that is commensurate with their statutory responsibilities and the best value duty. It also includes overall responsibility for the Local Government finance system, including understanding the risks to the system from changes in the types of borrowing and investment activities that local authorities are undertaking.
9. The Prudential Code requires that where authorities have commercial investments, that local authorities should disclose the contribution they make towards the service delivery objectives and/or place making role of the authority. In addition, the types of investment, due diligence processes, the proportionality of those investments and the local authority's risk appetite are also required to be set out.

Key Dates

10. The draft Investment Strategy was discussed at Performance Scrutiny Committee on 4th July and is anticipated to go to Full Council on 10th September 2019.

SIMON FURLONG
Strategic Director of Communities

LORNA BAXTER
Director of Finance

Background papers: N/A

Contact Officer: Andrew Fairweather 07825 790242
June 2019

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INVESTMENT STRATEGY

Introduction

1. This strategy sets out a new investment framework, under which the Council can undertake investments against the following broad categories:
 - investments in property funds, bond funds, equities and multi asset classes;
 - maximising the use of and value of our own assets (land & buildings);
 - acquisitions & investments, which derive a service outcome or Council priority, and which generate a commercial return;
 - investments for policy, social, community benefits.
2. Continuing reductions in Central Government funding, at a time when Councils are facing increasing demand for services and an aging population, means that alternative sources of income and optimisation of council assets and resources need to be identified. The investment strategy is intended to enhance the financial resilience of the Council by investing to:
 - secure new sources of income,
 - increase income from existing assets, and/or
 - increase capital growth.
3. The development of an investment portfolio is considered appropriate so long as authorities have a clear and transparent strategy with suitable governance arrangements in place, having access to the necessary skills to understand and manage the commercial risk involved, and establish affordability over the long term.
4. The Council has a key leadership role to play in placemaking in Oxfordshire. The investment decisions that it makes have the potential to greatly enhance the well-being and prosperity of communities across the county. The Council will consider the community value and social value of investment opportunities when making its decisions. Similarly, investments can also support the development of new delivery models for the benefit of residents, businesses, and visitors. The Council will also prioritise opportunities that are carbon neutral, use/generate green energy, or reduce travel and waste. This is all part of our contribution to healthy place shaping and climate change.
5. The Council has existing property and land portfolios which, for a number of reasons, may be surplus to requirements. There is therefore an opportunity to review these assets and resources, and then evaluate the most suitable options in order to optimise operational efficiency, customer access, and economic and financial value.
6. Furthermore, there are opportunities to support regeneration or growth using Council assets to lever in further investment or combine with other private or public sector assets to achieve specific regeneration and growth objectives.

7. An investment strategy also offers opportunities for generating income from assets and the opportunity to deliver a long term and sustainable income. This may be achieved through the capital programme or various investment vehicles which offer a range of diverse options to generate income, particularly where there can be a margin between the net return and the funding costs. Each investment opportunity will be evaluated against stringent financial criteria to ensure each delivers gross income aspirations whilst taking consideration of the costs of operating, including lending, acquisition and operating costs where relevant.

Statutory Framework

8. The Ministry for Housing, Communities and Local Government (MHCLG) has policy responsibility for the Prudential System. This covers the responsibility for ensuring that the statutory guidance drives local authorities to make borrowing and investment decisions in a way that is commensurate with their statutory responsibilities and the best value duty. It also includes overall responsibility for the Local Government finance system, including understanding the risks to the system from changes in the types of borrowing and investment activities that local authorities are undertaking.
9. The Prudential Code requires that where authorities have commercial investments, that local authorities should disclose the contribution they make towards the service delivery objectives and/or place making role of the authority. In addition, the types of investment, due diligence processes, the proportionality of those investments and the local authority's risk appetite are also required to be set out. The Government also recognises that local authorities have a key role in local economic regeneration, and this may mean that they choose to take on projects that the private sector would not consider.

Investment Objectives

10. The Council's investment objectives are defined as follows:
- To support growth, regeneration, and help deliver the Council's strategic objectives;
 - To reinvest income in line with agreed targets to ensure growth of the portfolio and maximise long term returns/income;
 - To ensure the portfolio is governed and administered in a way that supports long term sustainability for the Council and residents of Oxfordshire.
 - To reinvest equivalent funding whenever we release key property & investment assets to ensure the portfolio size is maintained and increased over time.¹

¹ Contributions of £40m from land development and disposal are already formally committed to the Capital Programme

Investment Categories

11. Investments have been grouped into four broad categories as set out below

A	B	C	D
Investments in property funds, bond funds, equities and multi asset classes (either through treasury management activities or capital)	Maximise use of and value of our own assets (land & buildings) linked to the Council's forthcoming Property Strategy	Investments, which derive a service outcome or Council priority, and which generate a commercial return	Investments for policy, social, community benefits (which may be at a cost)

Category A

12. The Council already has a portfolio of investments as part of its Treasury Management activities. The strategic approach to these investments is reviewed on an annual basis as part of the Treasury Management Strategy Statement & Annual Investment Strategy. It is proposed that any change to investments that are classified under Category A are managed using the current Treasury Management governance framework. However, it is important to consider the portfolio of investments as a whole, especially as some investments in this category may be classified as capital expenditure rather than treasury management activity.

Category B

13. The Council already owns a sizeable property portfolio (buildings and land) comprising of operational and non-operational assets. Assets which are determined as surplus to operational requirements, via the upcoming Property Strategy, will be considered for investment purposes.² The resource to undertake effective management of our property assets already exists in-house, and investment in our own assets can be seen as a continuation and extension of work already underway. However, should the scale and nature of the work change significantly then it may be necessary to review the way in which this work is managed and delivered to ensure the organisation has the correct capacity and skills.
14. Non-operational Sites - as part of OCC's decision to release its small-holdings estates in the 1990s, the organisation purposely held onto sites that were recognised to hold long term potential for residential development. Since this time staff have worked to promote development of these sites through the local plan process seeking approval for collaboration agreements and disposals via Cabinet. There are currently a number of major development sites totalling 86 hectares, that are in progress, with anticipated receipts expected from 2024. £40m of the anticipated receipts are already included with

² Please note that on occasions assets may be released in part, with the remaining space retained for operational purposes.

the capital programme funding up to 2028/29.³ The table below shows the extent of our remaining non-operational land holdings that have development value.

Phases	Land Holdings	Indicative Timescales
In Progress	~86 hectares	Major Receipts 2024 onwards
Medium Term	~17 hectares	Receipts c.2035-40 onwards
Long Term	~29 hectares	Receipts c.2040-50 onwards

15. Operational Sites - closely linked to Transformation and the Property Strategy, the Council has the potential to make further changes to how staff work in and use buildings in order to rationalise space and better match customer requirements. Using operational space more efficiently has the ability to both reduce running costs and generate income from the commercial market. Over the last decade there has been significant work to improve the utilisation of sites leading to a 25% reduction in running costs. A number of key Council-owned sites in central Oxford were reviewed in 2018 with input from external property consultants, validating the case for releasing and redeveloping specific sites in order to generate income.⁴ With access to funding, under the investment strategy, there is potential across the estate to further optimise the use of our assets and invest in them to maximise capital values and/or rental yields.

Category C

16. This type of investment reflects the acquisition of assets, that we would then manage and/or develop for others to lease. Such investments would be undertaken for the primary purpose of achieving policy benefits or service outcomes (whether this is supporting economic growth, delivery of services, as well as making a financial return and therefore support our other Council objectives).
17. In relation to land acquisitions, where the intention of the purchase is to increase land value rather than contribute towards service delivery objectives, is considered to be a low risk commercial activity. Likewise, transfers of existing land holdings with an expected future increase in value, is also considered to be a low risk commercial activity.

Category D

18. These investments aim to deliver a wider social, service, or community benefit, and may come at a cost. They may include:

³ The majority of these receipts will not be realised until at least 2024 onwards.

⁴ Or in some case, increase a capital receipt which could then be reinvested.

- Delivery of projects that otherwise might stall or not progress if left in private sector hands but will fulfil Council objectives;
- Momentum where intervention by a Council can then unlock or lead to confidence in the market from third parties;
- Non-financial gains where inward investment can create/maintain jobs/ training;
- Purchase of underperforming property assets which provide key strategic regeneration opportunities to generate the catalyst for economic development;
- Partnering with others to deliver broader benefits and unlock financial investments for the area that would otherwise be lost.

Reporting and Management of Investment Portfolio

19. All investment activity will be grouped and reported as a single portfolio and reflected in the Council's Capital & Investment Strategy, which requires agreement via the annual budget setting process. As part of this, a new portfolio will be created in the Capital Programme to cover dedicated funding for investments. Investments and returns will be monitored and appropriately balanced across the 4 investment categories. Decisions over the use and reinvestment of proceeds of the portfolio will be taken with a due regard for the long-term growth of the portfolio.

Governance

20. It is proposed that investments in Category C will follow the governance route set out below. Investments in Categories A, B, & D will follow existing governance routes in line with the Council's Constitution and Financial Procedure Rules (FPRs). Categories B & D will require submission of a Capital Business Case or equivalent. However, all categories will be reported annually as part of the Council's Capital & Investment Strategy as part of the governance of the Council's budget setting process.
21. The property investment market is very competitive and needs consistent and quick decisions if the Council is going to be successful in managing assets in this environment. It is therefore proposed that an Investment Advisory Panel is established to act as an advisory body for these initial decisions. They should ensure the decisions fall within the Corporate Strategy and are based upon the approved investment matrix (See Appendix A). They will then report their recommendations to Cabinet or Full Council in line with current governance, along with appropriate due diligence to support decision-making.
22. The Investment Advisory Panel will be made up of:

Members

- Leader of the Council
- Deputy Leader of the Council

- Cabinet Member with responsibility for Finance
- Cabinet Member with responsibility for Property
- Leader of the Opposition
- Performance Scrutiny Chair
- Leader of the secondary Opposition Group⁵

Officers

- Chief Executive
- Senior Officer with responsibility for Finance (Section 151 Officer)
- Senior Officer with responsibility for Investment
- Senior Officer with responsibility for Property
- Monitoring Officer

23. The primary purposes of the Investment Advisory Panel would be two-fold:

- To consider recommendations from officers regarding the potential purchase of a property asset, prior to submission of a bid. This would include consideration of the yield, and the Investment Evaluation based on the criteria set out. The ultimate consideration would be whether to submit a bid or not, and at what value.
- To consider the results of the due diligence process, (following acceptance of an offer from Council to purchase an asset), with the ultimate consideration of whether to endorse the purchase and proceed to exchange of contracts.

24. Due to the pace at which this sector operates, where there is no alternative, decisions to submit bids, approve purchases and exchange of contracts would be taken as urgent decisions by the Leader and S151 Officer in consultation with the Investment Advisory Panel and reported to the next available meeting of Cabinet and any other existing governance routes as appropriate. Where a decision is not time-bound they will go via current governance arrangements and be approved by Cabinet or Full Council as required. It should be noted that a number of investment decisions are likely to be time critical, and whilst not requiring the 'urgent decision' process, may require entry onto the Cabinet forward plan at short notice or potentially an extraordinary Cabinet meeting.

25. Given the need to react quickly and take timely decisions, meetings of the Investment Advisory Panel may need to be convened on a 'virtual' basis. In order to ensure the necessary governance, the meeting should include:

Members - at least two of:

- Leader of the Council;
- Deputy Leader of the Council

⁵ N.B. The Leader of the second largest Opposition Group will only attend, when the roles of Leader of the Opposition and the Chair of Performance Scrutiny are held by the same person.

- Cabinet Member with responsibility for Finance;
- Cabinet Member with responsibility for Property.

Officers - must include:

- Senior Officer with responsibility for Finance (Section 151 Officer), or S151 Deputy;

And at least one of:

- Chief Executive;
- Senior Officer with responsibility for Investment;
- Senior Officer with responsibility for Property;
- Monitoring Officer.

26. No substitutes may vote at the Panel or contribute to the voting quorum. However, the Section 151 Officer may send their S151 Deputy. Meetings must be held in person or as a conference call/video call. Prior to the meeting taking place the following completed documentation should be circulated (in confidence) to all members of the panel at least 3 working days before the meeting. If any member is unable to attend they can submit questions to be considered by the panel at their meeting.

- For potential purchase: completed proforma (see Appendix B) detailing the background information and overview of the asset, completed initial scoring matrix (see Appendix A) and reasons for the scores and any other initial external views of the asset that may be relevant at that time;
- For properties being considered for endorsement of purchase: completed due diligence as agreed at previous investment panel.

27. A proposition will not be considered if it does not meet the investment criteria i.e. it falls below the minimum score of 50% on the scoring matrix. Where a Category C investment relates to land acquisition and cannot properly be assessed via the current scoring matrix it will be assessed via a scoring matrix for land acquisitions, which will be developed in due course. Following the meeting a note of the recommendations made and the reasons for these to be completed will be recorded and circulated to all members of the group, whether in attendance or not. Appended is an Investment Matrix and Proforma, which helps in assessing the link to corporate objectives, suitability and return from any investments, and the risk profile that the Council is prepared to accept in considering any potential investments.

Implementation Plan

28. Although investment strategy will enable the Council to respond to opportunities as they arise, there is also a need to develop a programme of planned investment projects linked particularly to Type B investments. Following adoption of this strategy there will likely be a need to resource and forward fund elements of this work. There are also key interdependencies with Transformation and the Strategic Asset Management Plan that

will need to be worked through in order to align activities that impact staff and operational sites.

draft

Scoring Criteria	Score	4	3	2	1	0	Initial Unweighted Score	Weighted Score
	Weighting Factor	EXCELLENT/ VERY GOOD	GOOD	ACCEPTABLE	MARGINAL	UNACCEPTABLE		
Location - In county /Adjacent to county and can still add value	25.0	Prime	Good	Secondary	Tertiary	Remote		0
Tenancy - Strong Covenant	15.0	Single tenant with strong financial management	Multiple tenants with strong financial covenant	Single tenant with good financial covenant	Multiple tenants with average financial covenants	Tenants with poor financial covenant strength		0
Tenure	10.0	Freehold	150+ year unexpired with no LL controls	150+ with minimal landlord controls/gearing below 5%	Lease under 150 years	Lease under 100 years		0
WAULT - Weighted Average Unexpired Lease Term	20.0	20 years +	15 years +	10 years +	5 years +	Less than 5 years		0
Repairing Terms	10.0	FRI	75% + on FRI	50% + on FRI	Internal repairing Only, Cap Ex required	Short term leases with high landlord responsibilities, Cap Ex required		0
Profile	10.0	Super Core	Core	Value Add	Opportunistic			0
Management Resources	10.0	Minimum. Single tenant, FRI	Minimum. Fully let, no more than 3 tenants	Moderate. Common parts, service charge etc.	Active but well managed to date	Active and historical lack of management		0

(Max score = 400, min acceptable score =200)

0

Percentage score of max (anything over 50% is deemed acceptable)

0%

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Investment Strategy - Proforma for Discussion on Potential Purchase of a Property Asset

The following information relates to a potential opportunity for purchase of an asset, prior to a submission of a bid.

Overview of property to be considered: (To include an overview of the property including current use, location (link to suitable location map), any photographs or marketing material available, estimated current value plus current usage)

Links to Council's strategic plans, programmes or other investments:

Initial Valuation and areas of potential financial investment that may be required:

(View on guide price, likely fees and additional work that may need to be carried out to complete due diligence. Plus any additional costs other than initial purchase that may be required to maximise investment)

Any other relevant information or risks:

Name of Officer Completing proforma:

Date:

Initial Scoring Matrix: (see separate excel sheet for more detail)

Scoring Criteria	Unweighted score (0-4)	Weighted Score (Total out of 440)	Reason for score selection
Location			
Tenancy			
Tenure			
Weighted Average Unexpired Lease Term			
Repairing Terms			
Profile			
Management resources			
Total			
Percentage			

Post Meeting Summary:

Meeting date:

Agreement to proceed and reasons for decision

Next Steps including timeline and due diligence to be completed:

Division(s):

CABINET – 16 JULY 2019

SEND HOME TO SCHOOL TRANSPORT CABINET ADVISORY GROUP

Report by the Director for Children's Services

RECOMMENDATIONS

1. **The Cabinet is RECOMMENDED to note the recommendations of the Cabinet Advisory Group (CAG) and to identify those recommendations it wishes to adopt, reject, or postpone pending further consideration:**

CAG Recommendations:

- (a) Note there is currently no longer a need to change any existing home to school transport policies and entitlements.
- (b) Note the means for achieving the £300k savings target required from post-16 SEND home to school transport in the Medium-Term Financial Plan (MTFP) 2019/20.
- (c) Note that better collaboration with schools and process changes have identified savings and efficiencies that will be embedded into future ways of working to support continuous improvement.
- (d) Note there is currently no longer a need to consider the levy of a 'spare seat' charge for post-16 SEND pupils.
- (e) Note there is currently no longer a need to review the use of bursaries by schools, to partially offset the previously proposed change in policy.
- (f) Approve the After-School Respite Scheme proposal included in this report.
- (g) Thank the CAG for their valuable work and declare the work of the group complete.
- (h) Ask the Cabinet Member for Education and Cultural Services to write to those schools that have positively engaged with the process, to thank them for their valuable contribution.

Executive Summary

2. The SEND Home to School Transport CAG has met 7 times since October 2018 to consider the proposed changes to post-16 SEND home to school transport policies considered by Cabinet in June and July 2018 and Performance Scrutiny on the 5 July 2018.
3. The CAG asked officers to examine the current landscape for SEND home to school transport; reviewing the volume, distance, mode and cost of SEND travel. Officers worked in close collaboration with schools to map all current journeys and identify opportunities for alternate arrangements.

4. This has been successful with 14 SEND schools, meaning that savings equivalent to the 2019/20 Medium Term Financial Plan (MTFP) target of £300k for post-16 SEND home to school transport, have been identified without any current need to change existing policies and entitlements.
5. The group has also reviewed the After-School Respite Scheme and proposals for the operation of that scheme are outlined in the CAG's report.
6. We hope officers can build on this good work with more schools, embedding annual reviews into the Transport Summer Planning process, to ensure continued improvements.
7. The CAG's report was reviewed by the Performance Scrutiny Committee on 4 July 2019 ahead of consideration by Cabinet. Performance Scrutiny fully supported the recommendations of the CAG. They noted the benefits of involving councillors in the process, the potential for future savings, the efforts to improve and safeguard respite provision, and the move towards most appropriate transport provision.

Exempt Information

8. Annexes 1 and 2 are exempt for the following reasons:
It contains:
 - Information which is likely to reveal the identity of an individual.
 - Information relating to the financial or business affairs of any particular person (including the authority holding that information).

and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in that disclosure would infringe the rights of the individual to privacy

Financial and Staff Implications

9. The £300k savings identified for Post 16 SEND Home to School Transport are calculated over the school year from September 2019 – July 2020, likely to mean savings of £220k in the financial year 2019/20 and £80k in 2020/21.

Equalities Implications

10. This report is not considered to raise any equality or inclusion issues.

LUCY BUTLER
Director of Children's Services

Allyson Milward, Head of Access to Learning
July 2019

SEND HOME TO SCHOOL TRANSPORT CABINET ADVISORY GROUP

Executive Summary

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2. The CAG asked officers to examine the current landscape for SEND Home to School Transport; reviewing the volume, distance, mode and cost of SEND travel. Officers worked in close collaboration with schools to map all current journeys and identify opportunities for alternate arrangements. This has been successful with 14 SEND schools, meaning that savings equivalent to the 2019/20 Medium Term Financial Plan (MTFP) target of £300k for post-16 SEND home to school transport, have been identified without any current need to change existing policies and entitlements.
3. The group has also reviewed the After-School Respite Scheme and proposals for the operation of that scheme are outlined in this report.

Introduction

4. The SEND Home to School Transport Cabinet Advisory Group (CAG) was set up in response to concerns raised by Performance Scrutiny Committee, about proposed changes to post-16 home to school transport policies considered by Cabinet in June and July 2018 (a chronology of this debate is attached as Appendix 1). The CAG was asked to consider and provide advice to Cabinet on the proposed changes, in particular:
5. **Post 16:**
 - i. The discontinuation of the provision of free transport to students with Special Educational Needs & Disabilities.
 - ii. levying the 'spare seat' charge where the Council provides transport and implementing this change from September 2019.
 - iii. the setting of a specific cash limited budget for supporting access to after school clubs for those who have the most complex needs or are identified as being from vulnerable families who do not have access to transport.
6. **The CAG also considered the following motion made to Council in July 2018:**
 - iv. The Council asks the Director for Children's Services to consider, with the affected Schools' Heads and other interested parties, this issue in order to come up with other options to curtail these costs rather than withdrawing provision from these vulnerable children and their families. Such options to include working with schools to maximise the use of the maintenance grants and looking at alternative procurement - practices including better use of the integrated transport service'.

7. The CAG has met 7 times since October 2018, Terms of Reference for the CAG are attached as Appendix 2.

CAG Membership

8. ***Councillors:***

Cllr Lorraine Lindsay-Gale – Conservative (Chair)

Cllr Lynda Atkins – Independent

Cllr John Howson – Liberal Democrats

Cllr Emma Turnbull – Labour

Cllr Michael Waine – Conservative

Cllr Liam Walker – Conservative

Co-opted members:

John Riches, Headteacher Bardwell School

Wendy Cliffe, SENDIASS

Officers:

Lucy Butler, Director of Children's Services

Owen Jenkins, Director of Community Operations

David Clarke/Chris Hilliard, Deputy Director for Education & Learning

Allyson Milward, Head of Access to Learning

Neil Darlington, Strategic Lead for Vulnerable Learners

Sandra Pearce, Supported Transport Manager

Andrew Richards, Support Transport Team Leader

Sarah Jelley/Amber Sparrowhawk, Senior Policy Officer

CAG Activity

Review of current SEND home to school transport provision

9. The CAG received reports on the numbers of children with SEND granted transport, and costs by mode of transport, destinations and information on home postcodes to show quantum and routes of journeys undertaken.
10. Having considered this information, the CAG has concluded the following:
 - a) A high proportion of pupils on roll at special schools receive free home to school transport. Most journeys are undertaken by minibus or car.
 - b) Total cost of SEND transport per annum is more than £11m. Currently known costs can be found in exempt Annex 1.
 - c) Numbers of pupils requiring special needs school places is increasing.
 - d) There is no special school provision in the Didcot area. Pupils with these needs are travelling long distances to use other schools around the county.
 - e) The new Bloxham Grove Academy planned to open in 2020 should mean pupils from the north of the county will attend this school with shorter journeys than currently required when travelling to Iffley Mead Academy.
11. On instruction from the CAG, county council officers worked in collaboration with schools to identify potential savings that could be delivered for the new school year, from the beginning of September 2019.

12. Work with 14 schools, has identified savings equivalent to the 2019/20 MTFP target of £300k for post-16 home to school transport; removing any current need to change existing Home to School Transport policies or entitlements. The CAG would like to take this opportunity to thank the schools that have engaged so helpfully with this process.
13. Methods of achieving these savings have been pupil centric and tailored to each pupil's needs and each school's circumstances, they include:
 - Route rationalisation – routes into 12 schools have been streamlined taking into account July leavers and, where known, the approved September starters. With the agreement of schools, better use of vehicle capacity has been achieved, although this is challenged by the long journeys some pupils travel.
 - Use of school transport – Bardwell School has agreed to use their own school minibus to support home to school transport. Each of the 14 schools visited has been encouraged by both county council officers and OASSH (Oxfordshire Association of Special School Headteachers) to consider using their own minibuses for home to school transport.
 - Utilising different modes of travel - All schools have been advised of, and encouraged to promote different modes of travel e.g. direct travel payments to parents.
14. A case study of the work done with Bardwell School is included in exempt Annex 2, to demonstrate how the proposed savings for the academic year 2019/20 have been calculated. The pupil cohort can vary during the school year, therefore costs and savings may fluctuate during the school year. Work will continue to regularly review arrangements to ensure future SEND home to school transport arrangements are as efficient and fit for purpose as possible.
15. So far, 14 out of the 16 earmarked SEND education providers, have positively engaged with this process and officers hope to engage the rest of the providers to continue this work and potentially identify further efficiencies. It is anticipated that this way of working will continue with annual reviews being embedded into the Transport Summer Planning process.

Options for an after-school care respite scheme

16. Legislation currently limits the use of home to school transport funding to be used for home to school transport only. Therefore, the CAG considered the setting up of a specific cash limited budget for supporting access to after-school clubs for those who have the most complex needs, or are identified as being from vulnerable families, and do not have access to transport.
17. Two principles were identified.
 - a) After-school clubs are not educational provision and therefore not about getting to and from school. They are predominantly about respite and therefore any policies and funding for the provision of transport for after-school clubs should be kept separate from the home to school transport policies and funding.
 - b) Any future arrangements should preserve the home to school transport policy arrangements and not differentiate between mainstream and

SEND home to school transport arrangements by funding transport to after-school clubs.

18. The CAG recommends that a cash limited respite fund be set up to allow more flexibility to in our continued support to these pupils, with criteria and principles using Education Health Care Plans as evidence of need. Proposals for the criteria are attached at Appendix 3. This will provide three benefits:
- After-school activities are not connected to travel to and from school but are connected to respite which may be provided anywhere, not necessarily at the pupil's school. This deserves a separate budget and funding.
 - Clear criteria will ensure equity of access.
 - Parents to be offered allocations on a yearly basis (rather than current termly allocations).
19. Currently approximately £60,000 is spent on provision from the home to school transport budget. CAG recommends this funding be vired from the home to school transport budget to a new respite fund. The proposal is to set the value of this fund at £75,000. This allows the fund to mitigate slightly the effect of increasing the entitlement to a duration of one academic year not one term as at present. The respite fund will be reviewed on an annual basis.

Use of bursaries

20. Given the work to identify savings, there is currently no longer a need to review the use of bursaries by schools, to partially offset the previously proposed change in policy.

Continued improvement

21. The CAG noted reports from senior officers about further work in this field to be commissioned within the council's overall transformation initiatives, ensuring continued improvement.
- a) Further savings are expected to be achieved by the long-term changes currently being drafted for overall Fleet Management by the Council as overseen by the ONE Fleet Management Project.
 - b) Further work commissioned by the SEND Home to School Transport Board will continue to implement short and medium-term savings without changes to policy. It will enable practical changes to working practices already identified and include outcomes from work to further identify anticipated patterns of future demand and cultural barriers to change and stakeholder engagement in expectations and experiences of the current system.

Links with approved SEND Sufficiency Strategy

22. The CAG noted that work continues on the Council's SEND Sufficiency Strategy, approved by Cabinet in December 2018. The policy to increase the number of SEND school and resource base places in the county is being

taken forward, and it is anticipated that the more localised provision planned will ease demands on SEND home to school transport in the future.

Conclusion and Recommendations

23. The collaboration activity endorsed by the CAG, has enabled officers and schools to take a joined up, holistic approach to mapping the current landscape for SEND home to school transport; successfully identifying efficiencies through alternate arrangements.
This has been successful with 14 SEND schools, meaning that savings equivalent to the 2019/20 MTFP target of £300k for post-16 home to school transport have been identified without any current need to change existing home to school transport policies or entitlements.
24. The CAG would like to reiterate their thanks to the schools that have engaged so helpfully with this process. They have kindly recognised the difficult situation the county council finds itself in and helped us to continue supporting our thriving communities, while ensuring all of Oxfordshire's children continue to receive the best start in life. We hope officers can build on this good work with more schools, embedding annual reviews into the Transport Summer Planning process, to ensure continued improvements.
25. In summary, the CAG makes the following recommendations:
- (i) Note there is currently no longer a need to change any existing home to school transport policies and entitlements.
 - (j) Note the means for achieving the £300k savings target required from post-16 SEND home to school transport in the Medium-Term Financial Plan (MTFP) 2019/20.
 - (k) Note that better collaboration with schools and process changes have identified savings and efficiencies that will be embedded into future ways of working to support continuous improvement.
 - (l) Note there is currently no longer a need to consider the levy of a 'spare seat' charge for post-16 SEND pupils.
 - (m) Note there is currently no longer a need to review the use of bursaries by schools, to partially offset the previously proposed change in policy.
 - (n) Approve the After-School Respite Scheme proposal included in this report.
 - (o) Thank the CAG for their valuable work and declare the work of the group complete.
 - (p) Ask the Cabinet Member for Education and Cultural Services to write to those schools that have positively engaged with the process, to thank them for their valuable contribution.

Cllr Lorraine Lindsay-Gale
Cabinet Member for Education and Cultural Services
Chair of the SEND Home to School Transport CAG

June

2019

APPENDIX 1

Proposed Changes to Home to School Transport Policies in Oxfordshire

Introduction

1. Two separate draft policies were presented to Cabinet in June 2018
 - a) Proposed Home to School Travel and Transport Policy for Reception to Year 11
 - b) Proposed Post 16 Education Travel and Transport Policy 2019/20

All proposed policy changes affected children attending mainstream school and special schools.

Chronology of Decisions Taken

CABINET – 19 JUNE 2018

The following recommendations were approved by Cabinet on 19 June 2018.

2. to agree the following proposals for SEND students:
 - (a) To agree the ending of the current arrangements giving free travel to Post 16 students who have special educational needs and/or disabilities, levying the 'spare seat' charge where the Council provides transport, and implementing this change from September 2019. In addition, it is recommended that the Cabinet agrees to continue to provide transport assistance to all Post-16 students who would otherwise be unable to access education and to encouraging low income parents of Post 16 students to apply to their school or college for a 16–19 bursary to defray the costs of transport.
 - (b) To agree to the setting of a specific cash limited budget for supporting access to after school clubs for those who have the most complex needs or are identified as being from vulnerable families who do not have access to transport. The eligibility criteria should be similar to those for supporting access to holiday activities for this group of children and young people who are aged 5 to 17.
3. to agree the following proposals for all students:
 - (a) To agree the ending of the current arrangements giving subsidised travel to Post 16 students to Henley College and to implement this change from September 2018.
 - (b) To agree that from September 2018 free travel should be provided for those students who have been placed at an alternative education provider if the places have been paid for by Oxfordshire County Council and the distance

from home to the placement is over the statutory walking distance or the route is unsafe to walk even if accompanied, as necessary, by a responsible adult.

(c) To confirm the increased charges for the Spare Seat Scheme for 2018/19 and 2019/20 and agree an increase in the charges for the Spare Seat Scheme of 2% in 2020/21, 2% in 2021/2022 and a further 2% in 2022/23.

(d) To agree to the continuation of free travel for children of secondary school age who live at RAF Benson to Icknield Community College and to agree to annually review this arrangement.

(e) To introduce the new Home to School Travel and Transport Policy for those aged 5 to 16 and the new Post 16 Home to School/College Transport Policy from September 2019.

EDUCATION SCRUTINY COMMITTEE – 18 JUNE 2018

4. Education Scrutiny Committee on 18 June had RESOLVED to:

(a) ask the Cabinet to reject recommendations (a) and (b) in relation to SEND pupils set out in paragraph 55 of the report, on the basis that it was premature to make those decisions at this point in time whilst there was both a SEND and High Block Needs Review underway of which they should be an integral part;

(b) In relation to recommendation (b) set out in paragraph 56 of the report, the Committee asked that further work and analysis be undertaken in relation to the funding for this provision.

The Committee also wished to be assured that any future proposals coming forward be underpinned by strategic rationale and that any future consultation should include all services users, currently receiving or about to receive transport.

PERFORMANCE SCRUTINY COMMITTEE – 5 JULY 2018

5. Performance Scrutiny Committee on 5 July AGREED to refer the decision of 19 June back to Cabinet on the grounds that insufficient information has been available on the impact of the proposals.

Summary of the Material Concerns

a) There is insufficient information about the impact of the Policy change on the families of post-16 SEND children and on their education.

b) The capacity of schools' and colleges' discretionary bursaries to fund additional requests for support with transport costs is not well understood, including whether this will divert funding from support to meet other needs of SEND children.

- c) There is a lack of clarity about the number of children expected to have their transport funded through bursaries and how this relates to the anticipated savings.
- d) There is insufficient information about the costs of implementing the Policy change and a breakdown of how the £300,000 saving will be achieved.
- e) The effect of the change on the Council's duties in regard to participation of all post-16 students is not clear.

COUNCIL – 10 JULY 2018

6. Council 10 July received the report from Cabinet on 19 June.

The Council also considered the motion below.

This Council believes that children with SEND should not have their transport to and from schools and associated activities cut. This Transport enhances their lives and enables their parents to work and contribute to the economy.

The Council asks the Director for Children's Services to consider, with the affected Schools 'Heads and other interested parties, this issue in order to come up with other options to curtail these costs rather than withdrawing provision from these vulnerable children and their families. Such options to include working with schools to maximise the use of the maintenance grants and looking at alternative procurement -practices including better use of the integrated transport service.

The results of this work to be considered by the Education Scrutiny Committee as part of their policy development role before being determination at Cabinet. Council endorses the use of any reserves in the event of any shortfall in the Budget until such time as all the options have been considered.

Cabinet is requested to defer implementation of the recent changes to the home to school transport policy until these alternative options have been diligently pursued and evaluated.

The motion as amended was carried by 51 votes to 0, with 7 abstentions.

CABINET – 17 JULY 2018

7. Cabinet 17 July AGREED:

- a) The decision on transport for Special Educational Needs as originally set out above, resolution 1(a) and (b) be deferred until late Autumn school term to allow discussion;
- b) A Cabinet Advisory Group be set up to consider the issues raised.

APPENDIX 2

SEN Home to School Transport Cabinet Advisory Group Terms of Reference

General role of the Cabinet Advisory Groups

1. Cabinet Advisory Groups (CAGs) provide backbench members with an opportunity to engage in the development of key policies at a point where they may meaningfully influence the outcome. They work to the following terms:
 - CAGs are commissioned by Cabinet in consultation with Group Leaders
 - CAGs are chaired by the relevant Cabinet portfolio holder. It is suggested that the membership is made up of 7 councillors who broadly reflect the political balance of the council.
 - Topics can be proposed by any member or scrutiny committee and must be agreed by Cabinet
 - To allow for proper support of the CAGs, there should be no more than 5 running at any one time
 - CAGs may make recommendations to Cabinet through a written statement read by the Chairman (or Vice-Chair) of the CAG, with chance for Cabinet to ask questions of the CAG.
 - It is presumed that CAGs will meet in public, however due to the nature of topics for discussion the chairman may decide to hold the CAG in private to allow for free and frank exploration of the issue.

Specific role of the SEN Home to School Transport Cabinet Advisory Group

2. The SEN Home to School Transport CAG will be made up of 6 councillors, chaired by the Cabinet Member for Education & Cultural Services. In addition, invites will be extended to SENDIASS for parent representation and participation and to a serving headteacher representing the county's special schools.
3. The group will meet monthly from October 2018 to consider and provide advice to Cabinet as per the decision in June 2018 on the proposed changes to the Post 16 SEN Home to School Transport Policy in particular:

Post 16:

- i. The discontinuation of the provision of free transport to students with Special Educational Needs & Disabilities.*
- ii. levying the 'spare seat' charge where the Council provides transport, and implementing this change from September 2019.*
- iii. the setting of a specific cash limited budget for supporting access to after school clubs for those who have the most complex needs or are identified as being from vulnerable families who do not have access to transport.*

The group when making these considerations will also take into account the motion to council in July 2018 as per below:

- iv. The Council asks the Director for Children's Services to consider, with the affected Schools 'Heads and other interested parties, this issue in order to*

come up with other options to curtail these costs rather than withdrawing provision from these vulnerable children and their families. Such options to include working with schools to maximise the use of the maintenance grants and looking at alternative procurement -practices including better use of the integrated transport service.

The group will meet to:

- Understand the current restrictions and pressures on the service as it is operating now. Including being clear about how many children on EHCP with travel more than 3 miles.
- Understand the legislation concerning Post 16 SEN transport.
- Understand how savings in the MTFP were allocated to Post 16 Sen Home to School Transport taking into consideration the wider SEND Review and Home to School Transport and explore alternative procurement practices including better use of the integrated transport service.
- Consider comparative policies from nearest statistical neighbour authorities.
- As per the council motion in July 2018, to explore alternative options, using cost modelling and future forecasting taking into consideration other areas of the home to school transport, the type of provision and seeking efficiencies.
- To consider the setting of a specific cash limited budget for supporting access to after school clubs for those who have the most complex needs or are identified as being from vulnerable families who do not have access to transport.
- To look at the current access to school or college bursaries
- To consider and assess the proposals in relation to the equalities act.

The group in its second meeting will consider:

- The wider SEN Policy strategy and how it relates to home to school transport.
- Resources, implications and impacts on implementing policy for after school club transport.
- Hear information about bursaries.

The group in its third meeting will consider:

- Alternative ways of finding savings looking at the home to school transport budget in its entirety.

APPENDIX 3

AFTER SCHOOL CARE RESPITE BURSARY SCHEME FOR CHILDREN WITH SEND.

Proposal

1. It is proposed to set up a new After School Respite Bursary Fund for children with SEND. The intention is for this scheme to offer respite to families with the most acute needs by providing one session per week per academic year at an appropriate after school club. This replaces arrangements which are neither fair, transparent or widely publicised for this type of activity.
2. The bursary scheme will operate on an annual basis and be subject to a bidding procedure to access cash limited funds. It is not an entitlement. Awards will be made by the end of the academic year for provision at the start of the following academic year.
3. Applications to be invited in June. They will be assessed against agreed criteria by the SEN Home to School Transport Officer who will prepare a formal report recommending which families will receive a bursary.
4. The report will be moderated by the Admissions and Transport Manager in CEF.
5. It is acknowledged that there is a potential tension between decisions sometimes made towards the end of the academic year by providers of after school clubs about the offer available in the next academic year and the timing of allocation of this bursary. To ensure impact of funds available is maximised a waiting list will be set up based on applications received as there is likely to be an excess of demand for these awards.
6. Funding will be vired from the Home to School Transport budget to a new fund for this purpose. Currently this budget is £60,000. The proposal is to set the value of this fund at £75,000. This allows the fund to mitigate slightly the effect of increasing the entitlement to a duration of one academic year not one term as at present.
7. The scheme will be introduced for the academic year 2020/2021 with applications invited in June 2020.
8. Criteria to be applied are as follows:
 - a. Child has an Education, Health and Care Plan which will be checked to determine child's detailed needs.
 - b. Child is a full time Oxfordshire resident.
 - c. Child is eligible for, and in receipt, of free home to school travel assistance from Oxfordshire County Council;
 - d. Child is identified as having a disability or complex need.
 - e. Evidence from parents to confirm that the family is either in receipt of the maximum level of the Working Tax Credit element of their Child Tax Credits Award (this would be shown as a zero next to Reduction Due to Income on the statement) or that their child would qualify for a free school meal, based on the family income.
 - f. Family have no means of physically transporting the child to the after-school provision or of accompanying the child if the distance is walkable.
 - g. There are other severely disabled children in the family and this has been confirmed by the child's school, GP or social worker.

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By virtue of paragraph(s) 2 of Part 1 of Schedule 12A
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Division(s): Oxford

CABINET – 16 JULY 2019

BUS ACCESS TO QUEEN STREET – PROPOSED CONTINUED USE

Report by Strategic Director for Communities

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to allow up to 30 buses an hour to continue to use Queen Street and therefore agree that in updating the Oxford Transport Strategy as part of developing the Council's new Local Transport & Connectivity Plan (LTP5), the county council's policy is proposed to be changed so that, subject to the outcome of the LTP update process, it will not be actively pursuing the full pedestrianisation of Queen Street.**

Executive Summary

2. In the light of the monitoring of the operation of Queen Street since the reopening of the Westgate, it is not recommended to progress a scheme to remove any more buses from Queen Street due to the:
 - challenges in delivering suitable alternative bus routeing and associated likely negative impacts on bus operation, passenger experience and the environment of other streets
 - lack of any recorded accidents in Queen Street and
 - very low likelihood that the remaining buses in Queen Street prevent Westgate visitors from continuing their journeys into the rest of the city centre
3. The situation in Queen Street should continue to be monitored so that any clear changes in the levels of pedestrian safety are identified and action taken if necessary – the council's position in relation to the removal of buses can of course be revisited at any time.

Background

4. It has been a long-held aspiration of the county and city councils to fully pedestrianise Queen Street during the day. The Oxford Transport Strategy, as part of LTP4, assumes that Queen Street will be closed to buses from 2020.
5. During the planning of the recently redeveloped Westgate Centre, the applicant made the case for full pedestrianisation of Queen Street. It was predicted that visitor numbers to the Westgate would increase from 5 million to 16 million each year and that as a result, pedestrian movements in Queen

Street would increase to a level where it would be unsafe for them to share the space with buses.

6. On 24 November 2016 officers recommended to the Cabinet Member for Environment that a scheme be developed to remove buses from Queen Street. The Cabinet Member referred the decision to Cabinet recommending that buses remain in Queen Street because of the challenges facing continued successful bus operation in the city centre if full pedestrianisation was pursued.
7. On 20 December 2016 Cabinet decided that due to concerns about public safety a scheme should be developed to fully remove buses from Queen Street on an experimental basis.
8. Following the development of a scheme to remove buses from Queen Street and a consultation on that scheme, on 18 July 2017, Cabinet approved the experimental removal of buses from the street. The proposal needed to be referred to the Secretary of State for Transport because Oxford Bus Company and Stagecoach had formally objected to the proposal.
9. In the autumn of 2017, the DfT advised that removal of buses could not be considered until monitoring had been carried out with the new Westgate Centre open and with buses and pedestrians still sharing the street. On 12 October 2017 the Cabinet Member for Environment therefore approved an amended experimental order for Queen Street which allowed buses to remain but removed taxis and private hire vehicles (PHVs) at all times.
10. At the same time, the main bus operators voluntarily agreed to reduce the number of buses using the street from approximately 55 an hour to approximately 30 an hour.

