

## ***CABINET Agenda***

Date Monday 18 September 2023

Time 6.00 pm

Venue Crompton Suite, Civic Centre, Oldham, West Street, Oldham, OL1 1NL

- Notes
1. DECLARATIONS OF INTEREST- If a Member requires any advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Paul Entwistle or Constitutional Services in advance of the meeting.
  2. CONTACT OFFICER for this Agenda is Constitutional Services Tel. 0161 770 5151 or email [constitutional.services@oldham.gov.uk](mailto:constitutional.services@oldham.gov.uk)
  3. PUBLIC QUESTIONS – Any member of the public wishing to ask a question at the above meeting can do so only if a written copy of the question is submitted to the Contact officer by 12 Noon on Wednesday, 13 September 2023.
  4. FILMING – This meeting will be recorded for live and/or subsequent broadcast on the Council's website. The whole of the meeting will be recorded, except where there are confidential or exempt items and the footage will be on our website. This activity promotes democratic engagement in accordance with section 100A(9) of the Local Government Act 1972. The cameras will focus on the proceedings of the meeting. As far as possible, this will avoid areas specifically designated for members of the public who prefer not to be filmed. Disruptive and anti social behaviour will always be filmed.

Any member of the public who attends a meeting and objects to being filmed for the Council's broadcast should advise the Constitutional Services Officer who will instruct that they are not included in the filming.

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Please also note the Public attendance Protocol on the Council's Website

[https://www.oldham.gov.uk/homepage/1449/attending\\_council\\_meetings](https://www.oldham.gov.uk/homepage/1449/attending_council_meetings)

MEMBERSHIP OF THE CABINET IS AS FOLLOWS:

Councillors Ali, Brownridge, Dean, Goodwin, F Hussain, Jabbar, Mushtaq, Shah and Taylor

Item No

- 1 Apologies For Absence
- 2 Urgent Business  
Urgent business, if any, introduced by the Chair
- 3 Declarations of Interest  
To Receive Declarations of Interest in any Contract or matter to be discussed at the meeting.
- 4 Public Question Time  
To receive Questions from the Public, in accordance with the Council's Constitution.
- 5 Minutes of the Cabinet meeting held on 21st August 2023 (Pages 1 - 12)
- 6 Special education needs and/or disabilities (SEND) & Inclusion Strategy 2023 - 2027 (Pages 13 - 60)
- 7 Service Level Agreement with Miocare Group CIC (Pages 61 - 68)
- 8 Treasury Management Quarter One Report 2023/24 (Pages 69 - 88)
- 9 Exclusion of the Press and Public  
That, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that they contain exempt information under paragraph(s) 3 of Part 1 of Schedule 12A of the Act, and it would not, on balance, be in the public interest to disclose the reports.
- 10 Service Level Agreement with Miocare Group CIC (Pages 89 - 202)

**Present:** Councillor Shah (Chair)  
Councillors Ali, Dean, Goodwin, Shah and Taylor

1 **APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Brownridge, Hussain, Jabbar and Mushtaq.

2 **URGENT BUSINESS**

There were no items of urgent business received.

3 **DECLARATIONS OF INTEREST**

Councillor Ali declared an other registerable interest in Item 13 UKSPF Skills Funding by virtue of his appointment as a Director on the Positive Steps Board.

4 **PUBLIC QUESTION TIME**

No public questions were received.

5 **MINUTES**

RESOLVED – That the minutes of the Cabinet meeting held on 24<sup>th</sup> July 2023 be approved as a correct record.

6 **REVENUE MONITOR AND CAPITAL INVESTMENT  
PROGRAMME 2023/24: QUARTER 1: APRIL - JUNE 2023**

Consideration as given to a report of the Director of Finance which provided the Cabinet with an update on the Council's 2022/23 forecast revenue budget position at Annex 1 of the report and the financial position of the capital programme as at 30 June 2023 (Quarter 1) together with the revised capital programme 2022/23 to 2027/28, as outlined in section two of the report at Annex 2 of the report.

**Revenue Position**

The forecast outturn position for 2022/23 was a projected deficit variance of £12.104m after allowing for approved and pending transfers to and from reserves

Unlike 2022/23, when 12.00m of corporate resources were held to offset costs arising from the legacy of the COVID pandemic, the budget for 2023/24 had been prepared so that anticipated COVID legacy costs were consolidated with the mainstream budgets of Children's Social Care and Community Health and Adult Social Care. Whilst improving, it was recognised that this remained a challenging position and every effort would be made to further reduce the overall variance before the year end.

As the financial monitoring report reflected the financial position as Quarter 1, it could be regarded as an early warning of the potential year end position if no further action was taken to reduce net expenditure where possible.

The management action initiated in 2022/23 across all service areas to review and challenge planned expenditure and to maximise income had to be continued in 2023/24.

Although the impact of this action had yet to take full effect in the current financial year, it was anticipated that by the year end the current outturn deficit position should be reduced.

An update on the major issues driving the projections was detailed within Annex 1, section 2.

Information on the Quarter 1 position of the Dedicated Schools Grant (DSG), Housing Revenue Account (HRA) and Collection Fund was also outlined in the report.

There were currently no significant issues of concern in relation to the HRA.

The Collection Fund was forecasting an in-year surplus of £1.638m which in turn contributed to an estimated surplus of £1.700m.

Whilst currently in surplus, the position would continue to be closely monitored throughout the year as any surplus or deficit at the end of the financial year would have a direct budgetary impact in future financial years.

#### Capital Position

The report outlined the most up to date capital spending position for 2023/24 to 2027/28 for approved schemes. The revised capital programme budget for 2023/24 was £103.748m at the close of Quarter 1 a net decrease of £6.557m from the original budget approved at Full Council on 1 March 2023 of £110.305m. Actual expenditure to 30 June 2023 was £12.405m (11.96% of the forecast outturn).

It was likely that the forecast position will continue to change throughout the year with additional re-profiling into future years.

#### Options/alternatives considered

Option 1 – To consider the forecast revenue and capital positions presented in the report including proposed changes

Option 2 – To propose alternative forecasts

#### RESOLVED – That:

1. The forecast revenue outturn for 2023/24 at Quarter 1 being a £12.104m adverse variance having regard to the action being taken to manage expenditure be approved.
2. The forecast positions for the Dedicated Schools Grant, Housing Revenue Account and Collection Fund be approved.
3. The revised capital programme for 2023/24 and the forecast for the financial years to 2027/28 as at Quarter 1 be approved.

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#### **GRANT ACCEPTANCE: CITY REGION SUSTAINABLE TRANSPORT SETTLEMENT (CRSTS) - OLDHAM MUMPS CORRIDOR IMPROVEMENT SCHEME**

Consideration was given to a report of the Executive Director, Place and Economic Growth which sought approval of a grant offer from the City Region Sustainable Transport Settlement (CRSTS) for delivery of an outline/full business case for the delivery of a highway improvement scheme along the Mumps corridor and surrounding area.

The Greater Manchester CRSTS business case was submitted in September 2021 by Transport for Greater Manchester on behalf of itself and all 10 Greater Manchester Districts. The Greater Manchester Combined Authority received confirmation of the full regional CRSTS allocation on the 1<sup>st</sup> April 2023 and in the 29<sup>th</sup> July 2023 the Department for Transport as the funders of the City Region Sustainable Transport Settlement, confirmed the delivery plans and funding allocations to each City Region Mayor. The improvements to the Oldham Mumps Corridor was included in the scheme which has been developed over the last year and has now secured Strategic Outline Business Case assurance through the Transport for Greater Manchester Process to move to the next stage of scheme development.

#### Options/alternatives

##### Option 1:

- a) That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for scheme development of the Mumps corridor scheme be accepted.
- b) That approval is granted to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development.
- c) That approval for all procurement and tender award activity carried out in accordance with Contract Procedure Rules and any resulting decisions relating to the necessary external support required to develop the scheme (examples listed in the report) be delegated to the Executive Director for Place & Economic Growth or a nominated representative.
- d) That approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham.
- e) That approval to the Director of Legal Services or his nominated representatives be granted to execute and complete any contractual documents.

##### Option 2:

- a) That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for scheme development of the Mumps corridor scheme is not accepted.
- b) That approval to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development is not granted.
- c) That all procurement and tender award activity and decisions relating to the necessary external support required to develop the scheme (examples listed in the report) shall not be delegated.
- d) That approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham is not granted.

1. That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for delivery of an outline/full business case (OBC/FBC) for the scheme along the Mumps corridor be accepted.
2. Approval be granted to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development.
3. That the intention to bring the additional resource into the transport capital programme in 2023/24 and complete development of the scheme in the appropriate timescales be noted.
4. Approval to procure and make tender awards (in accordance with the Contract Procedure Rules) relating to the necessary external support required to develop the outline/full business case (OBC/FBC) be delegated to the Executive Director for Place & Economic Growth or a nominated representative.
5. Approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham be agreed.
6. Approval to the Director of Legal Services or his nominated representatives be granted to execute and complete any contractual documents be agreed.

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**GRANT ACCEPTANCE: CITY REGION SUSTAINABLE TRANSPORT SETTLEMENT (CRSTS) - BEAL VALLEY/BROADBENT MOSS IMPROVEMENT SCHEME**

Consideration was given to a report of the Executive Director, Place and Economic Growth which sought approval of a grant offer from the City Region Sustainable Transport Settlement (CRSTS) for delivery of an outline/full business case to support the Beal Valley/Broadbent Moss Improvement Scheme. The Greater Manchester CRSTS business case was submitted in September 2021 by Transport for Greater Manchester on behalf of itself and all 10 Greater Manchester Districts. The Greater Manchester Combined Authority received confirmation of the full regional CRSTS allocation on the 1<sup>st</sup> April 2023 and in the 29<sup>th</sup> July 2023 the Department for Transport as the funders of the City Region Sustainable Transport Settlement, confirmed the delivery plans and funding allocations to each City Region Mayor.

The improvements to the Beal Valley/Broadbent Moss Improvement were included in the scheme which has been developed over the last year and has now secured Strategic Outline Business Case assurance through the Transport for Greater Manchester Process to move to the next stage of scheme development.

Options/alternatives

Option 1:

- a) That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for delivery of an outline/full business case for the scheme at Beal

Valley/Broadbent Moss scheme (subject to GMCA approval in September 2023) be accepted.

- b) That approval is granted to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development.
- c) The intention to bring the additional resources into the Transport Capital Programme in 2023/24 and complete development of the scheme in the appropriate timescales be noted.
- d) That approval for all procurement and tender award activity carried out in accordance with Contract Procedure Rules and any resulting decisions relating to the necessary external support required to develop the scheme (examples listed in the report) be delegated to the Executive Director for Place & Economic Growth or a nominated representative.
- e) That approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham.
- f) That approval to the Director of Legal Services or his nominated representatives be granted to execute and complete any contractual documents.

Option 2:

- a) That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for scheme development of the Beal Valley/Broadbent Moss scheme is not accepted.
- b) That approval to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development is not granted.
- c) That all procurement and tender award activity and decisions relating to the necessary external support required to develop the scheme (examples listed in the report) shall not be delegated.
- d) That approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham is not granted.

RESOLVED – That:

- 1. That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for delivery of an outline/full business case (OBC/FBC) for the scheme at Beal/Valley/Broadbent Moss corridor be accepted (subject to GMCA approval in September 2023).
- 2. Approval be granted to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development.
- 3. That the intention to bring the additional resource into the transport capital programme in 2023/24 and complete development of the scheme in the appropriate timescales be noted.

4. Approval to procure and make tender awards (in accordance with the Contract Procedure Rules) relating to the necessary external support required to develop the outline/full business case (OBC/FBC) be delegated to the Executive Director for Place & Economic Growth or a nominated representative.
5. Approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham be agreed.
6. Approval to the Director of Legal Services or his nominated representatives be granted to execute and complete any contractual documents be agreed.

