

Executive

Brighter Futures in Banbury

5 July 2010

Report of Strategic Director, Environment & Community

PURPOSE OF REPORT

To consider the progress to date with the Brighter Futures in Banbury programme and proposals for future activity.

This report is public

Recommendations

The Executive is recommended to:

- (1) Note the good progress made to date;
- (2) Endorse the strong leadership role being given by this Council for the Brighter Futures in Banbury programme;
- (3) Receive a further report on the implications of the funding cut to Local Area Agreement 1 Grant;
- (4) Agree that mainstream services should be aligned to those in greatest need to support the programme; and
- (5) Receive further reports on the outcomes achieved as appropriate.

Executive Summary

Introduction

- 1.1 The Brighter Futures in Banbury programme is one of the Council's main priorities as reflected in its Corporate Plan from 2010/11. It is also an Oxfordshire priority.
- 1.2 Much preparatory work has already been completed and the programme is soon to move into its engagement and implementation phases.

Proposals

- 1.3 The proposals in this report are about making a difference to those families and individuals in greatest need. They include greatly improved effectiveness

of multi-agency working, helping those in greatest need, having a common purpose and understanding, taking a long-term approach, making best use of current and anticipated resources and engaging with local people and communities in Banbury.

Conclusion

- 1.4 The Brighter Futures in Banbury programme will only be effective if it is targeted, long-term, multi-agency in nature and clear on its purpose and outcomes.

Background Information

- 2.1 Through the process of determining countywide priorities for action and the use of Government funding, the issue of breaking the cycle of deprivation in the worst parts of the county has been agreed. Using government Indices of Multiple Deprivation (IMD) plus others, particularly bad pockets in parts of Grimsbury, Neithrop and Ruscote wards in Banbury have been identified, along with parts of Oxford;
- 2.2 The Oxfordshire Partnership charged the 5 Chief Executives (of CDC, the City, the PCT, OCC and TVP) to bring forward proposals to the partnership. They have determined that there are 3 elements to the framework;
 - Local work to build confidence through the involvement and engagement of the public, front line staff, the voluntary sector, faith communities and local leaders, particularly elected councillors, in shaping and delivering the work in local areas.
 - Statutory sector core business. The analysis of local data, understanding of evidence of effectiveness and consideration of where the effort of local services has to be directed has led to the conclusion that we should tackle the following;
 - Giving children a good start in life;
 - The physical environment, including housing and housing policy;
 - Skills, attainment and employability;
 - Lifestyle issues which give rise to poor health.
 - Developing an Oxfordshire model. The process of establishing this work and focussing on specific and targeted localities is already leading to changes in our approaches. The intention is to develop and refine a model for working together in this way which can be applied to other localities in Oxfordshire.
- 2.3 This is not “business as usual” for the statutory sector partners as it has been recognised that work to improve inequalities in outcomes has to be additional to the universal provision of services across the county. There is therefore an obligation to do more, to do things differently and to work together for the long term to make a difference.
- 2.4 The Executive at its meeting on 6 April 2009 considered the early stages of this process around key partner engagement and initial data gathering. Since this time, considerable further work has been undertaken.

- 2.5 At the recent Council AGM, the Leader of the Council announced that Councillor Colin Clarke has been appointed to a new Portfolio Holder position to lead the work on breaking the cycle of deprivation.

Progress to Date

- 2.6 During the summer/autumn 2009, a multi agency data gathering exercise has been undertaken for the whole of Banbury so that we know what issues we need to address, where we need to take supportive action, what partners need to be involved and have a baseline from which we can measure success. It is in the main broken down to lower super output areas to enable targeted interventions and strong locality based work. This has involved Oxfordshire County Council (OCC), the Oxfordshire Primary Care Trust (PCT), Thames valley Police (TVP) and this Council. It has resulted in a comprehensive and concise document to provide the rationale for supportive interventions and a baseline for measuring improvement.
- 2.7 The Banbury services and resources currently available in the selected areas have been mapped from which we are identifying gaps, opportunities for better coordination and joint working and other issues which will form the basis of an action plan. The action plan is nearing finalisation for the purpose of community engagement prior to implementation.
- 2.8 We have been successful in a joint bid for Govt funding with Oxford City and OCC for £125k to match the LAA 1 Reward Grant and current OCC resources for an extension to a family intervention project to support families most in need in the targeted areas.
- 2.9 A Steering Group to coordinate the local programme of activity has been set up consisting of CDC, OCC, Banbury Town Council, PCT officers and the Banbury Schools Partnership. Five themes with a range of work streams (with leaders) have been established. These are Young Peoples' Aspiration & Attainment (OCC), Employment & Financial Support (CDC), Safe & Strong Communities (TVP), Health & Wellbeing (PCT), and Housing & Environment (CDC). Work is nearing finalisation to determine the most immediate actions and outcomes of the work streams supporting these themes. A diagrammatic representation of the programme with its five themes is attached at Annex 1.
- 2.10 A three local government tier Banbury Councillors workshop was held on 25 March. Those attending were positive about the programme and willing to be involved. Clarity of intent was requested by those attending (Action Plans, outcomes and means of community engagement etc) which will be given in a further workshop planned for 15 July.