Justification for removing buses from Queen Street

11. The main reason for the proposed removal of buses from Queen Street prior to the opening of the redeveloped Westgate Centre was because the anticipated very significant increase in footfall in the street would make things unsafe for pedestrians if buses remained.
12. It was also suggested that removing buses from Queen Street would allow better integration of the Westgate Centre with the rest of the city centre; it was felt that the presence of buses could prevent visitors from continuing into the rest of the city centre limiting the positive benefits of the increased Westgate footfall on the wider city centre economy.

Challenges of removing buses from Queen Street

13. Removing all buses from Queen Street presents a number of challenges (these remain the same as when the County Council Cabinet approved an experimental TRO to remove buses, taxis and private Hire Vehicles):

- Additional mileage for buses to turn around if they are to continue to serve the Westgate Centre, leading to
 - additional time and cost to operators (and passengers)
 - potentially reduced bus service frequencies
 - reduced bus service reliability
 - poorer air quality in affected streets
- These effects would be exacerbated further if turning involves using roads where there is general traffic.
- Reduced access to the city centre and limited capacity for efficient turn around facilities for buses avoiding additional mileage as above
- Further pressure on already congested city centre streets, most notably St Aldate's - the buses that use Queen Street will need to use St Aldate's at least to pass through (northbound) and in some cases also to stop to pick up passengers.

Currently, there is an approximate two-way flow of 156 buses an hour in St Aldate's during the day (8am to 6pm). This is made up of approximately 92 an hour southbound and 64 an hour northbound. Taking buses out of Queen Street would be likely to add approximately 30 buses an hour in a northbound direction i.e. increase of approximately 19% in the two-way total flow to 186 and 47% in the northbound flow to 94.

What does monitoring show about the impact of the Westgate re-opening?

Pedestrian flow

14. The change in pedestrian flows in Queen Street in the first full calendar year since the centre reopening (2018) are set out in the table below. This is a comparison with flows in Queen Street in 2012 which was the busiest year for pedestrian flow before the Westgate was closed for redevelopment (the Springboard camera system has continuously collected data since 2011).

	Weekday average (24 hour total)	Weekday peak period (12pm to 2pm) average	Saturday average (24 hour total)	Saturday peak period (2pm to 4pm) average
2012	33,914	7,486	41,735	9,038
2018	38,631	7,362	47,613	10,083
Difference	+4,717	-124	+5,878	+1,045
%age difference	+14%	-1.7%	+14%	+12%

15. Whilst average daily total pedestrian flows in Queen Street have increased by 14% in both weekdays and at weekends, the average increase in the peak period during the week has decreased. And at weekends the average peak period flow has increased less than the overall daily increase – 12%. Whilst the developer never put a precise figure on the level of increase in footfall in Queen Street that would result from the new Westgate Centre, the actual increases in the number of pedestrians using the street during the peak hours are certainly much less than were anticipated when the development was being planned. Overall, the number of visitors to the Westgate in the first year after its reopening increased from 5m to just under 20m i.e. around 300%.

Accidents

16. Since the reopening of the Westgate Centre, there have been no reports of injury accidents involving buses or pedestrians in Queen Street. Shortly after the reopening of the Westgate, there were a small number of reports to the county council about safety concerns relating to pedestrians having to share the street with buses. In opinion surveys carried out in a number of city centre streets by the county council on two separate occasions in 2018 (a June Saturday and a December Saturday), overall, 74% of the 198 people questioned in Queen Street said they felt safe from traffic.

Bus numbers and speeds

17. When the Westgate Centre opened in October 2017, the number of buses using the street every hour decreased from approximately 55 to approximately 30 (-45%).
18. Bus speed surveys carried out on two separate occasions in 2018 (a weekday in June and a Saturday in August) show that on both days, 91% of buses travelling through Bonn Square did so at less than 10mph. Through the rest of

Queen Street (from St Ebbe's Street to Carfax) 91% of buses travelled at less than 10mph on the June survey day and 88% on the August survey day. On the June survey day, a total of only 15 buses travelled through Bonn Square at 10mph or higher between 10am and 6pm (the hours when loading and cycling is not allowed).

Integration of Westgate with the rest of the city centre

19. There is little, if any, evidence of the reduced number of buses in Bonn Square impacting negatively on the integration of the Westgate Centre with the rest of the city centre. Footfall in Cornmarket Street is less than it was compared to before the Westgate reopened (weekday average total flow is 7.5% less in 2018 compared to 2012; Saturday average total flow is 10.5% less in 2018 compared to 2012). However, it is very hard to see how the bus flow in Queen Street has had anything other than a very minor influence on this. On average, there is only one bus passing through every other minute and the significant majority of those are doing so slowly (9mph or less). This means that every other minute a bus is visible (from the junction of New Road to the junction of St Ebbe's Street) for around 15 seconds to pedestrians emerging from the Westgate Centre. In the public opinion surveys the county council carried out in 2018, 88% of people in Queen Street interviewed during opinion surveys in 2018 said they felt Queen Street was easy to cross. As stated earlier, 74% said they felt safe from traffic in Queen Street.

Financial and Staff Implications

20. The council's capital programme includes £1.47m for improvements to the city centre transport network including enhancements of the public realm in Queen Street if it were to be fully pedestrianised. £1.3m of this funding is from the Local Growth Fund approved by the OxLEP. If full pedestrianisation were not to go ahead, the Local Growth Fund contribution would be reduced by £500k. This reflects the fact that public realm enhancements in Queen Street would only have been needed if full pedestrianisation was implemented. Neither would such extensive works be needed to bus stop and turning infrastructure elsewhere in the city centre.
21. The remaining £800k contribution from the Local Growth Fund and £170k of S106 developer funding will be used for improvements to the George Street/Hythe Bridge Street and Park End Street/New Road junctions as set out in the report to the Cabinet Member for Environment Decisions meeting on 31 May this year.
22. Ongoing monitoring of the operation of Queen Street under the current arrangements including up to 30 buses per hour can be carried out using existing staff resources.

Equalities Implications

23. An SCIA of the proposal to fully remove buses from Queen Street was considered by Cabinet on 18 July 2017. By not pursuing a scheme to remove buses from the street, the negative impacts raised by the SCIA will not need

to be addressed. Furthermore, when the SCIA was undertaken, there were 55 buses an hour using the street compared to the 30 per hour now. As set out in this report, the reduction in the number of buses alongside the removal of taxis and Private Hire vehicles during the day has already delivered benefits for people with the protected characteristics.

Conclusion

24. Whilst the Westgate Centre has exceeded expectations in attracting large numbers of new visitors, in 2018, the intensity of pedestrian flow in Queen Street in the busiest periods decreased slightly during the week and increased by only 12% at the weekend. This coincided with an approximately 45% reduction in the number of buses travelling in the street and a 100% reduction in the number of taxis and Private Hire Vehicles during the day.
25. In the light of this, it is not recommended to progress a scheme to remove any more buses from Queen Street due to the:
 - challenges in delivering suitable alternative bus routeing and associated likely negative impacts on bus operation, passenger experience and the environment of other streets
 - lack of any recorded accidents in Queen Street and
 - very low likelihood that the remaining buses in Queen Street prevent Westgate visitors from continuing their journeys into the rest of the city centre
26. It is, however, recommended that the situation in Queen Street continues to be monitored so that any clear changes in the levels of pedestrian safety are identified and action taken if necessary – the council's position in relation to the removal of buses can of course be revisited at any time.
27. When the most recent iteration of the Oxford Transport Strategy was included in the council's fourth Local Transport Plan, it assumed that Queen Street would be fully pedestrianised. As such the recommendation of this report to no longer pursue this outcome would represent a change in council policy. If the Cabinet agree the recommendation of this report, the review of LTP4 and production of the LTP5 will seek to further formalise the council's current position on Queen Street.

SIMON FURLONG
Strategic Director for Communities

Background papers:

Cabinet Member for Environment Decisions meeting report – 24 November 2016

Cabinet report - 20 December 2016

Cabinet report – 18 July 2017

Cabinet Member for Environment Decisions meeting report - 12 October 2017

Contact Officer: Craig Rossington, Senior Transport Planner 07880 945891
June 2019

Division(s): All

CABINET – 16 JULY 2019

IMPLEMENTING THE FAMILY SAFEGUARDING PLUS MODEL

Report by Director for Children's Service

RECOMMENDATION

1. **Cabinet is RECOMMENDED to support the implementation of the Family Safeguarding Plus (FSP) model as part of Children's Service transformation programme; and in doing so:**
 - (a) **approve additional funding to meet project costs in 2019/20 of £0.8m to be met from corporate contingency**
 - (b) **agree that funding required for 2020/21 and beyond will be included in the proposed Budget for 2020/21 and Medium Term Financial Plan (MTFP) as part of the Service & Resource Planning process;**
 - (c) **acknowledge that there will be a shortfall in savings against the MTFP that will be achieved in 2019/20 of £0.8m and to fund this from corporate contingency**
 - (d) **that the profile of savings in the existing MTFP for 2020/21 and beyond will need to be amended in the proposed Budget for 2020/21 and Medium Term Financial Plan (MTFP) as part of the Service & Resource Planning process**

Executive Summary

2. The purpose of this report is to secure funding to enable implementation of the Family Safeguarding Plus model (FSP). The Family Safeguarding Plus model is designed to transform our initial response to children and their families. It is based upon an initiative developed by Hertfordshire County Council that has been successful in radically improving their services and reducing demand.
3. We are building on the model developed by Hertfordshire by adding a partnership with Cherwell District Council (CDC). This will build on work already in progress to assist families identified by CDC with rapid access to early help. We will also be working to pilot colocation of housing workers to help prevent homelessness for vulnerable families and young people.
4. FSP is designed to provide rapid, proactive support to children and their families. It is delivered by small multiagency teams who are trained in a range of highly effective interventions. The Hertfordshire Family Safeguarding model has helped them to significantly reduce the number of children who become looked after and subject to child protection plans. The project has also been independently evaluated and has contributed to a positive Ofsted inspection.

5. The report includes an overview of the projected increase in demand for children's service if no action is taken. Based on recent historic local and national trends and forecasted demographic changes, demand will continue to rise steeply.
6. As a consequence, children's services will continue to require regular additional investment and will be unable to deliver the required savings. The FSP model provides a planned strategic alternative approach to this that will help to manage demand, whilst also delivering better outcomes for children and their families.
7. Developing FSP will require investment in the short term (next two years) before the benefits will start to be realised. The investment will be used in three key areas, they are:
 - (a) One off project costs - project costs, training, ICT changes
 - (b) Temporary investment in Children's Service – this is required to deliver manageable case loads to enable children and families to receive rapid and intense support
 - (c) Seed funding for adult posts - the posts are essential to help adults address a range of problems that adversely affect their ability to parent (mental health, domestic abuse, drug and alcohol issues)
8. This report sets out the costs of implementing FSP in Oxfordshire and provides a breakdown of how the investment will be used. It also describes the likely pressures services will experience if changes are not made. It goes on to describe the potential benefits of implementing FSP in terms of improved outcomes for children and contributing to the future sustainability of children's services.

Introduction

9. The purpose of this report is to set out plans for a transformational change project within children's services to address the increasing volume in demand and complexity of cases supported by the service.
10. The report describes the Family Safeguarding Plus (FSP) model and sets out a business case supporting implementation in Oxfordshire. This includes examination of the key features and benefits of the model alongside the costs of implementing it. It also explores how FSP will contribute to the wider transformation of children's services.
11. The report sets out the local and national context for demand in children services. It examines the impact of this with the existing configuration of services and how the Family Safeguarding Plus (FSP) model would impact on this.

The Family Safeguarding Plus Model

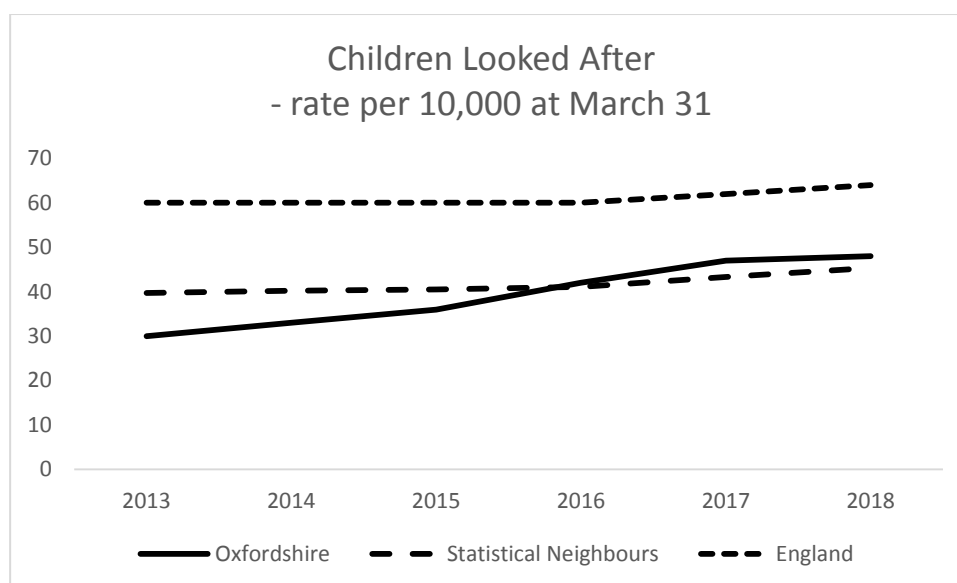
12. The Family Safeguarding Plus model is designed to improve the main statutory children's social work services from the assessment of vulnerable children through to children that are the subject of children in need or child protection plan and those children who first come into care.
13. Family Safeguarding was developed by Hertfordshire County Council in 2015, where it has delivered a radical impact in improving outcomes for children and their families whilst also significantly reducing demands and costs for the county. The model has been independently evaluated as being very effective (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/625400/Family_Safeguarding_Hertfordshire.pdf), complimented by Ofsted and is being replicated by at least 8 other English local authorities (some with financial investment from the DfE). Key to its success is the initial intensive support provided to both children and the adults in their families.
14. FSP will implement changes to the Children and Families Assessment Teams (CAFAT) and statutory Family Solutions Services (FSS) teams within the Children, Education and Families Directorate. FSP will not change the current early help and targeted support services within CEF but it will consider the interdependencies with these services and others such as the Looked After Children/Leaving Care teams and the Children with Disabilities service.
15. These changes are required to address the significant rise in service demand for statutory children's social work services. The National Audit Office (NAO) report published in January 2019 outlined the national picture as one of increasing demand over the last five years.
16. The Oxfordshire position is similar to the national one where we have seen an increase in referrals and interventions. The NAO report points to the characteristics of domestic abuse, parental mental health and drug/alcohol abuse as the key drivers of demand. We have seen a similar pattern in Oxfordshire and it is acknowledged that, although the current service model is good at managing the demand it does not address the root causes.
17. The FSP model will be developed as one of the main workstreams within the CEF transformation programme over the next five years. It is envisaged that the FSP model will go-live in June 2020 and that significant service improvements and efficiencies will be gained from June 2021.
18. An initial proposal for the FSP model was submitted to the DfE following consultation through informal Cabinet and with senior management and key partners. Unfortunately, the DfE have informed us that they will not fund our FSP work because we are judged as a 'good' authority and they are limiting support to local authorities with overall Ofsted judgements of requiring improvement or lower.

19. Despite the DfE decision not to fund the implementation of FSP it is critical to the long-term sustainability of children's service that we continue with the planned changes.
20. The four Key elements of the FSP model are;
 - Introduction of Multi-Disciplinary Family Safeguarding Teams using evidence-based interventions
 - Having a core skill set with Motivational Interviewing at its heart
 - Using a single structured 'Workbook' approach to assess parents' 'capacity for change'
 - Agreeing a partnership outcomes-based performance framework
21. The Family Safeguarding Model is predicated on multi-disciplinary joint children's and adult teams. The model will therefore be implemented by building on the skills mix of our current Children's Social Work teams by adding community mental health staff, domestic abuse specialists and substance misuse workers. In addition to this we will enhance the offer by co-locating the teams with our targeted Early Help teams and by providing dedicated working arrangements with other key services (Housing Support and Leisure and Youth Services) through our partnership with Cherwell District Council.
22. The model uses evidence-based interventions that contribute to improved levels of engagement and safeguarding with parents and children. The key intervention models will be;
 - A structured parenting assessment
 - Parenting programmes tailored to different age groups of children
 - Treatment programme for male perpetrators of Domestic Abuse (including impact on children)
 - Treatment and Recovery programmes for women victims of Domestic Abuse (including impact on children)
 - Programmes to promote children's resilience
 - Drug and Alcohol Recovery Programme
 - 'Foundations of Change' Programme
 - Mental Health interventions
23. We know from the Hertfordshire evaluation that these interventions will also improve parental and child engagement with practitioners.
24. The *plus* element of the FSP model refers to our ambition to work more closely with Cherwell District Council. This is an addition to the model developed by Hertfordshire. The first element of the project is developing in advance of implementation of FSP. The focus of this will be closer working together on the prevention of homelessness for families and vulnerable young people; an improved offer of discounted leisure services and targeting of Cherwell's '*sports activators*' towards children in receipt of social care and early help services. With immediate effect we are starting a pilot which will include the co-location of housing staff with FS teams, increasing expertise across disciplines and improving access for families to housing support. We aim to build on this development and roll out to other district councils.

25. We plan to learn from our experience of working with Cherwell District Council and use this as an evidence base to encourage our other district colleague partners to develop and replicated similar services across the County.
26. We are intending to develop an Oxfordshire name for our version of the Family Safeguarding model that better reflects the way we are developing it. This will be identified through working with other stakeholders and people who use our services. We are committing to undertake a consultation/co-production process to arrive at a name and description our services that makes sense to the people who will use it.
27. More detailed information about the proposed practice model can be found in Appendix One

The Local and National Context

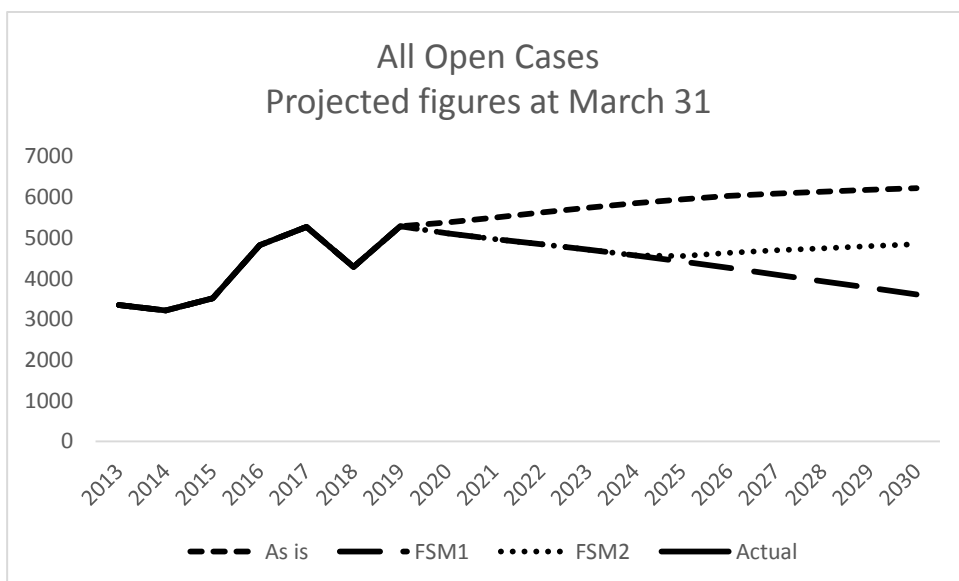
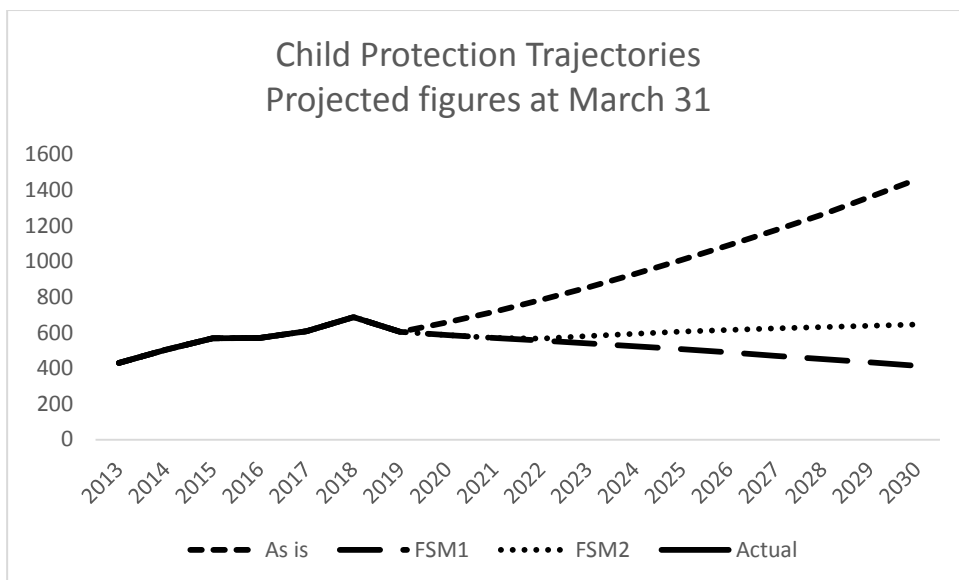
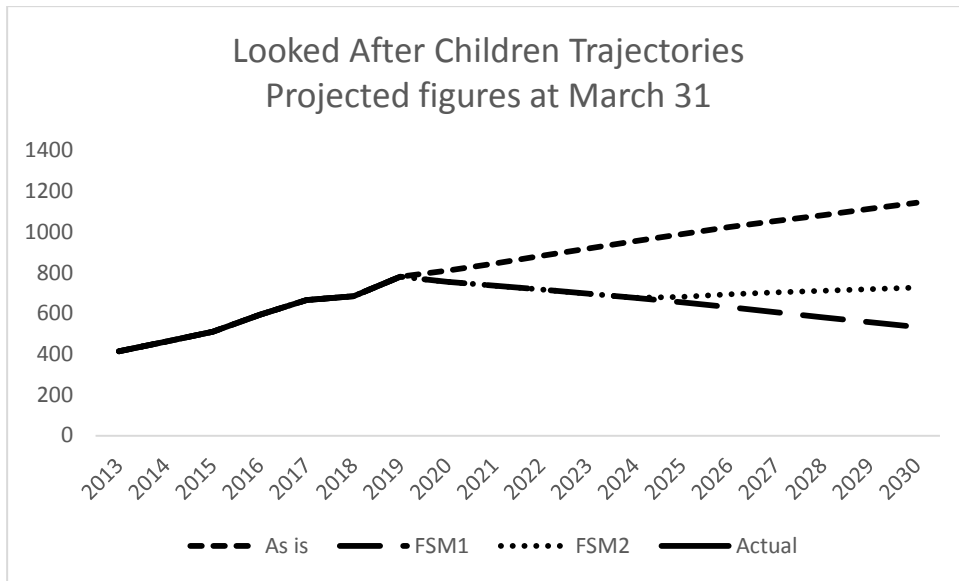
28. Doing nothing is not an option for Oxfordshire. Nationally in 2017/18 children's services were responsible for £872m of local authority overspend and finance directors identified it as the area facing greatest pressures in future years. A significant element of this pressure relates to demand, between 2007 and 2018 when the number of children looked after nationally increased from 61,000 to 75,000 (with the rate per 10,000 moving from 54 to 64). There were similar increases in the number of children subject to child protection plans, children in need and open cases to children's services.
29. Oxfordshire has experienced similar increases across children's services. The graph below shows how in 2013 we had 30 children per 10,000 looked after, by 2018 this had risen to 48 children per 10,000 looked after. This equates to a total of 415 children in 2013 to 780 in 2019, an increase of 365 children. Very few local authorities have managed to avoid the national trend and prevent this increase.



30. Hertfordshire is an exception to the increasing number of looked after children and child protection cases. Using the FS model has helped them to safely keep children at home and reduce the need for child protection interventions. This has been achieved through a careful and diligent approach that provides families high quality help and support when they need it. It has also enabled them to create a virtuous circle where resources can be recycled into their children's services.
31. In 2018 Ofsted adjudged the Oxfordshire to be good overall but delivered a requires improvement judgment for children in need of help and protection. This sub-judgement is important and can be attributed to the increasing demands and pressures face by social workers in the teams potentially affected by the planned changes set out in this report. FSP represents a targeted strategy to address this critical area of service.
32. As a comparison it should be noted that a nearby local authority recently had to invest £11m in their children services following an Ofsted inadequate judgement.
33. These themes are explored further in the business case section of the report focusing on future demand and by contrasting what could be expected if no changes are made with what is likely to happen if FSP is implemented.

The Business Case for Implementing Family Safeguarding Plus

34. Delivering FSP will require investment in Children's Services and the benefits of this will take 2-3 years to realise. FSP represents a strategic approach to managing the ever increasing service and financial demands facing children services. The business case examines two alternative scenarios. The first is what is likely to happen to demand for services if no changes are made (*as is* scenario) whilst the second considers the likely impact of FSP (FSM scenario).
35. The graphs below show the predicted future demand for children's services across a range of measures (looked after children, children subject child protection plans and total number of open cases). All the projections include anticipated growth in demand due to demographic factors (e.g. house building).
36. The '*as is*' line replicates recent historic trends and anticipates likely demand levels if no changes are made. FSM 1 (Family Safeguarding Model 1 assumes a decrease of 5% year on year (this is more modest than the decrease achieved by Hertfordshire), FSM 2 (Family Safeguarding Model 2) also assumes a decrease of 5% year on year but caps it at the rate of the top of the lowest quartile of statistical neighbours (again Hertfordshire have gone below this since the roll out of FS).



37. The key factor to consider is the potential difference between the as is line and the FSM lines. The table below highlights the likely size of the differences of demand if no changes are made and if the FSP model is implemented.

	2020	2023	2025	2030
As Is LAC	810	919	990	1143
FSM 2 LAC	756	697	682	727
FSM Reduction in LAC	54	222	308	416
As Is CP	658	854	1008	1459
FSM 2	587	581	606	654
FSM Reduction in CP	71	273	402	805
As is Total Cases	5372	5737	5940	6210
FSM 2 Total Case	5103	4560	4543	4841
FSM Reduction in Total Open Cases	269	1177	1397	1369

38. The table highlights that if no changes are made by 2023 we are likely to have 919 looked after children, 854 children subject to CP plans and 5737 open cases. These projections are based on a combination of likely need and demographic changes. This would result in a significant requirement to invest in additional social work staff and uplift of other associated costs (e.g. looked after children placements). The alternative FSP version identifies significant reductions with 222 fewer looked after children, 273 fewer children subject to CP plans and 1177 fewer open cases delivering better outcomes and significant savings.
39. The costs associated with implementing FSP can be broken down into three key areas, they are:
- **Project Costs** - These are one off costs associated with making the planned changes (e.g. the project team, training and development for staff, ICT changes etc). The project costs will be focused on service improvement with minimal spend on buildings and relocation of staff. The table below shows the temporary funding required to deliver the project over the next two financial years.

	2019/20	2020/21	Total
Training	£259,000	£259,000	£518,000
Project Team	£363,000	£384,250	£747,250
Technology	£200,000	£70,000	£270,000
Evaluation	£0	£30,000	£30,000
Total Project Costs of FSPM	£822,000	£743,250	£1,565,250

- **Children's Service Investment** – An investment of £0.8m would be required from 2020/21 in children's services to create the additional teams required to bring case loads down to enable intensive support to be provided quickly to children and their families. As the model starts to impact the number of teams will be reduced, delivering savings addressed below. The success of the

model is based on social workers having reasonable case loads that enable them to provide rapid and intense help. This is supported by developing a culture and ethos that enables workers to spend a much greater proportion of their time directly supporting families (rather than servicing bureaucratic demands).

- **System wide Posts** – A single investment of £2.2 million (over 2 years) is required to pump-prime funding for 30 new posts (Mental Health, Domestic Abuse and Substance Misuse). This £2.2m funding is needed for the first 18 months funding the 30 additional posts focused on supporting parents (£1.5m in year one and a further £0.7m in year 2) whilst work is undertaken with partners to secure longer term sustainability. The aim is for these posts to be self-sustaining after the initial 18 months. There are different strands of working taking place in relation to each group of posts:
 - (a) Alcohol & Substance misuse workers (10 posts) - Discussions have already started with Public Health (and other partners) including briefing the new Director of Public Health. A pilot has also taken place with Public Health funded drug/alcohol workers working closely with children's services (this is being evaluated and is due to report in July)
 - (b) Domestic Abuse Workers (10 posts) We are in discussions with various community safety and criminal justice partners with a view to longer term funding of these posts.
 - (c) Mental Health Workers (10 posts) Talks are taking place with various elements of the local health economy (e.g. Clinical commissioning Group) and plans are in place for the issue to be discussed at the Health and Wellbeing board.

We will be working with partners to develop these roles together and as part of this process will try to align to partners service priorities and develop a process that builds sustainability into the future of these key posts. This issue will be subject to further cabinet report in late 2019 or early 2020.

- 40. The FSP model does require up-front investment which needs to be seen in the context of the demand projections presented earlier in this report. The full financial cost of the project is £3.7 million in one off costs (£1.5m project costs and £2.2 million in seed funding for the new adult focused posts).

	2019/20	2020/21	2021/22	Total
Project Costs	£822,000	£743,250	£0	£1,565,250
System Wide Posts	£0	£1,455,000	£727,500	£2,182,500
Project Requirement	£822,000	£2,198,250	£727,500	£3,747,750

- 41. An ongoing investment will be needed of £0.8m in extra children and families social workers from 2020/21 which would be requested as part of the service and resource planning process. From 2022/23 onwards, it is expected that the number of teams will reduce in line with demand. In addition, the model will also contribute to other savings and cost avoidance. Most notable of these are the likely reduction in numbers of looked after children, which would reduce spend on placements.

42. It is also requested that the savings in the current medium-term financial plan are reprofiled in line with the forecast benefits the model delivers. The table below sets out how savings are anticipated to be delivered from this model, compared to the current plan.

	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Service Cost Savings				-£446,000	-£444,000	-£445,000	-£445,000	-£1,780,000
Placement Savings	£0	-£250,000	-£500,000	-£500,000	-£500,000	-£500,000	-£500,000	-£2,750,000
Total Savings	£0	-£250,000	-£500,000	-£946,000	-£944,000	-£945,000	-£945,000	-£4,530,000
Current MTFP Service Redesign Savings	-£940,000	-£800,000	-£500,000	-£500,000				-£2,740,000
Service Redesign Delivered outside FSP	£200,000	£300,000						£500,000
Net Change to MTFP	£740,000	£250,000	£0	-£446,000	-£944,000	-£945,000	-£945,000	-£2,290,000

43. As with any large and complex project there are risks. Key financial risks in this project relate to two main areas. The first is that partners do not agree to fund the system wide posts when the initial funding comes to an end. To address this will have a robust and clear contracting process to minimise the likely hood of this happening, we have also committed to provide a further cabinet report later in the year setting out what progress has been made in securing the required partnership funding. The second area of risk relates to the potential not to deliver the reduced numbers of looked after children and children subject to child protection plans (and consequent cost reductions). This is unlikely to happen; Hertfordshire and the other FS authorities have delivered these improvements and there is no reason to suspect that it should be any different in Oxfordshire. We will also monitor performance very closely to ensure that we follow the planned trajectory for the planned reduction in demand.
44. In summary FSP is an established and well evaluated methodology for delivering cost-effective high-quality services to children and their families. Delivering services promptly and providing targeted help to address the key drivers of need (domestic abuse, alcohol/substance misuse and mental health problems) and has a proven track record of reducing demand. It has contributed to Hertfordshire safely reducing spend on children's service and securing good Ofsted judgement. The DfE and other have recognised the impact of the model and are supporting other authorities to implement it.

Time Line

45. Subject to cabinet agreeing the investment requested in this report, the high-level time line for making the planned changes will be as set out below:

July 2019	Finalise Project Initiation Document and detailed Project Plan
July 2019	Continue work to secure partner financial support for adult posts

September 2019	Start of staff consultation
October 2019	Start of Motivational Interviewing training
November	Identification of potential FSP team locations (based on current offices)
January 2020	End of staff consultation
January 2020	Workbook Procurement and ICS changes
February 2020	Start recruitment of adult posts
June 2020	FSP to go live
October 2020	Initial Evaluation

Staffing Implications

46. The changes planned will impact on almost 200 Oxfordshire staff. The changes to service will be subject to a further cabinet report and full consultation with staff affected by the planned changes. Staff in Hertfordshire and other authorities who have implemented FS have found that it has contributed to increased ability to both recruit and retain social work staff. Hertfordshire reported a 7% vacancy rate in their hard to recruit to teams following 2 years of FS being in operation (2017 when the England average was 17% and Oxfordshire rate 13.2%).

Equalities Implications

47. There are no specific equalities implications of the planned changes. FSP is designed to bring social workers and others staff closer to the communities that they serve. The services are also designed to empower families by providing good quality timely support in relation to mental health, substance misuse and domestic abuse. Working in this way FSP supports children and their families to challenge inequality and discrimination.

LUCY BUTLER
Director of Children's Services

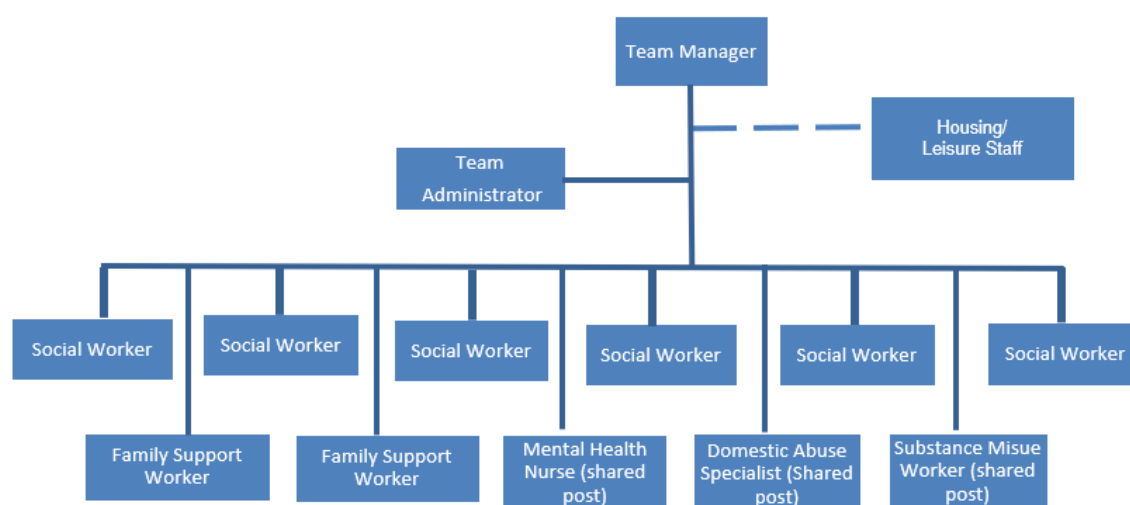
Annexes: Proposed Practice Model
Background papers:

Contact Officer: Mark Evans, Oxfordshire Customer Services
July 2019

Proposed Practice Model

Multi-disciplinary Teams – Across the county we will establish 22 FSP teams. These teams will be multidisciplinary and will include; 1 x Team Manager, 6 x social workers, 2 x family support workers and 1 x business support worker. They will also include three p/t adult service workers (1 x mental health nurse and 1 x domestic violence worker & 1 x substance misuse worker) see diagram 1 below. The teams will have a direct link in to complementary services provided by the Cherwell District Council, such as Housing, Leisure and Community Services, to add greater value for children and their families.

Diagram 1 – Proposed Team Structure



In order to enhance the offer to families, the FSP teams will be co-located with our targeted Early Help teams and LAC teams and provide a smooth continuum of family support from preventative to statutory intervention, enabling swift step-up and down and continuity of multi-agency engagement, according to need. Our Early Help Strategy already brings voluntary organisations, councils, schools and statutory agencies together in ‘communities around schools’ using EH assessments as ‘common currency’. We therefore see the FSP model providing a coherent continuum of multi-professional support for families from universal, to targeted early help and statutory social care.

In addition to this and specific to Oxfordshire, we will bring closer working with our district council colleagues. District Councils provide a range of services which contribute towards the health, well-being and positive development of children and their families. Given our close relationship with Cherwell District Council, we have a unique opportunity to enhance our support to children and their families by aligning our services with those provided by the district council. We already benefit from having Joint Assistant Directors for Regulatory Services, including Community Safety, and Housing and Commissioning in Adult Social Services.

We intend to build on this established partnership to better integrate the valuable district services such as housing, leisure, community safety and safeguarding with those of our Children’s Services. Our joint working on creating Healthy Places through the Bicester Healthy Towns programme (one of ten pilots nationally) has already been successful in promoting healthy lifestyles amongst some of our most vulnerable children in Cherwell.

The district's subsidised sports facilities, healthy eating and holiday clubs, sports activator programmes and community wardens add value and stability to children's lives. This engagement adds resilience and better prepares them to live independent, safe lives. By including the district's community services within our practice model, we can prevent some children from requiring such intensive support from Children's Services, or at least reduce the level of support they require.

This Family Safeguarding Plus (FSP) model will enable our social work teams to provide a wraparound service to the most vulnerable parents and children. The strong working relationships we have built with key services such as housing support and leisure services enable us to provide a specific offer to vulnerable parents to support them at the times of greatest crisis. The multi-disciplinary teams will be able to design support packages made up of a range of county and district services tailored specifically for the needs of that child and their family. The district involvement will improve the access for families to community and voluntary sector support. The model aims to enhance and improve the overall community capacity to bring better self-reliance on the services available in the locality.

We are already starting to pilot joint working arrangements with key partner agencies across Oxfordshire to lay the foundations for a broader integrated model. For example, we have implemented a pilot programme to co-locate substance misuse workers (Public Health commissioned) with our Family Solutions Service (statutory social care and early help teams). We will also align children's social work teams to match the geography of the planned GP networks across the county, being implemented under the NHS 10-year plan. We will seek secondment arrangements for adults' specialists, using agency staff to backfill posts and will recruit additional staff if the proposal is approved.

These 'FSP' teams will also be supported by police, schools, and health visitors that will meet to review family progress so all agencies working with the family are involved, informed and contribute to planning, information sharing and management of risk. Oxfordshire is a trailblazer pilot for Mental Health Support Teams in Schools and we will engage children's MH practitioners in these reviews.

We will adopt a team case discussion and group supervision process so that the whole team works in close partnership to deliver the required improvements and changes in parenting. Each team member will also have individual professional development and supervision monthly, delivered by a manager from their own professional background.

Motivational Interviewing

We believe better engagement of families is the key to achieving better outcomes. Current research and evaluation provides a growing body of evidence that relationship-focussed work with families improves outcomes for children. This work centres around the use of the Motivational Interviewing, which is a directive style of intervention to encourage behavioural change and is proven to increase engagement of service users with their workers.

Our model intends to use this technique at the heart of our practice by all members of the multi-disciplinary team. Team members will involve parents and children in shaping the services provided to them and the changes they want to see in their lives. We will record this using 'outcome star' and 'graded care profile' tools. The Children's directorate has already trained all social care staff in restorative practice and MI builds on this foundation by introducing a complementary set of techniques that will enable us to further embed the restorative culture.

Consequently, our new working arrangements will bring a whole family approach to our interventions and significantly improve and join up the children in need and child protection plans for the most vulnerable children. Building on our successful network of community-

based teams, our practitioners will be colocated to build a cohesive working partnership which offer tailored support to parents alongside child protection and children in need interventions.

To facilitate this, all our staff in the Family Safeguarding Plus teams will be trained to a high level of skill in Motivational Interviewing (MI) techniques. This will be the universal method of working and supporting parents and children and young people and will be implemented across all council, health, police and early help staff. This will be one of the initial uses of innovation funding to ensure a consistent and effective team approach to the work.

Structured Workbook

The FSP model will introduce an electronic family 'Workbook' that all staff will use to assess and evidence parental 'capacity for change'. This will strengthen our prediction of risk and harm to families and support accurate decision making as to when families need to have specialist interventions (child protection or LAC plans) or can safely be 'stepped down' to early intervention services. Staff in the Family Safeguarding Plus teams will have regular group supervision for specialist assessments and consultation. The Workbook will ensure a co-ordinated and multi-disciplinary record of the family intervention which will lead to more effective case planning and a 'single view' of the family.

The 'capacity for change' work programme will be adapted from current practice models which are successfully used in Hertfordshire. It will set out the plan of intervention with each family and will include individual, group and family sessions for parents and children. It will be complemented by the Motivational Interviewing approach and will fully consider parent's and children's views of how they want their family to change and improve over a set time scale.