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### **APPROVAL TO UTILISE THE GMCA CONTRACT FOR THE SUPPLY & DELIVERY OF GROCERIES, CHILLED AND FROZEN FOODS**

Consideration was given to a report of the Executive Director, Place and Economic Growth which sought approval to enter into a call-off contract with Dunsters Farm Ltd, following a competitive tender for the supply and delivery of groceries, chilled and frozen food.

Trafford Council on behalf of the Greater Manchester Combined Authority had undertaken a procurement process to retender the contract for the supply and delivery of groceries and chilled and frozen foods. Duster Farms Ltd were identified as the most economically advantageous tenderer.

Oldham Council was named as a purchaser in the tender documentation and Trafford Council would enter into an overarching contract with Dusters, with Oldham Council having the right to access this contract and place orders for the supply and delivery of groceries, chilled and frozen foods. During this financial year Trafford Council were intending to undertake the procurement of the following contracts,

- Supply & Deliver of Fresh Produce and Chilled Prepared Produce
- Supply & Delivery of Fresh and Freshly Frozen Meat, including Halal, Cooked Meats and Bacon
- Supply and Delivery of Milk, Bread, and Dairy Products

Oldham Council had made a commitment to secure supplies under the contracts which could create greater efficiencies, economies of scale and reduced costs.

#### Options/alternatives

Option 1 – Do nothing. This would leave Oldham Council with no formal contract in place. This runs the risk of a further increase in costs, unstable service delivery and nonadherence of the Public Contract Regulations 2015. Due to the spend associated with this contract an alternative procurement process would need to be completed which would not guarantee any savings and may be less attractive to the market due to the lack of economy of scale.

Option 2 – Undertake a procurement process targeting local businesses to solely supply to Oldham Council. This is not a

viable option at present as a review has not taken place on the local market position.

Option 3 – To utilise the GMCA framework and enter into a call-off contract with Dunster Farms Ltd. This would provide stability in the service area ensuring continuous delivery and fixed prices. Furthermore, a robust and compliant procurement process has been undertaken to identify Dunster Farms Ltd, reducing risk further to the Council.

Option 4 – On completion of a compliant procurement process by Trafford Council via STaR Procurement, to allow for delegated approval to enter into call-off contracts for:

- Supply & Deliver of Fresh Produce and Chilled Prepared Produce
- Supply & Delivery of Fresh and Freshly Frozen Meat, including Halal, Cooked Meats and Bacon
- Supply and Delivery of Milk, Bread and Dairy Products

This would allow the implementation period to be fully maximized ensuring that all systems are up to date, delivery schedules agreed and specific service requirements to be considered prior to the contract start dates.

RESOLVED – That the Cabinet would consider the commercially sensitive information contained at Item 16 of the agenda before making a decision.

10

## **CORPORATE FURNITURE**

Consideration was given to a report of the Executive Director, Place and Economic Growth which sought approval of repurposing and recycling of corporate furniture and to enter into a new contract with a furniture supplier to enable to complete the transition phases of a number of projects relating to corporate accommodation under the Creating Better Place Programme.

To promote new ways of working the Council was introducing a flexible and modern office environment to strengthen service delivery and meet the expectations of our workforce, partners and residents.

This approach would enable the Council to reduce its corporate estate, repurpose sites for development, release efficiencies, whilst retaining the 'Resident First' focus.

The key assets undergoing refurbishment over the next two years were, Beaver Family Hub, Alexandra Park Eco Centre, Spindles, Royton Town Hall, Chadderton Town Hall, Markets, Events and Archive and the Old Library.

In order to complete the projects, Facilities Management Team and Procurement colleagues undertook a mini tender process under an existing Framework agreement to select a suitable supplier for a period to cover the next 4 years.

Options/alternatives considered

Option 1 - Accept the recommendations: To approve the proposals regarding existing furniture stock and proceed with the contract arrangements for a preferred furniture supplier for the next few years will allow the objectives around corporate accommodation within the Creating a Better Place programme

to be realized. This includes decant staff and services from the Civic Centre into the new workspaces at Spindles, Old Library as well as PBI Community Hub sites across the borough, which aligns to the council's residents first approach.

Option 2 - Do nothing - Not to approve the proposals regarding existing furniture stock and purchase the new furniture requirement would not allow the council to achieve all the required desks within the new Spindles workspace and the objectives would not be achieved with the existing corporate furniture. New furniture would be bought on an "ad-hoc" basis reacting to failures without a certain consistency of supply in place.

RESOLVED – That the Cabinet would consider the information contained at Item 17 of the agenda before making a decision.

11

**APPROVAL TO DELEGATE AUTHORITY TO AWARD CONTRACT FOLLOWING AN OPEN TENDER PROCESS FOR ADVOCACY SERVICES**

Consideration was given to a report of the Director of Adult Social Services which sought approval to award the contract for delivery of the Oldham Advocacy Hub service to a successful provider following an open procurement exercise, from 1<sup>st</sup> November 2023 until October 2026.

The current contracts for the delivery of Advocacy Services would end on 31<sup>st</sup> October 2023. It was essential to continue delivery of these services for some of the Borough's most vulnerable adults and it was a statutory requirement for the Council to commission Advocacy based on an individual's needs.

Option/alternatives considered

Option 1 - To cease all commissioning arrangements with the current providers for all areas of advocacy included in this report.

As the majority of advocacy services are a statutory requirement, this was not a viable option and the Council must seek a new provider for these services going forward in order to maintain its statutory duty.

Option 2 - Cease commissioning arrangements for the delivery of the LDA Learning Disability Advocacy service as this is not a statutory requirement but retain the other element. The Council was proud to commission a non statutory service for residents with Learning Disabilities and feels that this is important to continue as part of a wider advocacy hub model.

Option 3 - To seek an alternative provider of advocacy services through the ongoing Procurement Process, to delegate the contract award decision to the DASS and to extend the current contractual arrangements by a further 2 months . This was the preferred option as it allowed the Council to complete the open procurement process to seek an alternative provider who was able to deliver all areas of advocacy through a Hub model approach, and to delegate the contract award decision to the Director of Adult Social Services.

RESOLVED -That the decision to award the contract to deliver the Oldham Advocacy Hub Services is delegated to the Director of Adult Services, following the completion of an open procurement exercise from 1<sup>st</sup> November 2023 until 31<sup>st</sup> October 2026, with the option to extend for a further 12 months.

12

**APPROVAL TO DELEGATE AUTHORITY TO AWARD CONTRACT FOLLOWING AN OPEN TENDER PROCESS FOR MENTAL HEALTH SUPPORTED LIVING SERVICES**

Consideration was given to a report of the Director of Adult Social Care which sought approval to award the contract for the delivery of the Mental Health Supported Living Service to a successful provider, following an open procurement exercise from 1<sup>st</sup> December 2023 until November 2026.

The current contract would end of 30<sup>th</sup> November 2023 and it was essential to continue the delivery of these services for some of the most vulnerable adults in Oldham.

This was a statutory support service based on the assessed Care Act needs for the individuals residing in the supported accommodation.

Options/alternatives considered

Option1 - To continue with the current provider, Turning Point, for delivery of supported living services for people with complex Mental Health needs

This option was not viable. The contract for this service had expired and it is recommended to 'test the market' ensuring that current terms and conditions are in place.

Option 2 - To de-commission the services with Turning Point and cease delivery of supported living services for people with complex Mental Health needs. This option was not viable. This statutory service currently supported 13 of our most vulnerable adults and has potential to increase this service to support more individuals with the right model in place. Without this service, the Council would need to find alternative placements for each of the service users as they are not able to live independently without support.

Option 3 - To seek an alternative care provider via an open Procurement Process, and to delegate the contract award decision to the DASS

This was the preferred option as it allows the Council to complete the open procurement process to seek an alternative provider who is better able to meet the needs of our service users, and to develop supported living services for people with complex mental health needs, and to delegate the contract award decision to the Director of Adult Social Services.

RESOLVED – That the decision to award the contract to deliver Mental Health Supported Living Services from 1<sup>st</sup> December 2023 until 30<sup>th</sup> November 2026, with the option to extend for a further 24 months, be delegated to the Director of Adult Social Services, following the completion of the ongoing procurement exercise.

13

**UKSPF SKILLS FUNDING (15 – 19 NEET)**

Councillor Ali declared an other registrable interest in this item by virtue of his appointment as a Director Positive Steps. He left the room and took no part in voting thereon.

Consideration was given to a report of the Director Education, Skills and Early Years which sought approval of the acceptance of a portion of the UK Shared Prosperity Fund (UKSPF) funding to be provided via a direct grant agreement with Greater Manchester Combined Authority, and to secure delivery of the funded activities from September 2023 up until 31<sup>st</sup> March 2025 in accordance with Contract Procedure Rules.

The skills grant funding of £720,000 and had been allocated by the Greater Manchester Combined Authority to deliver or secure the delivery of the 15-19 NEET support programme for 2023/23 and 2024/25.

#### Options/alternatives considered

##### Option 1 -

- (a) modify the current contract in place between the Council and Positive Steps Oldham with effect from September 2023 to include the provision of a comprehensive engagement and transition offer that will enable young people to successfully engage in a positive learning or work destination and develop the skills and confidence to continue into a sustainable career pathway at a cost of £200,000; and
- (b) build the activities to be delivered during the period 1 April 2024 to 31 March 2025 into a new contract, which will be commissioned in accordance with Contract Procedure Rules with the remaining grant funding for 2024/25 (and any future funding awarded) to be incorporated into the new arrangements for NEET provision delivery.

This option provided the shortest gap in delivery of the programme, but still allowed the flexibility to align the funding to any new arrangements that may be in place on 1 April 2024.

Option 2 - To commission grant funded activities for the full grant period in accordance with Contract Procedure Rules.

This option presented the risk of a gap in service delivery and support for young people at a critical time (Autumn term) in their transition to Post 16 provision.

#### RESOLVED – That:

1. The acceptance of the funding for the UK Shared Prosperity Fund via GMCA for the 15 – 19 NEET support be approved and authority be delegated to the Director of Education, Skills and Early Years to approve and enter into a grant agreement with Greater Manchester Combined Authority.
2. The service delivery arrangements in respect of the grant funded activities, as detailed in this report, from September 2023 up until 31 March 2025 in accordance with Contract Procedure Rules be approved and authority be delegated to the Director of Education, Skills and Early Years to approve and formalise any necessary commissioning activity or contractual arrangements.

14

### **OLDHAM YOUTH JUSTICE PLAN 2023/24**

Consideration was given to a report of the Managing Director of Children and Young People which provided the Cabinet with the Oldham Youth Justice Plan 2023/24 before submission to Full Council for approval.

The Oldham Youth Justice Plan set out the strategic direction for youth justice in Oldham taking a partnership approach to reducing re-offending, reducing the number of first time entrants into the criminal justice system and reducing the use of custody.

Options/alternatives considered

As this is a statutory duty for the local authority, it is not possible to provide an alternative option to this plan.

RESOLVED – That the Oldham Youth Justice Plan 2023/24 be noted and commended to Full Council.

15

### **EXCLUSION OF THE PRESS AND PUBLIC**

RESOLVED - That, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that they contain exempt information under paragraphs 3 of Part 1 of Schedule 12A of the Act, and it would not, on balance, be in the public interest to disclose the reports.

16

### **APPROVAL TO UTILISE THE GMCA CONTRACT FOR THE SUPPLY & DELIVERY OF GROCERIES, CHILLED AND FROZEN FOODS**

Consideration was given to the commercially sensitive information in relation to Item 9 - Approval to utilise the GMCA Contract for the Supply & Delivery of Groceries, Chilled and Frozen Foods.