New & Enhanced Multi Agency Working

- 2.11 It is clear from preparatory work that there is a very significant amount of resource and a wide range of services aimed at helping those most in need in Banbury. Despite in almost all cases being well intentioned and valuable, it has not always been co-ordinated in the most effective way. Therefore, a key principle associated with the emerging activities of the Banbury Steering Group is one of new ways of working which are co-ordinated and multi-agency in nature.
- 2.12 The following represent the new or enhanced activities which have arisen

from the programme so far to address this issue and are now being progressed;

- **Shared Case Work** between agencies of the families and individuals most in need to determine multi-agency support which is more effective and more efficient - OCC, TVP, CDC, PCT, Health Visitors, Charter Housing, Youth Offending and Probation Services
- The extended Oxfordshire **Family Intervention Project** supported by new Government funding links with the activity above, acts as a delivery mechanism for this but is a parallel activity involving OCC, CDC Housing Services, Registered Social Landlords (RSL), Youth Offending and Probation Services.
- **Interagency Referrals for Prevention** – a wider and more comprehensive application of the simple and quick mechanism for the transfer of a client's name and address, and their identified need from one organisation to another. This currently involves services for affordable warmth, home improvements, falls, fire safety, message in a bottle, home security, smoking cessation, and services provided by doctors, OCC Social and Community Services and Age UK Oxfordshire. It is intended to extend this service/organisation input in the near future.
- Coordinated and targeted community development through a **Banbury Community Workers Network** which brings together the fieldworkers of many agencies that undertake this function. This involves OCC, TVP, CDC, PCT and the voluntary sector.
- **Young People Trackers Form** - Partners (CDC's Customer Services, Housing Officers, Street Wardens, Police Community Support Officers, RSL visiting/contact officers, Health Visitors/trainers) obtain permission from young people to collect current circumstance information which is then sent /e-mailed to Banbury Connexions as a means of identifying young people who may be disengaged or at risk of disengagement and acting on this.
- Greater integration between **mainstream education and community based family learning**. The use of the local Children Centres for parental support activities, numeracy initiatives and other family learning activities for those families with pre school and early years children and those in most need of support.
- **Support for NEETs (Not in Employment, Education or Training)** and the transition from school to employment. Involving Oxford and Cherwell Valley College, Banbury Schools, OCC, CDC, Connexions, local employers and Job Centre Plus, there are numerous events and new initiatives which are attempting to reduce the number of long term NEETs and prevent further NEETs in the future eg Opportunities event for NEETs (June), Preventing 100 NEETs through Transition Support, Prince's Trust Team Programme, Apprenticeship Scheme and Mini Job Club
- **Communication and community engagement** which is coordinated and inclusive. Community engagement is about working with local people

before new activities are introduced. Communication is both with the local communities and within and between each organisation engaged in this process.

- Learning from each other and **good practice**

Cherwell District Council Input to the Programme

- 2.13 The Council has been active in its support of this work in many ways, some of which is taking a strong leadership role:
- Oxfordshire Partnership with Chief Executive and Council Leader input;
 - Chief Executive input at the '6 Chiefs' meetings;
 - Strategic Director (E&C) input to the Oxfordshire Programme Management Group
 - Strategic Director (E&C) lead as Chairman of the Brighter Futures in Banbury Steering Group;
 - Head of Housing Services and Improvement Manager lead roles for Housing & Environment and Employment & Financial Support Banbury themes;
 - Aligning mainstream Council services such as benefits, employment support, housing, recreation, cleansing, and health improvement to the wards and people most in need;
 - The appointment of Councillor Colin Clarke as Portfolio Holder for Breaking the Cycle of Deprivation, who will chair the three tier Banbury Councillors meetings and workshops.

Key Issues for Consideration/Reasons for Decision and Options

- 3.1 In pursuing this programme, there are a number of key principles which should be considered. They are as follows:
- The focus on health inequality issues will by its nature need long term wider economic, social and environmental actions to be fully effective;
 - The outcomes sought must be relevant to the communities targeted and the specific needs of people in those communities;
 - This is an ongoing programme, not a project and as such there will be a need to embed actions in mainstream service provision for all participating agencies.
- 3.2 Effectiveness can only be achieved if there is commitment of participating agencies. It is encouraging to note that the level of commitment to work together to make a difference is evident throughout all partners.
- 3.3 The programme has now reached a point where having established through comprehensive data analysis which issues are relevant to what geographical area, the framework is in place to commence specific supportive actions to address these issues.
- 3.4 Clarity of purpose and outcome is necessary if all engaged in the programme are to concentrate on areas and people with the greatest need. The preparatory work to date over data analysis, action planning and resource alignment has identified the following key indicators:

Aim	Indicators
Giving children a good start in life and supporting families	1. (NI 73) Level 4 Maths and English at KS2 (age 11) ¹ 2. (NI 75) Achievement of 5 or more A*-C grades at GCSE including Eng and Maths 3. (NI102) Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at KS 2 and 4
Physical environment including housing and housing policy	4. (NI 5) Residents satisfaction with living in the area 5. Anti social behaviour incidents and repeats 6. Criminal damage 7. (NI 21) Public confidence in the police and local authority to deal with crime and ASB
Skills, attainment and employability, including local job prospects	8. (NI 152) Jobseekers allowance claimants 9. (NI 117) The percentage of 16-18 year olds NEET 10. Income support claimants (for low pay)
Reducing health inequalities	11. (NI 120) All age, all cause mortality 12. (NI 112) Under 18 teenage conceptions

3.5 The above are supported by many more for each Brighter Futures in Banbury theme. The next stage in the process is to set targets for improvement as measured by these key indicators and those others in each theme.