Oxfordshire is in the process of implementing a new electronic social care record in children's services and our provider, have confirmed that we will to be able to incorporate the electronic Workbook into the new LiquidLogic system being implemented later this year. We believe that this will lead to a reduction in bureaucracy to release social work time for more purposeful direct work with families. This will be essential to a more sustainable model of social work intervention at lower cost. Where parents do not engage with the plan or demonstrate a lack of parental capacity for change, we will use the work undertaken to provide succinct and timely evidence for child protection of care planning.

Outcomes Based Approach

The involvement and ownership of the model by all of our partners has been key to developing the concept of Family Safeguarding plus in Oxfordshire. Key statutory partners were struck by the significant decrease in parental admissions to hospital and reduction in police call outs to domestic abuse incidents through the Hertfordshire evaluation. This is an approach that we want to build on and have agreed to develop an outcome-based set of indicators with our key partnership and undertake a full cost benefit analysis of our model. These will be used to track and monitor the effectiveness of the model to encourage full partnership engagement. The performance outcomes and measuring will be based on the following framework:

Table 2 – Performance Framework

Children & Young People Factors	Parental Factors	Partnership Factors	Process Factors
<ul style="list-style-type: none"> - Learner engagement <li style="padding-left: 20px;">School attendance <li style="padding-left: 20px;">Elective Home Education - School attainment 	<ul style="list-style-type: none"> - Home environment scores - Family relationship scores - Domestic abuse incidents 	<ul style="list-style-type: none"> - Parental police arrests and cautions - Parental prosecutions - Parental 	<ul style="list-style-type: none"> - Repeat referrals - Repeat child protection plans - Rate of child protection plans -Rate of children

- Child emotional health & wellbeing	- Substance misuse rates	attendance at A&E	entering care
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We acknowledge that some of the performance indicators are not within the 'gift' of the county council services and the 'Plus' model enables us to enhance some of the scores e.g. home environment (housing), child emotional H&W (leisure and community services); parental arrests etc (community safety) through our strong partnership arrangements.

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CABINET – 16 JULY

OCC'S FOSTERING SERVICE – *TURNING THE TIDE AND BECOMING THE 'PROVIDER OF CHOICE'*

Report by Director for Children's Services

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to support the Outlined Strategy and service improvement plan at Option 3 of the report; and in doing so:
 - (1) agree that £1.0m of ongoing funding required for 2020/21 and beyond will be included in the proposed Budget for 2020/21 and Medium-Term Financial Plan (MTFP) as part of the Service & Resource Planning process;
 - (2) agree that the profile of savings in the existing MTFP for 2020/21 and beyond will need to be amended in the proposed Budget for 2020/21 and Medium-Term Financial Plan (MTFP) as part of the Service & Resource Planning process.

Executive Summary

2. This paper sets out the options available to the Council as a response to the current challenges regarding the recruitment and retention of foster carers in Oxfordshire, to ensure that our looked after children can remain with local families.
3. The Council's vision for the Fostering Service is to offer children and young people the best start in life, through ensuring that OCC's looked after children (LAC) are placed with local families in our local communities. This will provide them with the best possible outcomes and will be at a reduced cost to the Council. In line with this, OCC aims to strengthen our market position and become the '**provider of choice**' for current and future foster carers across Oxfordshire.
4. The increase in demand related to our looked after children (90% since 2013) coupled with a reduction in the number of our own in-house foster placements has led to an increased use of children being placed with Independent Fostering Agency carers (IFA's). In 2018/19, 131 children were placed in out of county Independent Fostering Agency (IFA) placements, rising to 144 children in April 2019.

5. We have carried out a comprehensive service review using: national research and evidence from the Fostering Network, 'State of the Nation's Foster Care Report', iMPower consultancy, an in-depth interview with Hertfordshire County Council. The service review was co-produced with current OCC foster carers and highlights the areas where service improvement can be made to enhance OCC's offer to foster carers and therefore reverse the decrease in our in-house foster care capacity.
6. This report sets out three options (section 5.3) with option 3 being recommended. Option 3 outlines three areas for improvement, to enhance the 'Fostering Offer', through:
 1. The financial 'reward' offered to OCC's in-house carers is increased to make it comparable with neighbouring local authorities and IFAs.
 2. Service re-design to strengthen the level of support offered to carers and to manage high demand.
 3. Co-production, engagement and relationship building with OCC's foster carers and CEF Services.
7. Implementing **Option 3** will enable OCC to achieve an interim target of 60% of foster placements being made with in-house foster placements in 3 years, with a view to achieving a 67% share in 5 years. This option will require a £1m investment into the service.
8. If the proposed investment is approved, it will significantly improve the outcomes of our looked after children by providing placements nearer to their own communities, maintaining links with their families and reducing the amount of time they spend in care. Option 3 is also expected to save the Council up to **£7.2m** (gross) over the 6 years of this project. This is based on detailed assumptions of reversing the current decline in the numbers our own in-house foster carers and achieving 67% of children's placements with OCC foster carers (which equates to approximately 76 additional in-house foster placements).

Introduction

9. In Autumn 2018, CEF Directorate Leadership Team (DLT) mandated a full review of the fostering service following the exponential increase in demand on that service over recent years. This demand is due to the significant increase of Looked After Children both locally and nationally. This demand has led to a significant increase in the use of Independent Foster Placements

(IFA) which often results in children being placed further from home and is at a higher cost to the Council.

10. Placing children out of area can have a detrimental impact on their outcomes. Additionally, being placed out of county has a negative impact on maintaining children's family and friends' networks, which in turn has a negative impact on the potential for young people to return home. Being placed out of area can also impact on our ability to access support service for the children we place. Whilst we advocate

for our children to receive these services, it can take longer and can prove challenging at times, particularly in relation to securing a school place or accessing Child & Adolescent Mental Health Services (CAMHS).

11. We aim to create a high performing service that provides our looked after children with the best start in life and to provide our foster carers with the support that enables them to work more productively with us, delivering our aims together.

Context

12. On 31 March 2018, just over 53,000 children and young people were placed with foster carers. Two thirds of these were in Local Authority (LA) fostering placements (66% or 35,145) and the remainder (34% or 17,890) were placed with IFAs (Independent Foster Agency).
13. Year on year, there has been a decrease in the number of fostering households since 2014. Mainstream fostering households have decreased each year since 2014 by 2% from 36485 to 35820. Although, mainstream carers are decreasing, they are on average looking after more children.
14. A key challenge in the recruitment and retention of foster carers is to recruit a younger generation of carers. Currently, OCC has a cohort of carers from 27 to over 80 years old. 28 of these carers are aged over 62, of which 7 are over the age of 68. As these carers look to retire OCC is faced with the risk of a net loss of carers. We therefore need to increase our pool of carers to include younger, working families, for whom the financial element of the core offer becomes more salient.

15. Locally, there has been a 90% increase in Looked After Children since 2013. Currently only 46% of our Looked After Children currently reside in a foster placement, including both OCC foster carers (in-house) and IFA's. Since 2013, the number of IFA placements has increased, whilst the Council's share of in-house placements has decreased, year on year. For children placed with foster carers (April 2019), **54%** were in IFA placements, with the majority being placed out of county (144 as of April 2019). In April 2019 46% of children were placed with OCC carers, compared to 69% in 2012/13. National best practice suggests a local authority should aim to have 70% of their mainstream carers in-house and 30% using external foster placements.
16. The Council is now overly reliant on IFAs to provide foster carers for our Looked After Children. The national benchmark ratio for in-house vs IFA placements is 70:30. In Oxfordshire in 2012/13 the ratio was 69:31, by March 2019 this had dropped to 46:54. Investment will be required to reach these targets (Section 7). Investment to fund: enhanced and additional payments to carers; additional staffing to recruit, assess, train, supervise and support additional carers and enhanced marketing and engagement functions.
17. Following significant levels of transformational change in 2017-2019 across Children's Services, demand is now being effectively managed at the Front Door, to ensure that children and families are supported by the service at the right time, preventing escalation of needs.
18. Children's Services are currently developing a new safeguarding practice model, known as 'Family Safeguarding Plus' (FSP) model, which has strong buy-in from OCC's partner agencies. This is a model that has been developed by Hertfordshire County Council, in conjunction with the Department for Education (DfE), which has over time evidenced a reduction in children becoming looked after.
19. The FSP model would support this fostering initiative and vice-versa, as these two critical transformation projects have interdependencies and strengthen each other's service delivery. If adopted together, they would support a reduction in demand in future years, ensuring that the right local placements are available for our children at the right time.
20. Spending on fostering is currently broken down as: staffing £3.2m, OCC foster carers c.£5m, £1.25m (family & friends placements) and £8.6m on IFA's.

Options appraisal

21. The service has researched three potential options for consideration, with the RECOMMENDATION, to implement Option 3:

Option 1 – Continue as per current practice

22. If no action is taken to improve our in-house service, it is likely that the net loss of carers will continue. This will result in more children will be placed out of county, having a detrimental impact on their outcomes and their ability to maintain family, friends and local networks. For every 20 children OCC places with IFA's, the average annual cost is £0.925m. Additional costs are incurred on staff resources and increased travel costs for children's Independent Reviewing Officers (IRO) and social workers.
23. The Oxfordshire spend on IFAs in 2018/19 is c.£8.6m. There is currently a net loss of 14 OCC foster carers per annum, therefore, this spend on IFA's is forecast to increase. An enhanced offer to OCC carers is required to reverse this trend.
24. Strengths:
- Initial investment would not be required however this is a short-term view.
25. Weaknesses:
- It is likely to result in poorer outcomes for looked after children.
 - Not investing in the service and the offer to carers would have a negative impact on our ability to recruit new in-house foster carers.
 - The number of children with IFAs both in-county and out-of-county would continue to increase.
 - Carers will not feel valued and the net loss of in-house mainstream carers would continue to rise year on year and potentially cost OCC an additional £4.2m over the next 4-5 years
 - It is likely to result in increased pressure on the IRO service and social work teams.
26. Risk:
- As stated, in April 2018, the ratio for in-house: IFA was 49:51. As of March 2019 the ratio was 44:56, due to an increase in our Looked After Children from

685 in February 2018 to 775 in March 2019. If this option was chosen, this downward trend in our ratio of in-house carers would continue.

- The number of Oxfordshire's Looked After Children has reached a steady state. If no service improvement or offer enhancement is delivered, evidence suggests that OCC's trajectory will continue to rely heavily on more expensive, in and out of county IFA placements.

Option 2 – To commission an external company/organisation to provide the service

27. Desktop research has been undertaken to review other local authorities that have chosen to outsource permanency services. This research has shown that one Local Authority outsourced their permanency services to a voluntary, not for profit charity. It was at a substantial cost (over £135m over 10 years), however this has not been sustainable as the provider has been unable to recruit the required number of carers. This is not a recommended option for OCC.
28. Strengths:
 - The logistics of running the service would be managed by a 3rd party
29. Weaknesses:
 - Any increase in demand would entail increased costs over and above any agreed contract value.
 - Where this has happened, research has indicated that the Local Authority brought the external placements budget back in-house due to the increase in demand and rise in Looked After Children.
30. Risk:
 - OCC has developed strong community engagement regarding the placement needs of our families and children, which is crucial. A third party is less likely to understand and adapt bespoke responses for our communities.
 - If this failed to deliver it would result in OCC having even weaker relationships with providers resulting in an underdeveloped supply.
 - There is a risk that OCC would retain too little capacity/expertise to re-commission and negotiate effectively.
 - This approach has only been trialled by one Local Authority.

Option 3 – To implement the complete business improvement plan

31. Should the full business plan be approved, this would enable OCC to attract new carers and value and retain carers. This would also enable OCC to keep

our children in local placements, where they can maintain their family, friends and local networks, receive better support and improve their outcomes.

32. Strengths:

- Implementing a new, enhanced, simplified tiered model of fee payments will strengthen our ability to recruit and retain foster carers and compete with IFA's, to increase OCC's market share.
- Strategically supports the corporate design principles for self-service, digital by default, through the implementation of online portals, co-designed with foster carers.
- Increased levels of support offered to foster carers and our children. IFA's currently visit their foster carers 35% more frequently than OCC are currently able to visit their carers.
- Increased levels of clinical and therapeutic services available to support our carers.
- Enhancing the holiday payment for children's activities/play schemes in school holidays will attract and support carers who are in employment.
- Enables the Fostering Service to re-engage with our current carers through co-production of a refreshed Fostering Charter. The Charter will strengthen the relationship between OCC and foster carers, enabling carers to feel valued.
- Initiatives will be explored to enable OCC to become a *Foster Friendly Employer*

33. Weaknesses:

- Initial increase in outlay by enhanced fees and rewards to current and future carers.
- Should the strategy not result in an increase in in-house foster carers then the initial outlay would have limited positive impact for the service. However, this would help OCC retain current carers, which is presently reducing in numbers year on year.

34. Risk:

- The proposal fails to result in a net increase in in-house carers.
- The proposal would be impacted by any delay in the procurement and implementation of the 'portals'.

Summary for Option 3:

35. Recruitment, retention and reward

- Additional funding to implement a clear tiered model of foster care payments that include a fee to foster carers. On average, for parity with other local authorities and IFAs, OCC would need to pay to each carer, an additional £120/wk per child.
- An increase to the school holiday activity payment for carers to support children from £100 per annum to £300 per annum.

36. Support, training & culture

- An increase in staffing to assess, train and provide enhanced support to an increased number of foster carers.
- Development of a clear strategy and commitment to strengthen engagement and working relationships with foster carers.
- Working closely with corporate colleagues and members to drive this strategy forwards and make this a high priority across the Council.

37. Process, technology and customer experience

- Increased levels of self-service by foster carers, by implementing online 'portals' within the fostering service. These portals will enhance data collection and business intelligence, release capacity of supervising social workers (through leaning financial processes) and provide a 'one-stop' shop for foster carers.

38. Marketing

An enhanced ability to develop targeted digital marketing campaigns to attract more carers that match the needs of Oxfordshire's children.

Financial and Staff Implications

39. During 2019/20 it is expected that any additional costs associated with the initiative can be funded within the existing budgets. From 2020/21 an investment in the service of £1.013m is required. This is made up of £0.690m to uplift foster fee structures to be comparable with other local authorities and independent agencies, and £0.323m to fund additional payments to foster

carers for holiday activities, along with a small increase in social work staff to assess and support the increased number of foster carers.

40. The above investment is expected to deliver an increase in the number of in-house foster carers, and therefore a reduction in the use of independent agencies, which incur a higher cost to the council.

	2019/20	2020/21
	£'m	£'m
Fees		0.690
Additional Staffing		0.323
Total Investment Required	0.000	1.013

41. As a result of the review it is now possible to more accurately forecast the savings this is expected to generate. If successful by 2024/25 this will deliver the majority of the required savings, although this won't be as quickly as currently budgeted.

	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
	£'m	£'m	£'m	£'m	£'m	£'m
Current MTFP Savings	-0.088	-1.016	0.000	0.000	0.000	0.000
Anticipated Savings	0.000	-0.413	-0.502	-0.496	-0.335	-0.235
Variance to current MTFP	0.088	0.603	-0.502	-0.496	-0.335	-0.235

Equalities Implications

42. N/A

LUCY BUTLER
Director for Children's Services

Contact Officer: Dan Ruaux – Head of Service, Corporate Parenting

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Division(s): All

CABINET 16 JULY 2019

JOINT HOUSING AND HOMELESSNESS STRATEGY FOR VULNERABLE YOUNG PEOPLE AND FAMILIES

Report by Director of Children's Services

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to adopt the Joint Housing and Homelessness Strategy for Vulnerable Young People and Families**

Executive Summary

2. Our Vision is that every child and young person in Oxfordshire should have access to a full range of housing services and the opportunity for a decent and affordable home suitable to their needs; and that vulnerable families should be enabled to live in safe and suitable housing as a basis for supportive family relationships and thriving communities.
3. In order to achieve this vision, we have identified the following key objectives
 - support vulnerable families to maintain secure and long-lasting housing;
 - provide a range of housing options, with support and intervention, for Care Leavers and other vulnerable young people including Unaccompanied Asylum-Seeking Children and young people involved with the Youth Justice System;
 - increase the supply of affordable housing options to meet the needs of families and single young people, and optimise the use of available property;
 - maintain partnership working between District and County Councils, housing providers, specialist support services and other stakeholders including young people and families;
 - resource early prevention work with families and young people at risk of homelessness; and
 - support landlords to mitigate negative perceptions of social care service users and/or benefit claimants.
4. We have a comprehensive joint action plan to achieve these objectives and progress will be monitored at bi-monthly meetings of representatives from the

County Council, Oxford City Council, and the other 4 housing authorities. (see pages 8-15 of the Strategy).

Introduction

5. This strategy (Annex A) has arisen out of a comprehensive, countywide needs analysis which highlighted gaps in services, system blockages, and pressure points. It was set in the context of Oxfordshire's particular housing pressures, national welfare reform and new housing legislation. As a joint piece of work between the County, City and District Councils it represents a commitment to joint working and early prevention of homelessness. The strategy action plan offers a road map to address the issues raised by the needs analysis.
6. The City and District Councils are also being requested to adopt the Strategy.

LUCY BUTLER
Director of Children's Services

Background papers: N/A

Contact Officer: Jackie Goodwin
July 2019

HOUSING AND HOMELESSNESS
STRATEGY AND NEEDS
ANALYSIS FOR VULNERABLE
YOUNG PEOPLE AND FAMILIES
IN OXFORDSHIRE 2019-2024

Introduction and Why We Need a Strategy

There is common agreement that safe and suitable housing is a basic human right for children, young people and families. Conversely transient lifestyles and inappropriate housing have been identified as one of the risk factors on the pathway to harm¹.

Our Housing Needs Analysis for vulnerable young people and families highlighted the difficulties Oxfordshire faces in terms of cost and availability of housing. While there are intense building programmes around the county, affordability is still an issue and the number of homeless people is increasing. Young people in our supported housing pathway have increasingly complex needs and progress through the pathway is hampered by a lack of suitable places for them to move on to. The increasing number of looked after children is creating an ongoing pressure on places in the pathway. We need increased support and housing for vulnerable families as evidenced by the number of families in temporary accommodation. We also need specialist housing provision for young people with disabilities and more support for young people in the youth justice system.

(See Housing and Homeless Needs Analysis for Vulnerable Young People and Families 2019-2021 - Appendix 1)

The government is helping local councils and developers work with local communities to plan and build better places to live for everyone. This includes building affordable housing, improving the quality of rented housing, helping more people to buy a home, and providing housing support for vulnerable people.² In addition, the Homelessness Reduction Act 2017 with the Duty to Refer requires us to tackle the causes of homelessness further upstream.

Oxfordshire County Council Housing Strategy 2015-2018 identified the following objectives under the priority 'Support the Growth of a Balanced Housing Market.'

- Improve housing market operation;
- Increase the supply of public sector land to deliver new homes; and
- Bring forward key strategic sites to support City Deal and meet housing need.

There are practical reasons why it makes sense to clarify the key issues and requirements.

- To be able to influence the spatial planning agenda and ensure that the housing needs are reflected in Local Growth Plans and housing strategies. 'Up front' work ensures these needs are not overlooked.
- To provide clarity for senior managers about the key priorities to try and resolve them.
- To assist housing and planning officers in each district and the city to know the housing needs of young people and families so that they can reflect these when advising and agreeing new affordable housing planning applications.

¹ Pathways to Harm, Pathways to Protection: Triennial Analysis of Serious Case Reviews 2011-14'

² <https://www.gov.uk/government/topics/housing>

- To allow housing providers to know the housing needs of young people and families so that they too can consider such provision when building or buying new homes or when considering how to re-model existing stock.
- To provide a consistent and clear set of needs to the property services and planning departments within the City, District and County Councils.
- To enable all relevant agencies to make a more convincing case for capital grant or land subsidy both within the county council and the district councils.

Vision

Our Vision is that every child and young person in Oxfordshire should have access to a full range of housing services and the opportunity for a decent and affordable home suitable to their needs; and that vulnerable families should be enabled to live in safe and suitable housing as a basis for supportive family relationships and thriving communities.

There are three broad components to achieve improved housing. These can be summarised as:

- the right buildings,
- appropriate support services and
- clear 'pathways' that enable young people and families to access such housing.

The right buildings

- The District, City and County Councils will work in partnership with, housing and other providers, to ensure that the 'bricks and mortar' to supply new homes are built to the correct design, in the right locations and at an affordable price.
- Where possible and appropriate we will increase new specialist housing capacity by conversion of existing buildings that may no longer be fit for their original purpose, or may be empty.
- We will ensure that buildings are fully inclusive and accessible to consider the needs of families with disabled children, young people and adults. Advice from occupational therapists will be considered in planning the right buildings for the future.

Appropriate support services

- We will enable creative and flexible wrap-around services for young people and young families in the pathway.
- We will provide support to landlords working with families in danger of eviction and provide targeted support to vulnerable families.

Clear pathways

- We will devise clear pathways to ensure the right people access the right housing for their needs.
- There is a well-developed multi-agency pathway in place for young people, but there needs to be more creative planning to ensure there is a range of suitable supported accommodation and sufficient move on options.

Our Key Objectives are:

- 1. To support vulnerable families to maintain secure and long-lasting housing.**
- 2. The provision of a range of housing options, with support and intervention, for Care Leavers and other vulnerable young people including Unaccompanied Asylum-Seeking Children and young people involved with the Youth Justice System.**
- 3. To increase the supply of affordable housing options to meet the needs of families and single young people, and optimise the use of available property.**
- 4. To maintain partnership working between District and County Councils, housing providers, specialist support services and other stakeholders including young people and families.**
- 5. To resource early prevention work with families and young people at risk of homelessness.**
- 6. To support landlords to mitigate negative perceptions of social care service users and/or benefit claimants**

We will tackle these in the following ways:

- 1. To support vulnerable families to maintain secure and long-lasting housing.**

An iMPower analysis into the work of Oxfordshire Children, Education and Families teams revealed a lack of knowledge and engagement with housing issues among front line staff. In response to this we will:

- 1.1 Equip front line social services teams working with families to identify housing issues at an early stage and support families to maintain their tenancies, thus avoiding eviction and disruption to schooling and family networks.**

- 1.2 Target support for families deemed intentionally homeless to enable them to have a second chance.

2. The provision of a range of housing options, with support and intervention, for Care Leavers, including Unaccompanied Asylum-Seeking Children (UASC), young people involved with the Youth Justice System and young people with a range of disabilities.

The increase in the number of Looked After Children and Care Leavers has necessitated a review as to how to effectively support all our vulnerable young people to the point of being able to manage an independent tenancy. The proportion of young people with complex needs in the Supported Housing Pathway has increased.

There is also a need for a range of provisions for young people involved in the Youth Justice Service.

In addition, the sharp increase in arrivals of Unaccompanied Asylum-Seeking Children has accentuated the need for increased accommodation and support within the county for this vulnerable group.

In response to this we will:

- 2.1 Optimise the use of available resources to creatively support young people with complex needs and those with lower level needs.
- 2.2 Find creative solutions for vulnerable young people on the edge of care including re-unification with family where possible or supported lodgings with other trusted adults.
- 2.3 Make specific provision for young people involved in the Youth Justice Service.
- 2.4 Enable more consistent use of intervention services such as Mental Health services for young people who need these up to age 25 in the Supported Housing Pathway.
- 2.5 Support Care Leavers to develop independent living skills including the maintenance of a tenancy and regular employment.
- 2.6 Ensure planners are aware in advance of the specific housing needs of young people with disabilities in each district and the city.

3. Increase the supply of affordable housing options to meet the needs of both families and single young people, and optimise the use of available property.

Supply and demand

The overarching concern is the overall lack of supply of housing - both specialist and generic - and fully inclusive and accessible. Whilst the needs and issues may be different for families, care leavers and vulnerable young people, the housing gaps are a common theme.

In response to this we will:

- 3.1 Seek to influence potential use of empty council buildings for families and young people.
- 3.2 Embed a mechanism across the partner organisations to quantify the types of housing needed and level of demand for families and young people.
- 3.3 Provide clear forecasting of requirements for various types of property including family housing, accommodation for young single people and adapted housing for people with learning disabilities or physical disabilities including those in need of ceiling track hoists.
- 3.4 Seek to influence local planning in a timely manner to enable suitable housing to be located within a reasonable distance from services, schools, colleges and places of work.
- 3.5 Build priorities for young people, young adults and families into the district council Growth Plans and the Joint Strategic Spatial Plan for Oxfordshire 2050.
- 3.6 Work with providers to develop creative solutions for older young people with learning disability such as Autistic Spectrum Disorder.

Affordability

Oxfordshire's extremely high rents increase the vulnerability of both single people and families who may become reliant on benefits to afford a home. The housing benefit element of Universal Credit is unlikely to cover the full cost of rent. For care leavers there is an additional impact when their housing benefit drops at aged 22.

In response we will:

- 3.7 Assist families and young people with budgeting to maintain regular rental payments as a build-up of rent arrears greatly adversely affects their chances of a future affordable tenancy.
- 3.8 Help Care Leavers to hold realistic expectations of the type of property available to them when they leave the supported housing pathway.
- 3.9 Plan early to allow care leavers to move to affordable accommodation prior to the reduction in their benefit.

4. To maintain partnership working between District and County Councils, housing and support providers and other stakeholders including young people and families.

Joint working between housing authorities, social services and other statutory, voluntary and private sector partners is required by a range of legislation relating to homelessness, social care and children. (see Appendix 1 Needs Analysis pages 8-9)

In response to this we will:

- 4.1 Hold quarterly meetings of the Joint Housing Steering Group with representatives from the City and each District Council along with key operational and commissioning staff in the County Council.

Through this we will problem solve issues which affect the delivery of this strategy and aim to provide an effective and co-ordinated response to prevent homelessness amongst vulnerable young people, and families.

- 4.2 We will escalate issues, concerns and gaps in service provision to senior officers and members as appropriate to ensure they are informed and able to influence local provision and developments.
- 4.3 Engage with city and district councils, registered social landlords, letting agencies, private landlords and other community and faith groups to develop solutions using properties they may no longer wish to keep.
- 4.4 Develop creative partnerships with skills providers and employers.
- 4.5 Develop co-location opportunities for members of different teams, local authorities and support agencies.
- 4.6 Work to remove the “catch 22” situation around housing allocation for potential foster carers.

5. Resource early prevention work with families and young people at risk of homelessness.

The Homelessness Reduction Act and the Duty to Refer, encourages early intervention into the causes of homelessness by obliging a range of statutory services to address housing issues with families or individuals and to make referrals to the appropriate authority.

In response to this we will:

- 5.1 Increase channels of communication between social services staff and housing and support providers to enable timely intervention.
- 5.2 Increase awareness of housing related issues amongst frontline staff and increase staff confidence in assisting families facing housing issues.

6. Support landlords to mitigate negative perceptions of social care service users and/or benefit claimants

There can be negative perceptions of social care service users by private and social landlords due to issues relating to rent arrears, damage to property, behaviour and disturbance to other residents. Strategies to prepare and support landlords are needed to help mitigate these issues as well as to support and ensure young people and families have the right skills and best chances to sustain their tenancies.

In response to this we will:

- 6.1 Develop a clear programme of support for landlords of social care users with well-defined roles and responsibilities and make sure this is well publicised.

- 6.2 Initiate early conversations with landlords regarding issues with tenants known to social services with a view to providing early intervention to support families and young people at risk of losing a tenancy.
- 6.3 Provide initial financial support to enable vulnerable young people and families to take on a tenancy or move into temporary accommodation.
- 6.4 Provide guarantees/contracts to help a young person secure a tenancy and pay for damage.

Action Plan

Action	Desired Outcome	Lead Organisation/s	How Success will be measured
1. To support vulnerable families to maintain secure and long-lasting housing.			
1.1 Following on from the current model of an embedded specialist housing worker in front line Children, Education and Families teams, provide a programme of training and resources for front line teams in identifying and tackling housing issues. including a network of housing champions.	Earlier intervention in housing issues including "Duty to Refer". Locally based housing knowledge and connections available to all front-line Children, Education and Families staff	Oxford City Trailblazer programme until funding ends in 2019 and County Council Housing and Immigration Team	County Council champions recruited, Training taken place, Housing referrals made
1.2 Develop an agreed programme of support to enable families deemed intentionally homeless to have a second chance at maintaining a tenancy.	Families supported into secure tenancies.	Cherwell District Council / County Council Local Community Support Service and Housing and Immigration Team	Agreed programme in each district. Number of families supported into secure housing
1.3 Ensure all staff across partner organisations are aware of funding streams that are available for support e.g. Troubled Families Resources Budget, flexible use of pupil premium budgets.	Optimum use of available funds to support vulnerable families.	County Council Housing and Immigration Team	Training and information on funding given and disseminated
2. The provision of a range of housing options, with support and intervention, for Care Leavers and other vulnerable young people including Unaccompanied Asylum-Seeking Children and young people involved with the Youth Justice System.			
2.1 Review existing supported	Knowledge of what is working	County Council	Recommendations for new

Action	Desired Outcome	Lead Organisation/s	How Success will be measured
housing pathway provision	well and changes in nature of provision that may be necessary	commissioning team	service written
2.2 Recommission the supported housing pathway in consultation and conjunction with all stakeholders including the providers of the Adult Homeless Pathway.	An effective, safe and value for money service which enables vulnerable young people to move into independence, or other appropriate accommodation in a timely manner.	County Council Commissioning Team/ City and District Councils/provider organisations	Number of young people who move through the pathway and gain independent accommodation
2.3 Create additional provision for Unaccompanied Asylum-Seeking Children	Local and safe accommodation with wrap around support for UASC	County Council Commissioning Team/Cherwell District Council	Additional provision available
2.4 Ensure that Mental Health support is available to all young people in the supported housing pathway.	Vulnerable young people are supported towards independence	County Council Commissioning Team/Oxfordshire Clinical Commissioning Group	Number of young people in pathway supported with mental health
2.5 Explore the potential to redirect funding to support young people's identified housing and support needs including piloting council tax exemptions	Optimum use of available funds	County Council Operational Team, Cherwell District Council	Increased funding for housing and support needs. Council tax exemptions in place for care leavers in some or all Districts.
2.7 Consider options for additional support for young people in the Youth Justice Service including the recruitment of a team of high tier foster carers.	Appropriate support to keep these young people safe and minimise the risk of re-offending.	Youth Justice Service, County Council Fostering team	Crisis provision for young people in youth justice service in place
2.8 Recruit additional Supported Lodging providers to offer flexible support options for care leavers	Out of term time accommodation for care leavers at university with appropriate level of support.	County Council Commissioning and Care Leavers' team	Additional flexible provision for care leavers with low level support needs
2.9 Negotiate with partners to	Effective and timely intervention	County Council	Specialist professionals ready

Action	Desired Outcome	Lead Organisation/s	How Success will be measured
provide a 'Team around the Worker' to support the lead professional in the supported housing pathway through specialist consultation and advice.	for young people with complex needs.	Commissioning/ partner organisations/pathway providers	to provide support in flexible way to worker with best relationship with young person
2.10 Ensure pathway providers are equipped to identify signs of domestic abuse in the pathway and resourced to support victims and keep them safe.	Young people in the Supported Housing Pathway are safe and know how to obtain support.	County Council, Pathway providers, Action on Ending Violence against Young Women and Girls	Greater awareness of potential Domestic abuse in pathway and prevention strategies in place.
2.11 Start earlier to plan for young people to return to their family where possible and invest resource on whole family approaches such as Family Group Conferences and restorative practice.	Maximise chances for family re-unification and take fewer children into care.	County Council	More children and young people leaving care to return to families
2.12 Provide support for young people with low level needs such as Asperger's Syndrome and their families to prevent the young person becoming homeless	Vulnerable young people and their families are supported to stay together.	Housing Authorities and Commissioned Services for support to families	Fewer young people with low level needs in supported housing pathway
2.13 Work with young people on the edge of care to secure private arrangements with trusted adults where re-unification with family is not possible	Vulnerable young people are cared for by adults they know and trust and pool of approved care providers is widened.	County Council Residential and Edge of Care team	Fewer young people referred into the supported housing pathway
2.14 Develop "The House Project" to support a group of care leavers to take on HMO tenancies and	Young care leavers equipped to take on independent tenancies	County Council	Young people supported to live in nominated properties and begun to move on

Action	Desired Outcome	Lead Organisation/s	How Success will be measured
develop necessary skills to live independently.			
2.15 Work with employers to develop pathways to employment in addition to gaining housing related skills such as DIY, painting/decorating, maintenance, and furnishing.	Young care leavers equipped with employment related skills and able to take on independent tenancies	Pathway providers, County Council "House" project manager	Young people from pathway gain employment in related fields
2.16 Work with planners and Disabled Facilities Grant departments to ensure buildings are fully accessible and inclusive and consideration is given to factors like electric wheelchair accessibility, up to date technical aids to facilitate independence for young people, storage, sound proofing, planned adaptations so that a disabled child can live and play safely.	Adequate supply of appropriately adapted housing in the locations where it is needed	City and District Councils, County Council	Timely supply of appropriately adapted housing
2.17 Consider opportunities for pooled budgets and targeted commissioning to meet housing need for specific groups e.g. learning disability, mental health.	Financially efficient sustainable support for the people who need it.	County Council, Clinical Commissioning Group	Housing developed for specific named groups using pooled budgets
3. To increase the supply of affordable housing options to meet the needs of both families and single young people, and optimise the use of available property.			
3.1 Identify existing data sources, plot pathways and identify gaps. Draw up sustainable mechanism to gather information	Ongoing accurate information on forthcoming needs	County Council	Required data available from LCS or another identified regular source

Action	Desired Outcome	Lead Organisation/s	How Success will be measured
3.2 Look at Oxon and national statistics to identify trends.	Ongoing accurate information on forthcoming needs	County Council	Needs Analysis reviewed at end 2020
3.3 Following the review of empty buildings and land ownership assessment which has identified empty/underused spaces/buildings both by county council and partners and explore the potential to include this in the county council Place Reviews.	Increase supply of sustainable property options for young people and families	City and District Councils, County Council	Underused buildings become available for young people or families
3.4 Work with specialist architects and estate agents to develop community solutions to housing such as building conversions leading to longer term more sustainable solutions such as housing co-operatives or emergency/transitional accommodation like container homes or empty building conversions.	Additional housing through optimising use of existing buildings	City, District and County Council	Increase in available properties, through this route
3.5 Work with specialist providers to clarify what delivery of homes for young people with learning disabilities such as Autistic Spectrum Disorder might look like.	Plan in place	City, District and County councils	Supply of houses built to specification
4. To maintain partnership working between District and County Councils, housing and support providers and other stakeholders including young people and families.			
4.1 Review use and scope of move on agreements with city and district councils in relation to	Joint working across districts and social work teams leading to joined up plans for young people	City, District and County Council	Extended group of care leavers given support

Action	Desired Outcome	Lead Organisation/s	How Success will be measured
extended responsibilities for care leavers up to 25.			
4.2 Improve and increase the use of Multi-Agency Risk Assessment and Management plan (MARAMP) to manage risk more effectively in placement planning particularly in the Supported Housing Pathway	Increased and effective use of MARAMP	Pathway providers, County Council Care Leaver team	Fewer evictions from the pathway
4.3 Develop the role of the 'Team around the Worker' to support lead professionals with specialist advice and consultation in areas such Mental Health and specialist substance misuse.	Specialist advice is in place and used effectively. Workers more confident about response and support/interventions they can offer	County Council Commissioning and operational staff/partner organisations/pathway providers	Specialist professionals ready to provide support in flexible way to worker with best relationship with young person
4.4 Housing providers to be part of the Team Around the Family (TAF)	Housing issues addressed at an earlier stage and support offered.	County Council, City and District Councils and other housing providers.	Fewer homeless families because of earlier, joined up support.
4.5 Agree a protocol between Housing Authorities and Children, Education and Families teams to allow potential foster carers to move into suitable properties to house foster children.	Increased number of Council foster carers leading to a reduction in use of high cost independent fostering agencies	Cherwell District Council, City and other District Councils and Oxfordshire County Council	Increased number of Council foster carers.
4.6 Increase lines of communication between Housing Authorities and Children, Education and Families teams regarding kinship foster carers need for housing.	More children cared for by wider family through access to suitable housing.	County Council operational teams City and District Councils and housing providers	Increase in kinship foster placements

Action	Desired Outcome	Lead Organisation/s	How Success will be measured
5. To resource early prevention work with families and young people at risk of homelessness.			
5.1 Put in place a programme of training and resources to enable front line social services' staff to identify and address housing issues at an early stage.	Housing issues are recognised at earlier stage and homelessness prevention work carried out	County Council, Oxford City Trailblazer	Fewer homeless young people and families because of earlier, joined up support.
5.2 Promote the use of the ALERT portal for referrals of anyone who may be homeless or threatened with homelessness in Oxfordshire.	Young people and families threatened with homelessness are identified earlier and receive support into accommodation	City and District Councils Oxfordshire County Council	Fewer homeless young people and families because of earlier, joined up support.
5.3 Initiate earlier communication and a programme of support for families in danger of making themselves intentionally homeless.	Families threatened with homelessness receive timely advice and support	Cherwell District Council/ Oxfordshire County Council, City and other Districts	Fewer homeless families because of earlier, joined up support
5.4 Initiate earlier conversations between supported housing pathway providers and CEF team regarding rent arrears and other behaviours which are detrimental to gaining an independent tenancy.	Young people are more able to access independent accommodation	Oxfordshire County Council operational teams/pathway providers	Greater throughput through the supported housing pathway
5.6 Work with housing providers to ensure they are part of Team Around the Family meetings, joint visits etc.	Housing issues addressed at an earlier stage and support offered	County Council, City and District Councils and other housing providers.	Fewer homeless families because of earlier, joined up support.
6. To support landlords to mitigate negative perceptions of social care service users and/or benefit claimants.			
6.1 Institute a mechanism for early conversations with landlords and programmes of support for people	Young people and families are supported to maintain a tenancy	City and District Councils, housing providers, County	Fewer evictions and fewer homeless families

Action	Desired Outcome	Lead Organisation/s	How Success will be measured
in danger of breaching their tenancy agreements.		Council operation teams.	
6.2 Make funds available, following strict criteria, to allow families to access temporary accommodation, or private rental accommodation through the provision of deposits, rent in advance and rent for families who are subject to immigration law	Families are supported to gain secure housing and children remain with family.	Oxfordshire County Council Housing and Immigration team	Number of families supported into secure housing
6.3 Work with Registered Social Landlords and the Care Leavers Forum to create a junior tenancy course to help young people sustain housing.	Young care leavers equipped to take on independent tenancies	City and District Councils and Care Leavers Association	Course compiled and delivered

HOUSING AND HOMELESSNESS STRATEGY AND NEEDS ANALYSIS FOR VULNERABLE YOUNG PEOPLE AND FAMILIES IN OXFORDSHIRE 2019-2024



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Executive Summary

The Picture in Oxfordshire

The number of Looked After Children (LAC) in Oxfordshire is rising sharply in line with national figures. There are currently approximately 726. This is significant in a housing context because of the local authorities' increased obligation towards these young people until the of age 25. Oxfordshire poses a hostile housing environment for young people, with Oxford City ranked as the least affordable city in England regarding house purchase, and third least affordable regarding rent.³

Recent welfare reform has contributed significantly to a young person or a family's inability to secure a permanent home in Oxfordshire. The housing benefit element of Universal Credit falls short of the median rent by approx. £44 per week in Oxford city £53 per week in Banbury. Falling into rent arrears with one housing provider significantly affects a young person or a family's ability to secure alternative accommodation.

Whilst Oxfordshire is still below the national average on many indicators of social need, there are pockets of exceptionally high need. Areas of Oxford City and Banbury are in the top quintile in the country for social care referrals and domestic violence notifications.

Families at Risk of Homelessness

Whilst the affordability of rental accommodation is decreasing, the number of people presenting as homeless to the Housing Departments of the City or District Council is increasing. At the same time the numbers of those accepted as unintentionally homeless⁴ and in priority need⁵ is decreasing. The Homelessness Reduction Act 2017 and the Duty to Refer seeks to bring intervention to families threatened with homelessness at an earlier preventative stage. It is too early yet for any discernible effect to be apparent.

During 2017 83 families who made homeless applications to their local District Council were deemed ineligible for support. 17 of these families were financially supported into temporary accommodation or into private rental accommodation by the Children, Education and Families teams. At the end of 2016/17 there were 161 households in temporary accommodation.

³ Oxford City Council 2017

⁴ Under Section 191 (1) of the Housing Act 1996, a person becomes homeless intentionally if they deliberately do, or fail to do, anything which causes them to cease to occupy accommodation which was available and reasonable for them to occupy. (Lynda Myers Solicitors <http://www.lindermeyers.co.uk/unintentionally-homeless-what-it-means/>)

⁵ Local housing authorities have a duty to secure accommodation for households who are in priority need under homelessness legislation. Categories of priority need are pregnancy, dependent children, vulnerable because of old age, mental illness or handicap, or physical disability or other special reason, homeless because of an emergency such as fire or flood, a child aged 16 or 17, vulnerable because of having been looked after, accommodated or fostered, because of serving in the armed forces or having been imprisoned or ceasing to occupy accommodation because of actual or threatened violence.

The Supported Housing Pathway

The Supported Housing Pathway (SPH) for vulnerable 16-24-year olds currently has 227 bed spaces in a variety of locations and levels of service across the county. If the number of LAC continues to increase at the current rate⁶ and the same proportion continue to move into the SHP, there is likely to be an additional pressure of 9 places per year. 30% more provision for Unaccompanied Asylum Seeker Children (UASC) is needed within the pathway.