RESOLVED – That:

1. Approval be given to utilise the Greater Manchester Combined Authority contract for the supply and delivery of groceries, chilled and frozen foods with Dunsters Farm Ltd which Trafford Council would put in place for Oldham's required supplies as and when needed.
2. Authority be delegated to the Executive Director for Place and Economic Growth to approve and enter into all call-off contracts under the Trafford Council contract for the Supply & Delivery of Groceries, Chilled and Frozen Foods and to approve and enter into call-off contracts with the appointed suppliers in respect of the following once Trafford Council had procured and entered into overarching contracts for the:
  - a. Supply & Deliver of Fresh Produce and Chilled Prepared Produce
  - b. Supply & Delivery of Fresh and Freshly Frozen Meat, including Halal, Cooked Meats and Bacon
  - c. Supply and Delivery of Milk, Bread and Dairy Products

17

### **CORPORATE FURNITURE**

Consideration was given to the commercially sensitive information in relation to Item 10 Corporate Furniture.



**Oldham**  
Council

RESOLVED – That:

1. The contents of the report be noted.
2. The repurposing and recycling proposals in this report regarding the existing corporate furniture to support the transformation of corporate accommodation under the Creating a Better Place Programme be approved and authority be delegated to the Executive Director for Place and economic Growth to finalise and implement the disposal, recycling and repurchasing recommendations.
3. Authority be delegated to the Executive Director for Place and Economic Growth to approve the award of and the entering into of a call-off contract for the supply, delivery, and installation of office furniture as and when required over a 4 year term for the new Spindles Workspace Project following the completion of the procurement exercise set out in section 2 below.
4. Authority be delegated to the Director of Legal Services and his nominated representatives to carry out all necessary legal formalities.

The meeting started at 6.00pm and finished at 6.18pm

**Report to CABINET**

## **Special education needs and/or disabilities (SEND) & Inclusion Strategy 2023 – 2027**

**Portfolio Holder:**

Cllr M Ali, Cabinet Member for Education & Skills

**Officer Contact:** Gerard Jones

**Report Author:** Amber Burton, Assistant Director, SEND & Inclusion

**Date:** 18<sup>th</sup> September 2023

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### **Reason for Decision**

This report concerns the SEND & Inclusion Strategy 2023-2027, which requires cabinet approval and sign-off.

### **Recommendations**

Cabinet is asked to approve the SEND & Inclusion Strategy 2023-2027, and associated annexes.

## **SEND & Inclusion Strategy 2023 - 2027**

### **1. Background**

- 1.1. Following the previous SEND Strategy ending the next phase has been developed, focusing on current issues and future priorities for Oldham's children and young people with SEND. Development of the new strategy has taken place during the autumn term 2022, with consultations taking place in the spring term 2023.
- 1.2. The development of the SEND & Inclusion Strategy also coincides with the SEND & Alternative Provision Green Paper, and the Department for Education's local area partnership plans, which will have also been considered in developing the draft.
- 1.3. Since the strategy has been drafted, a joint area SEND inspection of the Oldham partnership took place between Monday 26 June 2023 to Friday 30 June 2023. Although not yet finalised, the outcome letter from the inspection indicates that:
  - 1.3.1. Local partnership leaders and parents and carers have co-produced a new and ambitious SEND and Inclusion strategy in collaboration with children and young people, education, health and social care partners.
  - 1.3.2. The strategy is well thought out and reflective of the current needs within Oldham. There are early signs that this approach has the potential to have a positive impact. However, much of this work is still in its infancy.
- 1.4. The strategy is directly linked to the Corporate Plan and Priorities.

### **2. Current position**

- 2.1. The aim has been to keep the strategy as succinct as possible, as the underpinning SEND & Inclusion Improvement Programme, which is already in place, contains all the strategic actions that will be carried out during the lifetime of the strategy, once approved.
- 2.2. The SEND & Inclusion Improvement Programme sits under the SEND & Inclusion Strategy and consists of the priority areas of work that need to be accomplished to succeed in achieving the outcome areas. The SEND and inclusion improvement programme is currently being reviewed and amended considering recommendations within the local area SEND inspection report.
- 2.3. It is proposed to publish the strategy as a live web page on the local offer so that it is accessible. Related annexes have also been incorporated, i.e., Annex A: SEND Sufficiency and Annex B: Alternative Provision, as they form an integral part of the SEND & Inclusion Improvement Programme.
- 2.4. The strategy and annex A has been open to local area consultation in spring 2023 and a final draft has been developed. Annex B has been developed in the summer term 2023, in response to Ofsted intentions to carry out thematic reviews of alternative provision.

### **3. Options/alternatives**

- 3.1. There are no alternatives to this strategy. All local areas are expected to have a strategy outlining the provision and development of functions related to children and young people who have SEND. This ensures that there is compliance with the Children &

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Families Act, 2014, the SEND Regulations, 2014 and the SEND Code of Practice, 8.1, 2015, which states:

- 3.1.1. Local authorities must place children, young people, and families at the centre of their planning, and work with them to develop coordinated approaches to securing better outcomes, as should clinical commissioning groups (now integrated care partnerships/boards).
- 3.1.2. They should develop a shared vision and strategy which focuses on aspirations and outcomes, using information from EHC plans and other planning to anticipate the needs of children and young people with SEN and ensure there are pathways into employment, independent living, participation in society and good health. Where pathways need further development, local authorities and CCGs [now integrated care partnership/board] should set out clear responsibilities, timescales, and funding arrangements for that work. This strategic planning will contribute to their:
  - 3.1.2.1. Joint commissioning.
  - 3.1.2.2. Local Offer, which must include support in preparing for adulthood (see paragraphs 4.52 to 4.56 in Chapter 4, The Local Offer).
  - 3.1.2.3. Preparation of EHC plans and support for children and young people to achieve the outcomes in their plan.

#### **4. Preferred option**

- 4.1. Adopt the strategy in its entirety.

#### **5. Consultation**

- 5.1. The strategy has been coproduced with children, young people, parents/carers, and partners to talk about key priorities. Parents/carers have played a defining role in this, and overarching themes included in the strategy have largely come directly from these discussions.
- 5.2. In developing this strategy, what is important to children and young people and what they want to do and achieve in their lives now, and in the future, has been considered. This also includes how children, young people, and their families want services to work with them, from the review and design stage into the services they may require access to for support.

#### **6. Financial Implications**

##### **6.1. Revenue Funding:**

- 6.1.1. The SEND and Inclusion Services have an overall revenue budget of £6.031m in 2023/24 which is funded from the general fund to provide the Statutory services of Home to School Transport, Educational Psychology and SEN Assessment. In addition, the services have £11.332m of DSG funding in 2023/24 which supports the Out of Borough Placements and the Specialist Advisory Teams.

##### **6.2. Capital Allocations:**

- 6.2.1. As outlined in section 7 the High Needs Provisional Capital Allocation (HNCPA) for the three financial years 2021/22 to 2023/24 is £6,031,837, to date none of the allocation has been spent or committed, the whole sum is therefore

currently available and profiled in the capital programme. In addition, there is a brought forward Special Provision Capital Allocation (SPCA) of £355,096 currently profiled into 2023/24. Allocation of the funding will initially be managed through the Education Investment Team who report to the Education Provision Group (EPG). Recommendations will then follow the usual approval process, at which point the phasing of the funding can be addressed if necessary. The table below summarises the available capital resources:

<b>Capital allocations</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>Total</b>
High Needs	644,904	2,000,000	2,000,000	1,386,933	6,031,837
Special Provision	355,096				355,096
<b>Total</b>	<b>1,000,000</b>	<b>2,000,000</b>	<b>2,000,000</b>	<b>1,386,933</b>	<b>6,386,933</b>

### 6.3. Conclusion:

6.3.1. The SEND and inclusion strategy is a key component in delivering the desired educational outcomes of the Borough. The strategy is intended to reduce the demand and reliance on Independent Maintained Special schools by strengthening the range of provision within the Borough, thereby enabling more of the DSG High Needs funding to be retained within the Borough.

6.3.2. It is currently assumed that the strategy will be delivered within the resources currently available and that there will be no adverse financial implications arising.

6.3.3. This is particularly important given the current financial position of children's services, which is forecasting an adverse 2023/24 outturn variance of £10.886m at month 3, and the council as a whole, which has limited resources to address any increased spending requirements in the current and future financial years.

6.3.4. Vicki Hayes, Senior Accountant

## 7. Legal Services Comments

7.1. With any proposed change to strategy directly affecting and impacting on Oldham residents' obligations under the Public Sector Equality Duty should be considered to minimise the risk of any potential judicial review. Therefore, an equality impact assessment should be undertaken of any proposed changes.

7.1.1. Radhika Aggarwal Principal Employment Solicitor

## 8. Co-operative Agenda

8.1. Oldham's new SEND and Inclusion Strategy aligns with the Council's Co-operative agenda as the Strategy has been co-produced with Partners, parents, carers and children and young people. The principles underpinning the SEND & Inclusion Strategy are consistent with the Council's Co-operative ethos. The proposal to publish the Strategy means that the Strategy and Annex A and B will be accessible to children, parents and carers, demonstrating that the Service is continuously improving how residents' access vital services.

8.1.1. Mahmuda Khanom, Policy Support Officer

## 9. **Human Resources Comments**

9.1. The key issues for the workforce will be the need for workforce development to ensure that they are well developed and supported to ensure an effective SEND provision across the borough. A comprehensive development offer to the Oldham workforce should also positively impact on staff retention in an area of work where it can be challenging to recruit and retain a skilled workforce.

9.1.1. Kate Jolley, HR Strategic Lead

## 10. **Risk Assessments**

10.1. All local authorities must follow the Children & Families Act 2014, the SEND regulations, 2014 and the SEND 0-25 Code of Practice, 2015. These outline statutory duties that include keeping SEND provision under review.

10.2. Without an agreed strategy there is a risk that services and provision do not evolve to effectively meet the current and future needs of children and young people in Oldham.

10.3. The 5-year Strategy should be reviewed regularly to ensure that it is priorities are being met and also to ensure it is kept up to date in line with legislation, working arrangements and local policies.

10.3.1. Vicki Gallacher, Head of Insurance and Information Governance

## 11. **IT Implications**

11.1. None.

## 12. **Property Implications**

12.1. None.

## 13. **Procurement Implications**

13.1. None.

## 14. **Environmental and Health & Safety Implications**

14.1. None.

## 15. **Equality, community cohesion and crime implications including implications for Children and Young People**

15.1. Children and young people with SEND, including a disability, are defined as having a protected characteristic under the Equality Act and Public Sector Equality Duty. The actions reflected in this report will positively promote the interests and meet the specific needs of these groups of children and young people when faced with such challenges.

## 16. **Oldham Impact Assessment Completed?**

16.1. Yes, the EIA is attached at appendix 1.

## 17. **Key Decision**

17.1. No.

**18. Key Decision Reference**

18.1. N/A.

**19. Background Papers**

19.1. None.

**20. Appendices**

20.1. Appendix 1 SEND & Inclusion Strategy 2023-2027.

20.2. SEND & Inclusion Strategy 2023-2027: Annex A: Sufficiency.

20.3. SEND & Inclusion Strategy 2023-2027: Annex B: Alternative Provision.

20.4. Appendix 2 - Equalities impact assessment.



## **SEND & Inclusion Strategy**

Supporting children and young people who have special education needs and/or disabilities (SEND) and those who may need additional support

**2023-2027**

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## Executive summary

Our borough is a place that puts residents first and is committed to making every service a good service. This strategy is about how we do that for children and young people who have special education needs and/or disabilities and those who may require additional support.

There is an Oldham commitment to constantly work with residents, and this starts with children, young people and their parents/carer, who are equal partners.

Together, we want to improve our performance and create a truly inclusive Oldham. Local area statutory partners; Oldham Council and the Greater Manchester Integrated Care Partnership; are also committed to working in collaboration with partners. This includes children, young people, parents/carers, childminders, early years education settings, schools, post 16 education settings and the voluntary sector.

We all have an important role in working with our partners and stakeholders across the organisational, private, public, voluntary and community sectors to achieve our vision and long-term ambitions. By 2027, we want all children and young people to experience and feel that they are heard and are included.

Over the last few years, we have been making progress through our SEND Improvement Programme. We have reflected the progress of this and the difference it has made so far in our improvement journey.