3.6 The important issue of finance is a cause for concern. The Oxfordshire programme was originally allocated £1 million, but given the recent Coalition Government announcements about in year funding cuts, 50% of this will not be forthcoming. In addition, of the £500,000 received to date, only current contractual commitments for the Family Intervention Project, the employment of the , Programme Manager and a bets practice event totalling £187.5k confirmed. A further £225k has been agreed by Steering Groups but is not yet contractually committed which is therefore on hold until the Oxfordshire Public Services Board at its meeting on 1 July decides the way forward. Whatever the outcome, there will be less funding than originally anticipated which will mean less activity.

3.7 The most important aspect about funding is not about how much new funding will or will not be available, but to ensure the most effective and efficient use of what ever resources are available is made, irrespective of cutbacks. The new and enhanced multi-agency initiatives in 2.12 above are being implemented with this intention. It is expected that more such initiatives will follow.

3.8 Long term outcomes expected will include:

- There will be a sustained improvement in IMD scores for the target areas, including the specific domains of health, employment, crime, education and skills;
- The gap in death rates between the best and worst quintiles in the District will be reduced;
- There will be better outcomes for children and young people - reduced teenage pregnancies, improved educational attainment, improved skills, fewer accidental and deliberate injuries and reduced poverty;
- Improved skills levels and more will be employed or develop enterprises;

- Public involvement in planning and implementing the programme will result in increased satisfaction with living in the area;
- Financial savings and efficiencies with public money for health, social care, policing, children's services, community safety and advice services;
- Improvements in the number of people who are obese, who smoke, who have low levels of physical activity, mothers who breastfeed, people with undiagnosed or unmanaged diabetes, teenage pregnancies and who take up flu vaccines.

3.9 This Banbury work is being pursued as part of the Oxfordshire wide programme as it is in certain Banbury wards which the data indicates most need is located. Over the medium term and as progress is made in Banbury, other parts of the District should be considered for similar focussed work according to the needs in those areas. Before this occurs, it will be important from the Banbury work to develop good practice and proven interventions which can then be applied elsewhere

The following options have been identified.

Option One The Council can choose to not lead or participate in the Brighter Futures in Banbury programme.

Option Two The Council can participate but let others lead.

Option Three The Council can take a strong leadership role as is proposed in this report.

Consultations

There have been no formal consultations to date, but through the process of partner engagement many local organisations have been involved.

Implications

Financial: There are resource implications in the Council leading and contributing significantly to this programme. The approach adopted to date has been one of delivering within approved budgets by ensuring current services and resources are targeted. New initiatives which require additional funding are currently being pursued, either through new external funding or through diversion of existing resources. There is some uncertainty about these new funding sources which is creating difficulty with planning.

Comments checked by Joanne Kaye, Service Accountant (E&C), 01295 221545.

Legal: There are currently no significant legal implications associated with the type of activity proposed or the intended partnership process for which this Council has good experience.

Comments checked by Liz Howlett, Head of Legal &

Democratic Services, 01295 221686

Risk Management: There are some risks associated with this exercise. The most notable are:

- That the exercise will create stigma and negativity due to the issues to be addressed;
- That there will be insufficient resource and partnership buy-in to be fully effective;
- That there may be in some cases a difficulty in measuring real outcomes because of so many inter-related aspects.

These risks are being managed by the Banbury Steering Group.

Comments checked by Rosemary Watts, Risk Management & Insurance Officer, 01295 221266.

Equalities

At the heart of these proposals is the intention at the very least to reduce and ideally eradicate health inequality in Cherwell. In doing so, many other aspects of economic, social and environmental benefit will be addressed and greater equity of access to opportunity be provided.

Comments checked by Ian Davies, Strategic Director, Environment & Community, 01295 227967.

Wards Affected

All Banbury Wards.

Corporate Plan Themes

A District of Opportunity; A Safe & Healthy Cherwell; A Cleaner, Greener Cherwell; Cherwell: An Accessible, Value for Money Council

Executive Portfolio

**Councillor Colin Clarke
Portfolio Holder for Breaking the Cycle of Deprivation**

Document Information

Appendix No	Title
Appendix 1	<i>Diagrammatic Representation of the Brighter Futures in Banbury Programme</i>
Background Papers	
Executive Report 6 April 2009 Addressing Health Inequality and Deprivation in Cherwell	
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