The complexity of need is increasing amongst young people at risk of homelessness and using the SHP. This is outstripping current provision. There is a need for services for young people with autism/Learning Difficulties and mental health issues. Mental health support for young people in the pathway is currently directed through CAMHS and therefore only serves young people 18 or under. There is a need for mental health provision for young people up to age 25.

There is a need for additional Supported Lodging opportunities for young people either as part of the pathway or for LAC returning from university in the holidays.

A rising number of young people are entering the Adult Homeless Pathway (circa 42 during 2017/18) even though it is acknowledged that this may not offer a suitable environment for a young person.

The effectiveness of the pathway in preparing young people for independent living is hampered by the acute need for more and varied move on options. By December 2020 approximately 140 young single people will need independent accommodation. There is a particular need for early intervention in the pathway with young people falling into rent arrears as this greatly reduces their options for independent accommodation.

Young People in the Youth Justice Service

There is a shortage of provision for young people leaving custody, 60% of whom are Care Leavers. Between 3 and 5 intensive foster placements are needed across the county and 10-15 supported housing places.

Young people in transition and other needs

Approximately 30 young people per year with a learning and/or physical disability will need supported housing per year. Approximately 15 young wheel chair users will need adapted housing with ceiling track hoists over the next 2-5 years.

Young people with low level needs such as Asperger's, mild Learning Disability and emotional and behavioural issues are at risk of homelessness when relationships with their family break down. There is a need for a "cooling off" bed in each district and for low level supported housing for this group.

Availability of Data on Housing needs

There is currently no coherent system wide recording of data on housing needs for young people or families in the County Council. Data is collected according to the requirements of Government reporting. Data for young people deemed to be "on the

⁶ Targets for reduction have been agreed

edge of homeless” is particularly hard to source as housing issues is not a routine area of enquiry or recording for social workers working with families. We are addressing this need through systematic recording of data sources used in this document and identifying future reporting mechanisms. The Children, Education and Families Dept. needs for housing are now collated along with housing opportunities as they become known.

1.Introduction Scope and Methodology

- 1.1. Youth homelessness is a growing concern with significant impact on the long-term health and wellbeing of the young people affected. However due to its complex nature it is difficult to gain a clear picture of the extent. One poll of 2,000 16-25-year olds found that one in five had to sofa surf in 2014 because they had nowhere else to go. Approximately half of these sofa surfed for over a month.⁷ Oxfordshire has its own set of circumstances which accentuate the issue in some areas of the county.
- 1.2. The government's Troubled Families Programme has enabled holistic intervention work to be done with families experiencing many problems, particularly worklessness, debt, domestic abuse and physical and mental health problems. Housing issues are often identified as a contributing or resulting factor for families such as these, and a systematic way of recording these and of enabling routine early intervention work on housing is being established.
- 1.3. Indeed, attempts to source data for this study have highlighted the hidden nature of youth homelessness and potential homelessness. Available data has been dependent on the requirements of government reporting which change regularly, so consistency in recording over many years is hard to achieve.
- 1.4. The groups of children, young people and families considered in this needs analysis are:
 - Families for whom housing is an issue
 - Looked After Children and Children and Young People in the Residential and Edge of Care Pathway
 - Care Leavers including Unaccompanied Asylum-Seeking Children
 - Young people with disabilities
 - Young People involved with Youth Justice.
- 1.5. The approach taken is outlined below:
 - Outline the legal and contextual background to the situation in Oxfordshire
 - Plot pathways taken by children and young people, particularly Looked After Children.
 - Consider the interrelation with areas such as Youth Justice and Domestic Abuse
 - Identify and record the currently available data for housing needs
- 1.6. Identify trends and model future needs considering the early input from other stakeholders such as Operational teams and District Council Housing teams.
 - Identify gaps in available data
 - Draw up a sustainable mechanism for gathering data

⁷ *Listening to Our Future* the Health Foundation 2018
<https://www.health.org.uk/sites/health/files/Listening%20to%20our%20future.pdf>

2. Legal Background

- 2.1. There is much legislation relevant to this area. The following includes some of the most relevant Acts and Government briefings and guidance.

The Children Act 1989

- 2.2. This sets out in detail the categories of children leaving care who are entitled to support. This includes 16 and 17-year olds (later clarified under the Southwark Ruling) and young people in full time education up to the age of 25. The Act requires Local authorities to provide suitable⁸ accommodation for relevant⁹ children.
- 2.3. Section 17 imposes a general duty on local authorities to safeguard and promote the welfare of children who are in need¹⁰ – this extends to Unaccompanied Asylum-Seeking Children (UASC). This was updated and expanded in the Children Act Regulations and Guidance April 2011 and again in 2014¹¹. This states that UASC will become looked after children after being accommodated for 24 hours and are entitled to the same provision as any other looked after child.

Children and Young Persons Act 2008

- 2.4. This amended The Children Act 1989 to establish that looked after children must not move from accommodation regulated under the Care Standards Act 2000 to other arrangements without a statutory review of their care plan. Local authorities are required to secure sufficient and appropriate accommodation for children in its care and seek to improve the stability of placements and educational achievement of young people in care or those about to leave care. A move to other arrangements could include moving to semi-independent accommodation.

The Children (Leaving Care) Act 2000

- 2.5. This widened the duties of local authorities towards children leaving care. Local authorities must now ensure that eligible¹², relevant and former

⁸ See Fact sheet 3, NHAS, Shelter, Citizens Advice

https://www.nhas.org.uk/docs/3.Suitable_accommodation_-_what_does_it_mean_May16.pdf

⁹ A 'relevant child' is a child who is not being looked after by any local authority, but was, before last ceasing to be looked after, an eligible child, and is aged 16 or 17. It is the duty of each local authority to take reasonable steps to keep in touch with a relevant child for whom it is the responsible authority, whether he is within their area or not to appoint a personal adviser for each relevant child. If no pathway plan has already been prepared, the authority must carry out an assessment of the child's needs with a view to determining what advice, assistance and support it would be appropriate for them to provide and prepare a pathway plan for him/her.

¹⁰ Children in need are defined in law as children who are aged under 18 and need local authority services to achieve or maintain a reasonable standard of health or development or need local authority services to prevent significant or further harm to health or development or are disabled.

¹¹ Dept. of Education

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/656429/UASC_Statutory_Guidance_2017.pdf

¹² An 'eligible child' is one aged 16 or 17, who has been looked after by a local authority for a period (prescribed under the regulations as 13 weeks), or periods amounting in all to that period, which began after he/she reached 14 years of age and ended after he/she reached the age of 16. It is the duty of the local authority looking after an eligible child to advise, assist and befriend him/her with a view to promoting his/her welfare when they have ceased to look after him/her.

relevant children are placed in suitable¹³ accommodation when leaving care.

The Southwark Ruling 2009

- 2.6. Here the House of Lords clarified the responsibilities of children's social care services for the provision of support to homeless 16 and 17-year olds.¹⁴

The Children and Families Act 2014

- 2.7. This requires a single Education and Health Care Plan (EHCP) to support children with special educational needs, and their families from birth to age 25. It also formalises "staying put" arrangements for young people in care to remain with foster families until the age of 21; and entitles young carers to a needs assessment and support.

Keep on Caring 2016

- 2.8. This is a cross government strategy to transform support for young people leaving care. It describes how the State as corporate parents will support care leavers to achieve 5 key outcomes:
- Young people leaving care should be better prepared and supported to live independently
 - Improved access to education, employment and training
 - Care leavers should experience stability in their lives and feel safe and secure
 - Improved access to health and support
 - Care leavers should achieve financial stability

The Housing (Homeless Persons) Act 1977

- 2.9. This act defined homelessness for the first time and placed duties on local housing departments to house people with dependent children and other vulnerable people.

The 1996 Housing Act

- 2.10. This extended the concept of priority need to young people not qualifying under the Children Act 1989 to anyone under 21 who was a Looked After Child.

The Homelessness Act 2002

- 2.11. This extended entitlements to rehousing to a wider group of single homeless people including care leavers and people fleeing violence. It introduced an essential strategic approach to homelessness prevention.

¹³ Ministry of Housing, Communities and Local Government, Homelessness code of guidance for Local Authorities

<https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities/chapter-17-suitability-of-accommodation>

¹⁴ Ministry of Housing Communities & Local Government, Dept. of Education

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/705242/Provision_of_accommodation_for_16_and_17_year_old_who_may_be_homeless.pdf

Homelessness Reduction Act 2017 and the Duty to Refer

- 2.12. This shifts the emphasis from crisis management to early identification of homelessness and prevention.
- 2.13. New duties lie specifically in increased information provision and lengthened period of statutory support to anyone eligible who is threatened with homelessness, regardless of priority need, being intentionally homeless or having a local connection.
- 2.14. Anyone threatened with homelessness within 56 days is eligible for assistance.
- 2.15. Public and Statutory services who become aware of the threat of homelessness are obliged to make a referral to the Local Housing Authority
- 2.16. A Personal Housing Plan will be jointly created setting out a series of actions.
- 2.17. The prevention duty continues for at least 56 days.

3. The National Housing Scene

- 3.1. The Centre for Cities report 2018¹⁵ ranks Oxford as the least affordable city, out of 62 examined, in which to buy a house.
- 3.2. The table below compares the mean house price and affordability ratio of 7 English cities including Oxford.

City	Mean House Price	Affordability Ratio House prices to annual earnings	Affordability Ranking out of 62
Derby	£162, 871	5.98	51/62
Exeter	£266,301	11.69	8/62
Hull	£111,152	5.35	60/62
Leeds	£193,701	7.18	33/62
London	£592,463	16.78	2/62
Manchester	£186,795	7.34	32/62
Oxford	£523,150	17.5	1/62

- 3.3. The picture is only slightly better in the Oxfordshire districts. The affordability of buying a house in Oxfordshire has halved since 2001. The purchase of a family home now requires a salary of 3 times the median. See chart below.¹⁶

¹⁵ <http://www.centreforcities.org/city/oxford/>

¹⁶ Source JSNA, ONS Annual Survey of Hours and Earnings; ONS House Price Statistics for Small Areas (rolling year to end Q1 2011 and to end Q1 2016)

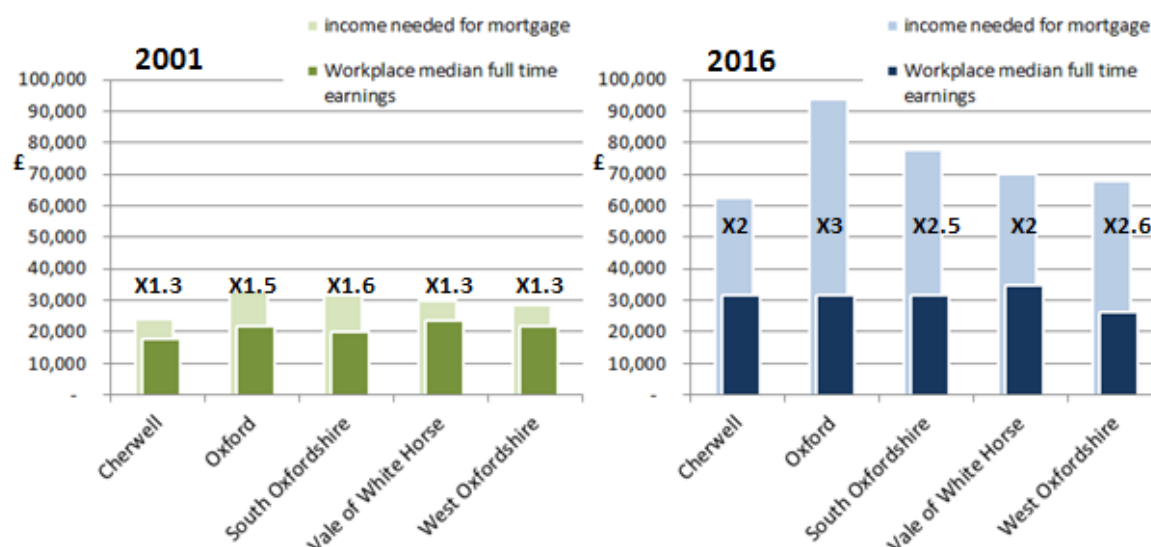


Figure 1 comparison of required income for mortgage compared to workplace median fulltime earnings

3.4. The National Housing Federation Report Home Truths highlights the acute housing crisis in the South East¹⁷. Over the region a family seeking to buy the average home requires an income of more than £82,000 to afford an 80% mortgage. In Oxfordshire this rises to £91,167. The table below shows how Oxfordshire compares with its neighbours.

County or Unitary authority	Income required to obtain a mortgage on average family home
Oxfordshire	£91,167
Milton Keynes	£65,366
Reading	£72,075
Slough	£73,023
West Berkshire	£88,215
Buckinghamshire	£103,895

Household projections and new homes in Oxfordshire

- 3.5. 6555,000 people and 260,000 households live in Oxfordshire¹⁸
- 3.6. By 2039 the number of households is expected to rise Oxfordshire is to approximately 327,000.¹⁹
- 3.7. The Strategic Housing Market Assessment estimates 5,000 additional homes are required each year²⁰
- 3.8. The Growth Deal announced in November 2017 secured Government investment of £215m for 100,000 affordable homes and infrastructure to be developed by 2031. This equates to an average of 7,142 affordable homes per year. It is not clear at this stage how many of these will be additional new homes. Some of this target may be achieved via a change of tenure.

¹⁷ Home Truths 2017/2018

¹⁸ JSNA

¹⁹ Ministry of Housing, Communities and Local Government

<https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections>

²⁰ SHMA http://www.whitehorsedc.gov.uk/sites/default/files/2014-04-4_Final%20SHMA%20Report.pdf

Current Tenure in Oxfordshire²¹

- 3.9. 84% of homes are privately owned and 16% are owned by public bodies (council; MoD or housing associations).
- 3.10. 3.3% of households are overcrowded.
- 3.11. Since 2010 the proportion of social housing has declined in all districts except Cherwell.
- 3.12. The spread of tenure across the county is shown below:

Current Tenure in Oxfordshire

	Home owners	Private rental	Social rental	Shared ownership	Other
Oxfordshire	66%	19%	14%		1%
Cherwell	69%	22%	12%	1%	
Oxford City	25%	52%	23%		
West Oxfordshire	71%	17%	12%		

The cost of renting in Oxfordshire

- 3.13. Social rents in Oxfordshire are between 10% (Cherwell) and 18% (Oxford city) above the national average.
- 3.14. The National Housing Federation cite the unaffordability of renting in Oxfordshire as reflected by the number of Housing Benefit claimants who are in employment. See table below:

	Mean monthly private sector rent 2016/17	% of housing benefit claimants in employment
Oxfordshire	£1,168	29%
Cherwell	£930	27%
Oxford	£1,392	30%
South Oxfordshire	£1,181	29%
Vale	£986	28%
West Oxfordshire	£970	29%

Figure 2 Monthly rent and percentage of benefit claimants in employment

The Effect of Welfare Reform

- 3.15. **The lowering of the benefit cap** in November 2016, affected 618 Oxfordshire households, a sharp increase from 125 in 2015/16. The maximum levels for couples (with or without children living with them) and

²¹ The JSNA: Strategic Housing Market Assessment and Local Social Care Records 2017 [Z:\Joint Commissioning Team\Market Development\Supported Living\Children\Strategy](#) And the Building Research Establishment (BRE) stock modelling report March 2018

single parents whose children live with them, fell from £500.00 per week to £384.62 per week. The highest impact was felt in Oxford City.

- 3.16. **Local Housing Allowance (LHA):** People under 35 are usually only entitled to a lower rate of LHA known as the Shared Accommodation Rate. This is set at the lowest 30% of broad market rents for a room in a shared house, and has been frozen since 2016.
- 3.17. The table below shows the LHA rate in 3 areas across Oxfordshire compared to the median rent for a single room in a shared house.²²

Local Housing Allowance (LHA) for single people under 35 compared to median rent

District	LHA Per week	Median rent per week	Difference between LHA rate and median rent	% difference
Oxford City	£82.97	Oxford city £126.92	£43.95	53
Cherwell Valley	£73.53	Banbury £126.92	£53.39	73
		Bicester £135.69	£62.16	85
South Ox	£81.14	Abingdon £147.23	£66.09	81
		Didcot £110.08	£28.94	36

Figure 3 LHA for single people under 35 compared to median rent

- 3.18. Care Leavers are usually entitled to the 1 bed self-contained LHA rate up until the age of 22. After age 22 their entitlement drops to the single room rate. This cliff edge can result in a care leaver going into rent arrears after they turn 22.
- 3.19. If a Care Leaver is accommodated in the Supported Housing Pathway the support element of their rent is paid via Housing Benefit/Universal Credit. If the Care Leaver gains paid employment their benefit decreases on a taper according to their earnings. This can act as a disincentive to gain paid work and can also result in rent arrears if the young person fails to meet the full rent.
- 3.20. **Universal Credit.** Existing Oxfordshire benefit claimants will be transferred during 2019, so the full effect has yet to be realised. However, the Trussell Trust reports that in areas further ahead, the six-plus week waiting period for a first Universal Credit payment can lead to rent arrears and eviction as well as foodbank referrals, debt and mental health issues. The Citizens' Advice Bureau and the foodbanks in Cherwell are already reporting these effects of UC.
- 3.21. **The removal of spare room subsidy** or "bedroom tax"²³ resulted in a reduction in benefit for 2053 households in Oxfordshire. By 2015/16 the number was 2154. In Cherwell District 307 were affected as of 27/02/2018. This adversely affects families already in debt who have a disabled child. It is also a barrier to reunification of families where children

²² Home.co.uk https://www.home.co.uk/for_rent/oxford/current_rents?location=oxford

²³ Tenants who are under occupying by one bedroom, have their benefit reduced by 14% of eligible rent, and tenants who are under occupying by two or more bedrooms have their benefit reduced by 25% of eligible rent.

have been taken into care or where a young offender receives a custodial sentence. In addition, where children are looked after their parents' accommodation can be at risk due to the child not being with them for a period. The consequences can be that they are asked to move or charged bedroom tax when they are already in poverty. Parents may also not be offered a property because children are not with them even though this may well have been a significant contributory factor to why they are now looked after.

Increase in homelessness

- 3.22. There has been an upward trend in people presenting as homeless in Oxfordshire, but a reduction in young people accepted as homeless²⁴. In 2015-16 there were a total of 70 people aged 16-24 accepted as homeless in Oxfordshire, the lowest recorded in the past 5 years, with no 16-17-year olds accepted.²⁵
- 3.23. The number of families accepted as homeless and in priority need peaked in 2015/16 at 324. See table on page 24 for detail across the Districts.
- 3.24. The number of families in temporary accommodation in 2016/17 was 161. Details across the Districts are on page 25.
- 3.25. The number of rough sleepers in the county is increasing, in line with national figures. In 2015-16 the figure was 90, an increase from 70 in 2014-15. There was an overall rise of 48% between 2016-2017. For a breakdown across the Districts see table below:²⁶

Description/ District	CDC	City	South	Vale	West	Total
Number of people estimated to be sleeping rough (Nov 16)	17	47	7	8	0	79
Number of people estimated to be sleeping rough (Nov 17)	9	89	2	10	7	117
Percentage change (Nov 16 to Nov 17)	-47%	+89%	-71%	+25%	-	+48%

Figure 4 Number of rough sleepers in each District in 2016 and 2017

Vulnerable children²⁷

- 3.26. Around 2,800 families have been identified in Oxfordshire for the second phase of the Troubled Families programme. Over half (61%) met the national criteria on worklessness, 47% met the criteria on domestic abuse and 37% were families where children need help (in need or subject to a child protection plan).
- 3.27. The Troubled Families programme does not address housing issues.

²⁴ A person is considered homeless if there is no accommodation available for them in the UK or elsewhere in which they have an interest, or a licence to occupy, or occupy under a right given to them by law, or by a court order, or it is not reasonable for them to continue to occupy that accommodation.

See definitions

²⁵ Source Trailblazer project

²⁶ Source Oxford City Council

²⁷ JSNA 2018 <http://insight.oxfordshire.gov.uk/cms/joint-strategic-needs-assessment>

- 3.28. Areas of Banbury and Oxford City appear in the top quintile for England of records for domestic violence notifications and social care referrals.
- 3.29. Areas of Oxford City, South, Vale and West all appear in the top quintile for referrals to CAMHS. See Appendix 1

4. National picture for Looked After Children

- 4.1. The number of Looked After Children (LAC) rose in England by 23% between March 2008 and March 2017.²⁸ There was an increase of 3% during the year 2016/17. This was due both to an increase in the number of children starting to be looked after, and a decrease in those ceasing to be looked after.
- 4.2. The number of Looked After Children aged 16 and over has risen sharply since 2013. This is likely to reflect the increase in arrivals of unaccompanied asylum seeker children over the same period. See chart below

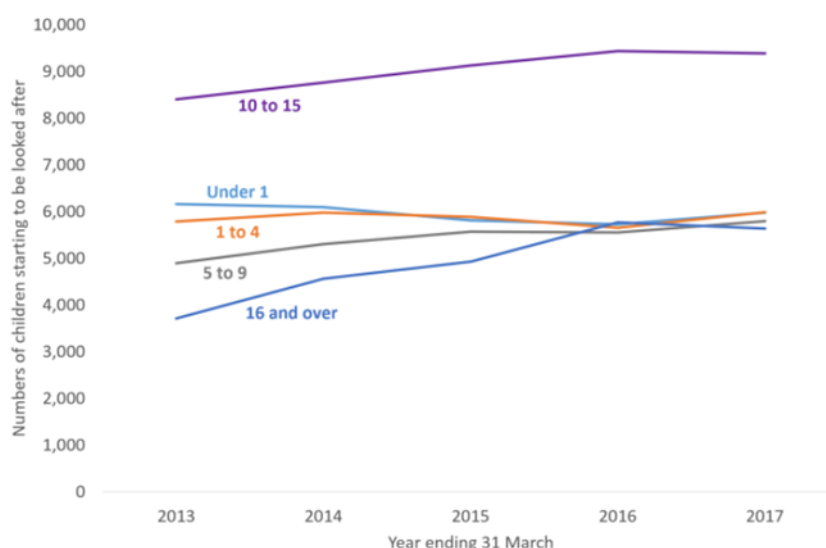


Figure 5 Looked After Children by Age in England

Unaccompanied Asylum-Seeking Children

- 4.3. The number of these children has been rising steeply on a national level since a trough in 2013 when they accounted for approximately 8% of LAC. In 2017 UASC accounted for 18% of LAC.

Suitable Accommodation

- 4.4. The proportion of care leavers in suitable accommodation²⁹ rose between 2015 to 2017 from 81% to 83%. The highest proportion (35%) were in independent living. See diagram below³⁰

²⁸ Source Department of Education SFR50/2017, 28 September 2017
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/664995/SFR50_2017-Children_looked_after_in_England.pdf

²⁹ As defined by Section 206 of the Housing Act 1996

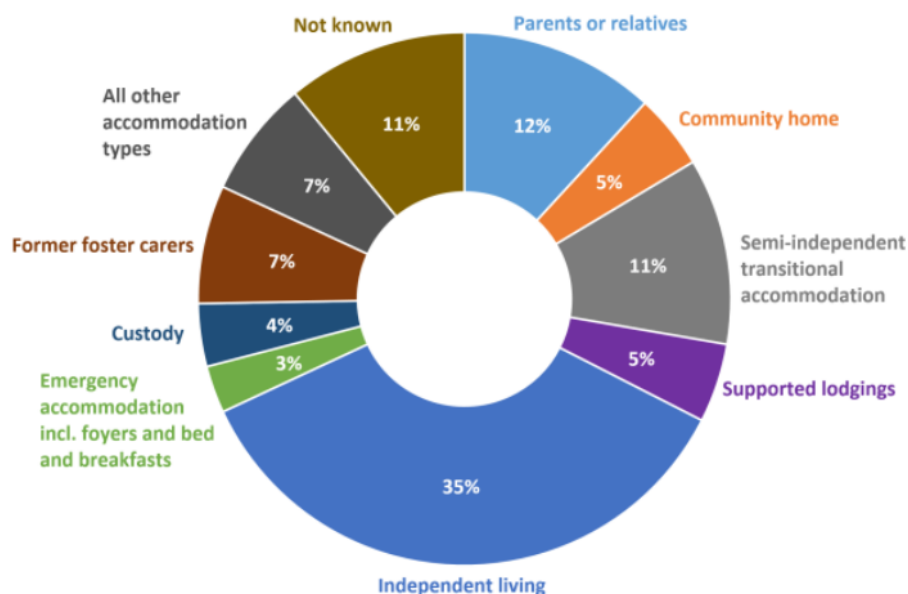


Figure 6 Types of suitable accommodation for Care Leavers aged 19-21 in England in 2017

5.Children who receive services in Oxfordshire

Looked After Children

- 5.1. The number of Looked After Children (LAC) in Oxfordshire increased by 84% from 415 in 2013 to 765 as at 28/10/2018.
- 5.2. In 2013 Oxfordshire had the 6th lowest rate of Looked After Children in England, but is now moving into line with the national picture.³¹ See chart below:

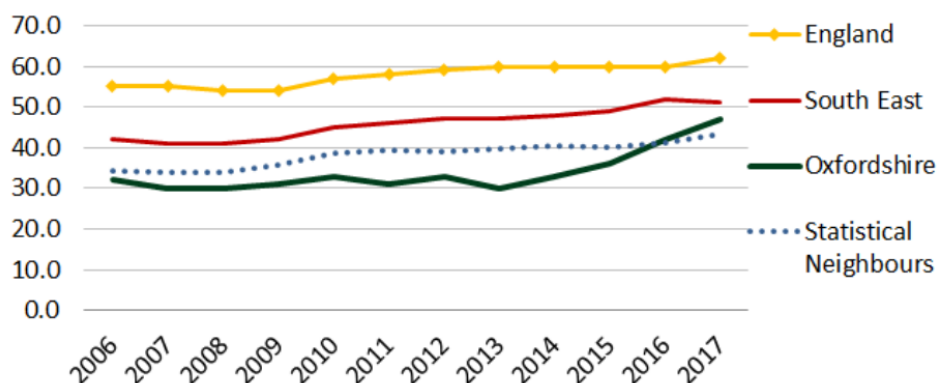


Figure 7 Rates of Looked After Children per 10,000 children

- 5.3. Those aged 10-15 years are the largest group with a growth from 160 in 2013 to 285 in 2017
- 5.4. **The number of LAC aged 16+ (the age when post GCSE children can move into the Supported Housing Pathway) has risen**

³⁰ Source Dept. for Education as above

³¹ Oxfordshire Market Position Statement 2018. Positive Outcomes for Children and Young People in residential and fostering placements. Source: Department for Education SFR50/2017

correspondingly from 100 in 2013 to 187 in 2017. (This represents an average growth of 22 or 16.5% per year for 4 years)

5.5. The growth in numbers of LAC of all ages is illustrated in the chart below:

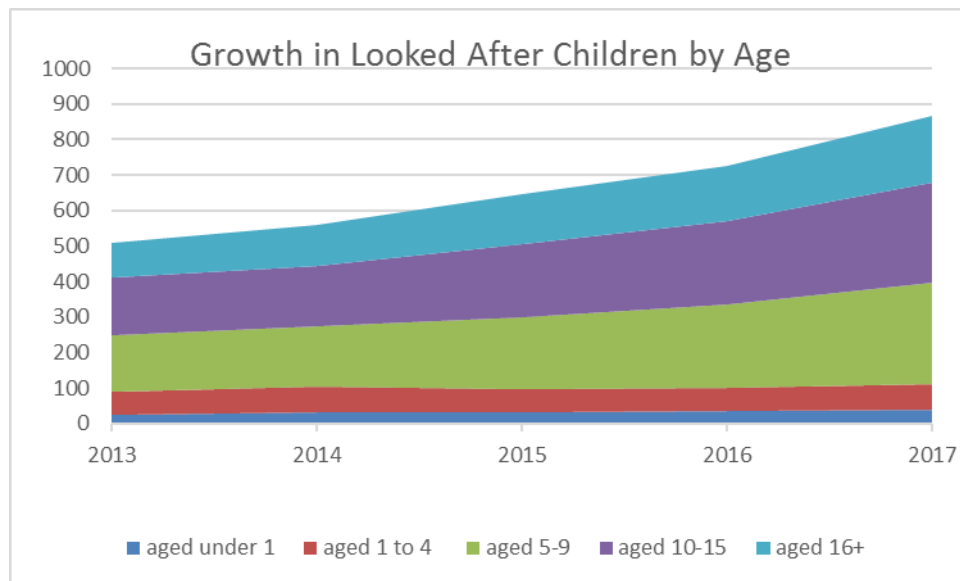


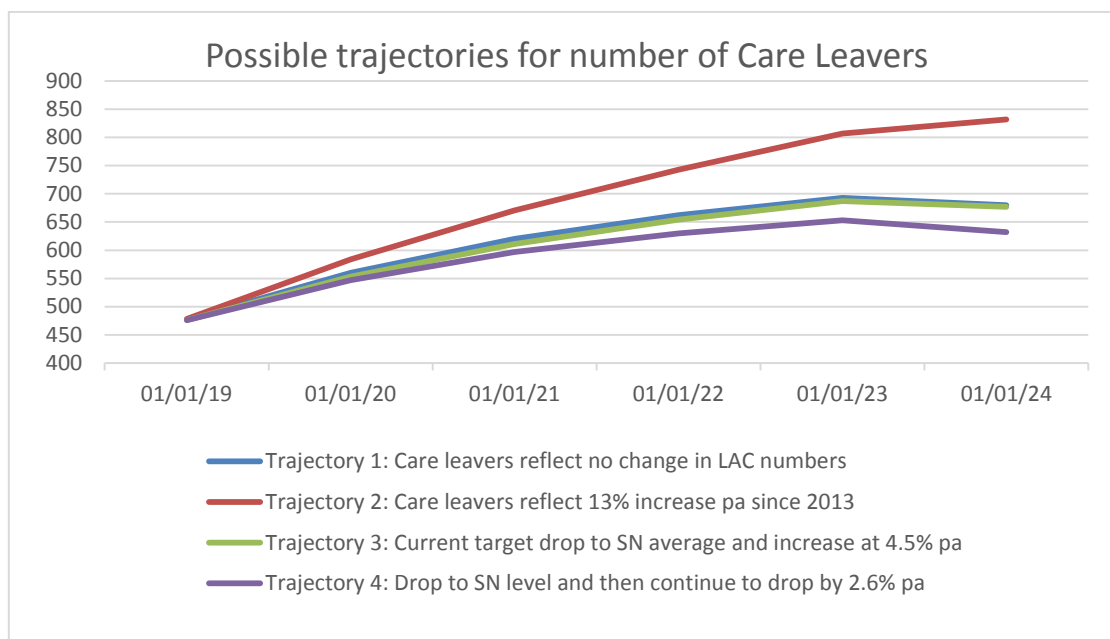
Figure 8 Increase in number of Looked After Children by Age

Entering and Leaving Care

- 5.6. As in England, the increase in the number of looked after children in Oxfordshire is caused by the rise in children entering care in addition to a decrease in those leaving.
- 5.7. Each year since 2013 the number of children entering care has exceeded the number of children leaving care;
- 5.8. In 2017, 350 children entered care and 285 ceased to be looked after meaning an additional 35 children in care over the year.

Care Leavers and Keep on Caring

- 5.9. The increase in the number of LAC naturally follows through to an increase in the number of Care Leavers.
- 5.10. In addition, the “Keep on Caring” guidelines place an obligation on Social Services Departments to maintain involvement with Care Leavers up to age 25. This includes support to live independently where required.
- 5.11. Taking this into account we can make predictions regarding our number of future Care Leavers according to various scenarios.
- 5.12. The graph and table below plots the trajectory of Care Leaver numbers under the following circumstances.
- **Trajectory 1** assumes that the number of LAC does not change in the next six years. (NB the number of Care Leavers will continue to increase due to the current age structure of the present cohort)
 - **Trajectory 2** assumes that the overall increase in LAC continues to rise at our current level of 13% pa
 - **Trajectory 3** assumes that we meet our target to reduce LAC numbers to that of our statistical neighbours and then maintain the same rate of growth which is 4.5% pa
 - **Trajectory 4** assumes we reduce LAC number by 2.6% pa and continue to reduce at this rate going forward.



5.13. Details of figures for each year according to each trajectory are below

Possible Care Leaver Trajectories						
	01/04/19	01/04/20	01/04/21	01/04/22	01/04/23	01/04/24
T1: Care leavers reflect no change in LAC numbers	477	560	620	662	693	680
T2: Care leavers reflect 13% increase pa since 2013	478	584	671	743	807	832
T3: Current target drop to SN average and increase at 4.5% pa	476	553	611	654	687	677
T4: Drop to SN level and then continue to drop by 2.6% pa	476	547	597	630	653	632

5.14. It will be noted that under each scenario the number of Care Leavers is predicted to rise until 2023.

Children with Disabilities in Transition

5.15. There are 901 young people aged 14-17 on the Disability Register ³²

5.16. 69% of these young people are male and 31% female

³² The Disability Register is compiled from data from families accessing Short Breaks, Social Care children cases, and MAX cards data (a discount card for SEN or disabled child)

- 5.17. The needs of these young people are generally too high to be accommodated on the SHP
- 5.18. Some will require supported accommodation from age 18 onwards.
- 5.19. Anecdotal evidence suggests that numbers applying for independent housing is artificially low due to the limited availability of supported living accommodation in the county.
- 5.20. **Anecdotal evidence also suggests that approximately 30 young people per year need housing at age 18 and the figure increases with the age of the young person.**
- 5.21. This includes:
- **9 young people** aged between 16 and 19 in residential school placements.
 - **one young person** aged 16-18 placed by an Independent Fostering Agency.
 - **3 young people** aged 16-18 in day or overnight placements.
- 5.22. The table below gives the number of young people on the Disability Register in each district and their age as at 31/03/2018

District Area (14 to 17)	14 years	15 years	16 years	17 years	Total
Cherwell	44	49	37	41	171
Oxford City	58	65	51	38	212
South Oxfordshire	44	41	35	36	156
Vale of White Horse	45	45	44	56	190
West Oxfordshire	37	40	28	28	133
Out of County	4	4	8	6	22
No postcode record	6	5	2	4	17
Total	238	249	205	209	901

- 5.23. The percentage across the districts (excluding those out of county and not known) is Cherwell 20%; City 25% South Oxon 18%, Vale of White Horse 22% and West 15%
- 5.24. Applying the above percentages to the figure of 30 per year suggests the following supported housing will be required over the next 4-6 years:

District	Percentage of disabled children on the Disabled Register	Number of disabled young people in need of housing at age 18 or above
Cherwell	20%	6
City	25%	8
South Oxfordshire	18%	5
Vale of the White Horse	22%	7
West Oxfordshire	15%	4
Total		30

- 5.25. Further investigation is needed to ascertain more specific needs.
- 5.26. Data on YP age 18 and above is held on spreadsheets by the Transition teams in each locality in Adult Social Care.³³

³³ Source Transition spreadsheet

- 5.27. There are 248 recorded as living in the city, 135 in the North and 121 in the South. This makes a total of 504.
- 5.28. However current or future housing needs are not recorded in an easily identifiable way.

Physical disability as primary need

- 5.29. There are 47 young people county-wide aged 14-17 with a physical disability as the primary need. The table below shows the spread across the Districts.

District Area (14 to 17 PD)	14 years	15 years	16 years	17 years	Total
Cherwell	6	5	1	2	14
Oxford City	2	2	5		9
South Oxfordshire	3	3		2	8
Vale of White Horse	4	2	2	2	10
West Oxfordshire	3		3		6
Total	18	12	11	6	47

- 5.30. There are 31 wheelchair users including those with Learning Disability or Physical Disability as a primary need. This equates to an average of 7 or 8 per year.
- 5.31. There are currently 15 young people aged 16 and over who use slings for leaving their wheelchair. This indicates a need for properties with ceiling track hoists.³⁴
- 5.32. These young people are currently located as shown in the table below:

District	Number of YP requiring property with ceiling track hoist over next 2-5 years
South and Vale	2
Cherwell and West Oxfordshire	4
City	9
Total	15

Unaccompanied Asylum-Seeking Children (UASC)

- 5.33. UASC are given special provision for the first six months after their arrival. Following that, depending on their immigration status, they join the main cohort of LAC and subsequently join the Supported Housing Pathway.
- 5.34. The number of arrivals have fluctuated year by year. During 2017/18 there were 42.³⁵

³⁴ Source: Integrated Therapy Service

³⁵ Source OCC Performance Team

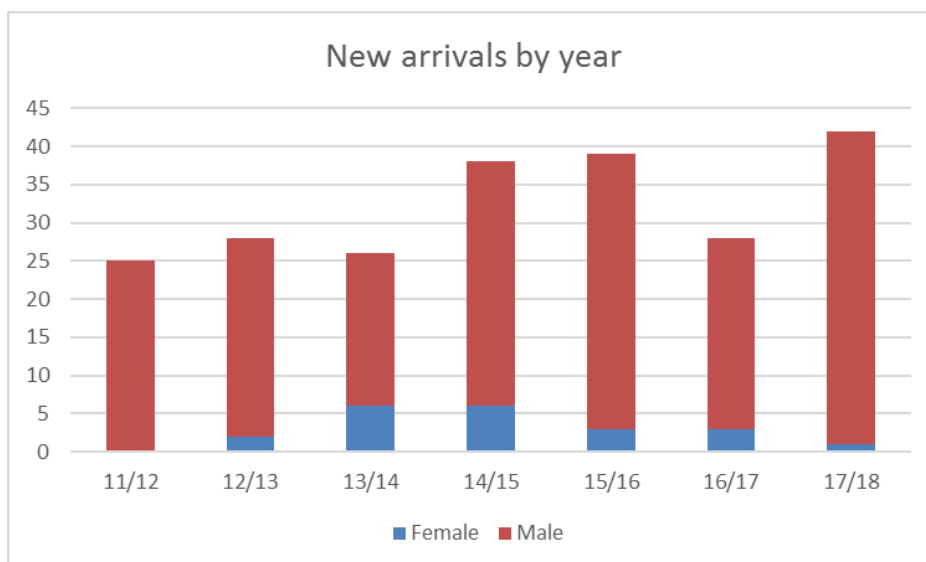


Figure 9 Number of UASC arrivals since 2011/12

- 5.35. The assessed age of the majority of UASC is between 15 and 17. See below for the spread of ages for 2017/18.³⁶

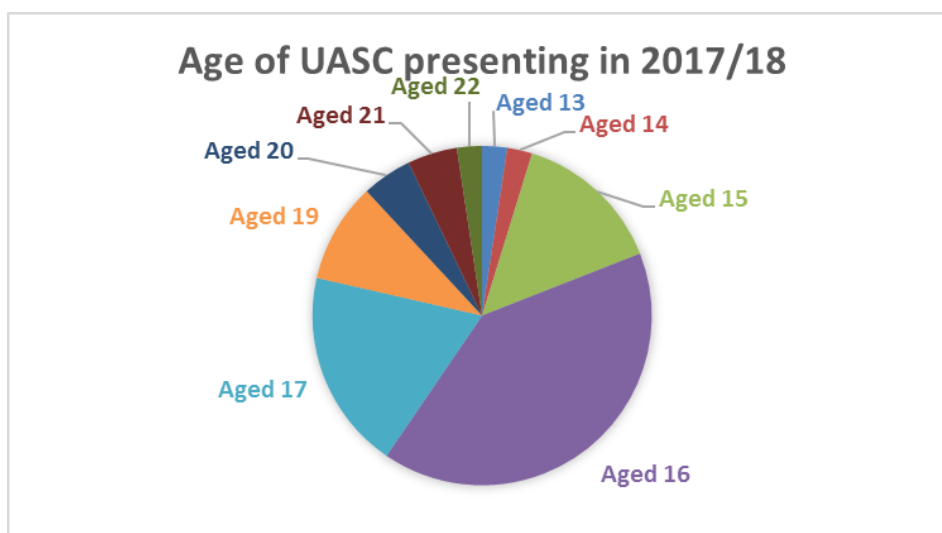


Figure 10 Age of UASC arrivals in 2017/18

- 5.36. 70% of those arriving have stable placements within Oxfordshire (89% initial placements are within the county), 7% are with neighbouring authorities and 23% are with other authorities.
- 5.37. Not only is a young person's trauma increased by a further journey and change of location, but monitoring out of county placements is disproportionately heavy on staff resources.
- 5.38. The highest group of arrivals in 2017/18 were from Albania. See below breakdown of nationalities.³⁷
- 5.39. Young people from Albania are unlikely to be granted leave to remain and are likely to go underground.