As a partnership, we are committed to ensuring that support and provision for children and young people continually improves and that we build the trust and confidence of children, young people and parents/carers in Oldham's provision and services across education, health and care 0-25.

As a local area, we are ambitious for all our children and young people, which is why we have high expectations of our childminders, early years' settings, schools, colleges and support services. We want all children and young people in Oldham to have a great start and skills for life in preparation for their continued progress to becoming happy and productive young adults.

Just as importantly, we want all young people to have access to opportunities for training, education, volunteering, employment and apprenticeships to help them gain the skills they need to become independent participants in their local community.

As a local area, we have a strong focus on disadvantage and want to help everyone to access their right to an education, be included and achieve their full potential. We take a residents first approach to ensure that children, young people and parents/carers experiences are fully embedded and influence how we evolve.

Our SEND & Inclusion Improvement Programme underpins our SEND & Inclusion Strategy and provides an overview of current activities to be undertaken to achieve improvements in provision and services across the local area.

Our actions have been specifically identified to improve outcomes for children and young people so that they have the best possible experiences and opportunities to equip them for their future.

We sincerely thank everyone who has invested their time and effort to create our SEND & Inclusion Strategy 2023-2027.

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## Guiding principles and values

As a local area, we strive for constant improvement through shared responsibility, knowledge about ourselves and commitment to achieve the best outcomes for all our children and young people. Our work is targeted towards improved early identification of need, effective targeting of support, services and provision across education, health and care.

Being knowledge rich will ensure our work responds to the needs of the local area, is evidence based, and takes responsibility for the commitments we make to our children and young people. We will do that in a responsible way through directing our resources to the areas that have the most impact and where children and young people are most at risk of poor outcomes.

When we talk about children and young people with SEND, we include those who are vulnerable for many different reasons and who are likely to need support from multiple services during their life. Many children and young people who have SEND will have lives that have been made more complex by all the different, agencies, policy and legislation that shape the support they might need.

Services may include those from education, health and care, including specialist teachers, child and adolescent mental health services (CAMHS), Children with Disabilities and other social care teams, health services and specialist education support, to name but a few.

Other people around the child or young person, including their families, may also have their own support needs and this is when Early Help services may be required. Throughout all of this, it is vitally important that the voice of the child, young person and their family are kept at the heart of decision making with choice and control being paramount.

Our approach is grounded in what works best to improve outcomes for children and young people so that they can have the best future possible and thrive as part of our local community.

This means being efficient and prioritising what we know we need to focus on to provide the right level of support through education, health and care. This is encompassed in the SEND & Inclusion Improvement Programme, which underpins the commitments we are making through the SEND & Inclusion Strategy 2023-2027.

Oldham's vision for all our children and young people is that they achieve well in their early years, at school, and in further education so that they can find employment, are happy, healthy and fulfilled, and have choice and control over their lives. We believe that all children and young people should be able to:

- Be educated and included in the community where they live.
- Have friendships, relationships and are part of their community.
- Be as independent as possible and do it for themselves.
- Access opportunities that prepare them to be successful in life, learning, volunteering and work.
- Access appropriate high-quality support to build their emotional resilience and improve their positive health and wellbeing.
- Feel, safe and happy when taking part in all the opportunities available to all.
- Feel listened to and actively involved in influencing decisions that affect their lives and communities.
- Feel proud and be ready for life.

## Strategic priorities

SEND & Inclusion Strategy	Local area priorities	Young people's priorities	Parents/carers priorities
Priority 1: Early identification and SEN support	A great start and skills for life	Being and feeling safe	Early years SEN support and the graduated response
Priority 2: Health and wellbeing	Healthy, safe and well supported residents	Positive health and wellbeing	Mental health and wellbeing Health services
Priority 3: Community and social inclusion	A clean and green future	Friends, relationships and community	Accessing your community Short breaks and social activities
Priority 4: Joint commissioning for sufficiency of specialist support and provision	Quality homes for everyone	Doing it for ourselves	Independent Living EHCPs and annual reviews Social care
Priority 5: Preparing for adulthood	Better jobs and dynamic businesses	Employment and volunteering	Employment and training Transitions including post-16 Home to school transport
Priority 6a: Communication and interaction: autism	Cross council priorities	Cross council priorities	Included in all the priorities above
Priority 6b: Communication and interaction: SLCN	Cross council priorities	Cross council priorities	Included in all the priorities above
Infrastructure 1: Engagement, participation and coproduction: working in partnership with children, young people, parent/carers and partners, stakeholders			
Infrastructure 2: Quality assurance: keeping support and provision under review, including services, settings and individual provision made via EHCPs			
Infrastructure 3: Local offer: ensuring that what we say about the local area is of high quality, easy to navigate and performs well			
Infrastructure 4: Sustainability: assuring value for money to achieve financial balance and enable the best use of resources to meet need in the local area			
Infrastructure 4: Workforce development: creating an inclusive local area through a highly skilled workforce			

## Governance structure

The improvements we have identified in the SEND & Inclusion Strategy are underpinned by the wider SEND Improvement Programme. Implementation of the programme will be governed by the system-wide SEND Partnership Board and progress will be monitored and reported to Cabinet, Greater Manchester Integrated Care Partnership Governing Body and Oldham education settings (inclusive of early years, schools and colleges) as part of the ongoing cycle of reporting.

Work will be done through the priority workstreams and subgroups, which include representation from education, health and care, 0-25, children and young people and parents/carers.

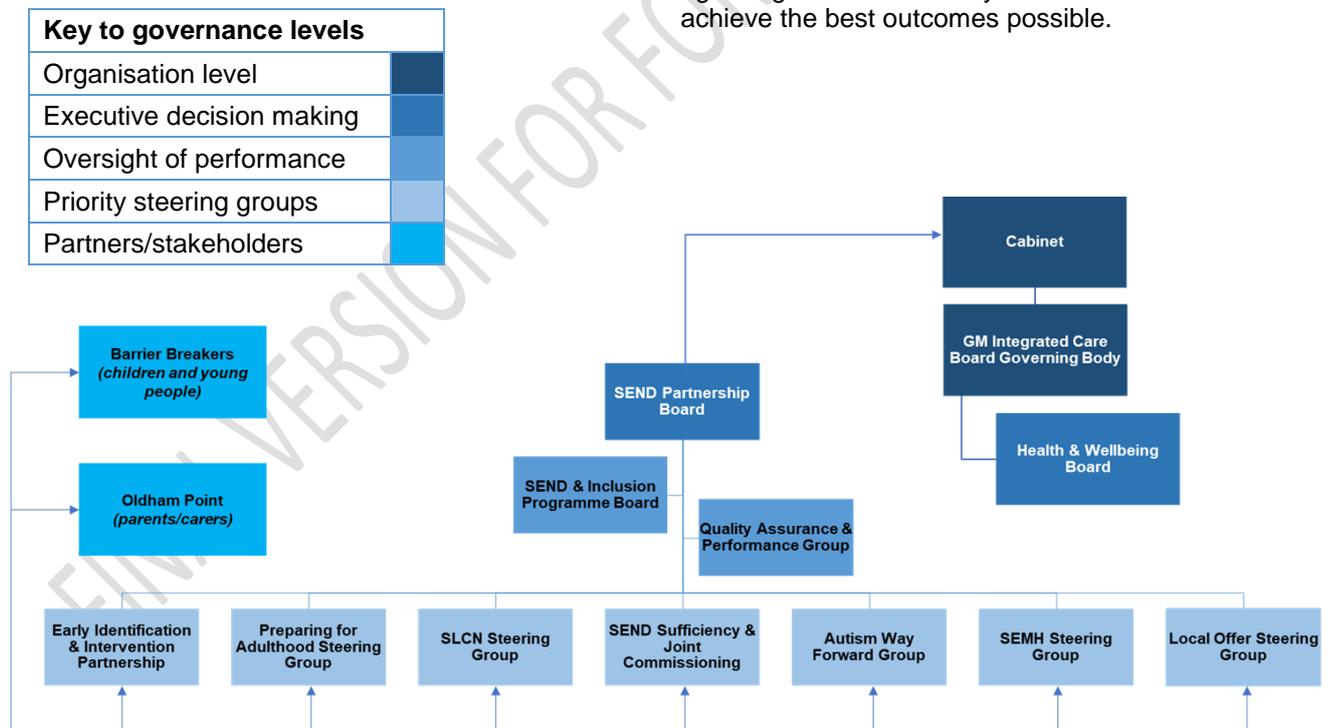
All strategic groups are responsible for parts of the overall SEND & Inclusion Improvement Programme. Priority workstreams and subgroups meet every half term and report up to the SEND Partnership Board.

There is regular reporting, and this includes narrative about progress, performance data and financial information so that we know how successful we are.

We recognise it is important to be clear about who has responsibility and accountability for delivery of the SEND & Inclusion Strategy at the strategic and organisation level. Roles of key accountable officers and partners are included in our SEND & Inclusion Improvement Programme so that it is plain who is accountable for ensuring the delivery of aspects of the strategy.

We feel strongly that there is shared responsibility and accountability, with all partners, and we want to improve transparency of that through more regular reporting on the local offer.

Ultimately, the benefit of all our work will be felt in the way our children and young people have their needs identified and met across education, health and care, covering the 0-25 age range and in how they are enabled to achieve the best outcomes possible.



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## What success looks like and how it will be measured

We have included success criteria and a performance data in our SEND & Inclusion Improvement Programme, which will show where we were at the beginning of the strategy and how these change over time, to where we want to be.

The overall performance of the local area is measured against national key performance indicators, compared with local, regional and our statistical neighbours (the local areas that are most like us).

The data we use includes *performance data*; things we can measure in numbers or percentages, and *perceptive data*; things we can measure by assessing where we are and how things have improved, according to our partners and stakeholders. We will be reporting our progress regularly, so that we are transparent about what we achieve.

To provide oversight, progress, highlights and challenges will be reported at SEND Partnership Board and in reports to Cabinet throughout the life of the strategy. This will be discussed and monitored at all strategic meetings, workstreams and subgroups and progress against each action will be assessed.

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## Priority 1 Early identification and SEN support

### Headline

The rationale for early identification of potential SEND is that the right provision and intervention can be put in place before gaps in progress and development widen.

Early identification is not restricted to the early years but to any age when concerns might be noticed. We recognise that early and accurate identification of SEND are prerequisites for ensuring effective SEND provision is put into place across the local area.

### What we will do

- Review the quality and capacity of the centrally based SEND & Inclusion Service and strengthen the core offer to education settings by providing a clear offer of targeted support for inclusion, regardless of whether there is an education, health and care plan (EHCP) in place.
- Develop an information pack on SEND in the early stages, including a range of information sheets, leaflets and a main poster on SEND to be in education settings and community spaces.
- Ensure that inclusion support is part of a broader, holistic and joined-up offer of across education, health and care.
- Develop a simplified SEN support toolkit of resources that works alongside the graduated response toolkit.
- Work with mainstream education settings to support how they can meet the needs of children and young people at the SEN support and the EHCP level through awareness raising and training at all levels.

### Because of what we do

- Children and young people at SEN support level will benefit from having their needs identified and met through robust early identification and intervention in education settings.
- Continuing professional development will increase the knowledge and skills in mainstream education settings, enabling children and young people to be identified and supported at an earlier stage.
- Education settings will have more access to support, including through early years sector support and for whole school SEND and inclusion development.
- There will be a **consistent** approach to early identification across the system, and this will lead to reduced suspensions and exclusions and more children and young people engaging in education.
- There will be assurance for parents/carers that there is fair access to placements in the early years and a full education offer through school and further education and they are not being encouraged to electively home educate their child.
- The Education Inclusion Service will better reflect the needs of the local area.

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## Priority 2 Positive health and wellbeing

### Headline

We see positive health and wellbeing as one of the cornerstones of building an effective life and this starts from birth. As a local area, we take a coordinated and evidence-informed approach to mental health and wellbeing and work in collaboration across education, health and care from the earliest years.

Education settings, along with local area partners, have an important role to play in supporting the mental health and wellbeing of children and young people, by developing approaches tailored to their needs.

### What we will do

- Focus on investing in earlier intervention and prevention; and exploring how specialist support can be delivered differently.
- Ensure joint commissioning delivers better, joined-up support by planning pathways of support for specific types of needs, for example autism.
- Put in place effective governance structures and processes to ensure strategic decisions can be taken swiftly and effectively, whatever the make-up of council and the Greater Manchester Integrated Care Partnership.
- Signpost parents/carers to the right support for their own health and wellbeing.
- Create more accessible information, advice and support for young people about the things that are important to them, including sex and relationship education.
- Work with GPs to ensure SEND is considered in the course of their work with children, young people and parents/carers.
- Ensure that there is an effective offer for children and young people who require alternative provision to be put in place because of mental health related difficulties.

### Because of what we do

- Parents/carers will know where to get the correct information and advice to support their health needs at the earliest point of time.
- Children and young people will benefit from the people who care for them feeling supported to be as healthy as they can be.
- Children, young people, parents/carers and education settings will have the information they need to know where to get the right support for their mental health needs.
- Parents/carers will have a better understanding of what GPs can offer and will be able to take advantage of what's available, from universal provision to more focused and targeted services, for the right needs and at the right time.

## Priority 3 Community and social inclusion

### Headline

Friendships, relationships and understanding yourself and who you want to be is a big part of becoming an adult and this starts from the earliest years. As well as understanding what a good relationship or friendship is, finding out more about sexual health, body image and emotions is also important to get around and be included in the local and wider community.

We want to ensure the best experience of community and social inclusion, from the earliest age, so that children and young people are empowered to become as independent, self-reliant and confident as possible, whether this means building and maintaining friendships, joining local groups, taking part in council run activities or accessing services.

### What we will do

- Ensure a stronger support network and opportunities for young people who are in the 18 to 25 age phase so that social opportunities don't just stop.
- Work with the voluntary sector to explore what else can be provided in the local community to support community inclusion.
- Advise clubs and providers for activities that are available for everyone, really are available for everyone, regardless of their support needs. This might mean training, support and advice for lots of organisations who provide social and community activities.
- Work in collaboration with partners and stakeholders to provide more information about pathways into sports and afterschool clubs for children and young people who have SEND.
- Promote volunteering opportunities for young people with SEND, which can provide unique experiences. More activities for this, which offer a variety of experiences, will be made available, including within the council.
- Support and signpost parents/carers to wellbeing groups for parents/carers so that they feel empowered and more able to access things in the community for themselves and for their children and young people.

- Work collaboratively with strategic partners to explore and develop the use of personal budgets across education, health and care for young people who have SEND so that they have more choice and control about the services and support they receive.
- Keep all support and provision under review through an agreed schedule to identify what needs reviewing and carrying out focused work to understand how service are working and what needs to change.
- Ensure that children and young people are treated as individuals when professionals are involved, rather than being combined into a general category of need. This also means looking at criteria for access to services and removing diagnosis-based access unless there is a specific and/or justifiable reason for this.

### Because of what we do

- Parents/carers will feel supported to have a productive, supportive family life, where families are content and are able to take the opportunities that fit with their own lives.
- Children and young people will:
  - Have a full and stimulating life that includes friends, family and positive relationships.
  - Be able to socialise with friends who support and understand them and explore relationships safely.
  - Feel safe when they are out by themselves and with friends, accessing the local community.
  - Have good knowledge of the clubs and social opportunities they can attend and take advantage of these.
  - Be happy.
  - Be able to put their views across, feel listened to and can express their thoughts and feelings about what is right for them, leading to more power over their own lives.
  - Understand how to make their own decisions in the way that works for them. Benefit from services that are shaped by their own opinions, thoughts and needs.

## Priority 4: Joint commissioning for sufficiency of specialist support and provision

### Headline

All children and young people are entitled to a mainstream education, and this is the best opportunity for most, including for those at SEN support and EHCP level. Where this is not right for those with the most complex needs, we have high quality special school places, and we want to ensure that there are sufficient places to continue to meet the needs of the local area into the future.

We also want to increase the options for more children and young people, who may need support beyond what mainstream provision can currently offer, to remain in mainstream education. This will be done through the development of a greater range of education options in mainstream primary and secondary schools.

We also want to ensure the right level of provision from support services is available for all children and young people, regardless of their education setting.

### What we will do

- Develop a range of 'mainstream plus' options to support children and young people who require provision than is expected to remain in mainstream schools.
- Develop an evidence-informed and collaborative approach to planning places in all types of specialist SEND provision so that there is a transparent plan for how local provision can meet local needs.
- Work with partners to develop more structure and consistency for considering bespoke placements for children and young people with the most complex needs.
- Develop a joined-up network of SEND and inclusion practice across the borough, which is supported by Oldham's early years specialist support services, special schools, mainstream plus practitioners and centrally based specialist services.
- Work with education settings to ensure the best use of the high needs capital funding to improve and enhance the environment to support children and young people with SEND.
- Ensure that there are enough specialist placements to meet the needs of the local population within Oldham and map this out

for the period of this strategy and into the future, in consideration of forecast needs.

- Explore what can be done to offer parent/carer support in education settings in partnership with SENCOs and services.
- Ensure that there are sufficient options available for young people when they leave school, including apprenticeships, sixth form, work-based opportunities and further education.
- Promote and expand the inclusive offer in Oldham, so that more young people have access to employment pathways that meet their needs including, through; work placements, work experience, traineeships, supported Internships and apprenticeships.
- Review health provision to ensure the right level of health provision is commissioned to meet the needs of the local area.
- Review and develop our commissioning agreements between the local authority and the integrated care system so that key health services have good transition plans between children's and adults' services.

### Because of what we do

- More children and young people will have their needs met in mainstream provision and will access the opportunities this provides so that they are able to make a positive contribution and play an active role in their community.
- Children and young people will benefit from the right support, when they need it, so they can continue to learn new skills and knowledge along with their peers.
- Capacity will be built in education settings across all age phases.
- Children and young people with SEND will have, and make use of, the same opportunities as everyone else because there is an expectation that they will get the right support and encouragement.
- Young people will have more options for post 16 pathways available in their community so that they enjoy a sense of achievement as they continue to build skills, leading to future employment.

## Priority 5 Preparation for adulthood

### Headline

We recognise that preparing for adulthood starts from the earliest years and runs through childhood and into adolescence and appropriate support in the early years can reduce the amount of support a child, young person or family requires when they are older.

As children and young people grow and develop, they should have the opportunity to get involved in their local community in all sorts of ways. Young people grow older, they may want to live alone, or with others, in their own home.

In Oldham, young people have told us that independent living is more than just about where you live. They also feel that being as independent as possible, is just as important as who you live with. We want to make sure that young people can live as independently as possible, no matter what their circumstances.

#### What we will do

- Be pro-active in gathering feedback from young people about their aspirations and use this to commission pathways that will enable them to pursue their goals.
- For children in the early years, parents/carers will be supported to access health, education and care services for a better start in life.
- Engage with children and young people who are likely to require further support or bespoke pathways to pursue their aspirations and convene local education providers and wider partners to shape corresponding pathways.
- Expand vocational options to support young people who have SEND onto employment pathways, including supported internships and apprenticeships.
- Engage with local employers, in the private, public and voluntary sectors, and support them to develop opportunities for young people with SEND to make a successful transition to the world of work.
- Help employers to understand the needs of the young people with whom they will be working and to put the right support in place for this to be successful.
- Use learning and good practice to show a wider range of employers how transition into the workplace can be done effectively.

- Ensure that there is a strong, joint local offer of education, health and care options to enable young people with the most complex needs to make a successful transition to adult life.
- Ensure that there are effective processes for all transitions for children and young people and early planning of a young person's transition to adult life that will enable a young person to thrive.
- Develop a joined-up transitions team that includes children's and adults social care and provides a consistent offer relating to assessment, support and services.
- Work with education settings to promote more lessons on life skills, including, travelling, money management, and learning about paying bills.
- Develop accessible information about the EHC process and what this means for sixth form, university and going into work much earlier than it is currently provided.
- Enable parents and carers to access information that helps them to support their children and young people to make decisions about their future.
- Ensure that children and young people begin preparation for adulthood and preparing for change throughout their journey, including at all levels of need, so that work is completed to enable children and young people to begin to make decisions about their future.

#### Because of what we do

- Children and young people will develop the right skills to be as independent as possible in the way that works for them.
- Young people will benefit from having the right support from the people in their lives, including for making decisions when it comes to their own life and care needs.
- Young people can budget and manage their finances, with the right support when this is needed.
- Children and young people will influence services so that they are better aligned with their priorities.

### Priority 6a Communication and interaction: autism

## Headline

We want Oldham to be a place that values everyone's contribution to their local communities and makes sure they are welcomed, supported and no-one is left behind. We want to achieve an autism friendly approach across the borough through services that are joined up, proactive and of high quality.

We also want to support education settings, service settings and the wider community to have a good understanding of children and young people who have social communication difficulties and autism, what this can mean, and how they can include them in all opportunities that are available universally. Our work in this area will align with the National strategy for autistic children, young people and adults 2021 to 2026.

### What we will do

- Work with community and voluntary sector to promote access to universal social activities for children and young people who have autism.
- Engage with partners and stakeholders to identify the training needs regarding autism and social communication difficulties and identify the priority groups for continuing professional development. This will include partners from health, social care, education, housing, employment, leisure, police and criminal justice services to support continuing professional development.
- Co-design training with young people and parents/carers who have lived experience of autism.
- Build on the Autism in Schools project to provide a sustainable training programme for schools, in partnership with parents/carers.
- Create an autism outreach service for children and young people with communication and interaction needs who are in mainstream education settings.
- Expand vocational options to support young people who have autism onto employment pathways, including supported internships and apprenticeships.

- Implement the complex case panel to ensure sound oversight of young people with the most complex needs, and who may require a continuing high level of support, as they prepare for adulthood.
- Develop education provision and accommodation options for young people who are currently accessing provision outside of Oldham, to ensure that they can be supported as close to home as possible, as they transition to adulthood.
- Review pathways for diagnosis for autism.

### Because of what we do

- There will be increased opportunities available in the community as more providers will make reasonable adjustments to be autism accessible for all children and young people.
- Education settings and parents/carers will know how to access training at the right time, to boost their understanding of how autism and social communication difficulties affects children and young people and practical ways to support them.
- Children, young people and their parents/carers will know what they should expect from their school or education setting.
- Education settings will benefit from access to specialist support so that they can build capacity for supporting children and young people who have autism.
- Specialist and mainstream services including health, social care, early years, education, housing, employment, leisure, police and criminal justice are inclusive, accessible and accommodating for children, young people and parents/carers.

## Headline

In Oldham, we want every child and young person to be enabled to communicate to the very best of their ability. Within the early years we want early identification of communication needs to be supported with timely access to strategies, interventions and advice to reduce the longer-term impact of communication needs.

To do this, we want to make sure that there is a high level of skill across the workforce. This is because we want to create a local area that is knowledge rich regarding how to foster and support speech, language and communication needs for our children and young people.

## What we will do

- Develop a joined-up speech and language pathway that outlines the offer of services for all children from universal to specialist. This will include supportive strategies that families can use at home.
- Embed consistent messages to parents/carers about the importance of the home learning environment and what is important in supporting communication and language development at all stages.
- Explore funding for investment in SLCN across the continuum of need.
- Strengthen the ways we are promoting SLCN awareness across education settings and services who work directly with the KS3/4 and p-16 SEND population.
- Implement a Secondary Language Link pilot to target children and young people at the KS3/4 phase, whose speech, language and communication needs have not previously been identified.
- Review speech, language and communication needs in the local area against the provision available and act where this needs to be improved.
- Promote and support the speech, language and communication framework as a whole school development for schools.