³⁶ Source OCC Performance Team

³⁷ As above

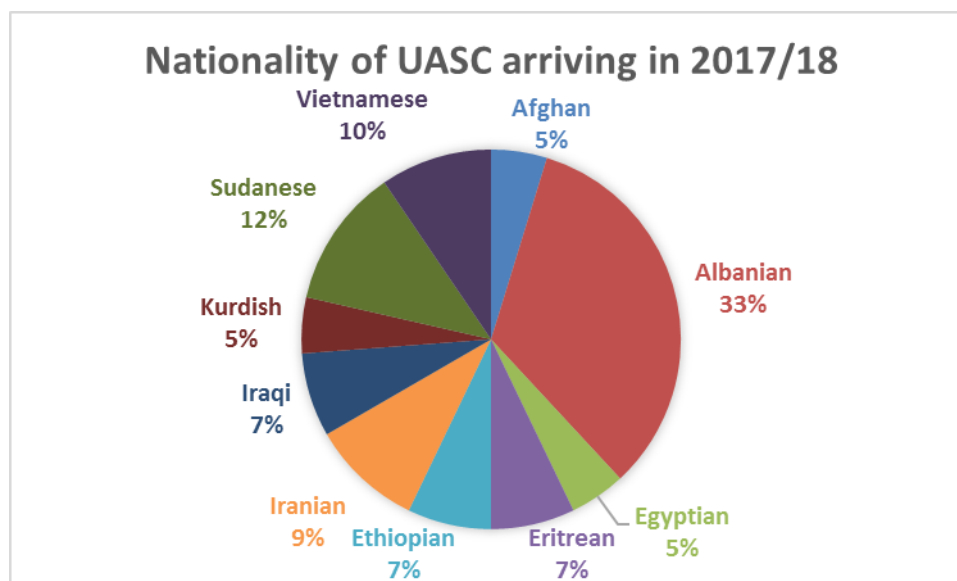


Figure 11 Nationality of UASC arriving in 2017/18

- 5.40. The average number of UASC who are Looked After throughout 2017/18 was 57. 17 of these were accommodated out of county.
- 5.41. **However, 2018/19 has so far seen a sharp rise in arrivals. The current number of UASC accommodated as at 26 October 2018 is 70.**
- 5.42. During 2018/19 we have also been the subject of legal challenges relating to 7 UASC held in police cells. A preliminary age assessment has placed these young people as over 16 but we are being challenged to provide them with accommodation whilst a full assessment takes place.

National Transfer Scheme for UASC

- 5.43. This voluntary protocol brought in by the Dept. of Education, seeks to enable the safe transfer of UASCs from one authority, the entry authority, to a receiving authority.
- 5.44. It is intended to ensure a more even distribution of UASC among participating authorities, and to enable UASC to access the support services they need.
- 5.45. **Under this scheme Oxfordshire could be asked to take on another 30 UASC.**

Homeless Young People

- 5.46. The Trailblazer Project based at the City Council and working countywide, recorded the following numbers of homeless 16-24-year olds. See table below.

Young homeless 16-24 accepted by Districts						
	South	Vale	Oxford	Cherwell	West	Total
2016/17	10	3	26	16	21	76
2017/18	5	5	20	17	27	74

- 5.47. Any young person under 18 is referred to the County Council Children's Services and not housed directly by the Districts.
- 5.48. Of those accepted as homeless in Oxford City and Cherwell during 2017/18, the following reasons for loss of settled home were recorded.

Reason for losing settled home	Oxford	Cherwell
Parents no longer able to accommodate	8	10
Other relatives or friends no longer willing or able to accommodate	4	1
Non-violent breakdown of relationship with partner	4	2
Violent breakdown of relationship with partner	0	1
Harassment	1	0
Rent arrears	1	1
Loss of private sector/assured short term tenancy	2	2
Total	20	16

- 5.49. Records are not currently kept on applications which are not accepted as homeless. However, with the introduction of the Homeless Reduction Act more data will become available on people deemed to be on the edge of homelessness.
- 5.50. Figures collected from adult homeless provision show a sharp decline in the number 18-24-year olds accepted as homeless between 2013/14 and 2015/16. This figure now appears to be rising again. See table below: ³⁸

Year	Number Accepted County wide
2011/12	122
2012/13	122
2013/14	110
2014/15	95
2015/16	70
2016/17	76

- 5.51. The situation across the individual districts is shown below.

³⁸ The 2016-17 Basket of Housing Indicators report to the Health Improvement Board

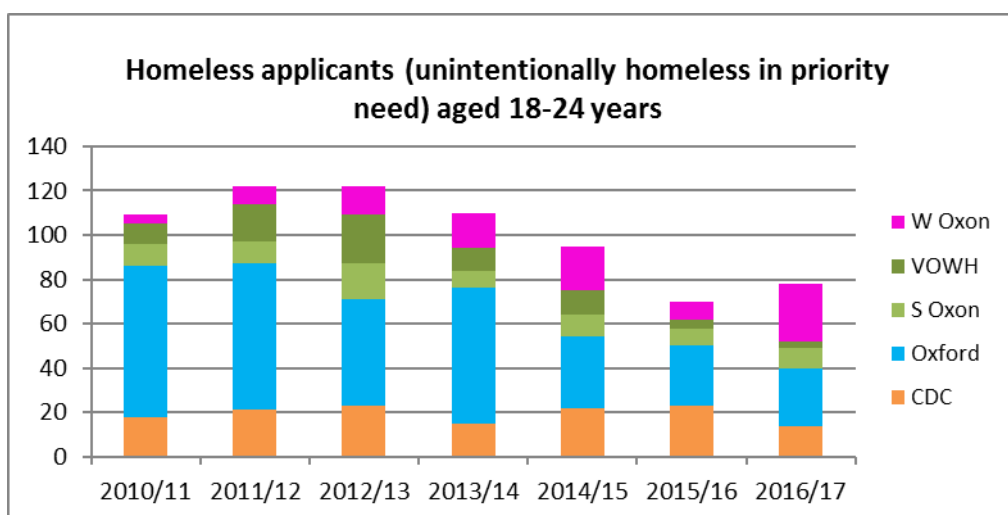


Figure 12 Young applicants accepted as homeless from 2010 to 2017

- 5.52. New reporting required by the Homeless Reduction Act will enable figures to be collected on how many of the approaches and acceptances of duty relate to single people, young families etc.

Young People on the Adult Homeless Pathway

- 5.53. The percentage of young people on the Adult Homeless pathway went up significantly between 2015/16 and 2016/17 and remained high.³⁹ See table below.

Age Group	2015-16		2016-17		2017-18 (6 months)	
	Count	Percent of total	Count	Percent of total	Count	Percent of total
18 to 24	2	1.7%	40	8.1%	21	13.5%

- 5.54. Anecdotally it is acknowledged that while the Adult pathway is not a suitable place for vulnerable young people, placements there are made when there is no alternative for instance when a young person has been evicted from the Young People's Supported Housing Pathway.

Homeless families and new legislation

- 5.55. The Homelessness Reduction Act places a duty on Local Authorities to support families who are homeless, or likely to be homeless within 56 days, whether or not they may later be regarded as intentionally homeless or not in priority need.
- 5.56. Before this new legislation the number of families provided with housing across the county had begun to fall - from 324 in 2015/16 to 304 in 2017/18.
- 5.57. See table below for distribution through the districts.⁴⁰

³⁹ OCC report item 7 [Z:\Joint Commissioning Team\Market Development\Supported Living\Children\Adults](#)

⁴⁰ The 2016-17 Basket of Housing Indicators report to the Health Improvement Board. 2017-2018 data not available.

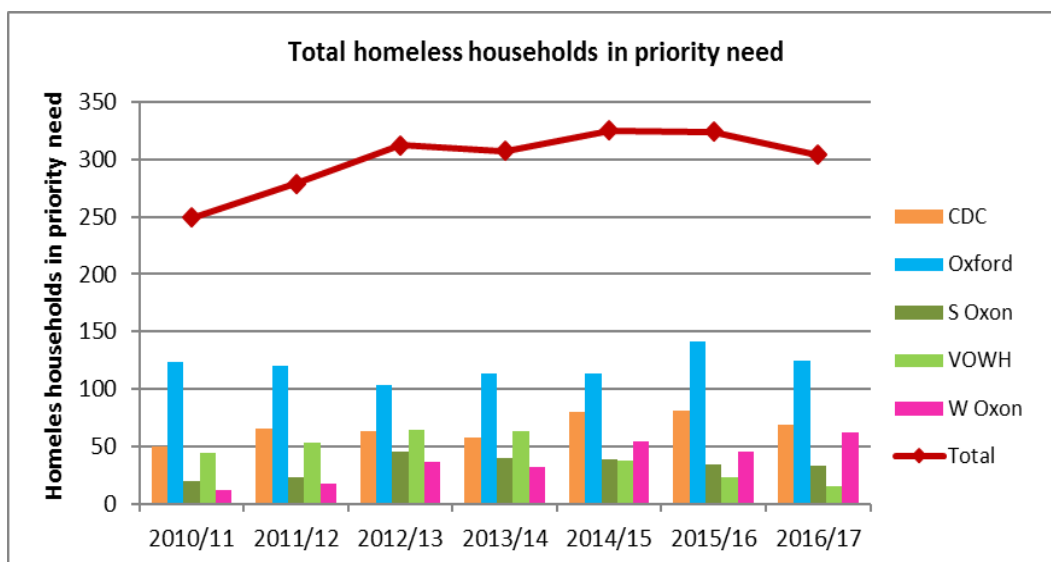


Figure 13 Total households accepted as unintentionally homeless and in priority need

- 5.58. There were 161 households in temporary accommodation at the end of 2016/17, a reduction of 29 on the previous year. This appears to be a downward trend although the number in Cherwell has risen over the last 4 years. See table below.

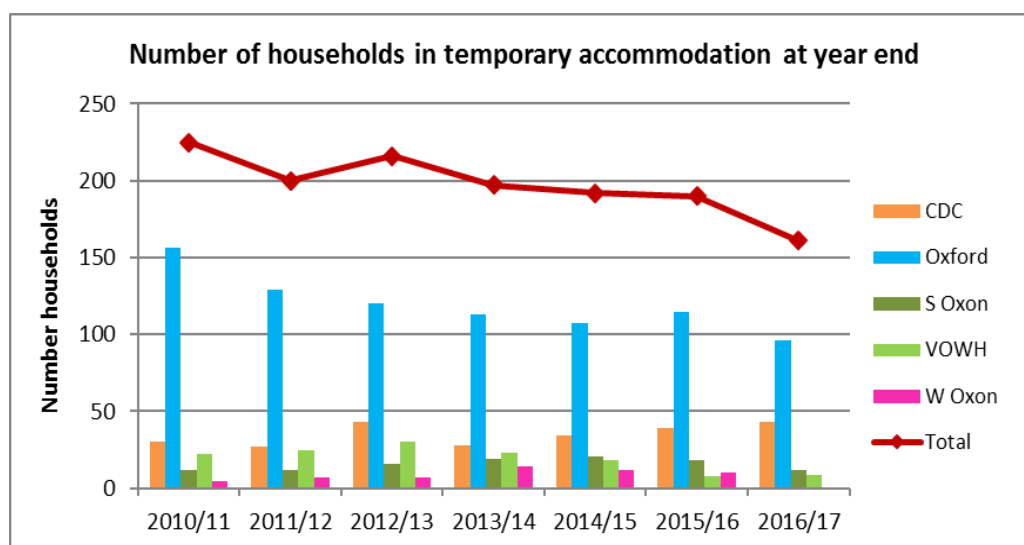


Figure 14 Households in temporary accommodation

- 5.59. Under the new legislation issues of priority need, whether a person or family are deemed to have made themselves intentionally homeless, and if they have a local connection are not considered until the point of housing allocation.
- 5.60. If a family has been deemed intentionally homeless the local authority duties towards them are reduced. They may be suspended from the housing register until they can demonstrate that they have addressed the issues which caused them to become intentionally homeless. The local authority does however still have a duty to offer advice to such families.
- 5.61. All decisions they make in this regard concerning families with children under the age of 18 years will continue to be forwarded to the CEF team.

5.62. During 2017 the following referrals were made by the City and Districts⁴¹.

Reason for Referral	City	North	South/West	Countywide
Families who have been given Intentionally Homeless Decisions ⁴²	36	28	1	65
Families who the District council have discharged their duty towards ⁴³	16			16
Families who have been assessed as not eligible for support from the housing department ⁴⁴	2			2
Total	54	28	1	83

5.63. These families were offered advice and information on finding their own properties and contact details for support agencies.

5.64. Having gone through this procedure in 2017/18, 17 families remained unable to support themselves or access support from family or friends. They were offered direct support by CEF.

5.65. This support involved either temporary accommodation in a hotel; and/or financial support to pay rent in advance or a deposit to secure private rented accommodation.

5.66. During 2017/18 a total of **£206,092.67** was spent on securing accommodation for the 17 families. The total spent on 13 families during 2018/19 from April to September was **£95,069.22**.

5.67. The highest spend on one family during 2017/18 was **£20,210.00**

5.68. In addition, 8 families with No Recourse to Public Funds⁴⁵ have been housed in private rented accommodation.

5.69. Further breakdown of this is given below

Summary of expenditure on homeless families 2017/18	
Temporary Accommodation Costs	£89,605
Deposits provided	£2,863
Rent in Advance provided	£1,225
Rent for families with No Recourse to Public Funds	£112,400
Total	£206,093

⁴¹ OCC CEF Kevin Mannion's team

⁴² Families are regarded as intentionally homeless if they fall into rent arrears, or if they or a member of their household is guilty of antisocial behaviour. Or if they have left or been offered and refused a suitable property.

⁴³ The district council has discharged its duty if they have offered a suitable property which has been refused.

⁴⁴ Families not eligible for support or No Recourse to Public Funds (NRPF) are those subject to immigration control. This affects a range of benefits including HB and eligibility to apply for local authority housing.

⁴⁵ **No recourse to public funds (NRPF)** is a condition imposed on someone due to their immigration status. The "public funds" include certain Welfare Benefits and access to social housing. However, a person with NRPF may be able to access help from Social Services.

- 5.70. Once families come to the attention of the CEF team at the County Council their options are likely to be worse than those offered by the District Council, with accommodation out of county often being the only offer.
- 5.71. Early conversations are needed between Housing Officers and Social Workers in order where possible to pre-empt a negative decision by a District Council.
- 5.72. The Homelessness Reduction Act's emphasis on prevention of homelessness underlines this need for joint working to reduce the risk of a repetitive cycle.
- 5.73. The introduction of the HRA and the Duty to Refer has highlighted the need for training for operational teams involved with families for whom housing may become an issue.
- 5.74. Increased information is now available and a programme of training is planned.

6. Current Service Provision for Looked after Children and Young People in Oxfordshire

- 6.1. The main types of provision for Looked After Children in the county are:
 - Foster care (accounts for 70% of LAC)
 - OCC foster carers
 - Independent Fostering Agency carers
 - Kinship foster carers
- 6.2. Children homes
 - OCC children's homes
 - Independent children's homes, some of which are out of County

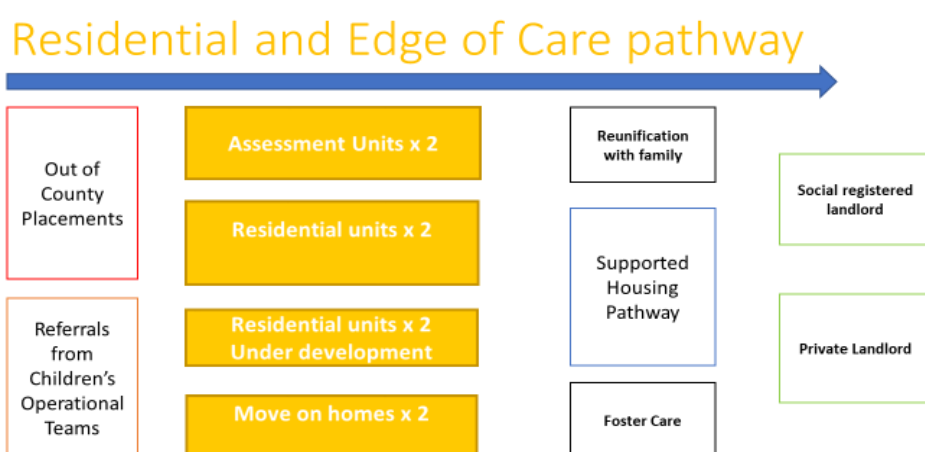
Foster Care

- 6.3. Approximately 70% of our LAC are in foster placements (480 placements)
- 6.4. The number of newly approved unrelated Local Authority foster carers has been consistent over the last 6 years
- 6.5. The number of placements with kinship foster carers has increased by 143% between 2013 and 2018
- 6.6. The number of placements with Independent Fostering agencies has increased by 139% between 2013 and 2018
- 6.7. There is an urgent need to approve more Local Authority foster carers.
- 6.8. Lack of suitable housing can delay the approval of a family to provide foster care. At the same time a suitable sized house cannot be allocated to a family until they have been approved as foster carers.
- 6.9. Protocols are being drafted to allow speedier approval of potential foster carers for housing allocation by the District Councils

Residential and Edge of Care Service

- 6.10. This service offers preventative interventions to families, schools and other agencies where a young person is deemed to be at risk of coming into care.
- 6.11. The service is supported by several subsidiary services offering support either directly to the CYP or to agencies working with them.

- 6.12. 32 places are currently available in OCC run provisions with a further 49 places offered in 7 homes run by a variety of private providers.
- 6.13. Two move on homes allow some LAC currently out of county to come back to Oxfordshire as part of their pathway of support.
- 6.14. The diagram below illustrates the current REOC provision with the expected direction of travel.
- 6.15. The 2018 Review of the REOC service highlighted a shortage in the availability of safe accommodation for vulnerable young people moving on from local authority care.⁴⁶



Number of Looked After Children Out of County

- 6.16. 262 children and young people are looked after out of county.
- 6.17. 95 of them are aged 15-17.
- 6.18. Of these 18 are expected to need a place in the Supported Housing pathway over the next two years.

Secure Accommodation

- 6.19. There is a national and local shortage of welfare secure children's home placements. As of 31 December 2017, Oxfordshire had 3 children on a waiting list for a welfare secure bed alongside a national waiting list of 26.

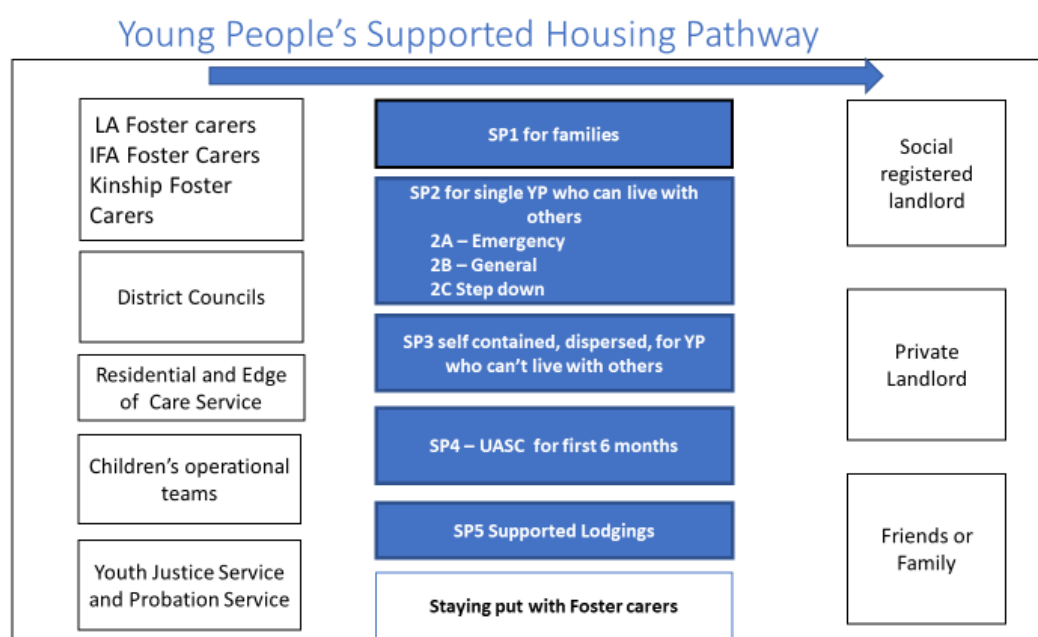
7. Current provision for young people aged 16-24

Supported Housing Pathway

- 7.1. The Young People's Supported Housing (YPSH) Pathway is delivered in partnership with the five District Councils in Oxfordshire.
- 7.2. The County Council commissions housing and support services for homeless young people who need accommodation and guidance to reach independence. 227 units of accommodation are provided across the County by 5 providers. A small number of supported lodging units (8) are provided internally and form part of the pathway provision

⁴⁶ Evidenced by telephone interviews and stakeholder surveys.

- 7.3. The pathway consists of 5 main types of provision. (see 7.6 for detail).
- 7.4. Young people can enter the pathway from age 16 (post GCSE).
- 7.5. The diagram below depicts the pathway and expected direction of travel.



- 7.6. More detail on the location and capacity of each type of provision is given in the table below.

Service Package	Type of accommodation and main user groups	Location and Number of units					
		C'well	West	City	South	Vale	Total
SP 1	For young parents: self-contained flats with outreach and onsite support	17	5	17	2	2	43
SP2	Shared accommodation for single young people with onsite or outreach support						
2A	Emergency: up to 2 weeks	1	2	1	1	1	6
2B	General	24	19	33	9	15	100
2C	Step Down	10	6	16	3	5	40
SP3	For single young people not able to live with others: includes those in transition. Has outreach support and 24-hour cover	3	2	8	1	2	16
SP4	For UASC needing intensive assessment, intervention and progression						15
SP5	Supported Lodgings						8
Total							227

Referrals onto the Supported Housing Pathway

7.7. During 2017/18 326 referrals were received onto the pathway⁴⁷.

Referral Agency	Area	Number of YP referred
LAC Team	North	53
LAC Team	City	99
LAC Team	South	33
Total		185
CSC team	North	35
CSC team	City	15
CSC team	Kingfisher	2
CSC team	South	19
Total		71
District Councils		
Cherwell DC		15
City Council		11
West DC		17
South & Vale		11
Total		54
Other Agencies		
By probation		4
Oxfordshire mind		1
Adult MHT and Warneford Hospital		6
Adult SC		2
Out of county		3
Total		16
Total referrals		326

7.8. Of these 270 were accepted⁴⁸

7.9. 56 were declined

7.10. 3 were accepted on a subsequent referral

Reasons given why referrals were declined are tabled below

Referrals declined	Number
By provider because client not deemed suitable	11
By provider due to lack of capacity	4
By the young person due to location offered	4
By the young person for no stated reason	22
Referral declined for other reasons	3
No reason recorded	12
Total	56

7.11. 39 allocations were made on the same day

⁴⁷ This does not include referrals from pathway providers as it is assumed these are referrals for a move from within the pathway

⁴⁸ Source = Placement Team

- 7.12. The requested moving in date ranged from 1 week (131 referrals) to 6 months (30 referrals)
- 7.13. Of those requesting a moving in date of within 1 week, 28 (21%) waited longer than one week. The longest wait in this group was 39 days
- 7.14. Of those requesting a move in date of within 1 month, 10 (33%) waited longer than 1 month.
- 7.15. There were no waits longer than 3 months.
- 7.16. It is not recorded where YP are living while they wait.
- 7.17. A desk top review of the SHP was undertaken and the Summary and Conclusions are below.

Summary and Conclusions from Supported Housing Pathway Review

- 7.18. There appears to be a shortage of capacity in the Pathway. See above for waits in allocation of places.
- 7.19. The increasing number of Looked After Children will create an additional pressure of approximately 9 places each year.
- 7.20. Young people entering the pathway have increasingly complex needs. These include mental health and needs relating to learning disability/autistic spectrum disorder (ASD).
- 7.21. Mental health support currently comes from Child and Adolescent Mental Health Service (CAMHS) and is only available for pathway providers in relation to young people under 18.
- 7.22. Consistent mental health provision is needed for all young people in the pathway, either by the referring agency or hospital, or from another source.
- 7.23. Young people with learning disability/ASD usually come from our cohort of care leavers.
- 7.24. Large provisions such as foyers can exacerbate the difficulties a young person with learning disabilities or ASD experiences
- 7.25. Usage of pathway places appears high, with some temporary exceptions.
- 7.26. Throughput is low and young people remain in the pathway until they are deemed ready or able to move on.
- 7.27. This limits the capacity of the pathway and does not provide an incentive for providers and other stakeholders to provide intensive support to help a YP achieve greater independence.
- 7.28. Success in moving YP to greater independence has fallen over the life of the contract and particularly in Q3 of 2017/18.
- 7.29. This may be related to the reported increasing complexity of need of YP entering the pathway.
- 7.30. 17 YP left the Pathway during 2017/18 into unsuitable accommodation. This highlights the need for more move on options and better preparation for move on while YP are in the pathway.
- 7.31. The biggest group (33) went into Social Registered Housing.
- 7.32. The messages from other stakeholders (operational colleagues and colleagues from the City and District Councils) tell a consistent story:
 - There is a need for provision for YP with lower support needs such as Asperger's, ADHD and behavioural issues

- There is a need for a “cooling off” bed in each district on the pathway for young people in the above group who have been asked to leave the family home.
- Supported Lodgings often provide an effective option
- There is a shortage of suitable move on accommodation to assist greater throughput on the pathway
- There is a need to better manage rent arrears while on the pathway to enable better move on options.
- Safety of a vulnerable young person on the pathway is a concern – young women and UASC particularly.
- Better preparation of young people for the reality of available accommodation is needed as well as independent living skills. They should be encouraged to look for rooms in shared houses rather than self-contained flats.

7.33. For the full review please see Appendix 2

Domestic Abuse

- 7.34. National research has revealed that most high-risk victims of interpersonal violence are in their 20s or 30s with the highest number being under 25⁴⁹
- 7.35. This is borne out in Oxfordshire where the biggest increase in victims of domestic abuse was in the age group 18-24.⁵⁰
- 7.36. Supported housing providers report struggling to keep young people safe even in a staffed environment.
- 7.37. Specialist support is required for Pathway providers to address this issue

Issues with moving on from the Supported Housing Pathway

- 7.38. Young People have unrealistic expectations. A self-contained flat is not realistic option for a young person claiming Housing Benefit/Universal Credit.
- 7.39. They should be encouraged to look for a room within a shared house
- 7.40. There is an acute shortage of one-bedroom accommodation.
- 7.41. There is also a shortage of this type of HMO (house of multiple occupancy) accommodation
- 7.42. Young people falling into rent arrears of over 8 weeks while on the pathway will not be accepted by Registered Social Landlords.
- 7.43. Pathway providers often do not inform social workers working with the young people that they are falling into rent arrears in a timely manner for social work input.

Youth Justice Service

- 7.44. This service works with children and young people aged 10 – 18.
- 7.45. Young offenders over 18 are referred to the Probation Service, unless subject to an existing Referral Order or a Detention and Training Order.
- 7.46. All young people involved with the Youth Justice Service (YJS) have a current Risk Assessment. Those assessed as presenting a high or very high risk of serious harm, or a high or very high vulnerability, are referred to the YJS Multi Agency Risk Panel which sits monthly.

⁴⁹ Walby, S. and Allen, J. (2004), Domestic violence, sexual assault and stalking: Findings from the British Crime Survey. London: Home Office.

⁵⁰ JSNA 2018

- 7.47. Government Guidance April 2018 stresses the need for forward planning for young people leaving custody to be adequately accommodated.
- 7.48. Approximately 60% of young people in the YJS are Looked After.
- 7.49. Approximately 25% of those who are not LAC are assessed as living in unsuitable accommodation.
- 7.50. This can include custodial placement and in some cases, those living with parents, where the accommodation is detrimental to the young person's safety and wellbeing.
- 7.51. Lack of suitable accommodation greatly increases the risk in a young person re-offending.
- 7.52. Approximately 10-15 LAC per year are at risk of being put on remand or of receiving a custodial sentence. They require a high level of support due to their challenging behaviour.
- 7.53. They are referred into the Supported Housing Pathway, but this is often not deemed suitable due to the risk they pose to others within the pathway.
- 7.54. Approximately three of these per year would avoid a custodial sentence if an intensive fostering placement were available. This would give the sentencing court confidence that the risk posed by these young people was being managed by a high level of supervision and support.

Suitability of Care Leaver Accommodation

- 7.55. At the latest snapshot, 88% of Oxfordshire's Care Leavers moved into Suitable accommodation. By 2016/17 we were broadly in line with our statistical neighbours and other authorities in the South-East region having been below from 2013 - 2016. For comparison over the last five years see graph below.⁵¹

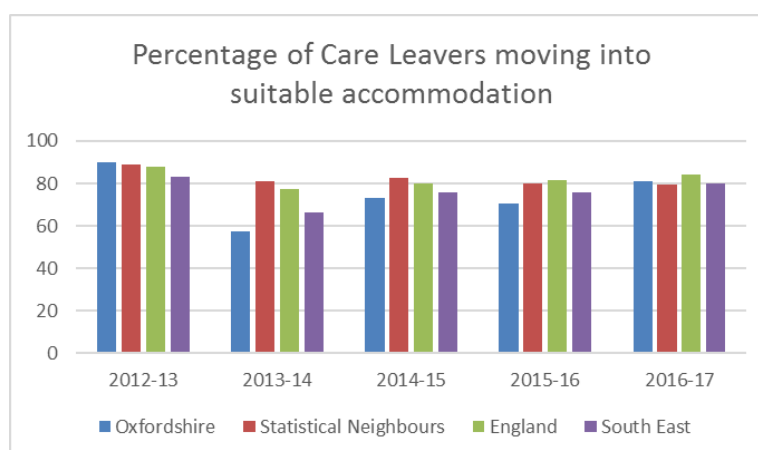


Figure 15 Oxfordshire Care Leavers in suitable accommodation in national context

- 7.56. The table below shows the current accommodation for children and young people who are currently Eligible, Relevant or Former Relevant. (see Footnote 7 for definitions) NB this excludes those aged 16-18 in foster care.
- 7.57. This shows that in 2018 107 Care Leavers out of 282 (34%) moved into the Supported Housing Pathway.

⁵¹ Source Performance Team

7.58. Others moved into various kinds of suitable accommodation (see below) and 35 (11%) are in unsuitable accommodation.

Care Leaver Accommodation June 2018

Type of Accommodation	Suitable	No of YP people in suitable accommodation	No of YP in unsuitable accommodation	No of YP in SHP	Which District
With parents or relatives (considered suitable)	Yes	34			
With parents or relatives (not considered suitable)	No	0	7		
Community Home (LD and social care needs)	Yes	27			
Semi-independent transitional	Yes	87		87	42 Cherwell 45 City
Supported Lodgings	Yes	6			
Gone Abroad	n/a	0			
Deported	n/a	0			
Ordinary Lodgings	yes	6			
No Fixed Abode/homeless	No	0	8		N/A
Foyers	Yes	20		20	10 in Banbury 10 in Abingdon
Independent Living	Yes	73			
Emergency Accommodation	n/a	0			
Bed and Breakfast	No	0	2		
In custody	No	0	6		N/A
Staying put with former Foster Carer	Yes	29			
Other residential (usually out of county so not suitable for long term)	No	0	5		
LA does not have information, possibly street homeless	No	0	7		Probably Ox City if street homeless
Total		282	35	107	
Total YP	317				
Percentage of Total	100%	89%	11%	34%	

Care Leavers and young people in unregulated accommodation including Bed and Breakfast

- 7.59. This is an area of concern in the county.
- 7.60. Unregulated accommodation is used both for children under and over 16.
- 7.61. It is used as a last resort arising out of capacity issues elsewhere; namely:
- Lack of capacity in the Supported Housing Pathway
 - The Supported Housing Pathway is not suitable due to the vulnerability of the young person
 - There is no social housing available
 - There is nothing affordable in the private sector
- 7.62. Systematic records are not currently kept and so information on the number of episodes and costs are not available.

Care Leavers' Next Moves

- 7.63. Data is currently collected manually in the operational teams on the next planned move for Care Leavers.
- 7.64. 141 Care Leavers are expected to seek single Council, Housing Association or private rented accommodation by the end of 2020. This includes both those currently in foster care and those in the SHP.
- 7.65. 7 Young families currently in the SHP are expected to move into independence by 2020.
- 7.66. More details are shown in the table below

Care Leaver's Predicted Moves by End 2020

Singles	Type of Accommodation	District				Total
		Cherwell	City	S & V	West	
	Council permanent	13	62	0	0	75
	Private	5	14	2	4	25
	Housing Association	0	2	29	10	41
	Total singles	18	78	31	14	141
Young families	Type of Accommodation					
	Council permanent	2	1			3
	Private		1			1
	Housing Association			3		3
	Total families	2	2	3	0	7

Care Leavers at University

- 7.67. Care leavers at university have a dual need of accommodation in Oxfordshire: firstly, during the university holidays and secondly when their course has finished. In September 2018, 11 care leavers will start university and will need accommodation during the university holidays. Supported Lodging placements are a good solution for this group but there are currently only 8 families in the county offering this provision, with no vacancies.

8.Summary of Unmet and Future Need

(Summary table at the end of this section)

Changes in provision needed

In the Supported Housing Pathway

- 8.1. **UASC:** All are referred onto pathway but not all can be accommodated there. During 2017/18 there were 57 UASC accommodated, 17 of these out of county. As at 26 October 2018 the total UASC numbers rose to 70.
- 8.2. It is estimated that to keep our current UASC in county approximately 30 more places are needed in the Supported Housing Pathway. This does not provide for a further increase in arrivals or for additional UASC via the National Transfer Scheme.
- 8.3. Two additional properties in Banbury are being procured offering a further 9 beds for UASC.
- 8.4. **Care Leavers in unsuitable accommodation** as well as the 34% of LAC who do move into the SHP, provision should be made for certain of the Care Leavers who move into unsuitable accommodation, namely those with relatives not considered suitable, those in Bed and Breakfast, and those with No Fixed Abode (NFA).
- 8.5. This accounts for approximately 5% or 16 Care Leavers per year, meaning that provision should be made in the SHP for 39% of LAC.
- 8.6. If we meet our target of reducing our increase in LAC to that of our statistical neighbours, our number of Care Leavers will continue to rise by an average of **53 per year until 2023**, taking into account our increased obligations to Care Leavers until age 25. From 2023 the numbers will start to decrease.
- 8.7. It is not clear yet what level of support those over 21 will require. It is assumed that most will not require a place in the SHP.
- 8.8. **If we assume 39% of the current LAC aged 16 require a place on the SHP, this will produce an additional pressure of 9 additional places per year.** This does not include young people currently accommodated in the Adult Homeless Pathway.
- 8.9. Increased intervention and support for young people in the SHP, particularly access to Mental Health services for those over 18.
- 8.10. Increased expertise in pathway providers in the areas of Domestic Abuse, working with Young Offenders

Young People with lower level needs

- 8.11. Support is needed for young people with conditions such as Asperger's, mild Learning Disability, emotional and behavioural problems who live with family who can no longer cope. This group were never LAC and so do not automatically qualify for a place on the SHP. They do however need support to live independently from their family.
- 8.12. A "cooling off" bed in each District is needed while negotiations take place with family.

Young Offenders

- 8.13. There is a need for specific supported accommodation, perhaps intensive foster placements, for between 3 - 5 young offenders at any one time who are not suitable to enter the Supported Housing Pathway.
- 8.14. There is also a need for 10-15 Supported Housing placements with specific support for this group.

Young People in the Adult Homeless Pathway

- 8.15. Provision is needed for approximately 40 homeless 18-24-year olds per year who enter the Adult Homeless Pathway.

Care Leavers moving into independence

- 8.16. Approximately 141 care leavers will require single accommodation over the next year two years.
- 8.17. Approximately 7 young families will move out of the Supported Housing Pathway over the next 2 years.

Homeless Young People presenting to the Districts

- 8.18. Approximately 75 young people aged 18-24 per year are likely to be owed duties under housing legislation by one of the district councils. The majority of these will be in Oxford city followed by Cherwell.

Young People with Disabilities

- 8.19. Approximately 30 young people with disabilities will require adapted or supported housing per year. It is likely that approximately 6 will be in Cherwell, 8 will be in the City, 5 will be in South Oxon, 7 will be in Vale, and 4 will be in West Oxon
- 8.20. Over the next 2-5 years 15 young wheelchair users will require properties with ceiling track hoists.

Care Leavers at university

- 8.21. Approximately 11 families offering Supported Lodgings are required to provide holiday time accommodation for care leavers returning from university. The rate offered for this needs to be in line with rate offered by foreign language schools to attract families.

Changes in Process needed

Homeless families

- 8.22. More support is needed to help families maintain their tenancies to avoid eviction and disruption to schooling and family networks.
- 8.23. Earlier communication between District Councils and CEF teams to ensure that families are aware of the consequences of a potentially negative decision from the Districts.
- 8.24. Work is underway on guaranteed support from CEF for families to enable a “second chance” to be offered by the Districts.

Young people in the Supported Housing Pathway

- 8.25. Consistent intervention and support for young people with complex needs in the SHP is required.
- 8.26. More throughput in the pathway is needed with incentives for providers to prepare them for move on to independence or other appropriate accommodation.

Families wishing to be foster carers

- 8.27. Work on this is underway on a protocol between CEF and the Districts is needed to resolve the “Catch 22” around housing allocation for potential foster families.

Young Offenders

- 8.28. In many cases young people involved in crime are Looked After and we have a statutory duty to provide them with suitable accommodation.

However, the lack of accommodation and adequate support often means that this group are left in unsuitable environments.

- 8.29. Increased training and support is required for providers of the SHP to manage the risks associated with drug dealing and violent behaviour in the SHP.
- 8.30. Stronger links are needed between housing providers and the Youth Justice Service

Availability of Data on Housing needs

- 8.31. There is currently no coherent system wide recording of data on housing needs in the County Council.
- 8.32. Available data on current service provision is dependent on the requirements of Government reporting. More data will become available because of the duty to refer people at risk of homelessness in the Homelessness Reduction Act 2017.
- 8.33. Data for young people deemed to be “on the edge of homeless” is particularly hard to source as housing issues are not a routine area of enquiry or recording for social workers working with families.
- 8.34. Work is being done to embed recording on housing in LCS provided by Liquid Logic to enable reports to be easily obtained.
- 8.35. A table of current data sources used for this Needs Analysis is attached as Appendix 3
- 8.36. The housing needs of Children, Education and Families is now collated and regularly discussed along with housing opportunities as they become known.

SUMMARY OF ADDITIONAL HOUSING PROVISION REQUIRED									
Client Group	Presenting Issue	Type of Accommodation required	District					Approximate No & over what period	Comments/Options being pursued
			Ch	Ox	South	Vale	West		
Homeless families	Ineligible or disqualified for help by Districts and referred to CEF	Social Registered or Private Rental	x	x				17 per year	Defined support from CEF to enable Districts to grant a second chance
Care leavers aged 16+	Increase in number of LAC and increase in complexity	SHP, Supported Lodgings, more foster carers for Staying Put						9 per year for next four years	Re foster carers - protocol being developed to enable housing allocation for potential foster carers.
UASC	Not enough capacity in SHP	SHP SP4	15	15				30 one off increase, then included in CL figures	9 additional beds across 2 properties in Banbury to partially accommodate steep rise in 2018. (another 15 needed assuming arrivals continue at level of first half of 2018)
Single young people accepted by DCs	Homeless	Single usually	15	26	10	3	21	75 per year	Not clear how many of these are referred to the SHP
Young people with low level needs	Needs are below current eligibility for support	Supported housing for lower level needs. "cooling off" bed	1	1	1	1	1	5 initially	
Young Offenders	Need additional support	intensive foster placements						3 to 5 at any one time	Consideration of help with housing for high tier foster carers.
Young Offenders	Need additional support	supported housing placements with additional support						10 to 15 at any one time	
Young People in Adult Homeless Pathway	May have been evicted from YPSHP	Provision outside of Adult Homeless Pathway	10	15	5	5	5	40 per year	Not clear if this relates to 40 different YP or multiple entries.
Care Leavers at university	Need accommodation during university holidays	Supported Lodging						11 long term	
Young families moving from SHP	Shortage of affordable social registered housing or private rental		2	2	2	1		7 per year	
Care Leavers seeking independent accommodation	Shortage of single accommodation in Social Sector	Single in social Registered Housing or private rental. Could be HMO or single bed flats	18	78	20	11	14	141 by December 2020	
Young people with LD	Adaptations needed	Need Supported Housing possibly with adaptations for autism	6	8	5	7	4	30 per year	
Young wheelchair users including those LD	Adaptations needed							7-8 per year	
Young wheelchair users requiring ceiling track hoists	Shortage of adapted buildings	Require adapted housing for w/c	4	9	2	x	x	15 in next 2-5 years	
Young people with Disabilities	Adaptations/ bespoke new build needed	Further detail needed for each individual							

Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:
Children, Education and Families

What is being assessed (e.g. name of policy, procedure, project, service or proposed service change):
Housing and Homeless Strategy for Vulnerable Young People and Families

Responsible owner / senior officer:
Gillian Douglas

Date of assessment:
April 2019

Summary of judgement:

Briefly summarise the policy or proposed service change and possible impacts, including highlighting any significant mitigating actions – it is probably easier to write this after you have completed the assessment

The Housing and Homelessness Strategy for Vulnerable Young People and Adults brings together a comprehensive Needs Analysis and action plan. The housing needs of the following specific groups are considered:

- Families for whom housing is an issue
- Care Leavers and other vulnerable young people
- Unaccompanied Asylum-Seeking Children
- Young people with disabilities
- Young people involved in youth justice

The Strategy sets out a series of key objectives with actions to address the identified gaps in provision with timescales for completion.

The Needs Analysis also records data sources used, identifies gaps in data and provides pathways for future collection of data when the Council's new LCS system is operational in June 2019.

The impact of the Strategy and Needs Analysis is positive for the groups considered and there were no negative impacts identified for anyone sharing any of the protected characteristics. Of the groups sharing the protected characteristics those of a particular age (16-25), young people with disabilities, young people seeking asylum were specifically considered.