## Because of what we do

- Children and young people are supported by professionals who understand their needs and as a result, are supported to get better outcomes.
- Parents/carers are up skilled in understanding their child's needs in relation to speech, language and communication and, as a result, can support their development in this area.
- Older children and young people who have not had speech, language and communication needs identified at an earlier stage will be supported by professionals who understand their needs and support their development as they move towards adulthood.
- Through Secondary Language Link, secondary phase practitioners can identify and meet speech, language and communication needs informed by an enhanced understanding of language development and how to identify and address needs.

## Infrastructure 1: Engagement, participation and coproduction

### Headline

Engagement, participation and coproduction are a big part of what is happening in Oldham, and we want this to be embedded successfully at all levels across the local area partnership.

Children, young people and their parents/carers, together with partner organisations, are central to developing an effective local area system for SEND and inclusion. Coproduction is how we want to work and is a core expectation for all service leads, commissioners and providers.

### What we will do

- Act on our commitment to sharing challenges and solving problems in a spirit of coproduction through ownership, with children, young people and parents/carers, of the SEND & Inclusion Improvement Programme.
- Ensure that coproduction is meaningful, by engaging at the earliest stage, openly sharing challenges and enabling parents/carers to generate ideas and shape solutions.
- Develop more opportunities for children, young people and parents/carers to influence the local area system at a strategic level and build the capacity of local groups and networks to fulfil this role.
- Introduce an annual cycle of SEND and inclusion events for parents/carers, with an increased level of adult service and housing representatives involved.
- Ensure that education, health and care services work collaboratively with POINT to share accurate information about services/provision and make sure it is communicated effectively.
- Create a parent/carer pack to provide clarity about pathways to support for different aspects of education, health and care.
- Create and promote a lending library of resources for SEND so that parents/carers can borrow resources, rather than spending money to find out that resources are not right for them and their child or young person.
- Hold parent/carer sessions in different areas of the borough on different days, and

at different times so that they fit around busy lives.

### Because of what we do

- Parents/carers of early years children, school aged children and young people will be able to access information about their rights and choices without having to ask for it or seek it out themselves because they won't know what they don't know.
- Parents/carers will be an equal partner in strategic and working groups to help to identify issues and implement changes.
- They can also share experiences to help professionals understand some of the impact of SEND on their lives.
- Peer mentoring from other parents/carers will be promoted and will help many other parents/carers.
- Parent/carers will be supported by peer mentors who are well supported themselves by services.

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## Infrastructure 2: Quality assurance and performance

### Headline

We are committed to the delivery of effective provision and services through sound policies, procedures and practice. Quality assurance and performance monitoring is a feature of our work across the local area partnership. Through this, we ensure continuous service improvement by embedding a culture of shared local intelligence and, where quality and performance issues arise, a commitment to learning and acting.

We believe in partners being accountable for the quality of their work and being prepared to account for the impact on the outcomes for children and young people. We will maintain a robust tracking system, which collates and monitors all performance related to SEND and inclusion to support effective challenge and scrutiny.

### What we will do

- Implement the EHC Hub, an online system for developing EHCPs and managing annual reviews.
- Strengthen the support available for the early years sector to identify and submit appropriate request via the online service.
- Develop a comprehensive data set for SEND and inclusion, that brings together education, health and care and publish updates on the local offer website.
- Roll out a whole school audit system for schools and develop an early year's version, to also be implemented.
- Implement a reporting process for the completion and results of the formal termly audit for EHCP's, as outlined in the audit process and publish the results on the dashboard and headline report.
- Develop an outcomes dashboard that focuses on what is important to children and young people and how we measure progress for that.
- Report to SENCOs and early years providers, through development days, regarding high quality evidenced based interventions.
- Introduce a system for reviewing all commissioned specialist provision on an annual basis.

### Because of what we do

- Parents/carers will be able to access more detail about who is involved with their child or young person's support and provision, and they will have access to information about what they do and how to contact them.
- Children, young people and parents/carers will know the date of their next annual review meeting, as this will be set a year in advance from the previous meeting.
- Data will be more accurate and better reflect the local area position so that more informed decision making is supported, and this leads to more targeted support and intervention.
- Data will be better protected and more accurate as areas of error will be minimised.
- Developments for specialist provision will be identified and good practice shared wider through practitioners.

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### Infrastructure 3: Local offer

#### Headline

Oldham's vision is to be a place where children and young people will thrive. The local offer is what is available in the local area for children and young people who have SEND, and their families. The local offer website is what we say about this and provides information on what is available in Oldham.

The local offer website has been produced by children, young people, parents/carers and practitioners working together.

#### What we will do

- Ensure that children, young people and parents/carers can access information in an understandable format so that they can make informed choices. This includes making sure that information is readily available in all formats, including paper based if this is requested.
- Explore the creation of multiple location public information facilities where parents/carers can collect information on what they need in a format that suits them, including accessing advice from professionals, at their own pace.
- Review statutory responsibilities in relation to the local offer and identify improvements.
- Ensure that the local offer website is SEND related and that all information is related to accessible, Oldham based support and provision.
- Explore the use of an App as another aspect of the local offer.
- Simplify the local offer website in terms of jargon so that the language used is consistent and accessible.
- Empower children, young people and parents/carers, to play a strategic role within the local SEND system, through the parent carer sessions and the annual cycle of SEND and inclusion events for families. Create inclusion groups within settings for children and young people to be a part of.

#### Because of what we do

- Children and young people will be given information about their rights and choices without having to ask for it or seek it out themselves.
- Children, young people and parents/carers will be confident that they are getting the most up to date and accurate information.
- Parents/carers new to SEND will benefit from jargon free information that will be more accessible.

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## Infrastructure 4: Sustainability

### Headline

To make sure that we can keep improving for children and young people we need to have a grip on how we deliver SEND services for children and young people so that they can be protected and developed.

Sustainability will be achieved through understanding the local context and ensuring that resources are targeted based on that knowledge and what we know works well.

### What we will do

- Participate in the Delivering Better Value programme in partnership with the DfE.
- Carry out a review and formal consultation, of the resource allocation system of funding related to EHCPs, across all age phases and education settings, both mainstream and special.
- Carry out a review and formal consultation of p16 SEND provision to identify how the range of pathways can be improved.
- Review and update the SEND Transport Policy.
- Create the opportunities for creative and transparent discussions with parents/carers about transport options, with a focus on promoting independence.
- Share good practice in decision-making and transport assessments, co-production of policies and guidance with parents/carers.
- Create a full and creative range of support options for travel to school.

### Because of what we do

- The Delivering Better Value programme will support a more targeted budget, in relation to specific identified areas and this provides confidence that resources are being managed effectively.
- There will be confidence that the resource allocation system for EHCPs is fit for purpose, fair and delivers the best system for children and young people.
- Statutory processes will be managed effectively, and this will provide confidence in the system for all partners and stakeholders.
- P16 provision will be in line with statutory requirements, creating a more equitable system for children and young people.

## Infrastructure 5: Workforce development

### Headline

To ensure that children and young people benefit from the best support that enables them to reach their potential we need a workforce that is skilled, knowledgeable and progressive.

We want our partners to feel confident in their ability to deliver the best possible system. This means having access to the most effective continuing professional development opportunities that are accessible and fit in with the demands of daily work.

### What we will do

- Work with regional partner local authorities to define the training offer across the region that promotes access to employment for children and young people.
  - Review the training currently available in the borough and identify any gaps for development and create a suite of training available to in different formats.
  - Link training and development to the findings through audits, emerging themes and actions plans.
  - Establish an autism training steering group to lead on planning and implementation of autism training across the local area.
  - Review all current training related to SEND and inclusion and plan an appropriate programme based on the findings.
  - Develop and deliver a continuing professional development programme targeting whole school development for SEND and inclusion.
  - Ensure the early years sector has access to a professional development programme for SEND and inclusion.
  - Promote use of the Graduated Response Toolkit and develop this further.
  - Develop and promote a comprehensive transition support pack that covers all key transitions.
  - Develop more creative methods for continuing professional development, for example, webinars, podcasts and online courses.
- Build a development offer for professionals and practitioners and use as part of the induction programme to Oldham as well as a maintaining competency programme.

### Because of what we do

- Children and young people benefit from better transition planning, ultimately leading to work-based activity, and this improves their outcomes in later life.
- Children and young people benefit from an upskilled workforce who have a better understanding of SEND, and their obligations under the SEND Code of Practice, and can apply this knowledge and understanding.
- Increased awareness and confidence of staff in identifying SEMH and related needs leads to better provision for children and young people.
- All children and young people are supported by a skilled workforce that identifies their needs at the earliest opportunity enabling appropriate support and plans to be put in place.

## **SEND & Inclusion Strategy 2023-2027: Annex A:** Sufficiency of specialist places to meet the needs of children and young people with special educational needs and/or disability (SEND)

### **Contents**

1. Introduction
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3. Rationale and evidence of demand
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5. Considerations
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7. High needs provision capital allocations 2021 – 2024
8. Collaborative approach
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**January 2023**

## 1. Introduction

Across the local area, there is a commitment to deliver high quality education for all children and young people, including those who have special educational needs and disabilities (SEND). Our SEND & Inclusion Improvement Programme underpins the strategy and clearly set out the local area's commitment to delivering high quality support and provision across all our schools and educational settings, enabling the best outcomes for every child and young person over six key priorities and five key enablers.

All children and young people are entitled to a mainstream education, and this is the best opportunity for most, including for those at SEN support and EHCP level. Where this is not right for those with the most complex needs, we have high quality special school places, and we want to ensure that there are sufficient places to continue to meet the needs of the local area into the future across all our mainstream and specialist provision.

We recognise that there are children and young people, who may need support beyond what mainstream provision can currently offer and we want to increase the options for this group. This will be done through the development of a greater range of education options in mainstream primary and secondary schools. In addition, further consideration will be undertaken regarding the development of provision in early years and post sixteen education as part of the longer-term strategy.

We also want to ensure the right level of provision from support services from education, health and social care is available for all children and young people, regardless of their education setting.

The sufficiency element of our strategy is monitored and developed through the Joint Commissioning & Sufficiency Partnership, which focuses on joint commissioning for sufficiency of specialist support and provision.

To explain how we are going to achieve our ambitions for the children and young people of Oldham, this annex forms part of the overall SEND & Inclusion Strategy 2023–2027 and focuses specifically on the SEND specialist place sufficiency aspect of the strategy.

## 2. Aims and ambitions

The overall SEND & Inclusion Strategy details all that we are aiming to achieve across the local area to get the best outcomes for children and young people. The sufficiency annex sets out further detail about how the local authority and partners will address the fundamental challenges being faced in meeting increasing demand for the range of specialist places we need to sustain for children and young people with SEND within the resources available. This will be done in collaboration with partners and stakeholders.

The sufficiency annex to the main SEND & Inclusion Strategy will be based upon the following objectives:

- Ensuring children and young people with SEND have access to the right type of school placement and provision which best meets their needs, and which is within their community. This includes those who have been categorised as having needs relating to social, emotional and mental health; autism and/or speech, language and communication needs.
- Embedding a partnership-based approach, to ensure the appropriate range and capacity of provision is available in local mainstream schools, academies, trusts and specialist settings to enable the needs of a greater number of children and young people to be met, as part of an inclusive culture. This builds upon our commitment expressed in the Education Improvement Strategy.
- Building a sustainable system that provides value for money and the most effective use of available resources, which continues to underpin the strategy and results in improved settings, environments and skill sets that get the best outcomes for children and young people.
- Ensuring that children, young people and their families are at the heart of planning support and provision.

In line with previous years developments, statutory partners continue to work closely to ensure, where possible, that children and young people with SEND do not have to travel out of the borough to have their educational needs met through early identification and support. Work in this area has been undertaken in parallel with improvements to the quality and efficiency of education, health and care plan processes. This is to enable children and young people who require ongoing specialist support to be placed in the best possible provision and have their needs met through a stable and enriching school life.