The needs of Gypsy and Travelling families were not considered as a separate group and this is considered to be an omission. This will be addressed in the updated Strategy to be agreed in 2020.

Detail of Assessment:

Purpose of assessment:

This assessment has been undertaken in order to understand the impact on different groups in Oxfordshire of the Housing and Homelessness Strategy for Vulnerable Young People and Families. The Strategy has been drafted in conjunction with representatives from the City and District Councils and aims to present a coherent plan in order to address the housing needs of some of our most vulnerable people.

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

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

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

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

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

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

These protected characteristics are:

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

Social Value

There is common agreement that safe and suitable housing is a basic human right for children, young people and families. Conversely transient lifestyles and inappropriate housing have been identified as one of the risk factors on the pathway to harm. The denial of this basic right with its subsequent detrimental effect on an individual's potential and development is not only impoverishing for the individual but is costly on the public purse. People who have experienced homelessness are over represented as users of mental health services, social services and the prison population. Our Strategy and Needs Analysis, owned jointly by the County Council and the District Councils, forms a coherent plan to address the housing needs of some of our most vulnerable people.

Context / Background:

The Housing Needs Analysis highlighted the difficulties Oxfordshire faces in terms of cost and availability of housing. While there are intense building programmes around the county, affordability is still an issue and the number of homeless people is increasing. Young people in our supported housing pathway have increasingly complex needs and progress through the pathway is hampered by a lack of suitable places for them to move on to. The increasing number of looked after children is creating an ongoing pressure on places in the pathway. We need increased support and housing for vulnerable families as evidenced by the number of families in temporary accommodation. We also need specialist housing provision for young people with disabilities and more support for young people in the youth justice system.

Proposals:

The Strategy contains a detailed action plan under 6 key objectives. These were agreed by the working group of representatives from across the county and district councils. The 6 key objectives are:

1.To support vulnerable families to maintain secure and long-lasting housing.

2.The provision of a range of housing options, with support and intervention, for Care Leavers and other vulnerable young people including Unaccompanied Asylum-Seeking Children and young people involved with the Youth Justice System.

3.To increase the supply of affordable housing options to meet the needs of families and single young people, and to optimise the use of available property.

4.To maintain partnership working between District and County Councils, housing providers, specialist support services and other stakeholders including young people and families.

5.To resource early prevention work with families and young people at risk of homelessness.

6.To support landlords to mitigate negative perceptions of social care service users and/or benefit claimants

For further details see full document available -<insert link>

Evidence / Intelligence:

The Strategy developed out of the Needs Analysis which looked at national data, the Oxfordshire context and the housing needs of the following groups in Oxfordshire: Looked After Children and Care Leavers including unaccompanied asylum seekers, young people with disabilities, young people in the Youth Justice System, and families at risk of homelessness. Both quantitative and qualitative research was undertaken and gaps in available data identified. Where possible future trends were modelled, and a sustainable method of obtaining ongoing data established.

Alternatives considered / rejected:

This is the first time that a comprehensive needs analysis has been undertaken and a strategy developed for these groups. It was considered necessary to have these to enable planning for future needs and to inform colleagues involved in housing provision of the needs of these groups.

Impact Assessment:

Identify any potential impacts of the policy or proposed service change on the population as a whole, or on particular groups. It might be helpful to think about the largest impacts or the key parts of the policy or proposed service change first, identifying any risks and actions, before thinking in more detail about particular groups, staff, other Council services, providers etc.

It is worth remembering that 'impact' can mean many things, and can be positive as well as negative. It could for example relate to access to services, the health and wellbeing of individuals or communities, the sustainability of supplier business models, or the training needs of staff.

We assess the impact of decisions on any relevant community, but with particular emphasis on:

- *Groups that share the nine protected characteristics*

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

We also assess the impact on:

- Staff
- Other council services
- Other providers of council services
- Any other element which is relevant to the policy or proposed service change
- How it might improve the economic, social, and environmental of the area affected by the contract **if** the Public Services (Social Value) Act 2012 applies

For every community or group that you identify a potential impact you should discuss this in detail, using evidence (from data, consultation etc.) where possible to support your judgements. You should then highlight specific risks and any mitigating actions you will take to either lessen the impact, or to address any gaps in understanding you have identified.

If you have not identified an impact on particular groups, staff, other Council services, providers etc. you should indicate this to demonstrate you have considered it.

The impact of the strategy will be positive for the all groups within its scope, many of whom will be resident in areas of deprivation. The specific impact on individual groups is considered below.

There are not considered to be any risks or negative impacts from the strategy on the groups that share the nine protected characteristics.

Impact on Individuals and Communities:

Community / Group being assessed (as per list above – e.g. age, rural communities – do an assessment for each one on the list)

Summarise the specific requirements and/or potential impact on this community / group, and then highlight the most significant risks and mitigating action that has been or will be taken.

Group	Impact
Families in vulnerable	There were 161 families in temporary accommodation across the county at the end of 2016/17 having become homeless. 83

housing	<p>of these were deemed ineligible for further support from their District Council either by their actions, inactions, or their immigration status. They were offered information and advice on finding their own accommodation. Following this, 17 families were supported by Children Education and Families into accommodation.</p> <p>The strategy requires the early identification of families who may be in difficulties over their housing and the upskilling of frontline County Council staff in housing issues. There is also a requirement to maintain partnership working between County Council and City and District Council staff and other housing and support providers. This will further enable timely, appropriate and targeted support to be offered. The need to support private sector landlords to mitigate against negative perceptions of social care service users was also identified. All these measures are designed to help to reduce the number of families who become homeless.</p>
Care Leavers and other vulnerable young people	The number of Looked After Children (LAC) is rising nationally and in Oxfordshire the number of LAC aged 16 (when they can be referred into supported housing) had risen to 187 by 2017. In addition recent legislation requires support to be available for care leavers up to the age of 25. The Strategy requires the provision of a range of housing options and support for single young people and for young families, the majority of whom will be care leavers. A service already exists and the strategy and needs analysis are supporting the recommissioning of this service to start in April 2020
Unaccompanied Asylum Seeking Children	There has been a sharp increase in the number of unaccompanied asylum-seeking children entering the county over the last years. The average number looked after during 2017/18 was 57. Since the start of 2019 the average has been circa 64. The needs analysis identified a shortfall in provision within the county of 30% and steps are underway to address this.
Young People with disabilities	Approximately 30 young people per year will need specialist housing and approximately 7 per year will need housing adapted for electric wheelchairs and ceiling tracking for hoists. Knowing this enables more detailed planning to take place with District Councils, and housing and support providers.
Young People involved with Youth Justice	Data continues to be hard to source for this very transient group of young people. However, the needs analysis identified housing and support needs for between 15 and 20 individuals per year. This has enabled further investigation and planning to take place.
Gypsies and Travellers	The updated version of the Strategy will benefit these groups of people as their need for sites will be documented and relevant action will be agreed with partnership organisations

Impact on Staff:

Summarise the specific requirements and/or potential impact on staff, and then highlight the most significant risks and mitigating action that has been or will be taken.

Overseeing and implementing the Strategy will involve a continuing time commitment from commissioning and operational staff in the County Council and representatives from the housing departments in the City and District councils. However having a clear strategy will help in the design of team work programmes. Early intervention with families facing housing issues will prevent homelessness crisis work later and reduce stress on front line staff.

No impact has been identified on other Council services or providers.

Action plan:

Summarise the actions that will be taken as a result of the assessment, including when they will be completed and who will be responsible. It is important that the officer leading on the assessment follows up to make sure the actions are completed, and updates the assessment as appropriate. Any significant risks identified should also be added to the appropriate service or directorate risk register, to ensure they are appropriately managed and reviewed.

Action	By When	Person responsible
Bi monthly meetings to review progress towards key objectives identified in the Strategy	ongoing	Gillian Douglas
For detailed action plan see Housing and Homelessness Strategy for Vulnerable Young People and Families <insert link when public>		

Monitoring and review:

Try to be as specific as possible about when the assessment will be reviewed and updated, linking to key dates (for example when consultation outcomes will be available, before a Cabinet decision, at a key milestone in implementation)

Person responsible for assessment:

Version	Date	Notes (e.g. Initial draft, amended following consultation)
1	13 March 2019	Initial draft

2	5 April 2019	Revisions
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Division(s):

CABINET 16 July 2019

RECOMMISSIONING OF THE YOUNG PEOPLE'S SUPPORTED HOUSING SERVICES

Report by Director of Children's Services

RECOMMENDATION

1. **Cabinet is RECOMMENDED to support the recommissioning of Young People's Supported Housing Services through co-commissioning these services with District Councils, with the County Council as the lead commissioner.**

Executive Summary

2. The aim of the Young People's Supported Housing Pathway (YPSHP) is to enable young people aged 16-24 years in Oxfordshire who need supported accommodation, to gain and maintain independence skills, to be facilitated into education, employment or training and to gain the knowledge and skills to make informed choices about their accommodation options outside of the Pathway. Services are provided by five providers who deliver 228 units of accommodation across Oxfordshire. The annual cost of the current provision is £2,562,586 which is funded by OCC.

An extensive service review was undertaken with the involvement of District, City and County Council staff, colleagues from partner agencies and young people who have used supported housing services. Over 240 stakeholders fed comments into the review, with a quarter of feedback from young people who have accessed the commissioned services.

The review has concluded that we need more preventative services to divert young people away from the pathway, more intensive and therapeutic provision and improved quality and choice. Discussions with District Council and City Council colleagues have resulted in a proposal that we co-commission a single pathway for 16-24 year olds, through a partnership arrangement with OCC as the Lead Commissioner.

Introduction

3. OCC currently has a mixed delivery model of services within its YPSHP, through commissioning services as well as delivering some services in-house. The in-house services include two Move On Homes, Supported Lodgings Scheme and the House Project. Spot purchases are made for residential provision delivered by external providers, for young people who cannot be accommodated within this provision.

There are currently 228 beds which are contracted to 5 providers to deliver, with these contracts coming to an end in March 2020. Providers have recently been approached about delivering the services for an additional 6 months until 31 August 2020, to ensure that there is adequate time to remodel, tender and mobilise services. If all providers are able to continue with delivery under a new contract for this period of time, an exemption from tendering will be sought for these contracts.

A wide-scale service review has been conducted, which included feedback from over 240 stakeholders, to increase our understanding of the effectiveness of the existing commissioned services within our YPSHP. Whilst much of the review focused on the findings from performance analysis of our commissioned services, data was also collected, analysed and reported on for our in-house provision and included within the findings of the review. This has helped us to better understand how the whole of the pathway is working for our accommodated young people aged 16-24 years, across both commissioned and in-house services, as well as the interface with the Adult Homeless Pathway (AHP).

Strengthening Services

4. The service review identified many areas which needed strengthening which included:
 - ✓ More prevention and family work to improve relationships and get them back home (where it is safe to do so)
 - ✓ Access to more intensive and specialist interventions, with flexibility to meet need
 - ✓ Increased capacity and remit flexibility in the role of the Housing Support Workers, to enable them to manage risk and deliver evidence based interventions
 - ✓ Accommodation delivered through smaller units and be of a consistent high quality, with appropriate staffing levels
 - ✓ More capacity, especially within Supported Lodgings and UASC beds
 - ✓ Different accommodation and support for the 16 and 17 year olds to the 18+ young people
 - ✓ Emergency beds with increased intensive support and family work (where it is safe)
 - ✓ Improved opportunities to move young people on successfully from the pathway, with the outreach support they need
 - ✓ Improved interface between the YPSHP and AHP services
 - ✓ Additional resources from District Councils to continue to support 18+ young people in the pathway who are not Care Leavers to retain existing pathway eligibility
 - ✓ A reduction in the gap between the quality of accommodation and intensity of support between the Move On Homes (MOH) and the SL scheme and the wider commissioned YPSHP services.
 - ✓ To review the length of time young people can remain at the MOH and consider greater flexibility in the offer to better meet individual need.

- ✓ Greater consistency with the charges made to young people across all provision within the pathway (both commissioned services and in-house provision)

There were only 27 moves (17%) last year that appeared to be positive/appropriate moves onto independent living from commissioned services. Positive or appropriate destination examples include young people moving on to secure social private housing tenancies or moving into Adult Supported Living services, if they have ongoing learning disabilities, with onward support identified.

The YPSHP needs to have less disparity between the in-house and commissioned services, to support smoother transitions between pathway services, as well as improved support services in place in the commissioned services to have a greater impact upon a young person's ability to secure or sustain living independently of supported housing services. Further detailed work also needs to be undertaken to improve the options to move young people out of pathway services when they are ready to move on.

Financial and Staff Implications

5. Detailed remodelling of the pathway will be undertaken with the resource implications identified and discussed with County Council and District and City Council managers. For the pathway to retain the existing eligibility to include vulnerable 18+ young people who are not Care Leavers, additional resources will need to be identified by the District Councils, alongside increasing the support available through County Council resources.

NAME Lucy Butler
Director of Children's Services

Background papers: Detailed reports available at:
<https://consultations.oxfordshire.gov.uk/consult/ti/YPSHP/consultationHome>

Contact Officer: Liane Low
July 2019

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Division(s):

CABINET – 16 JULY 2019

TRANSITION FUND FOR OPEN ACCESS CHILDREN'S SERVICES: UNDERSPEND BIDDING ROUND RECOMMENDATIONS

Report by the Assistant Chief Executive

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to:
 - (a) **Approve the recommendations of the cross-party panel for grant awards totalling £198,268.70 against a total available budget of £218,889 (see Appendix A for a summary of recommendations, and Annex 1 for the full rationale for panel decisions).**
 - (b) **Approve the proposal of the panel to utilise the remaining £20,620.30 to provide a training and support package to all groups delivering open access children's services, which seeks to increase the long-term sustainability of these services.**
 - (c) **Give delegated authority to the Policy & Performance Service Manager to agree training and support packages in consultation with the cross-party panel and Cabinet Member for Local Communities.**

Executive Summary

2. The Transition Fund for Open-Access Children's Services has run for two years and is a successful example of supporting community-led service delivery across Oxfordshire.
3. At the start of May 2019, a final bidding round was opened for one month, inviting bids against the remaining money unallocated from the original £1m pot, with an emphasis on supporting groups as they moved towards self-sustainability. This report details the recommendations of grant awards made by the cross-party panel which met on 11 June to assess bids made to the fund's underspend.
4. The paper also outlines a proposal for the use of remaining, unallocated funds for supporting the long-term sustainability of all the groups delivering open access children's services. A final report is being prepared for Cabinet for approval at the 16 July meeting based on the recommendations set out here.

Background

5. In February 2016, the council agreed to set aside £1m for creating a 'one off' fund to support the transition to a community-led model of children's services delivery across the county. The purpose of this £1m transition fund was to provide pump priming grants for sustainable community solutions for open access children's services.
6. The Transition Fund for Open Access Children's Services was launched in March 2017 running until 31 March 2020 in line with the Medium-Term Financial Plan (MTFP). Organisations were invited to submit their applications and business plans, which included accounting for future sustainability of their proposed service delivery and identification of suitable premises from which to deliver their proposed services.
7. These applications were considered by a cross-party panel of Councillors in seven rounds over the 2017/18 financial year, and 40 funding applications were allocated funding to support delivery throughout the three-year grant period (April 2017-March 2020).
8. The fund closed to new bids in March 2018. Not all funds were allocated for distribution in the seven rounds conducted over 2017/18 and Council agreed in February 2019 that the outstanding funds would continue to be used for Open Access Children's Centres.
9. There remained £173,889 unallocated within the Transition Fund for Open Access Children's Centres. There is also a further £45,000 that was originally allocated to a group where unresolved property issues have prevented delivery. This made a total underspend of £218,889 available for overall allocation in the grant period to March 2020.
10. In consultation with the cross-party panel, a further and final round of applications was agreed so that the remaining funds could be allocated on the basis of the following:
 - i. To applicants already in receipt of funds from the Transition Fund for Open Access Children's Services. This is because these applicants have previously proven there is a demand or need for services and this offers the opportunity to confirm the sustainability of those services. In addition, the fund has been closed to new applications for over a year. All previously successful applicants were written to and invited to apply.
 - ii. Sustainably enabling wider take-up and access to services beyond the term of the grant period. This was designed to give already sustainable groups an opportunity to improve or extend their offer where there is demand, to increase take-up or make services more accessible for more people. This was to ensure that services are inclusive and can be sustainable without continued grant funding from the Council beyond March 2020. Applicants have been informed that their funds need to be committed (rather than spent) by the end of the grant period.

11. A number of previously successful applicants were not able to start delivering activities as planned, due to issues such as a delay in agreeing leases on buildings. These organisations were notified that they were able to apply for the funds they would otherwise have received.
12. Applicants were asked to submit proposals against the original eligibility criteria (copies of the Guidance Notes and Application Form can be found in Appendix B and C); points b and g were emphasised as being a priority in the process:
 - a) Sustainable solution for open access children's services in the local community
 - b) Ability to self-fund in the long-term, as outlined in the proposal
 - c) Clearly defined costs and timescales for implementation
 - d) Evidence of the need for the project
 - e) Community buy-in
 - f) Engagement, partnership working and collaboration
 - g) Projects must benefit Oxfordshire communities, be inclusive and provide good value for money.
 - h) To what extent we can have confidence that the project will have a lasting impact, beyond the funding period.
13. 30 applications were received and then thoroughly assessed by the cross-party panel on the 11th of June. The Panel comprised Cllrs Gray, Fenton, Matelot, Brighthouse and Webber. The group was chaired by the portfolio holder for Local Communities, Cllr Gray.

Recommendations of Panel

14. The recommendations of the Panel are summarised in Appendix A and the rationale behind them explained in Annex 1.
15. Bids received applied for a total of £352,580 against an underspend of £218,889 available. The panel debated each bid, considered the merits of each application individually and the how the best outcomes could be delivered for the children and families of Oxfordshire, within the constraints of the funding available.
16. The Panel are recommending £198,268.70 is allocated to 23 successful bidders. In some cases, the Panel are recommending less funding than was requested, where they felt elements of the application were not consistent with the aims of the fund.
17. The Panel is not recommending funding for 7 bids for the following reasons:
 - Some bids were already self-sustaining, so were viewed as less in need of additional funding support.

- The Panel did not wish the underspend of the fund to be used for general maintenance of buildings, therefore these elements of bids were rejected.
- The Panel did not wish the underspend of the fund to be used to pay rent or utilities, as this was viewed as unsustainable, therefore these elements of bids were rejected.

Proposals for unallocated funding

18. There were several applications in this application round which identified a need for fundraising time, resources or staff. The Panel did not wish the underspend of the fund to be used to pay for fundraising activities by individual organisations, therefore these elements of bids were rejected.
19. The Panel wished to ensure groups can be supported in an equitable way, so opportunities are available to all groups delivering open access children's centres. The Panel therefore proposes that the remaining underspend funds of £20,620.30 be used to assist groups in strengthening their fundraising skills, knowledge and understanding through a training and support package.
20. It is proposed that the remaining underspend of £20,620.30 be used to achieve the following objectives to assist with long-term sustainability:
 - a) Provide all groups delivering open access children's services with training opportunities for devising, developing and delivering a funding strategy which will support them in achieving long-term financial sustainability
 - b) Provide opportunities for groups to receive training on writing successful fundraising bids.
 - c) Provide groups with support for writing their funding bids.
 - d) Provide groups with support for recruiting, supporting and retaining volunteers to assure their long-term sustainability.
2. It is proposed that the detail of the final objectives and how they will be delivered through a training and support package (including links to local voluntary sector organisations providing such support and training already), will be developed by officers in consultation with members of the cross-party panel and the Cabinet Member for Local Communities.

Financial and Staff Implications

21. The grants being recommended total £198,268.70 against a total available budget of £218,889.
22. The cross-party panel wishes to recommend that the remaining underspend of £20,620.30 is used to continue to support Open-Access Children's Services providers through capacity building and sustainability support training. The Panel requested that a proposal to do this be researched and developed to ensure all relevant groups can access support in an equitable manner. This programme would include such activities as bid-writing training and the draft objectives for this are listed above.

Risk Management

- 23. The underspend bidding round was only open to previously successful applicants because they have already proven a need and engagement in their communities.
- 24. Successful applicants will be expected to comply fully with the monitoring requests from the council. Amendments to funding agreements (which are already in place) will be viewed as acceptance of these requests.
- 25. Any unspent grant funding will be recovered by the county council.

Equalities Implications

- 26. The Public Sector Equality Duty, under section 149 of the Equality Act 2010, places a responsibility on local authorities to exercise 'due regard to the need to eliminate unlawful discrimination advance equality of opportunity and foster good relations.'
- 27. There are no specific equality and inclusion implications arising directly from this report, the protected characteristics have been considered when assessing all proposals.
- 28. Throughout the fund consideration has been given to equitable provision and evidence of need, geographically and demographically. The bids are all intended to benefit young children and their parents, carers and families through open access opportunities, and successful applicants are required to show that they are being inclusive in their approach.

Communications

- 29. Communications with organisations which have applied to the fund will be direct and with the knowledge of their county councillor.
- 30. We will also promote the successful applicants following Cabinet agreement in July.
- 31. An overall update on the distribution and impact of the fund so far, is planned for Cabinet in the autumn.

CLAIRE TAYLOR

Assistant Chief Executive

Contact Officer: Ben Threadgold, Policy & Performance Service Manager,
ben.threadgold@oxfordshire.gov.uk

July 2019

Appendix A – Summary of Cross-Party Councillor Panel Recommendations

For more detailed information on these recommendations please see Annex 1.

Ref No	Organisation	Funding Previously Awarded (£)	Bid request (£)	Funding recommended (£)
1	St Edburg's church with Kingsmere	11,200.00	13,180.00	13,180.00
2	Carterton Family Centre	30,000.00	20,666.10	20,666.10
3	Chalgrove and Watlington First Steps First	30,000.00	10,000.00	10,000.00
4	Barton Community Association	14,000.00	5,000.00	5,000.00
5	Botley Bridges	30,000.00	21,400.00	-
6	The Comfort Trust	2,729.00	3,042.00	3,042.00
7	The Sunshine Centre	18,585.00	14,500.00	7,250.00
8	Dovecote Voluntary parent Committee	12,100.00	7,100.00	7,100.00
9	Ambrosden4Children	5,964.00	24,000.00	-
10	Donnington Door-step	32,239.00	8,000.00	8,000.00
11	ACE Centre	29,983.00	5,122.00	5,122.00
12	St Nicholas Primary School	8,000.00	7,950.00	5,950.00
13	Red Kite Family Centre	30,000.00	15,185.00	-
14	Wigod Way Family Centre Wallingford	30,000.00	2,737.00	-
15	Wigod Way Family Centre Wallingford	30,000.00	4,807.00	-
16	Wigod Way Family Centre Wallingford	30,000.00	4,000.00	-
17	Berin Centre	30,000.00	60,000.00	-
18	SOFEA (King's Church Didcot collaboration)	45,000.00	45,000.00	15,000.00
19	Faringdon Town Council (The Place)	30,000.00	11,300.00	11,300.00
20	Leys Community Church	2,750.00	4,300.00	4,300.00
21	Kidlington with Hampton Poyle PCC	35,000.00	10,000.00	10,000.00
22	Cotteslowe Community Association together with Cotteslowe Primary School	30,000.00	11,750.00	10,000.00
23	The Thomas Gifford Trust- Charlbury Community Centre	10,769.00	11,415.00	4,590.00
24	Abingdon Carousel	29,000.00	7,293.00	7,293.00
25	Homestart Oxford	22,500.00	10,000.00	10,000.00
26	St Marys Church Chipping Norton	10,000.00	12,480.00	12,480.00
27	Grandpont Nursery	35,600.00	9,366.00	9,366.00
28	Bloxham Primary School	29,385.00	6,432.59	6,246.00
29	East Oxford Stay and Play	20,000.00	10,383.60	7,883.60
30	People Place and Participation 'Flo's - the place in the park'	30,000.00	20,017.00	4,500.00
TOTAL			96,426.29	198,268.70

**OUTSTANDING TRANSITION FUND
FOR OPEN ACCESS CHILDREN'S SERVICES**

May 2019

Background

In February 2016 the council agreed to set aside £1m for creating a transition fund to provide pump-priming grants for establishing universal provision of children's services in communities across Oxfordshire. This approach supports the council's commitment to delivering open access services across communities.

The Transition Fund for Open Access Children's Services was launched in March 2017 running until 31 March 2020. Organisations were invited to submit their applications and business plans, which included accounting for future sustainability of their proposed service delivery and identification of suitable premises from which to deliver their proposed services. Following the seven application and assessment rounds throughout 2017/18, there were 40 funding applications agreed throughout the three-year grant period (April 2017-March 2020). The fund closed to new bids in March 2018.

In awarding the grants, solutions have been different according to the unique circumstances in each location across the county. Proposals for funding have needed to demonstrate sustainability and the ability to self-fund in the long term. Match funding has also been strongly encouraged.

Not all monies in the original £1m fund have been allocated for distribution; there remains £178,000 to allocate. We therefore invite organisations which have previously been in receipt of Transition funding to apply to the fund for schemes to **support their long-term sustainability and which can sustainably enable wider take-up and access to services beyond the term of the grant period (31st March 2020)**. This may mean improving or extending the offer where there is demand, increasing take-up or making services more accessible for more people.

Our approach

The purpose of this £1m Transition Fund is to provide pump priming grants for sustainable community solutions for open access children's services. In awarding the grants, our approach will be flexible, recognising the different needs across the county.

Any proposals for remaining funds will need to demonstrate sustainability and the ability to self-fund in the long term. This will be a key criterion for assessing applications. In addition, match funding is strongly encouraged, and we will be asking all applicants to put together a robust proposal showing how the project will self-fund in the longer-term.

There will be one round of applications with a deadline of the **12 noon on Monday the 3rd of June** for submission of applications.

What do we fund? (eligibility criteria)

Funding is available for sustainable community solutions for open access children's services. **Applicants must have already been in receipt of funds from the Transition Fund for Open Access Children's Services.** This is because these applicants have proven there is a demand or need for services and this offers the opportunity to support the sustainability of those services. In addition, the fund has been closed to new applications for over a year.

Projects must meet key eligibility criteria as set out below, and we require all applicants to submit a proposal that demonstrates how the criteria will be met.

If you need help developing proposals, you can contact your Community Coordinator or OCVA, who will be able to offer guidance.

To make sure you have included all the relevant information in your proposal we have put together a suggested checklist:

- Description of the project/ activity
- Needs analysis
- Desired outcomes & beneficiaries
- Costs
- Sources of funding & long-term sustainability
- Performance Measures (how results will be monitored)
- Governance

Grant criteria

- a) Sustainable solution for open access children's services in the local community
- b) Ability to self-fund in the long-term, as outlined in the proposal
- c) Clearly defined costs and timescales for implementation
- d) Evidence of the need for the project
- e) Community buy-in
- f) Engagement, partnership working and collaboration
- g) Projects must benefit Oxfordshire communities, be inclusive and provide good value for money.
- h) To what extent we can have confidence that the project will have a lasting impact, beyond the funding period.

We want to see projects which have grown out of a specific local need, are accessible, inclusive and open to all. Projects need to be sustainable and able to demonstrate they can continue beyond the period of the grant term (beyond March 2020).

Funding will be awarded on a one-off basis and must be committed by the 31 March 2020.

Funding can be awarded for salaries and overheads if these are part of the sustainable proposal. It is important to emphasise though that the grant will be a one-off payment, so organisations need to take this into account when building their proposal.

Who can apply:

In order to be deemed eligible for funding, applying organisations must have already been, or are currently, in receipt of funds from the Transition Fund for Open Access Children's Services.

This means those organisations that have been successful under previous funding rounds in proving need in their communities. Eligible organisations include those previously successful applicants who were not able to start delivering activities as planned, due to delays in agreeing leases on buildings, for example. These organisations will now be able to access the full three-year funding they would otherwise have received but were not paid, due to the terms of the grant needing to be spent by March 2019. Organisations this is relevant for, are asked to apply and indicate the application is to access previously allocated funding.

What DON'T we fund?

Organisations:

- Groups who have NOT previously been awarded transition fund grants.
- Individuals or sole traders
- Profit-making organisations
- Organisations not established in the UK
- Organisations that give funds to other charities, individuals or other organisations

Projects:

- Projects that duplicate an already existing service
- Activities which a statutory body is responsible for
- Activities with a religious or political purpose
- Activities that contradict or act against any of the Council's agreed policies such as [Equalities](#) and [Safer Recruitment](#), or fail to comply with all the other relevant statutory requirements, such as health and safety legislation

Please note that this is not an exhaustive list and if you are not sure whether you are eligible for funding you should get in touch with us at: localities@oxfordshire.gov.uk.

How to apply

Application process:

Step	Timeline
Invite existing applicants to apply for additional funds using the application form, on the basis of the criteria: <ul style="list-style-type: none"> a) Sustainable solution for open access children's services in the local community b) Ability to self-fund in the long-term, as outlined in the proposal c) Clearly defined costs and timescales for implementation d) Evidence of the need for the project e) Community buy-in f) Engagement, partnership working and collaboration g) Projects must benefit Oxfordshire communities, be inclusive and provide good value for money. h) To what extent we can have confidence that the project will have a lasting impact, beyond the funding period. 	Deadline for applications: 3 rd June 2019
Cross-Party Assessment Panel meets to assess applications for additional funding and makes recommendations to Cabinet	Week commencing 10 th June 2019
Cabinet agreement of funding for projects	16 th July 2019
Funding distribution begins	July 2019
Final deadline for distribution of funds (on the basis that sustainability would require a couple of months to achieve)	31 st Jan 2020
Funding period comes to an end. Final monitoring and reporting to Council in June 2020.	31 st March 2020

Deadlines

Applications are invited for the outstanding funds available through the Transition Fund by **12 noon on Monday the 3rd of June**.

We encourage applicants to contact us early with their expressions of interest or any questions they might have, to avoid any delays in the council assessing the bids and making a decision. There is a limited amount left in this budget and early applications are encouraged to avoid disappointment.

How will applications be assessed?

We will assess your application against the key criteria set out above and we may also seek feedback from Community Coordinators, community stakeholders and the local county councillors.

A cross-party panel will review all applications and then make recommendations to Cabinet. The final decisions will be made by Cabinet meeting in public on 16th July 2019. The Cabinet will judge each application on its own merits, giving due regard to local circumstances and need.

Cabinet decisions can be called-in by the Performance Scrutiny Committee, which can decide to approve the decision, ask Cabinet to reconsider, refer it to full council for further debate, or require further information of further work to be done.

Awarding the grant

Applicants, along with their local county councillor, will be notified by email of the Cabinet's decision within a week of the decision being made.

Successful applicants will be asked to sign a legal agreement with the council (for any grants over £5,000). Once the legal agreement is signed, we will then transfer the funding into the organisation's bank account.

For larger grants/ where appropriate, funding might be phased depending on the outcomes achieved following the first stage of delivery.

Unsuccessful applicants will be offered feedback on their proposal and, where possible, we will work with organisations to help them identify alternative funding opportunities.

Monitoring

Successful applicants are expected to comply fully with any monitoring requests from the Council and must agree to this when signing the funding request form.

All successful applicants need to be prepared for a review of their project.

This may include:

- Receipts recording how the money was spent
- Reports on the activity funded
- Feedback from individuals impacted
- Any other record of the activity funded (e.g. promotional flyers and posters)

Successful applicants will be strongly encouraged to keep us informed about the progress of their projects. Any setbacks to the implementation of the projects should

be reported to the Transition Fund Team. Delivery of the projects will be monitored as per milestones identified in the business case/ project proposal.

Any unspent grant funding will be recovered by the county council.

Other sources of support and funding available

Community Coordinators are able to provide support in developing proposals.

Additional information and support can be found with:

- Oxfordshire Community and Voluntary Action (OCVA)
- Oxfordshire Community Foundation
- Community First Oxfordshire

Contact us

Policy Team
Oxfordshire County Council
County Hall
New Road,
Oxford OX1 1ND

Email: localities@oxfordshire.gov.uk

APPENDIX C

GRANT APPLICATION FORM

OUTSTANDING TRANSITION FUND (MAY 2019) COMMUNITY INITIATIVES FOR OPEN ACCESS CHILDREN'S SERVICES

The Scheme and Guidance

In February 2016, the council agreed to set aside £1m for creating a 'one off' fund to provide pump priming to support the transition to a community-led model of children's services delivery across the county. The Transition Fund for Open Access Children's Services was launched in March 2017 running until 31 March 2020. Following seven application and assessment rounds throughout 2017/18, there were 40 funding applications agreed throughout the three-year grant period (April 2017-March 2020). The fund closed to new bids in March 2018.

Not all monies in the original £1m fund have been allocated for distribution; there remains £178,000 to allocate. We therefore invite organisations which have previously been in receipt of transition funding to apply to the fund for schemes which **support their long-term sustainability and can sustainably enable wider take-up and access to services beyond the term of the grant period (31st March 2020)**. This may mean improving or extending the offer where there is demand, increasing take-up or making services more accessible for more people.

Please read carefully the **guidance notes** to check whether your organisation or the activity you wish to fund is eligible for funding under the scheme's criteria.

The Application Process

Support for developing proposals and applications would be available as previously in the original funding application rounds; through Community Coordinators and OCVA. This will ensure groups can deliver high quality, safe provision and provide links between community provision and the statutory service. In addition, Community Coordinators will continue to support organisations and play a key role in monitoring sustainability and recording the outcomes of activities.

The remaining funds will be allocated on the basis of the following:

- i. Applicants are already in receipt of funds from the Transition Fund for Open Access Children's Services. This because these applicants have proven there is a demand or need for services and this offers the opportunity to confirm the sustainability of those services. In addition, the fund has been closed to new applications for over a year.
- ii. Sustainably enabling wider take-up and access to services beyond the term of the grant period (31st March 2020). This may mean improving or extending the offer where there is demand, increasing take-up or making services more accessible for more people.

A number of previously successful applicants were not able to start delivering activities as planned, due to delays in agreeing leases on buildings for example. These organisations will now be able to access the full three-year funding they would otherwise have received but were not paid, due to the terms of the grant needing to be spent by March 2019. Organisations this is relevant for, are asked to apply and indicate the application is to access previously allocated funding.

Applicants need to set out how new proposals will meet the original eligibility criteria, through submission of a completed application form. The original eligibility criteria are shown below. To ensure we are funding sustainable and inclusive solutions, points (b) and (g) will be emphasised as a priority in this process.:

- i) Sustainable solution for open access children's services in the local community
- j) Ability to self-fund in the long-term, as outlined in the proposal
- k) Clearly defined costs and timescales for implementation
- l) Evidence of the need for the project
- m) Community buy-in
- n) Engagement, partnership working and collaboration
- o) Projects must benefit Oxfordshire communities, be inclusive and provide good value for money.
- p) To what extent we can have confidence that the project will have a lasting impact, beyond the funding period.

If groups need help developing their proposals, the Community Coordinators will offer support. In addition, OCVA (Oxfordshire Community and Voluntary Action) can offer guidance. The following areas would need to be understood for an assessment of each proposal:

- Description of the project/ activity
- Description of need
- Desired outcomes & beneficiaries
- Costs of delivery
- Proposals for self-funding and sustainability of services beyond March 2020
- Performance Measures (how results will be monitored)

Successful applicants will be required to complete regular monitoring to demonstrate both sustainability and outcomes of provision. This will continue to be supported by the Community Coordinators in Children's Services, as for previous applicants.

The process of application, assessment, decision, award and funding availability will be as follows:

Step	Timeline
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Step	Timeline
<p>Invite existing applicants to apply for additional funds, on the basis of the criteria:</p> <ul style="list-style-type: none"> i) Sustainable solution for open access children's services in the local community j) Ability to self-fund in the long-term, as outlined in the proposal k) Clearly defined costs and timescales for implementation l) Evidence of the need for the project m) Community buy-in n) Engagement, partnership working and collaboration o) Projects must benefit Oxfordshire communities, be inclusive and provide good value for money. p) To what extent we can have confidence that the project will have a lasting impact, beyond the funding period. 	Deadline for applications: 3 rd of June 2019
Cross-Party Assessment Panel meets to assess applications for additional funding and makes recommendations to Cabinet	Week commencing 10 th June 2019
Cabinet agreement of funding for projects	16 th July 2019
Funding distribution begins	July 2019
Final deadline for distribution of funds (on the basis that sustainability would require a couple of months to achieve)	31 st Jan 2020
Funding period comes to an end. Final monitoring and reporting to Council in June 2020.	31 st March 2020

Deadlines

Applications are invited for the outstanding funds available through the Transition Fund by **12 noon on Monday the 3rd of June.**

Contacting Us

Policy Team
Oxfordshire County Council
County Hall,
New Road,
Oxford OX1 1ND
Email: localities@oxfordshire.gov.uk

TO BE FILLED IN BY APPLICANT

Name of your organisation:

--

Type of organisation:

--

Organisation Address:

--

If a registered Charity, please specify number

--

Contact Name

--

Telephone

--

Email

--

Payment Details

Please provide your organisation's payment details (note: payments will not be made to an individual's bank account).

Account Name	
Bank or Building Society Name	
Account number	
Sort code	

ACTIVITY OVERVIEW

1. Is this an application to access previously allocated funding which would otherwise need to be reclaimed:

This is relevant for previously successful applicants who were not able to start delivering activities as planned, due to delays (e.g. in agreeing leases on buildings). These organisations are now able to access the full three-year funding they would otherwise have received but had to give back under the terms of the grant needing to be spent by March 2019.

Yes/No (please delete)

2. Name

3. Summary

Please describe the activity you wish to fund.

4. Activity Dates

Please state when you would spend the funding. Please include start and end date for the activity and major milestones, if any.

PLEASE NOTE: ALL FUNDING MUST BE COMMITTED BY MARCH 2020 *(or as per the milestones identified in the business case).*

5. Analysis of Needs

Please explain how the activity will address a recognised need in your community.

6. Success Measures

How will you monitor progress towards the achievement of your outcomes?

7. Sustainability

How will you ensure the sustainability of the activity? How will the activity be funded in the long term?

8. Costs

Description	Cost	Grant Request
<i>Please provide us with a breakdown of costs of your proposed activity. E.g. Volunteer Training, Transport, Information & Promotion, Equipment & Materials, Refurbishment etc.</i>		
TOTAL		

9. Other funding received

Please include details of any other grant funding you have received, including any awarded by Oxfordshire County Council or any funding that has been committed to the activity in principle.

Applicant Agreement

The organisation undertakes that:

- The information provided on this form is true and accurate.
- Any funds awarded will be spent in accordance with the details provided above.
- For all bids £5,000 and over, or if requested, it will provide details of how funding has been spent and cooperate fully with any other monitoring process undertaken by the Council to ensure the proper use of funds.
- It will advise the Council of any potential difficulties in complying with this agreement as soon as possible so that mutually acceptable solutions can be found.
- Funding awarded will not be spent on activity that does not comply the abovementioned policies of the Council.
- Details of the activity will be listed on the Council's website and may be communicated to a wider audience (e.g. via the local press).
- The funds awarded will be reimbursed to the Council if the organisation is in breach of these terms.
- The activity will be carried out in compliance with all relevant laws.