The strategy further sets out its objectives to continue to address pressures within the SEND system, placing a renewed focus on developing capacity locally through re-setting the balance in favour of borough based resource and satellite provision which is closer to children and young people's home and community, and which prevents the need for significantly more costly, independent provision outside of the borough.

Improving personalisation, through things such as personal budgets, alternative provision and education other than at school is also a key priority to create a system which promotes independence, confidence and aspirations and enables children and young people to make a successful transition to adulthood. Annex B of the SEND & Inclusion Strategy 2023-2027 will focus on these aspects.

### 3. Rationale and evidence of demand

In recent years, there has been a significant increase in the number of children and young people who have an Education, Health and Care Plan (EHCP) resultant in the current figures shown in table 1.

SEND for school aged children and young people (excludes early years and post 16)					
Phase	Total	Special place	SEN Support	EHCP	Total SEN
Primary	26400	22365	3449	586	4035
Secondary	17985	15724	1889	372	2261
Special	1183	0	18	1165	1183
PRU	37	0	37	0	37
<b>Total</b>	<b>45605</b>	<b>38089</b>	<b>5393</b>	<b>2123</b>	<b>7516</b>

Table 1: School census January 2022

Numbers continue to show that Oldham has a higher number at the EHCP level and lower at the SEN support level than statistical neighbours and the national average.

	Oldham	Stat' neighbours	National
Nº of school age pupils	47169	530311	9000031
No of pupils with SEND	7662	89820	1485409
% Who have an EHCP	4.7%	3.9%	4.0%
% At SEN support level	11.5%	12.9%	12.6%
% Total who have SEND	16.2%	16.8%	16.6%

Table 2: EHCPs and SEN support comparisons. School census January 2022

Latest national data, published in June 2022 by the DfE, shows that the most common type of need for children and young people who have an EHCP is autism and for those who are identified as requiring SEN support is speech, language and communication needs (SLCN). This is also reflected in Oldham and there has been an increase in those being diagnosed and/or presenting with autism, both nationally and in Oldham.

In Oldham, for children and young people with an EHCP, data shows us that, autism is the most common primary type of need, with **42%** of children and young people in Oldham schools and settings having this primary type of need. SLCN and SEMH are also significant with **17%** of the Oldham schools EHCP cohort having a primary need of SLCN and **12%** SEMH (Jan Census 2022).

Despite the identified number of children and young people in Oldham schools who have an EHCP with a primary need of SLCN, this may not account for the true level of need in this area. This is because many children and young people will have been categorised as having social, emotional and mental health (SEMh), needs at secondary school whilst at primary they may have been more likely to be identified as having SLCN. This indicates that when they move to secondary school, their SLCN has been under identified or mis-categorised.

Table three shows the latest forecast for Oldham children and young people who have an EHCP, or may need one in future, if we do not change how we do things.

	ASC	HI	MLD	PD	PMLD	SLD	SEMH	SPLD	SLCN	VI	MSI	Other	Totals
2015	371	41	123	82	54	109	153	23	170	17	0	7	1150
2016	411	45	134	90	55	119	167	28	183	20	0	14	1266
2017	498	53	152	98	60	135	191	44	228	24	0	7	1490
2018	592	62	192	118	71	141	239	47	268	29	0	9	1768
2019	668	68	224	125	72	146	283	51	311	30	1	69	2048
2020	770	72	249	136	76	123	321	79	339	32	3	50	2250
2021	803	67	240	143	80	111	340	89	382	32	3	23	2306
2022	914	75	260	150	93	116	405	96	513	39	4	35	2700
2023	1027	76	272	157	97	105	458	99	615	47	6	35	2994
2024	1130	84	299	173	107	116	504	109	677	52	7	39	3293
2025	1243	92	329	190	117	127	554	120	744	57	7	42	3623
2026	1367	101	362	209	129	140	610	132	819	63	8	47	3985
2027	1504	111	398	230	142	154	671	145	900	69	9	51	4384
2028	1654	122	438	253	156	169	738	159	990	76	10	56	4822
2029	1819	135	482	278	172	186	811	175	1090	83	11	62	5304
2030	2001	148	530	306	189	205	893	193	1198	92	12	68	5834

**Table 3:** projected numbers of EHCPs up to 2030, following the current trajectory (actuals at Jan census to 2022 (2023 TBC in spring 2023), forecasted from 2024 based on average 10% national increase).

For all statutory school aged children and young people with an EHCP reviewed and maintained by Oldham LA, **55%** are educated in special schools (inc. INMSS and maintained special schools) The national average is **34%** and for metropolitan boroughs is **9.9%**. Table 4 shows what this means in numbers of children and young people.

	2017	2018	2019	2020	2021	2022
Mainstream	589	648	782	868	932	982
Special	701	794	887	962	1003	1093

**Table 4:** special school places 2017 – 2022

#### 4. Pressure on high needs funding

INMSS monitoring provides up to child level data to understand the SEND needs required to both develop provision that children in INMSS settings could transition back and therefore provide appropriate local provision. This also enables us to forecast and understand the needs of the population to allow a focused approach to capacity development for specific identified needs, namely autism, SLCN and SEMH.

Tables five and six show an overview of the use of INMSS placements highlighting a reduction on the dependence on the use of these schools due to developments to date.

Financial year	INMSS placements: out of borough	Total costs
2019/2020	94	£3,952,846.00
2020/2021	77	£4,282,601.00
2021/2022	67	£3,973,022.00
2022/2023	62	£3,609,940.00

Costs are based on full academic year costs. Latest information as of 21 October 2022.

**Table 5:** INMSS placements outside of Oldham.

Financial year	INMSS placements: in borough	Total costs
2019/2020	50	£802,440.00
2020/2021	46	£1,189,946.00
2021/2022	30	£935,443.00
2022/2023	24	£890,382.00

Costs are based on full academic year costs. Latest information as of 21 October 2022.

**Table 6:** INMSS placements in the private sector located in Oldham.

Previous reports have demonstrated that the continual long-term dependence on out of borough and independent non-maintained special schools (INMSS) is not favourable as a long-term sustainable option when viewed against steadily rising increase in needs for these cohorts of children and young people.

The INMSS data full year forecast figures for 2022/23 indicate that 30 children and young people were/are placed in INMSS settings with a primary need of autism at a cost of £1,478,153.40. This is on average £49,000 per place.

The INMSS data full year forecast figures for 2022/23 indicate that 32 children and young people were/are placed in INMSS settings with a primary need of SEMH at a cost of £1,394,534.50. This is on average £44,000 per place.

Primary need	INMSS number	Cost
Autism/SLCN	30	1,478,153.40
SEMH	32	1,394,534.50
Other	24	1,627,634.10

**Table 7:** Costs of INMSS related to specific areas of need.

Whilst numbers in INMSS continue to reduce, through our concerted efforts, the cost of INMSS rises due to increases in prices in the independent sector, which the LA has no control over. We would like to see more of this funding remaining in Oldham schools and education settings. Our strategy, therefore, is to work towards ensuring more of our resources stay within Oldham education settings.

## 5. Considerations

The continuing work on SEND sufficiency has clearly identified a gap in educational provision for children and young people with autism/SLCN and/or SLD/SEMH, whose needs are not currently being met in mainstream schools, resourced provision or local special schools. This often results in children and young people being placed in independent non-maintained special school (INMSS) provision out of borough, or in-borough independent settings.

Oldham does have an autism specific special school; however, this is targeted at children and young people who can follow a GCSE pathway and curriculum. There is currently a gap in specialist provision for children and young people who have the following needs:

- Communication and interaction (autism/SLCN) combined with moderate to severe learning difficulties.
- SEMH and combined severe learning difficulties.

There are currently only three established resource provisions in Oldham, providing **36** places in total. This 'mainstream plus' provision needs to grow to enable children and young people to be educated in the borough that they reside and ensure access to the right provision.

Whilst much of the capacity development is providing short and medium term cost avoidance, to ensure resources stay within the borough, the growing need for capacity of in-borough provision set against the rise in EHCP's requires a multi-faceted approach. Utilising early identification and support, graduated response as well as the development of in-borough provision with our maintained and academy partners must be a key part of this.

Demand for EHCPs and specialist places continues to rise and the council's ability to create more places locally within acceptable timescales is compromised. In addition, the complexity of some children and young people's needs, combined with the lack of mainstream specialist places, has meant that the council has been required to make greater use of INMSS to deliver provision.

There is potential to impact on the use of INMSS places currently however this would require several dependencies not least parental consent, appropriate key phase transitions of children in a particular year group.

There is a real concern on the long-term ability to impact on the use of INMSS places without having the ability to develop provision within the local area at the pace and scale needed to affect this. However, Oldham remains a partner within the Northwest Framework to secure specialist placements if required.

Further issues include:

- The unknown cohort of 'in-year' identification of children and young people who have SEND add to additional EHCP number, and these prove difficult to forecast, e.g. families moving into the area, other local authorities placing in Oldham schools, etc.
- Developing the market to encourage more school settings and trusts to develop and/or expand provision in the borough in the short and medium term.
- Development of forecast data for post 16 and review of statutory post 16 ESFA requirements that impact on the rising demand for placements up to the age of 25.
- The success of all identified projects with various approvals required from, capital, planning, providers and the possible impact of BSF/PFI initiatives.

## 6. SEND sufficiency projects 2023-2027

Progress has already been made on sufficiency projects including Medlock Valley (6 places) and Newman R C (6 places, PILOT only) plus Kingsland School scheduled for January 2023 (12 places). This will provide a further 24 places for the 22/23 academic year and a further 12 the following year.

In addition, an expression of interest went out in the Spring Term 2022 to all schools and settings, requesting they express an interest should they wish to provide resource or satellite provision.

From this initial expression of interest, **17** primary schools, **2** secondary schools and **1** FE provider have requested to be considered for mainstream plus provision. Due to the demand for mainstream plus places in secondary a further secondary mainstream plus provision will be needed in phase 1.

A further 6 mainstream plus provisions will open prior to 2025, giving an additional 108 places in total (36 in 2023, 2024 and 2025).

Development discussions have continued as part of the SEND sufficiency strategy work, assessing the available data to target provision against the needs of children and young people.

This highlights further the need for increased provision related to communication and interaction needs (autism and speech, language and communication needs (SLCN)) as well as SEMH needs.

Discussions continue with education providers to support the LA in its aims of the send sufficiency plan and its drive to significantly reduce the impact on the high needs budget by ensuring children and young people remain in local provision with a reduction in the use of INMSS.

Resource provision	Primary need	Total cost per place*	Year				Total
			22/23	23/24	24/25	25/26	
Kingsland School	Autism/SEMH	£19,869	12	0	0	0	12
Medlock Valley	Autism/SEMH	£15,127	6	6	6	0	18
Secondary 1	Autism/SEMH	£19,869	6	6	6	0	18
Secondary 2	Autism/SEMH	£19,869	0	6	6	6	18
Secondary 3	Autism/SEMH	£19,869	0	6	6	6	18
Secondary 4	Autism/SEMH	£19,869	0	6	6	6	18
Primary 1	Autism/SLD	£15,127	0	6	6	6	18
Primary 2	Autism, SLD	£15,127	0	6	6	6	18
FE 1	Autism, SEMH	£19,869	0	6	6	6	18
<i>*Subject to review of resource allocation system.</i>			<b>24</b>	<b>48</b>	<b>48</b>	<b>36</b>	<b>156</b>

**Table 8:** Planned creation of resource provision/mainstream plus provision.

## 7. High needs provision capital allocations 2021 – 2024

Those SEND projects requiring capital investment have and are being supported through the Special Provision Capital and the High Needs Provision Capital Allocation Grants.

The current sufficiency plan and model is based on developments in the short and medium term with mainstream plus provision developments, but with the recent allocation of additional funding through the High Needs Capital Allocation Grant this could allow for additional capacity to meet the needs sooner.