We hereby agree to these terms:

Name:
Signed:
Date:
On behalf of (organisation):

Please ensure that you have signed the application form before submission to the Policy Team at **Localities@oxfordshire.gov.uk** Please note that while we can accept scanned signatures, **we cannot accept typed signatures.**

Transition Fund Underspend: Panel Assessments. June 2019.									
Ref No	Organisation	Funding Previously Awarded	Bid request	Funding recommended	Activity	Decision	Decision notes	Does the application include money awarded previously but not taken up?	Councillor ward
1	St Edburg's church with Kingsmere	£ 11,200.00	£ 13,180.00	£ 13,180.00	Funding for a Family Hub coordinator to recruit and train volunteers who will coordinate programmes for parenting. Bid incorporates broader family support around managing finance and well-being. Includes developing several drop-in centres across Bicester to offer low intervention support and courses run in the community.	Agreed in full	Panel decided that this is an area of need, it is supported by the local church (so draws in community support and match funding) and that the activities described will invest in volunteer capacity-building to support long-term sustainability.	no	Cllr Michael Waine
2	Carterton Family Centre	£ 30,000.00	£ 20,666.10	£ 20,666.10	Funding for additional creches each week to extend the service offer to include courses for parents for long-term impact in family confidence building. Stay and Play sessions are already sustainable; funding specifically aimed at longer-term impact through parenting support programmes, wellbeing, healthy lifestyle and adult learning courses.	Agreed in full	Panel decided that this is an area of need, the group has good sustainability as it stands and the proposal will extend the offer in a sustainable way. Good evidence of community support and links; including with the armed forces.	no	Cllr Nicholas Field-Johnson
3	Chalgrove and Watlington First Steps First	£ 30,000.00	£ 10,000.00	£ 10,000.00	Funding for continuation of services in Chalgrove, Watlington and surrounding areas and to provide additional parenting support (for skills and confidence building). Includes additional training and activities to promote health and well-being in adults and children, for example, maternal mental health, potty training, breast feeding, dental health, baby signing and school readiness. Bid seeks to offer opportunities for longer term development to meet the needs of the expanding community, with significant numbers of new houses in the local area.	Agreed in full	Panel noted the area is a rural area with new housing growth. Services cover an extensive geography, with increasing attendance (up to 300 children per month). Has good community support (parish council funding).	no	Cllr Steve Harrod
4	Barton Community Association	£ 14,000.00	£ 5,000.00	£ 5,000.00	Funding requested would be used with match funding secured from the Toy Trust (and others applied for) to support the transition to a more sustainable and diversified funding base. Group survives on very little finance due to volunteer support. The Stay and Play group will be having a Children's library installed by OCC which will help support footfall. The additional funding would be used to support the group to: provide refreshments, publicity, secure play resources, support grant management, evaluation and staffing/volunteer expenses as well as insurance and contribution to admin.	Agreed in full	Panel recognised the need in the area and that funds would be used with match funding to move to a more sustainable funding base. OCC children's library will encourage footfall and use in services offered.	no	Cllr Glynis Phillips

Ref No	Organisation	Funding Previously Awarded	Bid request	Funding recommended	Activity	Decision	Decision notes	Does the application include money awarded previously but not taken up?	Councillor ward
5	Botley Bridges	£ 30,000.00	£ 21,400.00	£ -	Funding requested for the Botley area and surrounds for: 1) Researching other accommodation options following anticipated notice on current building (but not confirmed at the time of this application). Includes funding to pay office rental and buy office equipment (photocopier/ laptop). New equipment will be needed in terms of early years equipment and storage. 2) Fundraiser for 18 months- ½ day a week for 78 weeks to apply for grants and donations 3) New parent support worker to take referrals from midwives and health visitors and home visit new parents in the area to tell them about activities and offer other support.	Declined	Panel determined that the likelihood of the applicant needing to move premises was lower than anticipated at the time of submitting this application, and the costs were indicative only so the Panel did not feel this element should be funded. Requests for fundraising posts were universally declined and the panel proposes to use the remaining, unallocated funding for support on fundraising activity for all groups to have the same opportunity. Parent worker duplicates health visiting service.	no	Cllr Sussanna Pressel
6	The Comfort Trust	£ 2,729.00	£ 3,042.00	£ 3,042.00	Funding for Stay and Play activities in East Oxford with a focus on creativity, music, arts, story telling. Need for affordable and open access services in the area for those on low incomes. Funding will help with a community worker to offer support outside of sessions to vulnerable families and for a move to larger premises in the next year which will provide a suitable, long-term venue.	Agreed in full	Panel recognised the need in the area and that funds would largely be used to transfer to a larger premises, to reach more families and sustain services in the longer term.	no	Cllr Damian Haywood
7	The Sunshine Centre	£ 18,585.00	£ 14,500.00	£ 7,250.00	Funding for staffing and resources for 'Come and Play' sessions in Banbury. The sessions provide support for parents and carers with an emphasis on bonding, language and communication skills to ensure babies and children have positive early learning experiences. Parents and carers are encouraged with interactions and play with their child. Sessions are flexible, and staff are able to signpost and encourage use of other services as necessary.	Partial fund	Panel recognised that this service is the only one serving the area (Banbury) and that there is a need in the area. Group moving towards sustainability and panel decided to agree the application to cover one year's funding to fit with the terms of the grant period allowing the spend of committed funds from March 2020. Anticipate funds would reach organisations from sept 2019 (allowing this to fund commitments until August 2020)	no	Cllr Mark Cherry

Ref No	Organisation	Funding Previously Awarded	Bid request	Funding recommended	Activity	Decision	Decision notes	Does the application include money awarded previously but not taken up?	Councillor ward
8	Dovecote Voluntary parent Committee	£ 12,100.00	£ 7,100.00	£ 7,100.00	Funding for the Greater Leys area to provide consistent and broader activities and opportunities for disadvantaged children 0 to 5 years old. Dovecote is a purpose-built building for young children and family activities built as part of a Single Regeneration Project and the building is owned by a local housing consortium. Funding seeks to secure the consistency, broadening and development, of current Stay and Play sessions by working with and developing the skills of current volunteers whilst supporting new volunteers to gain the necessary skills, and confidence needed to make them feel confident in co delivering sessions to help secure long-term sustainability and help inspire local residents.	Agreed in full	Panel recognised the area of need as well as strong community and volunteer support. Funds would be used to expand services on a sustainable footing through capacity building with volunteers.	no	Cllr Deborah McIlveen
9	Ambrosden4Children	£ 5,964.00	£ 24,000.00	£ -	Funding for a paid worker for Stay and Play sessions in Ambrosden for two 4hr sessions each week. Sessions are attended by people from a variety of backgrounds and include civilian and military families.	Declined	Panel determined that funding exclusively for a paid worker would not increase sustainability of the services, but may create an additional overhead requiring additional demand on funding in the longer term. Because services are recognised to serve forces families, the panel wished to sign post this service to apply to the Covenant Fund which offers grants for up to £20k for civilian/armed forces integration.	no	Cllr Dan Sames
10	Donnington Door-step	£ 32,239.00	£ 8,000.00	£ 8,000.00	Funding for extending provision of open access play sessions in Donnington and East Oxford. Services free to all families, with a suggested donation for those who can afford it. Proposal to expand provision of Stay and Play and also to add a Childminding Network club, and offer even more tailored provision for babies, 0- 2 years and 2 – 4 years.	Agreed in full	Panel recognised the needs in the area and that the funding would be used to expand provision in a sustainable manner. Organisation has longevity and is deeply rooted in the community- with good volunteer support. Fundraising activity is a focus for the organisation, but not paid for by this fund.	no	Cllr Sobia Afridi
11	ACE Centre	£ 29,983.00	£ 5,122.00	£ 5,122.00	Funding for ACE to extend services in Chipping Norton and Charlbury and provide more training for their family worker to then support voluntary groups in all aspects of Early Help, Threshold of Needs, and safer practices.	Agreed in full	Panel recognised this is an area of need- serving a significant rural population of Oxfordshire. The focus of the application on increasing support for the partnership in safeguarding is well supported by the panel, including as a means of increasing confidence and therefore sustainability of volunteers.	no	Cllr Hilary Hiibbert-Biles

Ref No	Organisation	Funding Previously Awarded	Bid request	Funding recommended	Activity	Decision	Decision notes	Does the application include money awarded previously but not taken up?	Councillor ward
12	St Nicholas Primary School	£ 8,000.00	£ 7,950.00	£ 5,950.00	Funding requested for continuation and extension on open access services in Marston, including extending stay and learn from one to two days and providing healthy lifestyle sessions. Group seeking to extend volunteer capacity. Funding shortfall from the children centre closure in 2017 was identified as part of the request (meaning coffee morning had to move location recently within the school and the group wishes to invest in some capital resources- Storage cupboardx2, books and large toys, suitable for younger age).	Partial fund	Panel noted that the funding would be used to extend services on a sustainable footing. Income generated by coffee mornings and parental contributions and supported by volunteers. Panel felt minded not to fund the gap in resources (£2k) created from the move of services within the school as this was considered a legacy issue and therefore not appropriate for this grant award.	no	Cllr Mark Lygo
13	Red Kite Family Centre	£ 30,000.00	£ 15,185.00	£ -	Funding to expand with activities in the Thame and Chinnor area to accelerate achievement of an 'outreach plan'. This has already started its first phase and it is planned to run for the next two years until March 2021. Funding is requested for evaluation of the outreach plan activities to then build into the Family Centre's annual programme of activities. The funding will be used partly to fund the one-off capital costs (e.g. purchase of a marquee) and also to meet the revenue funding needed (staff costs). The revenue element will then be covered in future years by the other sources of funding that the group have been generating.	Declined	Panel determined that the service is very well-run and has very good sustainability without an additional grant from this fund. The panel stated that Red Kite should be congratulated on their success with income generation and sustainability. The panel determined that although they supported the work and activities of Red Kite that other, less sustainable services could be assisted to become more sustainable, whilst Red Kite could achieve their objectives without the support of this, specific fund.	no	Cllr Nick Carter and Jeanette Matelot
14	Wigod Way Family Centre Wallingford	£ 30,000.00	£ 2,737.00	£ -	Funding requested for a family lunch club in Wallingford. These sessions will bring together young people, families and adults to educate the wider community through healthy eating. Funding will be used to recruit, train and support a set of volunteers and staff.	Declined	Panel noted the innovative approach being taken by Wigod Way Family Centre and supported the work they were doing but felt that it was not an appropriate use of the funds available through this grant stream which is focused on open access children's services.	no	Cllr Lynda Atkins
15	Wigod Way Family Centre Wallingford	£ 30,000.00	£ 4,807.00	£ -	Funding requested for a group focusing on enhancing relationships between the elderly and young local families in Wallingford. To provide open access sessions on shared reading, shared coffee mornings, lunch sessions and domestic science.	Declined	Panel noted the innovative approach being taken by Wigod Way Family Centre and supported the work they were doing but felt that it was not an appropriate use of the funds available through this grant stream which is focused on open access children's services.	no	Cllr Lynda Atkins
16	Wigod Way Family Centre Wallingford	£ 30,000.00	£ 4,000.00	£ -	Funding requested for the refurbishment of a pirate ship in the outside space for children (including those with disabilities) and including raised beds in its surrounds. This is to ensure safe play facilities and expands the range of activities into gardening.	Declined	Panel noted the need for refurbished outside space but felt that funds for this activity could be sourced from alternative income the group generates. Members suggested signposting the group to the Councillor Priority Fund.	no	Cllr Lynda Atkins

Ref No	Organisation	Funding Previously Awarded	Bid request	Funding recommended	Activity	Decision	Decision notes	Does the application include money awarded previously but not taken up?	Councillor ward
17	Berlin Centre	£ 30,000.00	£ 60,000.00	£ -	Funding requested for two distinct parts for the service provided in Berinsfield. On the original Transition Funding bid, they have been able to deliver all they stated and the bid is to expand the service with new staff hours. As part of this submission they are requesting support with costs associated with refurbishment to an OCC owned building which would divert significant resources from the group's service delivery to achieve.	Declined	Panel noted the area is one of need. It determined that the application for capital building works was not appropriate for this grant stream because the works required are fundamental in nature and for a building with three years left to run on its lease would not be a sound investment. The revenue funding for new staff was not felt to increase sustainability of the services, but may create an additional overhead requiring additional funding in the longer term. Despite the organisation being responsible for repairs and maintenance, the panel committed to writing to OCC property services expressing concerns about the condition of the building.	no	Cllr Lorraine Lindsay-Gale
18	SOFEA (King's Church Didcot collaboration)	£ 45,000.00	£ 45,000.00	£ 15,000.00	Funding requested for part of a 5 stage process in Didcot. Stage 1. Research and Development and the constitution of the Didcot Community Association. Stage 2. Secure initial funding – £156k (including £45,000 from the Transition Fund) for the purpose of building a coherent approach across the town and building short-term capacity through employment of a Children's Centre Manager over three years. Stage 3. Provide a 'pop-up' service through the summer holidays in 2019, linked to a community lunch for those families entitled to free school meals and developed into the autumn in conjunction with the Community Larder. Stage 4. Develop a cohesive business plan and funding strategy – to create a large scale innovative and ambitious physical Children's (and Community) Centre in Didcot. Stage 5. Open the Didcot Children's and Community Centre – with an ambitious target to do this before the end of 2020. To employ a centre manager to ensure all services across SOFEA are joined up.	Partial fund	The previously agreed bid for Didcot amounted to £45k. This bid was made for the same amount of £45k. The Panel decided Didcot was an area of need which has not received the benefit of the funding to date due to property issues. The panel felt as the property issues which have not been resolved to date were likely to continue to at least the end of the remaining period of the grant. For this reason, the Panel could not support the bid in full (£45k). The £15k partial fund is intended to support the group to initiate pop up sessions as described in the application and run the holiday hunger programmes. They noted the match funding in place of £111k.	yes	Cllr Richard Webber
19	Faringdon Town Council (The Place)	£ 30,000.00	£ 11,300.00	£ 11,300.00	Funding will be used for additional staff time to support with recruitment, training and supervision of volunteers who will run antenatal, parenting, play and school readiness activities.	Agreed in full	Panel recognised this is an area of need- serving a significant rural population of Oxfordshire. Panel decided the activities described will invest in volunteer capacity-building to support long-term sustainability.	no	Cllr Judith Heathcoat
20	Leys Community Church	£ 2,750.00	£ 4,300.00	£ 4,300.00	Funding requested for 'Toddler Time' in Blackbird Leys. This is a weekly morning messy play for toddlers. Funding will be used to fund a kitchen refurbishment to make facilities safe and sustainable in future and for the piloting of summer activity programme.	Agreed in full	Panel recognised this an area of need. It is a service embedded and supported in the community and well supported by volunteers. The panel felt investment in safe facilities for the group would enable it to continue to sustain itself in the longer term and that should the summer activities be a success, there was a plan for longer-term sustainability of such a programme.	no	Cllr Deborah McIlveen

Ref No	Organisation	Funding Previously Awarded	Bid request	Funding recommended	Activity	Decision	Decision notes	Does the application include money awarded previously but not taken up?	Councillor ward
21	Kidlington with Hampton Poyle PCC	£ 35,000.00	£ 10,000.00	£ 10,000.00	Funding requested for the Kidlington Community Hub at St Johns to continue and develop the stay and play sessions, outdoor educational facilities and longer-term impacts through a parenting course.	Agreed in full	Panel recognised this an area of growing need due to new housing growth bringing in more young children. Panel noted this is a service which is embedded, supported and also funded in the community (e.g. access to facilities provided by the parish council for free). The Panel supported the longer-term impacts a parenting course would have.	no	Cllr Maurice Billington
22	Cotteslowe Community Association together with Cotteslowe Primary School	£ 30,000.00	£ 11,750.00	£ 10,000.00	Funding requested for 'Sunnymead Minnows' to enable continuation and future sustainability of stay and play and family support services based in Cotteslowe. Services are open access with some targeted support for low family income, single parenthood, adolescent parenthood or ethnic minority families. Service supported through recruiting, training and retaining volunteers to provide year-round services to increase numbers of children and families. Funding includes request for fundraising activity and staff time to run activities.	Partial fund	Panel recognised the area as one of need. The service is running well, with good support from volunteers. The panel determined that the activities would support long term sustainability. However, requests for fundraising posts were universally declined so this element will not be funded. The panel proposes to use the remaining, unallocated funding for support on fundraising activity for all groups to have the same opportunity.	no	Cllr Paul Buckley
23	The Thomas Gifford Trust-Charlbury Community Centre	£ 10,769.00	£ 11,415.00	£ 4,590.00	Funding requested for services in Charlbury and surrounding villages. Funding for the service to offer introductory rates for new activities requested by existing service users (post-natal exercise/well-being and under-5's music group) which would be self-funding if demand proves the need.	Partial fund	Panel recognised this serves a rural population of Oxfordshire. The panel believe the activities proposed will become self-sustaining in the timeframe outlined. However, the panel do not support the funding of room hire when the group appear to be proposing to pay themselves for the room from the grant. The panel support funding of the cost of staff and activities only.	no	Cllr Liz Leffman
24	Abingdon Carousel	£ 29,000.00	£ 7,293.00	£ 7,293.00	Funding requested for two activities in Abingdon. One as a reclaim of monies previously allocated to extend playworker time, (as part of the original transition fund bid which was reclaimed following a delayed start for the group). Second main activity is to develop the room-rental side of the organisation to make sustainable in the longer term.	Agreed in full	Panel noted this organisation were delayed in initiating services due to premises issues and therefore agreed that they should 'reclaim' their original grant to extend their playworker time. The panel support the application to fund an innovative approach to business development (for room hire) which will enable the group to become sustainable in the longer term.	no	Cllr Neil Fawcett
25	Homestart Oxford	£ 22,500.00	£ 10,000.00	£ 10,000.00	Funding requested for Witney Family and Children First to increase the sustainability for the provision of the family wellbeing. The funding requested includes an application for funds which were previously reclaimed and to assist with recruitment and training of volunteers to support sustainability in the longer-term.	Agreed in full	Panel noted this organisation were delayed in initiating services due to premises issues and therefore agreed that they should 'reclaim' their original grant to help with the recruitment, training and retention of volunteers. The activities described will help ensure sustainability in the longer term as it invests in volunteer capacity building.	yes	Cllr Laura Price
26	St Marys Church Chipping Norton	£ 10,000.00	£ 12,480.00	£ 12,480.00	Funding requested for Chipping Norton and the surrounds to extend services through children and families worker and family outreach time to develop family events, a summer programme and parent drop-in. Proposal seeks to make activities self-funding in the longer-term.	Agreed in full	Panel noted the area is one of need. It also noted the significant match funding and in-kind support given by the church, whose supplementary activity combined with the bid proposed activities, makes the service more sustainable in the longer term.	no	Cllr Hilary Hibbert-Biles

Ref No	Organisation	Funding Previously Awarded	Bid request	Funding recommended	Activity	Decision	Decision notes	Does the application include money awarded previously but not taken up?	Councillor ward
27	Grandpont Nursery	£ 35,600.00	£ 9,366.00	£ 9,366.00	Funding requested for three activities: 1. Additional hours for a playworker (additional 6 hours a week). 2. Additional administration costs for staff employment duties and general maintenance allowance for the upkeep of the building currently funded by the nursery school. 3. Equipment (includes a sandpit and sunshade) and refurbishing for then offering intergenerational café facilities to other community groups to income generate and make self-sustaining in the longer term.	Agreed in full	Panel recognised the popularity of the services and the innovative approaches being taken. The panel agreed to fund the play worker time, computer and sand pit play resource (amounting to £3,696) as a means of ensuring the group's ability to explore income generation for securing sustainability. Having confirmed that the nursery holds liability for the building maintenance via their lease with OCC, the panel agreed to fund on the basis that the investment in equipment refurbishments would enable greater income generation opportunities and long-term sustainability.	no	Cllr Sobia Afridi
28	Bloxham Primary School	£ 29,385.00	£ 6,432.59	£ 6,246.00	Funding requested for increased play leader time in Bloxham, bid includes 3 two-hour sessions per school week for the financial year March 2020- April 2021, snacks, resources, administration, utility bills and management time to oversee playworker. Match funded by the parish council.	Partial fund	Panel recognised the need in the specific location and the match funding from the community to help with longer-term sustainability. The panel recognised the importance of funding play leader time, snacks and resources (in full). The panel will write to the applicants to say that they hope that the snacks are healthy snacks for the children in attendance. The panel did not support the use of funds for management time, or paying of utility bills.	no	Cllr Kieron Mallon
29	East Oxford Stay and Play	£ 20,000.00	£ 10,383.60	£ 7,883.60	Funding requested for East Oxford Stay and Play to increase hours for the current playworker (to run more activities such as music session and a book and toy library) and recruitment and training of volunteers. Bid includes request for funds for fundraising activities.	Partial fund	Panel recognised this as an area of need and that the activities described will invest in volunteer capacity-building to support long-term sustainability. Requests for fundraising posts were universally declined and the panel proposes to use the remaining, unallocated funding for support on fundraising activity for all groups to have the same opportunity.	no	Cllr Jamila Azad
30	People Place and Participation 'Flo's - the place in the park'	£ 30,000.00	£ 20,017.00	£ 4,500.00	Funding requested for three main areas of activities for 'Flo's, located in Florence Park. Parts are as follows with parts 1&2 being highlighted as 'legacy' issues related to the lease and handover of the building: 1) Maintenance of the building including fire alarm and heating system 2) Contribution to rent for the building 3) Paid community internship.	Partial fund	Panel recognised the need in the area. The panel did not consider the legacy issues as appropriate for the grant. Paying rent was not seen as a sustainable use of funding and felt that general maintenance was also not an appropriate use of this funding stream. The applicant has raised the legacy issues with the buildings and queries about levels of rent being charged separately with the Council, and these are being handled outside of the terms of this grant stream. The panel wish to fund the internship as a means of supporting more sustainable community integration with the services available.	no	Cllr John Sanders
TOTAL			£ 396,426.29	£ 198,268.70					

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CABINET - JULY 16, 2019

INNOVATION & SUSTAINABILITY FUNDS REVIEW – OUTCOMES

Report by Director of Adult Services

RECOMMENDATIONS

1. **Cabinet is RECOMMENDED to:**
 - (a) **Approve the recommendations set out under 27 (a-h)**
 - (b) **Reallocate the remaining amount, as set out under 27 (h) to the next round of the Innovation Fund.**

Executive Summary

2. This report relates to the Innovation & Sustainability Funds for Support; administered by Adult Social Care to support the development of daytime opportunities for adults in Oxfordshire. These funds help support people to live well at home and in their communities.
3. It was agreed at Cabinet on March 19, 2019, that a review of the Innovation and Sustainability Funds process and timeline for future grant funding takes place prior to re-opening, and to include the following recommendations:
 - (a) To develop a map to identify geographical location and reach of each service requesting funding, with a view to prioritising funding in areas where there is limited daytime support services
 - (b) To review the evaluation process to allow the opportunity for more detailed evaluation, where necessary
 - (c) To review officer time to monitor what is happening over the grant period
 - (d) To review the application questions to ensure that all necessary information is gathered
 - (e) To find an electronic means of viewing applications or an alternative to avoid masses of paperwork for the panel. The amounts available for the period of April 2020 to March 2021 are £100,000 for the Innovation Fund and £250,000 for the Sustainability Fund
4. Both funds have increased in popularity and it was deemed an appropriate time to review the application forms, criteria and process to enable us to improve our offer and to meet increased demand.
5. The review included holding a listening workshop, an on-line survey, meeting with colleagues whom support the grant process from beginning to end and obtaining specific feedback from the first cohort of successful applicants to the Innovation Fund, for an update on their progress to date and future plans, as they near the end of their funding period.

6. The information gathered from the above activities has enabled us to make these recommendations, for final decision by Cabinet on July 16, 2019, which will shape and improve the grant applications, guidelines, and the award selection and decision-making processes.

Background

7. In 2016 the Council developed a sustainable model for delivering daytime support to meet people's needs now and in the future. This would include: supporting people to live well in their communities; providing some additional tailored support to people who need this; and ensuring that a range of options are available for people with more complex needs to choose from, using their personal budgets or own resources.
8. There remained a need to continue to support people to live well in their local community, taking part in a range of locally available opportunities. Our aim was to reduce loneliness and social isolation by supporting individuals and communities to support each other.
9. Oxfordshire's voluntary sector delivers excellent support to many vulnerable people; and the majority do so without funding from Oxfordshire County Council. As part of the outcomes from the daytime support review, the Council introduced Voluntary Sector Funding. The January 2017 Cabinet report included the below table, showing budgeted funding for the Innovation and Sustainability Funds:

Service	17/18	18/19	19/20
Voluntary Sector Funding (April – August 2017)	£0.573m	-	-
Sustainability Fund (Voluntary Sector funding)	-	£0.250m	£0.250m
Innovation Fund (Voluntary Sector Funding)	£0.100m	£0.100m	£0.100m
Specialist training & support (dementia & autism)	£0.025m	£0.025m	£0.025m
Community Information Network	£0.250m	£0.250m	£0.250m

- The **Sustainability Fund**, £250,000 per year, to provide grants to enable the ongoing delivery of daytime support services in areas of high need. The fund was open to all voluntary and community groups supporting people in Oxfordshire.
- The **Innovation Fund**, £100,000 per year, to provide one-off grant funding to establish self-sustaining projects to fill gaps in services and broaden the current offer. The fund was open to all voluntary and community groups supporting people in Oxfordshire.

- Alongside these funds, there was a further £250,000 available in the **Transition Fund** for 2018/19. This enabled additional support to assist services working towards sustainability following implementation and embedding of the new model for daytime support services.
10. It was agreed by Cabinet on March 19, 2019 that a timely review takes place for successful applicants to establish success rates and where smaller funds are awarded, any implications to the project.

The Innovation and Sustainability Funds review - Methodology

11. We held a workshop event and invited successful and unsuccessful applicants and other people interested in helping us to re-shape the application form and process. We opened an online survey and sent the link to all people invited to the original Innovation workshop (to develop the scope and criteria), and all applicants to both funds. The results of this survey can be found in Annex 1. We asked for feedback from people participating at the cross-party panel meetings, representing the community.
12. Direct contact was made with the first cohort of successful Innovation Fund applicants to acquire specific feedback on progress to date and future plans. The results of this can be found in Annex 2. We also included a general update on successful applicants from cohort 2 and 3 of the Innovation Fund. Meetings were held with internal departments involved in the grant process and with our operational colleagues.
13. Mapping process – we have devised a map reflecting where the currently funded services from the Innovation and Sustainability Funds are based. The map can be found here:
https://drive.google.com/open?id=1veRqygprVtUBfJUg8aYX2wAqd5i_nYgu&usp=sharing Code: Blue - Innovation Funds and Orange - Sustainability Funds.

Outcomes of the review

14. An overview of the **workshop** feedback:
- Repetition of questions within the application form, asking the same thing but worded slightly differently
 - Criteria for Innovation Fund is not clear, is it new and innovative or an add on to existing services?
 - Transport remains a key problem for many services, we offer services but then struggle to get suitable transport for people to attend
 - Can we apply for funding relating to transport ideas?
 - A word count for each question would be helpful
 - Wording can be off putting – keep it simple
 - Self -sustaining - most services struggling to cover costs and feel added pressure to become self-sustaining, when it feels like an impossible task.

- Can you offer a clear explanation of the types of groups that could apply? Is it Adults and Older People or could it be groups impacted by Mental Health, Autism and Physical Disabilities?
 - The 3-year plan is off putting and are we held to account for any information included in this?
 - An opportunity to receive detailed feedback if unsuccessful would be very helpful
 - It felt overwhelming to present our ideas at the cross-party panel, with an average of 12 people on the panel – the Innovation Fund.
15. An overview of the **online survey** feedback:
- Several thought that the same questions were asked several times or that many of the questions repeated themselves in different ways, making it necessary to write multiple answers for what was essentially the same question
 - Some considered that it might have been useful to include examples of projects that would not be approved for funding
 - More information would be helpful on who can apply. Make it clear that individuals are eligible to apply as well as organisations
 - Some misunderstanding on the length of time for funding offered was evident
 - The use of the term 'research evidence' seems onerous, as this appears to indicate the need for a wide knowledge of local statistics and trends. More explanation of what is required would help – e.g. what depth of research is expected? Contributors acknowledged that evidence can be found in local plans, etc, but is this what is being asked?
 - Project monitoring expectations were a concern for some. Examples of this would be helpful and the criteria could form part of the agreement from the start, so groups know what is expected in advance
 - Request for a 3-year business plan was off-putting for many. Again, clarity of how much information is expected would be helpful
 - Overall, the application form, process and payment are relatively simple in comparison to other bidding options.
16. An overview from **panel members** representing the community:
- Found it rewarding to be part of the assessment and recommendation process
 - Panel representatives felt that presentations were often being addressed to the Councillors in the room
 - Panel representatives found some of the jargon and words used inappropriate for the levels of communication in the room, having to ask the presenter to explain what certain words meant
 - Too much paper being printed out, can we simplify the application and adapt to meet all communication needs of the people on the panel?
 - Can we start the panel later in the day, to allow people travelling by public transport to use their concessionary travel passes?
 - What checks have been made on applicants prior to being considered for grant funding? We (the panel) put our trust in the information contained within the application form
 - To continue with presentations at the cross-party panel when applying for the Innovation Fund

- What monitoring does Oxfordshire County Council complete throughout the funded period for successful applicants?
 - Can we have the monitoring form at the beginning of the funding period so that we know what is expected?
17. An overview from the **first cohort of successful applicants** to the Innovation Fund:
- The successful applicants have delivered what was proposed in their original applications
 - One bidder did not accept an award because they were unsuccessful in other bidding and this impacted on their financial stability to set up and provide their proposed service
 - Concerns around how long it takes to receive the funding once agreed by Cabinet, quite often the service was being delivered but the funding hadn't been received
 - Most had spent money on advertising materials only to be informed at a later date (in the grant agreement) that Oxfordshire County Council logos should be included, incurred additional re-printing costs and unaccounted for expense.
18. A general update on the progress of the **second and third cohort of successful applicants** to the innovation Fund:
- All of cohort 2 applicants are underway with providing new and innovative opportunities for daytime support
 - Cohort 3 applicants have yet to receive their grant funding; this should be paid in June 2019
 - One bidder confirmed that they are not able to deliver the proposed service based on being awarded 60% of the amount they requested and have therefore declined the funding
 - One other applicant has since decided that they can scale down their project and accept the 60% of the amount they requested
 - Successful applicants would like to find a way to receive their funds quicker, once Cabinet has made their final decision. They are often providing the service or taking steps to provide the service but do not have the funds readily available to support set up costs.
19. An overview of feedback from **Internal teams**:
- Suggestion that a timeline is shared with all key teams so that they are aware of the timeframes where their input will be required
 - To re-design the application form to support the transferring of information to the legal agreement
 - To find a way to make the payments process quicker and remove the need for a supplier to raise an invoice
 - To complete comprehensive accreditation checks for all services shortlisted
 - When applications are received from existing services, we do not have their monitoring information for the fiscal year because it is expected at the end of

the funding period, suggest that a summary or breakdown of costs is included in bid application

- To include a representative from the Innovation Team when completing the officer scoring process

20. An overview from **operational colleagues:**

- More internal communication about successful funding and areas where this has gone to – we would like to link this to internal resources walls.
- To align with a placed based approach used by operational teams
- To link the publication of grant awards to the quarterly locality briefing meetings

Equalities Implications

21. The equality and inclusion implications of the strategic direction for daytime support and its implementation was set out in the 24 January 2017 Cabinet papers. This included a Service and Community Impact Assessment, included at Annex 3.
22. Equality and inclusion implications have been considered. The proposal to offer grants to community and voluntary sector services is only thought to confer a benefit on those with a protected characteristic and there is no adverse impact on those individuals.

Risk Management

23. The risk management implications of the strategic direction for daytime support and its implementation were set out in the 24 January 2017 Cabinet papers. These papers are available on the council website.

Communications

24. We have publicised good news stories based on several successful applicants from both grants.
25. Potential applicants and people involved in the review of the Innovation and Sustainability Funds will be made aware of the changes prior to both grants opening on August 12, 2019.

Key dates

26. The key dates are as follows:

Opening of the Innovation and sustainability Funds	12 th August 2019
Closing date	20 th September 2019
Proposed Cross party panel dates	7 th , 8 th , 9 th 10 th October 2019
Cabinet	21 st January 2020

Recommendations

27. Our review of the process and criteria of the delivery of the previous rounds of this funding, together with the feedback received has supported the revision of the Innovation and Sustainability Funds, and our proposal for the following recommendations:

Process

- (a) Approve the revision and rewording of the Innovation and Sustainability Funds application forms using Plain English
- (b) Approve the introduction of a pre-panel scoring process, to meet increased demand for both funds and to ensure that applications meet agreed criteria
- (c) Approve four cross-party panel meeting days to fully consider applicants to the Sustainability and Innovation Funds

Information

- (d) Approve the use of digital communication and the recently devised map demonstrating where Oxfordshire County Council currently funds daytime support services across Oxfordshire

Finances

- (e) Approve the phased introduction of three-year grants for Sustainability Fund funding, reducing the burden on applicants and improving voluntary sector sustainability
- (f) Approve the opening of the next round of funding on 12th August 2019, to cover 1 April 2020 to 31 March 2021
- (g) Approve a requirement that funding offers should consider if it is viable to offer a percentage of the requested funding amount and any potential impact
- (h) Reallocate £5,865, previously awarded and declined, to the next round of the Innovation Fund

LUCY BUTLER
Director for Adult Services

Documents

Annex 1 – Innovation & Sustainability Funds Review Report – May 2019
Annex 2 – Innovation Fund Feedback from First Cohort
Annex 3 – Service and Community Impact Assessment

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June 2019

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Engagement Report

Innovation and Sustainability Grant Funding Review 2019

April-May 2019

Adrian Chant
Engagement Team

Rebecca Lanchbury
Commissioning Officer

1. Purpose of this document

This document is a report following a period of engagement with those organisations and individuals who were involved with the council's Innovation and Sustainability Grant Funding rounds in 2017 and 2018.

2. Timescale

Oxfordshire County Council carried out engagement activities from 8th April until 13th May 2019

3. Process and Methodology

An online engagement method on the council's e-consult portal was primarily used, which invited organisations and individuals to answer and comment on 14 questions about the grant funding process, criteria and application forms used in 2017-18.

A link to the consultation was sent out to 84 individuals who either applied for funding individually, or on behalf of their organisations (whether successfully funded or not) or expressed an interest in applying.

A workshop was also held on 9th May to allow for face-to-face discussion, commentary and questions to be raised. This was attended by 14 representatives from 10 funded organisations, together with two council officers and two county councillors who all had been part of the appraisal, selection and decision making processes.

Feedback was additionally sought from those service users and carers who participated in the cross-party panel, as part of the funding decision process.

4. Background

As part of the **daytime support review** in 2017, Oxfordshire County Council introduced grant funding to support the continuation and development of community and voluntary sector daytime support opportunities, for people aged 18 and over, in Oxfordshire; these funds included the **Innovation Fund** to support new initiatives and the **Sustainability Fund** to support existing services.

The Innovation Fund, £100,000 per year, has provided one-off grant funding to support the establishment of self-sustaining projects, delivering new opportunities for people in Oxfordshire. The Sustainability Fund, £250,000 per year, has provided grant funding to support the continuation and development of daytime support opportunities, which need this support, whilst supporting all to increase self-sustainability

The main aims of the workshop and online survey were to:

- Review the application form
- Reflect on and review the grant criteria and guidelines
- Provide the opportunity to listen to ideas and work with individuals and organisations to understand where the grant funding and process can be

improved, in order to support the continuation and development of existing services and in developing new, self-sustaining opportunities

- Review the geographical reach of current services and to identify gaps in the provision of services available

With a view to the feedback, comments and questions raised helping to shape the future of the funding and how the council can best deliver these appropriate grant processes in future years.

5. Summary and key themes

The online survey received 15 completed online questionnaires. There were additionally 7 incomplete responses which have not been included in this summary as they did not contain useful data.

The workshop produced a range of recorded comments which fall broadly in line with online responses and which have been included in this summary.

Key messages

The following are the central messages received from responses to the questionnaire, with additional commentary derived from discussions which took place during the workshop. Feedback and comments about the Innovation Fund make up approx. two thirds (66%) of overall responses – see ‘Summary Data’ for a breakdown of the statistics.

Innovation Fund & Sustainability Funds – application forms and guidelines

The main themes centred around improving the clarity of information being requested on the application form:

- Several thought that the same questions were asked several times or that many of the questions repeated themselves in different ways, making it necessary to write multiple answers for what was essentially the same question
- Some considered that it might have been useful to include examples of projects that would not be approved for funding.
- More information would be helpful on who can apply. Make it clear that individuals are eligible to apply as well as organisations
- Some misunderstanding on the length of time for funding offered was evident
- The use of the term ‘research evidence’ seems onerous, as this appears to indicate the need for a wide knowledge of local statistics and trends. More explanation of what is required would help – e.g. what depth of research is expected? Contributors acknowledged that evidence can be found in local plans, etc, but is this what is being asked?
- Project monitoring expectations were a concern for some. Examples of this would be helpful and the criteria could form part of the agreement from the start, so groups know what is expected in advance
- Request for a 3-year business plan was off-putting for many. Again, clarity of how much information is expected would be helpful

Positives

- Support from OCVA and the Community information Network was considered to be very helpful.

Addendum 1 - Innovation & Sustainability Funds review report May 2019

- Others said the application was all fairly straightforward, however it was thought the information and guidance could have been formatted differently in a less text-heavy, and more reader friendly format
- Really help to have a named person at OCC who could be contacted throughout the application process
- For most applicants any award of funding is appreciated for an existing service. However, a new start up may be unable to proceed if they are awarded less than they have requested, due to specific start-up costs and usually slightly higher in the first year, as they include one-off costs.

Suggestions:

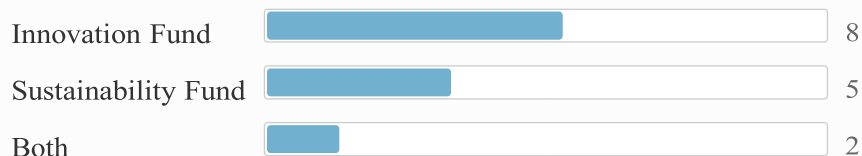
- Transport, as always, was a large concern. Applicants would like an element of funding to be built into the criteria. It was not fully understood why this is excluded as OCC policies are not clear on how transport issues can be resolved at a local level.
- There was much support for holding a workshop(s) at the time of launching new rounds of funding, hosted by OCVA, with specific guidance and assistance with the actual bid writing. Also, in a mentoring role as applications are progressed.
- More information on the demographic and geographic spread of existing OCC services, together with services receiving Innovation and Sustainability funding
- Avoid all jargon. e.g. 'Sustainability' is difficult for some to comprehend
- Make all publicity and promotional requirements clear from the start, with expected timelines. This aspect should be co-ordinated between funded organisations, the press and OCC
- Make the layout of the forms clearer to allow for those submitting applications on paper, with variable handwriting. Not everyone can use computers.

Summary data of all responses to the online questionnaire

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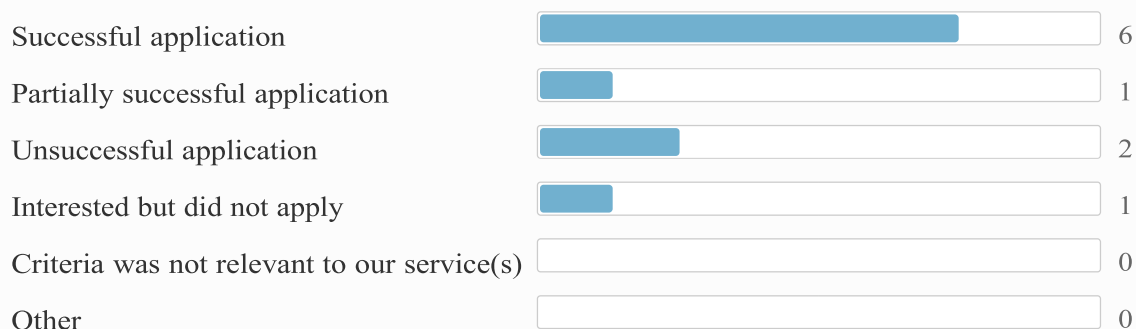
Q1

Please let us know which type of grant funding you applied for, or in which you had an interest



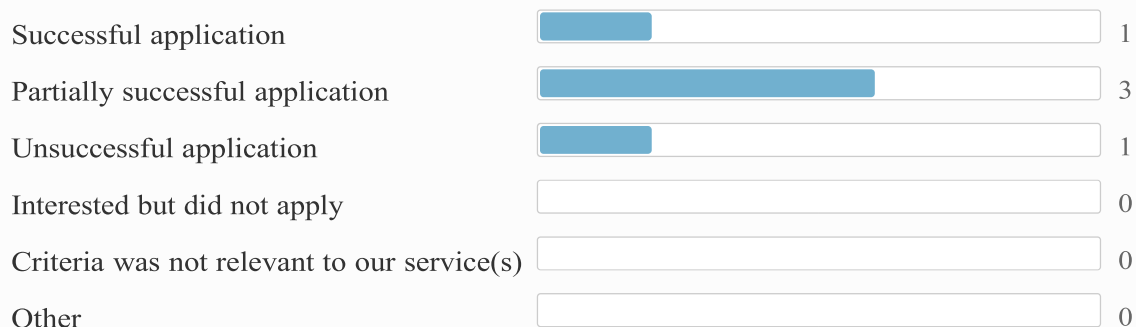
Q2

From receiving information about the **Innovation Fund**, what was the result?



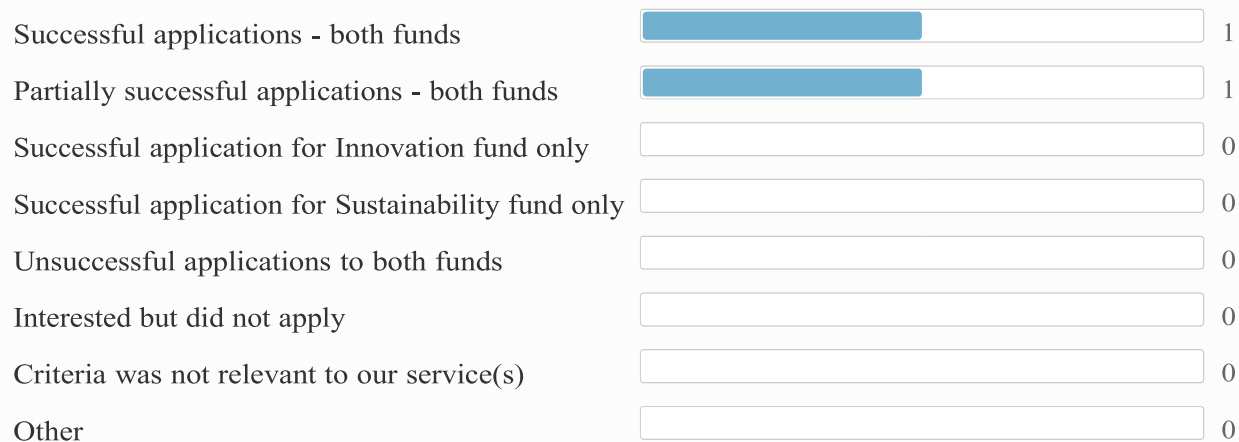
Q3

From receiving information about the **Sustainability Fund**, what was the result?



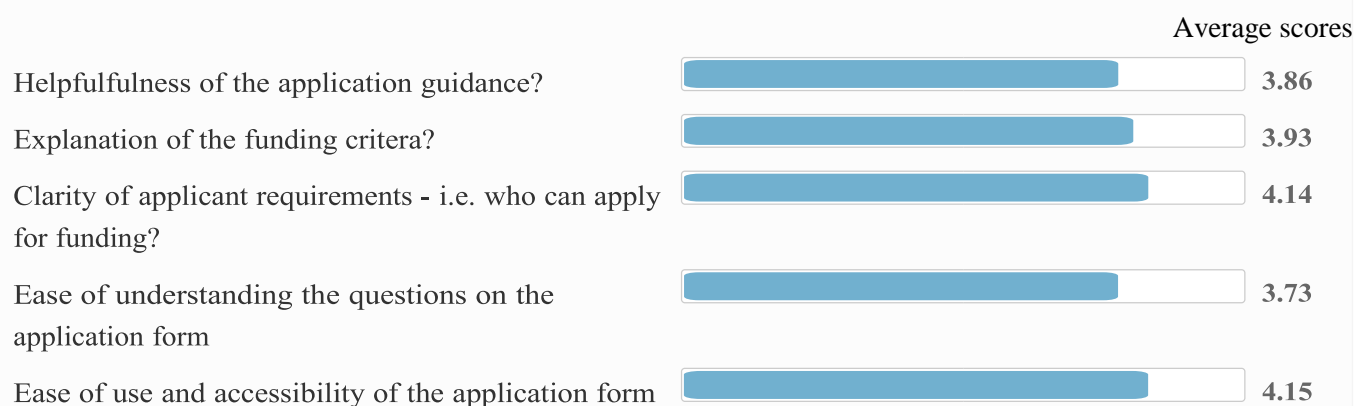
Q4

From receiving information about both the **Innovation and Sustainability** Funds, what was the result?



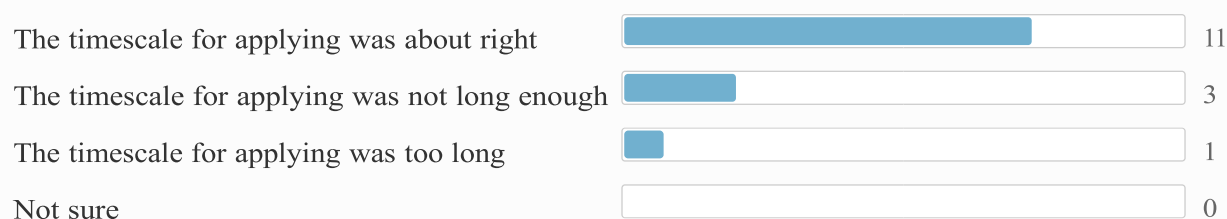
Q5

This question is about the application information and the application form for both Innovation and Sustainability funding. How would you rate the following? Where 0 = poor and 5 = excellent



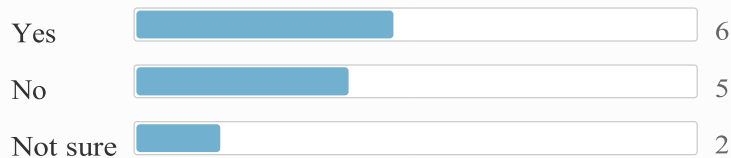
Q6

What is your opinion about the timescale we provided for the application process?



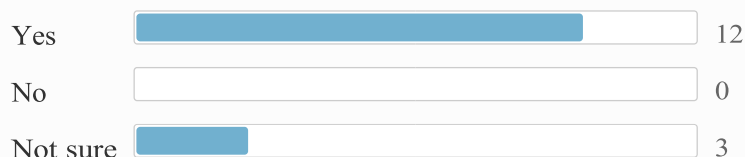
Q7

If you were awarded a grant, was sufficient information provided at the time of the award notification about the next steps and expected timescale for implementation of your project/service?



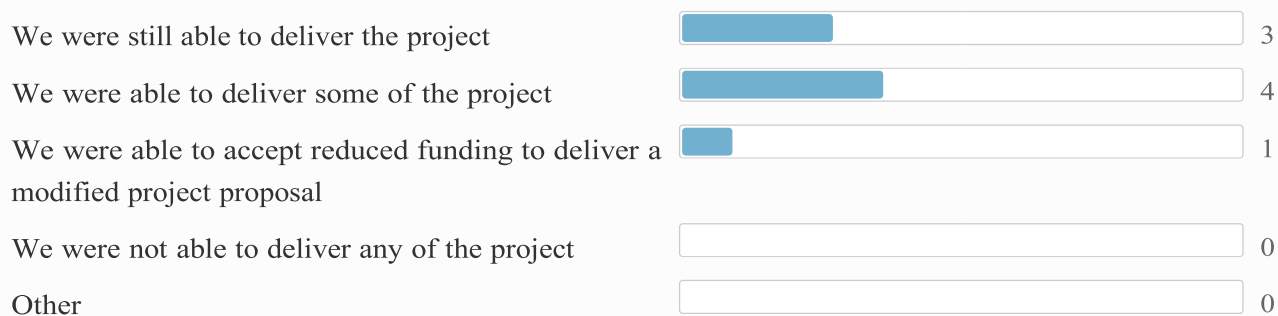
Q8

Would you find it helpful to know where the Council currently funds services in Oxfordshire?



Q9

If you were awarded a grant, but not for the full amount you applied for, what impact did this have on your project?



Q10

If you were invited to present your idea to the cross-party panel, did this feel helpful to your application?



Addendum 1 - Innovation & Sustainability Funds review report May 2019

We would prefer that the selection process did not include a presentation	<div><div></div></div>	0
We were unable to take part in the presentations	<div><div></div></div>	1
Not applicable (only relevant to The Innovation Fund application process)	<div><div></div></div>	4

Q11

Is there specific information or support from the Council that would help once you have received the grant funding and your project has started?

There were 3 responses to this question:

- 1) I don't yet have any information on what the monitoring and evaluation requirements are - that would be very useful! We did actually build in our own process which is probably more detailed than would be required by the funder, but nonetheless, it's important to know that we meet the funder's expectations
- 2) Having Rebecca Lanchbury to contact is already very helpful, thank you. Knowing that one could approach OCVA for advice would also be helpful
- 3) It is quite difficult to recall, though I have already mentioned that the process for registering our group with the body administering the fund was not clear

Q12

Was the financial information and guidelines that we provided about the grant easy to understand and sufficient for you to compete the application process?

Yes	<div><div></div></div>	11
No	<div><div></div></div>	3
Unsure	<div><div></div></div>	0

Q13

Does the current application form allow you to fully explain and describe your project and service?

Yes	<div><div></div></div>	11
No	<div><div></div></div>	3
Unsure	<div><div></div></div>	1

Q14

Do you have any other comments, suggestions or ideas that would help you: as an applicant for the funds, as an interested individual or organisation?

There were 6 responses to this question:

- 1) To give a better explanation of why we did not get full grant applied for. To offer more than one year funding.
- 2) The application generally provides the flexibility to detail the reasons for the funding requirement and also the justification for requesting it. As such it is judged to be sufficient and not too complicated.
- 3) When we were unsuccessful with the second application (where we were not the lead applicant), we felt frustrated that a project we understood did meet the criteria, had been rejected with no useful feedback. Also, if the council felt this was a good project regardless, some discussion following the funding decision that might suggest alternative sources of funding would have been useful
- 4) I would just like to be kept aware of funding that is available in the future as our Day Centre is so successful and it has been possible with the funding we have received in the past.
- 5) We would be most grateful if the County Council would increase the funding for Day Centre, as it is very difficult to apply for funding for ethnic minorities.
- 6) Having gone through the process, I think the application could be re-designed to be more visually appealing and user friendly, with longer word counts for groups to be able to explain their project more fully. I do think the presentation to the panel was a really valuable part of the process and a positive one for the applicant, and hopefully for the council too.

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Addendum 2 – Innovation Fund Feedback from First Cohort

Innovation Fund – Cohort 1

Group/Service Name	Feedback
Witney Day Centre	<ul style="list-style-type: none"> ○ The minisubs has offered improved transport options for people already attending or wishing to attend the centre, ○ We have been able to offer trips to other day centres to link up with them, ○ The funding has enabled the service to offer its provision to a wider geographical area, having our own transport has enabled us to support a larger number of people to get to and from the centre.
OCCAC	<ul style="list-style-type: none"> ○ We have been able to organise the following activities since we received the grant: <ul style="list-style-type: none"> - Origami, Chinese calligraphy, Karaoke, Peking Opera singing, Chinese music instrument playing, Chinese cultural dances, community choir as well as Mah Jong and Chinese chess tutorials; - Visits to different Community/Memory/Dementia Cafés in Oxfordshire run by Restore, Alzheimer's Society, John Radcliffe Hospital, Dementia Oxfordshire, Oxfordshire Age UK, St Clements' Church and St Margret's Institute to meet other service users, share good practice and improve integration; - A special day trip to Portsmouth for elderly and carers on 7th April 2019; - Encouraged our elders to grow fruit and vegetables at home and in our community allotments at Elder Stubbs. ○ Funding is becoming increasingly difficult to source and secure in terms of becoming self-sustaining.
Green Pastures	<ul style="list-style-type: none"> ○ Green Pastures has been able to offer the monthly Nostalgia Cafe as we set it out in our application for Innovation funding in June 2018. The Nostalgia cafe opened in October 2018 and has run once a month since that time. We have averaged 18 to 20 visitors at each cafe. Our visitors are usually 9 or 10 pairs, each pair consisting of a person with Dementia and their

	<p>carer.</p> <ul style="list-style-type: none"> ○ Before we put in our application we did do quite a lot of research on what was available for those living at home with dementia and their carers in the Banbury area. This meant that we could choose a format and a day and time that did not clash with other Dementia focused activities in the area. It also meant that we contacted carers who quickly spread the word about the new Nostalgia cafe. ○ The venue is very important. Green Pastures opened its new Home in 2017 and designed it with a large, light atrium area which could be used for community activities like the Nostalgia cafe. Our visitors with Dementia particularly like this space and frequently comment on how much they like it. I recommend that good consideration is given to whether the venue is suitable for a project before a grant application is made. ○ Our volunteers are hugely important to the success of the Nostalgia cafe. We have a team of 7 volunteers so that we can have at least 4 present for each Nostalgia cafe in addition to the one paid member of staff. Money from the Innovation grant funding was used to ensure that our recruitment process for volunteers was appropriate and robust. The grant funding paid for all our volunteers to be DBS checked. The Innovation Fund grant provided dementia training for our volunteers which not only gave them the skills and knowledge they needed but also started team building. One volunteer commented “It is a real pleasure to volunteer at the Nostalgia cafe. I think it is going really well and it is lovely to see the carers chatting to each other and everyone entering in.” ○ For the first six months we had a dementia friendly activity at each Nostalgia Cafe. These ranged from Reminiscence of Old Banbury, to a Sing along, art and craft and Boccia! We found that the art and craft was not very popular especially with our visitors with dementia so now we focus on the activities that the visitors really enjoy even if this means we don’t have an activity every month.
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	<ul style="list-style-type: none">○ I was not confident that we had been successful in gaining an Innovation Grant after reading the Cabinet minutes for July 2018. This delayed our starting to get the publicity designed by three weeks. I do recommend that successful applicants for the Innovation grant funding are notified directly by email within 24 hours of the cabinet decision that they have been successful so that this sort of delay in getting started can be avoided.○ We received our contract with the terms and conditions for the Innovation Grant only one month before the first Nostalgia cafe opened. By this time the publicity designs had been approved and had gone for printing. It was at this point that we saw the requirement for the “supported by Oxfordshire County Council logo”. This meant that we had to go back to the graphic designer to get the publicity redesigned with the OCC logo included and then a reprint done of all the publicity. I do recommend that terms and conditions of the Innovation Grant funding are sent to successful applicants within a couple of weeks after they have been told that they are successful so that they can ensure that they comply with all the OCC requirements in all their planning and publicity.○ The Nostalgia cafe has made me realise that caring for someone with dementia at home is often very difficult. We have had carers shedding tears and quietly telling us that they are finding it hard to care for their relative with dementia. We always have enough volunteers so that they have time to sit and chat with person with dementia or with the carers. We also have a support agency present at the Nostalgia Cafe. These are Dementia Oxfordshire, Age UK and Carers Ox, one comment from Dementia Oxfordshire in January was “I will be at the Nostalgia cafe in February. I have heard good things about your cafe from clients and am really looking forward to it. We have seen two daughters hugging each other after sharing with each other their experiences of caring for a mother with Dementia.
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	<ul style="list-style-type: none"> ○ One comment from a lady with Dementia in the early days of the Nostalgia cafe was “My daughter says that it is time to go home now. I just want you to know that I don’t want to go home, I have had such a lovely time here.” ○ Green Pastures would very much like to continue the Nostalgia Cafe once the Innovation Grant funding ends in September 2019. We are planning to apply for Sustainability Funding in September 2019.
Age UK	<ul style="list-style-type: none"> ○ The funding has supported our plan to deliver cultural experiences for people in Oxford. ○ Over the past 12 months, we have: <ul style="list-style-type: none"> - Produced agreed terms of reference and action plan - Delivered 6 bi-monthly Age Friendly Network meetings - Delivered 4 specific training sessions based on needs of network members - Produced a cultural brochure for older people - Co-ordinated a joint creative response to the Age of Creativity Festival for October 2018 and May 2019 - Commissioned 6 exploratory meetings that focus on developing a response to specific gaps in delivery - Created a support network of members to respond to local and national commissioning/funding opportunities
Marston Gardening Community	<ul style="list-style-type: none"> ○ Our inaugural year has gone exceptionally well. We started off with some very successful seed and plant swaps, followed up by some lovely planting of flower pots and hanging baskets, all recycled and reused containers! This was

	<p>followed by a wonderful autumn harvest of local fruit and vegetable crops, which were swapped and donated to local residents. We helped clear and tidy several elderly residents' gardens.</p> <ul style="list-style-type: none"> ○ The 2 biggest projects of this last year were planting thousands of daffodil bulbs around the village, and the formation of a new community orchard, ably assisted by the pupils of St Nicholas primary school. Bulbs were planted round St Nicholas church, Mortimer Hall Recreation playground and in the orchard. The orchard has 12 fruit trees, 5 apple, 2 pear, 2 cherry, 2 plum, and 1 fig tree, which was planted by the Lord Mayor of Sheffield.! :-) The orchard was truly "blessed" by a wassailing event in January, attended by over 50 people, including pupils, parents and staff from St Nick's school. ○ 2 other projects MCG has accomplished in the last year are filling in holes and carrying out re-turfing repairs to Mortimer Hall Recreation ground and doing a major overhaul of the Mortimer Hall Preschool Nature Garden. ○ Held 5 committee meetings + an AGM in Feb ○ Organised 15 work parties to carry out various projects... ○ Attended 14 other events, either representing MCG, or supporting other community projects, e.g. Oxford's Library of Things, and Cuttleslowe Community Wood. ○ Completed 107 work hours ○ Supplied 8 compost bins to local households to encourage home composting, to reduce load on City Council. ○ Planted or handed out 175 trees in Marston, including on Parish Council land, The Red Lion pub, St Nicholas Church vicarage, St Nicholas Primary school and New Marston Primary school, and to 26 residents. Coming year. ○ More bulb and wild flower planting to help insects and pollinators, and many more trees to capture carbon, mitigate climate breakdown, improve air quality and reduce summer air temperatures in the city, but especially in and around Marston. ○ We have struggled to find a suitable lock up due to us being a community group and not meeting the criteria for what is an empty storage space that could be rented from the
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Addendum 2 – Innovation Fund Feedback from First Cohort

	District Council.
Faringdon Sensory Garden	<ul style="list-style-type: none"> ○ This project didn't start due to the dependence of other funding which wasn't awarded. Awarded amount has since been declined.
My Life My choice	<ul style="list-style-type: none"> ○ Internal staff changes meant a slower start to getting up and running but it has proved beneficial in the long run as this person was able to bring new ideas to the project. ○ We have been successful in matching volunteers with people who have similar interests, including cultural and religious beliefs. ○ It did prove a challenge to recruit volunteers but with improved advertising and publicity, we have been very successful. ○ We have trained volunteers and some Gig Buddies with LD, who can now provide support to a person wishing to attend an event or area of interest. ○ It was important for us to link with other local organisations and share experiences and to network to recruit volunteers to match with Gig Buddies. ○ We would have liked a contract earlier on in the process as we were not confident that the funding would materialise until it was in our account – things can change.

Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:

Social and Community Services, Joint Commissioning

What is being assessed:

Proposed options for daytime support

Responsible owner / senior officer:

Benedict Leigh, Lead Commissioner, Adults

Date of assessment:

October 2016, updated January 2017 following public consultation

Summary of judgement:

In developing our understanding of the needs for daytime support in Oxfordshire we listened to over 600 people who use daytime support, their carers, as well as providers of care and support, and community groups. People told us their priorities, and we took these into account in developing a new, sustainable model for daytime support. We have now consulted on this model and options for delivering it and over 1000 people have shared their views. This assessment is of the recommended way forward.

There are potential positive impacts of the proposed model, enabling a daytime support offer which is sustainable and fit for the future in a challenging financial context. It introduces support for the development of new opportunities, offers a more flexible council-provided service, providing a range of support options to meet different needs as well as directly delivering transport to people who are eligible for this support.

There are potential negative impacts for some people with daytime support needs and their carers resulting from a reduction in funding for community and voluntary support and associated transport, and the replacement of council-provided Health and Wellbeing Centres and Learning Disability Daytime Support Services with a new countywide, flexible Community Support Service.

This is particularly likely to impact on people with the protected characteristics relating to age, disability, gender and ethnicity. However, the model includes a number of mitigations to this, including support and sustainability funding for community and voluntary services, and personalised transition support for people who are affected by the changes.

This is also reflected in mitigating the potential impacts on providers; we will offer support to enable community and voluntary provided daytime support services to transition to more self-sustaining models, as well as funding to those that are in areas of greatest need. We anticipate potential negative impacts for some staff,

particularly in the council's daytime support services. We will mitigate this through a staff consultation process, alongside staff support.

Detail of Assessment:

Purpose of assessment:

This assessment considers the impact of the proposed model for daytime support in Oxfordshire. The assessment considers the possible impact on the local population, whether this could impact differently on specific groups, and how the impact could be mitigated.

This assessment considers the possible impact of the recommended model, which has been amended in light of feedback received during the public consultation. The full results of the consultation are set out in the Consultation Report, and the recommended model in response is set out in the associated Cabinet paper.

This assessment also fulfils the council's requirements under Section 149 of the Equalities Act 2010, as set out below:

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

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

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

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

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

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

These protected characteristics are:

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

Social Value

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934¹ might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract.

Context / Background:

We carried out a review of daytime support for people aged over 18 in Oxfordshire. The review focused on understanding the needs of vulnerable people for daytime support, specifically support to meet eligible care needs and support that prevents care needs escalating.

The review started in March 2016 and involved engagement work with more than 600 people currently using services, and their carers. It also involved detailed modelling work and appraisal of a range of options.

It covered voluntary and community provided daytime support, health and wellbeing centres, learning disability daytime support services, and the associated transport arrangements. This review was linked to: the review of respite services and the Oxfordshire carers' strategy and carers' personal budgets review.

The purpose of the review was to:

- Identify the needs of the population of Oxfordshire for daytime support
- Describe Oxfordshire County Council's aims in relation to daytime support
- Propose a model and options for future daytime support that meet the council's aims, statutory needs and are in the context of the current financial resources

¹ [EC Procurement Threshold for Services](#)

The public consultation on the proposals resulting from the review, took place in autumn 2016. Over 1000 people responded, sharing their views on the proposed options and their potential impact. Further information is available in the associated Consultation Report. The recommended way forward in response, is set out in the associated Cabinet paper. Further detail on our response to points raised during the consultation is set out in the Response to the Consultation. This assessment is of the recommended way forward.

Proposals:

Personal budgets for everyone with eligible needs enabling choice between a range of voluntary sector, private sector, and county council services.

Open access tailored support for more vulnerable people delivered through the Dementia Support Service, which will continue to provide support to people with dementia and their families through Dementia Advisors, and the Wellbeing and Employment Service, which will continue to provide support to people aged over 18 with learning disabilities, autism and physical disabilities.

Supporting people to **live well in the community** through: information and advice; council services such as our bookable transport service, The Comet; and voluntary and community sector support. This includes grant funding – an Innovation Fund for the development of self-sustaining projects, and a Sustainability Fund for the ongoing delivery of targeted daytime support opportunities in areas of high need in the county; and other support including advice and support to develop self-sustaining models, and support to develop Good Neighbourhood Schemes.

A **council-provided**, countywide, flexible **Community Support Service**, which people can choose to purchase using Personal Budgets or self-fund. This service would replace our Health and Wellbeing Centres and Learning Disability Daytime support Services. It will support people with a wide range of needs for daytime support, including older people, people with learning disabilities, people with physical disabilities and people with dementia. It will provide transport integral to the service, to people eligible for transport support. It will be delivered from 8 buildings, in Oxford, Banbury, Didcot, Witney, Bicester, Wantage, Abingdon and Wallingford. These will provide multi-functional spaces, and deliver individual and group support, using facilities available at the base as well as in local communities.

Further information on this proposed model of daytime support, including costs, is available in the Cabinet paper.

Evidence / Intelligence

The public consultation launched on 1 November 2016 and closed on 20 December 2016. More than 1000 people responded. A wide range of people took part, including people who use services, carers, providers and professionals. The analysis and full Consultation Report was undertaken by The Campaign Company; available as part of the associated papers.

The key messages from the consultation were: concerns about funding changes to familiar and trusted services; and the impact of the reduction of centres and staff on the quality of services experienced by people who use services. There was some support for the building-based Community Support Service.

There was concern about the changes to transport and the importance of accessibility of services was emphasised. There was also an emphasis on the need for transition time and resources for currently funded services.

Key needs that were highlighted in addition to those already outlined included: carers' opportunities for work, the importance of routine and security, as well as independence and stimulating activities for people using services; and access to expert support. Specific references were also frequently made to the needs of people with autism.

Concern was expressed that people who are not classified as 'vulnerable', but who rely on daytime support centres, will be disproportionately affected. Many people also raised that there will be a specific negative impact on carers, due to less respite as a consequence of fewer centre-based activities.

The final proposals reflect this feedback, and are intended to mitigate for these potential impacts.

Further information about people's needs for daytime support, and current use of daytime support, is available in the Report of the Review of Daytime Support, in the associated papers.

Alternatives considered / rejected:

This review followed the joint budget that was set by the County Council in February 2016 and committed a review of Oxfordshire County Council Health and Wellbeing Centres and community and voluntary sector provided and Oxfordshire County Council part funded daytime support for older people (tier 2) to save £1 million. It has taken place in the context of the council having £15.2 million of unidentified savings to make between 2017/18 and 2019/20.

The savings proposals previously considered and rejected were: ceasing to provide Health and Wellbeing Centres mostly for older people; ceasing £992,000 of grant funding to tier 2 community and voluntary daytime support services mostly for older people; and ceasing to provide associated transport.

The review looked at daytime support for all adults in Oxfordshire, as daytime support is an important part of the lives of many older people, people with dementia, people with learning disabilities and people with physical disabilities. It provides vital links to the community that help people to live independent and fulfilling lives. We want to ensure it meets a wide range of needs and is fit for the future and sustainable over the longer term, in a challenging financial context. Leaving current arrangements unchanged was not an option, as the current model does not meet the

full range of needs for daytime support, people's changing aspirations, and the challenging financial context.

The proposed model offers support to enable people to live well in their communities, offers additional tailored support to vulnerable people to increase their wellbeing and live as independently as possible, and provides a core service to people who have assessed eligible needs for support.

The options proposed for meeting people's assessed eligible needs for support acknowledges that as more and more people in Oxfordshire with assessed eligible needs have been able to choose how to use their own personal care budgets, there is a great deal more choice of services on offer. We considered the option of moving all the provision of daytime support into the community and voluntary and private sectors. This would have been funded via personal budgets. However, this was not taken forward, on the basis that a council provided service could act as a provider of last resort, mitigate the risks of market failure and of specific provider failure, and increase the choice available to individuals.

In developing the options for the Community Support Service proposed, we took into account the priorities and ideas shared by the working group of people who use daytime support services and carers. Priorities included ensuring a flexible range of support and facilities to meet people's needs, and opportunities for people to take part in stimulating activities – further information is available in the appendices to the Report of the Review of Daytime Support. Modelling work was also carried out to explore different options. Further information on the options explored is provided in Appendix 6 - Methodology for determining council provided Community Support Service.

We consulted on two options for delivering the Community Support Service: a building-based model or a mixed-model. The option of a mixed-model for delivering the Community Support Service has not been taken forward, as a preference was shown for the building-based service option.

Impact Assessment:

Impact on Individuals and Communities:

The reduction in funding for daytime support, if it results in a reduction in the availability of service, may have an adverse impact on people using these services and their carers if there is no suitable mitigation in place. The main risks and mitigations are detailed below.

Further information is also available in the associated papers.

People using currently funded tier 2 services – community and voluntary daytime support services

We will replace our current annual funding for 47 community daytime support services of £992,000 a year, with grant pots which services could bid for under the following two categories:

Sustainability fund - We will provide grants to enable the ongoing delivery of daytime support services in areas of high need.

Innovation fund - We will provide one-off grant funding to establish self-sustaining projects to fill gaps in services.

We will offer support to voluntary and community organisations to become self-sustaining, and communities to develop local solutions, through the community and voluntary sector support we fund.

We will work with affected services to find alternatives to current transport arrangements, including offering our bookable transport service (The Comet) and supporting the development of Good Neighbour Schemes.

These mitigations are designed to reduce the likelihood of a reduction in service availability, and thus potential adverse effects.

People using currently provided tier 3 services – Health and Wellbeing Centres & Learning Disability Daytime Support Services

The Community Support Service will replace our Health and Wellbeing Centres and Learning Disability Daytime Support Services. People could choose to purchase support from this council-provided, countywide, flexible service, using Personal Budgets or self-funding.

We understand that people are concerned about how the new Community Support Service will work in practice, and the potential impact of a reduced number of centres on the impact and quality of care that people receive. We address these concerns in the Response to the Consultation paper. In summary, we will ensure good-quality, person-centred support is provided by skilled and experienced staff; we will ensure that buildings are large enough to accommodate different requirements; we will ensure that people are fully supported through the changes; and we will ensure that everyone who is eligible for transport support receives this, irrespective of where in the county they live.

Transition

In the event that these changes are agreed to daytime support, transition support will be in place to ensure that people using current services are supported through the changes. Everyone will be offered the opportunity of an assessment, to determine whether they have eligible needs for support. Everyone who has assessed eligible needs for support will be supported to explore their options and decide how they

want their needs to be met in the future, in accordance with their needs, aspirations and resources. This will include a dedicated team of Oxfordshire County Council staff to support this, working with people using services and with their families and staff who know them well. There will be several months for our skilled and experienced staff in our current daytime support services to support people through changes.

The Community Information Network would prioritise working with people who have been attending Health & Wellbeing Centres and other directly affected services and have been assessed as not having eligible social care needs, or have decided not to have a social care needs assessment. They will assist these people to find alternative day time support in their communities, providing a 'bespoke package' of information and advice relevant to each individual. This could include choosing to buy a council service, befriending, transport, practical support from a good neighbour scheme, attending a local lunch club, or joining a local social group. This will ensure that people who currently benefit from daytime support opportunities but who are assessed as not meeting the eligibility criteria for support from the council, are still provided with personalised support to explore their options.

Through the transition support for community and voluntary sector daytime support services, we intend to encourage as many of these services as possible to decide to continue. As well as providing continuity for the people who benefit from them, this will help to ensure that various daytime support opportunities exist in communities across the county, including for people who are currently using council-provided services who may not choose to use the new Community Support Service.

Summary of risks and mitigations for people with daytime support needs

Risk	Mitigation
<p>There is a risk that, if the proposed new model for daytime support is not effective in enabling services to continue and in helping alternatives to develop and supporting people to use them, people's existing needs may escalate as a result of not receiving daytime support.</p>	<p>The proposed model includes support to enable community and voluntary support to continue and develop, as well as to support new self-sustaining initiatives to develop.</p> <p>The proposed options include support and funding to increase the range of support options available. This could have a positive impact, as support options are developed to reflect new or unmet demand.</p> <p>The council would also ensure people are aware of alternative ways to meet their care and support needs, through the information and advice proposals. The council will also ensure people who have eligible needs for care and support, are supported to meet them.</p> <p>The new council service will provide flexible, countywide support to meet a wide range of</p>

	needs. This could increase the suitability of support, to meet a wider range of needs.
<p>There is an increased risk of social isolation amongst people using daytime support services if the daytime support service remains open, but funding for transport to the centre is removed as this would limit access for those who rely on council-funded transport (e.g. adjusted minibuses for wheelchair users)</p> <p>There could be an increased risk of this in more isolated, rural communities without public transport links.</p>	<p>Transport support will be provided to everyone who is eligible for transport support, in accordance with their assessed needs. Information and advice will be provided to people using services about alternative sources of transport available across the county.</p> <p>Voluntary and community sector providers may be able to source transport to their services for people in need of this. The council will work with affected services to find alternatives. There will be a particular focus on supporting services which currently rely on council provided transport, to identify alternatives.</p> <p>The council will offer The Comet, our bookable transport service. The council will also facilitate the development of good neighbourhood schemes, which offer transport alongside befriending and practical support.</p> <p>Support will be targeted at most affected communities, and solutions tailored to their needs and local available resources.</p>
<p>There is an increased risk that people with lower incomes will be adversely affected, if community and voluntary provided services become more dependent on raising income from increasing charges. This could also apply to people using council services who are assessed as not having eligible needs, who could choose to self-fund this support or use alternatives.</p>	<p>The Sustainability Fund – yearly grants – will be targeted at enabling the ongoing delivery of daytime support opportunities which are in areas of high need in the county. We will determine this broadly, however we will take into account the index of multiple deprivation, as well as the information we hold on the sustainability of services, the needs and resources of the local community, and on how the service meets our aims for daytime support. This will mitigate the impact of the reduction in grant funding on services which would be most affected and least able to transition to more self-sustaining models of delivery, and therefore, people who use these services.</p> <p>Throughout the transition we will ensure the provision of information and advice, including on benefit checks and support available.</p>
<p>There is a risk that if daytime support services' support is reduced, carers may struggle to find suitable, sustainable</p>	<p>Assessments will be offered to all carers supporting people who use these services, and their needs for support met if they are eligible.</p>

<p>alternatives which make it possible for them to continue in their caring role. This will especially impact on carers who provide high levels of support, working carers, and carers with other responsibilities, for example caring for children. There is a risk that this could lead to the breakdown of caring relationships, with negative consequences for carers and the person they care for.</p>	<p>Work has taken place with carers to understand their needs within the context of daytime support and proposals have taken these needs into account.</p> <p>We will ensure that people with daytime support needs who need full days of support, and carers who need full days of respite, are able to access this. The Community Support Service will work flexibly, providing support to meet the needs of working carers and carers with other responsibilities.</p> <p>The transition support for community and voluntary sector services is intended to encourage as many of these services as possible to decide to continue. As well as providing continuity for the people who benefit from them, this will help to ensure that various daytime support opportunities exist in communities across the county, including for people who are currently using council-provided services who may not choose to use the new Community Support Service. This will also help to mitigate the potential adverse impact on carers, who benefit or would benefit from this local support.</p>
<p>There is a risk that people using council daytime support services are likely to have to travel further, as the number of locations is reduced.</p>	<p>The Community Support Service will provide countywide support, including on an outreach basis in local communities as well as in building bases. The building base locations chosen were partially modelled on reducing travel distances for people using daytime support services. The average journey would be 4.6km.</p> <p>Integrating the transport into the support service will mean shorter journeys for many people than now, and journeys will be planned flexibly according to individuals' needs.</p>
<p>People with particular conditions and needs could be particularly impacted, if the proposed model is not suitable to meet their needs.</p>	<p>The proposed model for daytime support provides a range of flexible options, to meet different needs.</p> <p>The Community Support Service will provide person-centred, flexible support from skilled and experienced staff. People with eligible needs with Personal Budgets can also choose to use these on a range of alternatives, including specialist support.</p>

	To address autism and dementia skill gaps, we will invest in increasing the capacity of the tailored services – the Wellbeing and Employment Support Service and the Dementia Support Service – to support people with autism, and to enable them to train other daytime support services in dementia support.
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Impact on individuals and communities – protected characteristics

The proposals could particularly impact older people and people with disabilities, who use daytime support. They could also particularly apply to women, as the majority of older people, and carers, are women. They could also particularly apply to people from ethnic minority groups, as more people with ethnic minorities are likely to have a disability. These potential impacts are not likely to be significantly different to those set out above, and therefore the mitigations set out above apply. We anticipate that people with the protected characteristics of gender reassignment, pregnancy and maternity, religion or belief (including lack of belief), sexual orientation, and marriage and civil partnership, are not at risk of being adversely affected by the proposals. There could potentially be a positive impact, as the proposals include support to new initiatives to develop – through the Innovation Fund – which could support targeted initiatives developed to meet particular needs.

Impact on Staff:

Risk	Mitigation
In the short-term, there is a risk that there will be an increased demand for services provided by the adult social care teams.	Effective transition planning will mitigate this risk. It will include the provision of additional staffing resource.
When we look at staffing needs and the structure for the proposed new Community Support Service, they are different from those in the current service. As a consequence of the proposals there are likely to be redundancies across day services and we are anticipating the need to develop new job descriptions.	<p>Following decisions on the overall future shape of daytime support, and as part of the decision-making process in developing the Community Support Service, the full impact on staff will be assessed and an appropriate staff consultation will take place.</p> <p>We want to keep as many people employed in permanent roles as possible and have suspended recruitment to permanent roles to support this process. Support is also available to staff throughout, which staff have been and will continue to be briefed on.</p>

Impact on other Council services:

In the short-term, there is a risk that there will be an increased demand for services provided by the adult social care teams.	Effective transition planning will mitigate this risk. It will include the provision of additional staffing resource.
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Impact on providers:

Risk	Mitigation
<p>The proposals for community and voluntary daytime support services are likely to have adverse impacts on providers of these services who are currently funded by Oxfordshire County Council. This also applies to their staff and volunteers.</p> <p>The extent of this impact will depend on the sustainability of each provider, and how dependent it is on county council funding. It will also depend on whether they opt to seek alternative operating models and/or sources of funding, and how successful they are in achieving this.</p> <p>This is particularly likely to impact on providers in areas of deprivation, with fewer resources particularly financial means of local people to pay for services and potentially, volunteering capacity. This will reduce the likelihood of providers in these areas to develop more self-sustaining models, including generating other sources of income.</p>	<p>Engagement with voluntary and community sector providers will begin early, so that providers can consider:</p> <ul style="list-style-type: none"> • reviewing their business models • planning service changes with local communities • sharing expertise and learning from each other • opportunities for joint working • alternative sources of funding and income generation <p>This will be supported by council-funded voluntary and community infrastructure support, which will work with affected providers to develop self-sustaining models.</p> <p>This will also be supported by the availability of grant funding, which providers can apply for. This will support services which are unable to develop self-sustaining models in areas of high need, as well as enable new self-sustaining initiatives to develop.</p> <p>The Sustainability Fund – yearly grants – will be targeted at enabling the ongoing delivery of daytime support opportunities which are in areas of high need in the county. We will determine this broadly, however we will take into account the index of multiple deprivation, as well as the information we hold on the sustainability of services, the needs and resources of the local community, and on how the service meets our aims for daytime support. This will mitigate the impact of the reduction in grant funding on</p>

	<p>services which would be most affected and least able to transition to more self-sustaining models of delivery.</p> <p>We are recommending significant additional investment in transition support, to provide additional resources, time and support to enable a phased transition. This will mitigate the impact of these proposals on these service providers, in providing more funding and time for them to continue and adapt, and build longer-term resilience to ensure the sustainability of their services.</p>
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Social Value

If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area.

How might the proposal improve the economic well-being of the relevant area?
N/A

How might the proposal improve the environmental well-being of the relevant area?
N/A

Action plan:

Action	By When	Person responsible
<i>Review Service and Community Impact Assessment - incorporating feedback via the public consultation – to feed into the decision-making process.</i>	<i>Post consultation and pre-decision making process – by January 2017</i>	<i>Benedict Leigh</i>
The implementation and development of any new model would be monitored and reviewed, to ensure that impact can be assessed and further mitigations developed if required. The council will work closely with its partners in this.	The initial post implementation review is planned to start on 1 st April 2018.	Benedict Leigh

Monitoring and review:**Person responsible for assessment: Lead Commissioner**

Version	Date	Notes (e.g. Initial draft, amended following consultation)
V1	October 2016	Pre-consultation draft
V2	January 2017	Post-consultation draft

Division(s): N/A

CABINET – 16 JULY 2019

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
Cabinet, 17 September 2019	
<ul style="list-style-type: none"> ▪ Business Management & Monitoring Report - July 2019 To note and seek agreement of the report. <p>Joint Responsibility: Deputy Leader of the Council and Cabinet Member for Finance.</p>	Cabinet, Deputy Leader of the Council 2019/025
<ul style="list-style-type: none"> ▪ OSAB Annual Report To note the contents of the report. 	Cabinet, Adult Social Care & Public Health 2019/098
<ul style="list-style-type: none"> ▪ Oxfordshire Minerals and Waste Local Plan: Site Allocations - Consultation Draft Plan To seek approval of the Minerals and Waste Local Plan: Site Allocations – Draft Plan for consultation. 	Cabinet, Environment 2018/102
<ul style="list-style-type: none"> ▪ Oxfordshire Traffic Congestion Management To seek approval to carry out informal consultation on a preferred option or options (access restrictions, congestion charge and/or Workplace Parking Levy). 	Cabinet, Environment 2019/061
<ul style="list-style-type: none"> ▪ Service & Resource Planning Report - 2020/21 - September 2019 To provide background and context to the service and resource planning process for 2020/21. 	Cabinet, Finance 2019/059
<ul style="list-style-type: none"> ▪ Transition Fund for Open-Access Children's Services Annual Report 2018-2019 To receive a report on spend and activity funded by the Transition Fund for Open-Access Children's Services during 2018-2019. 	Cabinet, Local Communities 2019/093

Deputy Leader of the Council, 17 September 2019

- **Draft Community Risk Management Plan (CRMP) Action Plan 2020-2021**

To seek approval of the Draft CRMP Action Plan 2020-21 for consultation.

Deputy Leader of the Council,
2019/065

The Draft CRMP Plan will also be sent to Performance Scrutiny Committee on 5 September 2019 prior to public consultation.

Cabinet Member for Education & Cultural Services, 18 September 2019

- **Amendments to Premises Arrangements for Early Years and Childcare Providers Operating on School on Council Sites**

To seek approval for amendments to a policy approved at Delegated Decisions by Cabinet Member for Children, Education & Families on 8 December 2014.

Cabinet Member for Education & Cultural Services,
2019/096

Cabinet Member for Environment, 12 September 2019

- **Minster Lovell: B4047 Burford Road - Proposed Extension of 40mph Speed Limit**

To seek approval of the proposals.

Cabinet Member for Environment,
2019/081

- **Banbury: Bloxham - A361 Proposed Shared Use Footway/Cycle Track**

To seek approval of the proposals.

Cabinet Member for Environment,
2019/079

- **Witney: Highworth Place - Proposed Waiting Restrictions**

To seek approval of the proposals.

Cabinet Member for Environment,
2019/078

- **Clifton Hampden - Proposed Cycle Measures**

To seek approval of the proposals.

Cabinet Member for Environment,
2018/201

- **Oxford: Various Locations in Central Area - Proposed Coach Set Down and Pick Up Bays**

To seek approval of the proposals.

Cabinet Member for Environment,
2019/013

- **Didcot: Great Western Park - Proposed Zebra Crossings**

To seek approval of the proposals.

Cabinet Member for Environment,
2018/191

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| <ul style="list-style-type: none"> ▪ Oxford: Kingston Road/Southmoor Road - Proposed Traffic Calming Measures
To seek approval of the proposals. | <p>Cabinet Member
for Environment,
2018/199</p> |
| <ul style="list-style-type: none"> ▪ East Hanney: Steventon Road - Proposed Traffic Calming Measures
To seek approval of the proposals. | <p>Cabinet Member
for Environment,
2019/033</p> |
| <ul style="list-style-type: none"> ▪ Banbury: White Post Road - Proposed Zebra and Toucan Crossing
To seek approval of the proposal. | <p>Cabinet Member
for Environment,
2019/069</p> |
| <ul style="list-style-type: none"> ▪ Oxford: Access to Headington - Proposed Amendments to One-Way Order and Waiting Restrictions
To seek approval of the proposals. | <p>Cabinet Member
for Environment,
2018/164</p> |
| <ul style="list-style-type: none"> ▪ Cassington: Horsemere Lane - Prohibition of Motor Vehicles/Designation as Bridleway
To seek approval of the proposals. | <p>Cabinet Member
for Environment,
2018/189</p> |
| <ul style="list-style-type: none"> ▪ Burford: Proposed 20mph and 30mph Speed Limits
To seek approval of the proposals. | <p>Cabinet Member
for Environment,
2019/082</p> |
| <ul style="list-style-type: none"> ▪ Charlbury: Proposed 20mph and 30mph Speed Limit
To seek approval of the proposals. | <p>Cabinet Member
for Environment,
2019/083</p> |

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