Oldham have been awarded further funding for 2022-23 and 2023-24, from the DfE's high needs provision capital allocation grant. This creates a cumulative total of 6.0m (from the original 0.8m allocated in 2021-22).

<b>High Needs Provision Capital Allocations 2021-24</b> <i>(published March 2022)</i>			
<b>Updated HNPCA 2021-22</b>	<b>Updated HNPCA 2022-23</b>	<b>Additional HNPCA 2023-24</b>	<b>Total HNPCA 2021-24</b>
£830,009	£2,189,364	£3,012,464	<b>£6,031,837</b>

**Table 9:** HNPCA 2021 - 2024

This funding is to support the development of additional capacity and enhancing school/setting environments to support children/young people with SEND. This is great news for Oldham as it will enable more sufficiency projects to proceed, thereby enhancing the specialist places available within the borough. This will be managed through the Education Provision Team, which reports into the Education Provision Group (EPG).

The potential capacity expansion programme based on the forecast data for children and young people with EHCP's, as well as recognition of those currently in INMSS and their respective year groups would look to provide the additional capacity we need.

## 8. Collaborative approach

The continuing development discussions with schools regarding additional capacity at mainstream school sites has the potential to align itself to a positive inclusive model. This supports the aims of providing local education places for children and young people with SEND in Oldham and may be more practical in effectively supporting the educational needs and demands of all children in Oldham long term, and successfully impacting, to the extent needed, to reduce the high needs block in the long term that will be sustainable.

Most children and young people should be able to access the support they need to thrive in their local mainstream setting, without the need for an EHCP. To ensure we can achieve this, we need to create a financially sustainable system that provides value and ensures the best outcomes for children and young people.

Previously, we have considered the increase of special school places, however national developments and drivers have caused pause for thought. The Education Act 2011 changed the arrangements for establishing new schools and introduced section 6A, which is known as the academy or free school presumption which, without central government funding, would require the LA to provide the capital to fund any development. In addition, government plans can lead to significant aspects of changes of the education landscape potentially having a significant impact on local authorities, that is not yet known.

Monitoring of the use of INMSS placements and the tracking of year groups as part of the ongoing dedicated schools grant sustainability improvement programme, provides information that supports the development of in borough provision. This will allow us to review the use of INMSS whilst also monitoring the local increases identified in the data around needs and EHCP's. Also of note is that Oldham are part of the SEND North West Framework, used to identify possible placements within an agreed funding range. This is something we need to drive forward.

An additional benefit to our improvements will be enabling children and young people to participate in activities that build self-esteem and independence skills such as those delivered through the Short Breaks Play and Leisure offer.

### In summary

The priorities we have identified as part of the overall SEND & Inclusion Strategy are intended to further reduce the need for INMSS because of strengthening the range of provision with the borough. This will enable more of the high needs block to remain within the borough, and it will reduce the social costs for children, young people and families.

To address sufficiency in the best way to meet the needs of children and young people in Oldham, we are proposing to establish sufficiency of specialist places by working in partnership with schools/settings and trusts to develop specialist provision within mainstream schools.

Our commitment is that children and young people have their needs identified promptly, with appropriate support and provision put in place within Oldham at the earliest opportunity and at the level they need it.

## 9. SEND & Inclusion Strategy 2023 – 2027

### What we will do

- Develop a range of ‘mainstream plus’ options to support children and young people who require provision than is expected to remain in mainstream schools.
- Develop an evidence-informed and collaborative approach to planning places in all types of specialist SEND provision so that there is a transparent plan for how local provision can meet local needs.
- Work with partners to develop more structure and consistency for considering bespoke placements for children and young people with the most complex needs.
- Develop a joined-up network of SEND and inclusion practice across the borough, which is supported by Oldham's early years specialist support services, special schools, mainstream plus practitioners and centrally based specialist services.
- Work with education settings to ensure the best use of the high needs capital funding to improve and enhance the environment to support children and young people with SEND.
- Ensure that there are enough specialist placements to meet the needs of the local population within Oldham and map this out for the period of this strategy and into the future, in consideration of forecast needs.
- Explore what can be done to offer parent/carer support in education settings in partnership with SENCos and services.
- Ensure that there are sufficient options available for young people when they leave school, including apprenticeships, sixth form, work-based opportunities and further education.
- Promote and expand the inclusive offer in Oldham, so that more young people have access to employment pathways that meet their needs including, through; work placements, work experience, traineeships, supported Internships and apprenticeships.
- Review health provision to ensure the right level of health provision is commissioned to meet the needs of the local area.
- Review and develop our commissioning agreements between the local authority and the integrated care system so that key health services have good transition plans between children's and adults' services.

### Because of what we do

- More children and young people will have their needs met in mainstream provision and will access the opportunities this provides so that they are able to make a positive contribution and play an active role in their community.
- Children and young people will benefit from the right support, when they need it, so they can continue to learn new skills and knowledge along with their peers.
- Capacity will be built in education settings across all age phases.
- Children and young people with SEND will have, and make use of, the same opportunities as everyone else because there is an expectation that they will get the right support and encouragement.
- Young people will have more options for post 16 pathways available in their community so that they enjoy a sense of achievement as they continue to build skills, leading to future employment.



## **SEND & Inclusion Strategy 2023-2027: Annex B:** Sufficiency of alternative provision to meet the needs of children and young people who need an alternative approach to access education

### **Contents**

- 10. Introduction
- 11. Aims and ambitions
- 12. Rationale and evidence of demand
- 13. Considerations
- 14. SEND and alternative provision sufficiency projects 2023-2027
- 15. Collaborative approach
- 16. SEND & Inclusion Strategy 2023 – 2027

## 1. Introduction

Across the local area, there is a commitment to deliver high quality education for all children and young people, including those who have special educational needs and disabilities (SEND). Our SEND & Inclusion Improvement Programme underpins the strategy and clearly set out the local area's commitment to delivering high quality support and provision across all our schools and educational settings, enabling the best outcomes for every child and young person over six key priorities and five key enablers.

Alternative provision (AP) is defined by the Department for Education (DfE) as: Education arranged by local authorities for children and young people who, because of exclusion, illness or other reasons, would not otherwise receive suitable education; education arranged by schools for those on a fixed period exclusion; and those being directed by schools to off-site provision to improve their behaviour.

Depending on the reason a child or young person requires AP, placements can be commissioned by the local authority or directly by schools. It is up to whoever is commissioning the support to determine the most appropriate AP provider. In every case, partnership working with parents/carers is crucial and it is expected that consideration of the views of the child, young person, their parents/carers and other professionals.

Types of AP providers include AP academies, AP free schools, pupil referral units (PRUs), hospital schools, independent providers, further education colleges, and voluntary sector providers. In Oldham, we have a range of this provision and have carried out a review of the sufficiency of places currently available and what we may need in the future.

All children and young people are entitled to a mainstream education, and this is the best opportunity for most, including for those who are vulnerable and who may require an alternative approach. Where this is not right for those with the most complex needs, we have good provision in our pupil referral unit (PRU), and we want to ensure that there are sufficient places to continue to meet the needs of all our children and young people into the future across all our mainstream and alternative provision.

We recognise that there are children and young people, who are at risk of disengagement and may need support beyond what mainstream provision can currently offer and we want to increase the options for this group, in line with the DfE SEND & AP Plan to create targeted in school, transitional/time limited and longer-term AP. This will be done through the development of a greater range of alternative provision options in mainstream primary and secondary schools. In addition, further consideration will be undertaken regarding the development of provision in post sixteen education as part of the longer-term strategy.

We also want to ensure the right level of provision from support services from education, health and social care is available for all children and young people, regardless of their education setting.

The alternative provision element of our strategy is monitored and developed through the Joint Commissioning & Sufficiency Partnership, which focuses on joint commissioning for sufficiency of specialist support and provision as a continuum of need across SEND and vulnerable groups.

To explain how we are going to achieve our ambitions for the children and young people of Oldham, this annex forms part of the overall SEND & Inclusion Strategy 2023–2027 and focuses specifically on the sufficiency of alternative provision as part of the overall strategy.

## 2. Aims and ambitions

The overall SEND & Inclusion Strategy details all that we are aiming to achieve across the local area to get the best outcomes for children and young people. The AP sufficiency annex sets out further detail about how the local authority and partners will address the fundamental challenges being faced in meeting the need for CYP, particularly those with SEMH in accessing alternative provision AP. This will be done in collaboration with partners and stakeholders.

The AP sufficiency annex to the main SEND & Inclusion Strategy will be based upon the following objectives:

- Ensuring children and young people with SEND and specifically SEMH have access to the right type of alternative school provision and support, for the most appropriate period and which is based on sound and consistent principles of early identification, where provision is matched to needs.
- Embedding a partnership-based approach, to ensure the appropriate range and capacity of alternative provision is available and widely understood, ensuring that children, young people and their families are at the heart of planning support and provision.
- Building a sustainable system that provides value for money and the most effective use of available resources, resulting in improved settings, environments, skill sets and outcomes for children and young people, through workforce development, targeted support and improved systems for identification of need.
- Embedding a partnership-based approach to the quality assurance of alternative provision in line with an evidenced based approach (AP-Quality-Benchmark-Toolkit-Summary ([integrated.org.uk](http://integrated.org.uk))) and in a manner which promotes sharing of good practice.

In line with Oldham principles of coproduction, statutory partners and stakeholders continue to work closely to ensure that children and young people can access appropriate alternative provision, as required, from a coordinated range of offers, building on existing provision and resources.

The aspiration of the AP strategy is to strengthen and improve a system of provision which has a greater focus on personalisation of educational opportunity and curriculum, which is purposeful in promoting independence, confidence and aspirations, raising skills and enabling children and young people to make a successful transition to adulthood.

Work in this area has been undertaken in parallel with improvements to the quality and efficiency of education, health and care plan processes and wider sufficient strategy and is consistent with the wider strategy in its overriding objectives to address pressures by placing a renewed focus on developing capacity locally.

### 3. Rationale and evidence of demand

In recent years, and since the Covid 19 pandemic, there has been a significant increase in demand for AP.

Schools and Settings commission their own AP for all non EHCP pupils and a Collaborative Provision Register has been implemented as part of the Oldham Pledge:

<https://www.theoldhampledge.co.uk/>

All schools and settings submit returns to the local authority for any children or young people on a reduced timetable and these are discussed at Team Manager level with schools and on the strategic monthly dashboard.

Phase	2020/2021			2021/2022			2022/2023		
	Total	Total EHCP	Total SEN Support	Total	Total EHCP	Total SEN Support	Total	Total EHCP	Total SEN Support
<b>Primary</b>	20	15	3	78	27	37	42	17	24
<b>Secondary</b>	69	7	26	317	18	79	282	35	99
<b>Special</b>	12	12	0	14	14	0	11	11	0
<b>PRU</b>				12		12	13		13
<b>Total</b>	101	34	29	421	59	128	348	63	136

**Numbers of CYP on reduced timetables (3-year period)**

*Table 1: Reduced Timetable returns 2020 - 2023*

The LA commission alternative provision for all those with an EHCP, those who have been permanently excluded from school and those that are unable to attend school for medical reasons.

Kingsland School is the LA commissioned PRU and provider of alternative provision, providing 70 places for children and young people that have been permanently excluded, 30 places for pupils that are unable to school due to medical reasons and 12 places for children and young people with an EHCP that have a primary need of emotional or mental health difficulties.

Work is underway for a second site for Kingsland to provide a step out provision for 30 pupils at risk of exclusion.

Oldham LA exclusion statistics are below. Permanent exclusions have increased over a 3-year period whilst suspensions have decreased year on year from 2021 – 2023. Schools and settings are using a small number of Alternative Providers currently to reduce suspensions.

	Suspensions	% Difference	PEX	% Difference
<b>2020/2021</b>	1523		39	
<b>2021/2022</b>	2655	74%	45	15%
<b>2022/2023</b>	2478	-7%	62	38%

*Table 2: PEX and Suspensions data 2020 – 2023*

Demand for AP and EOTAS for pupils with EHCPs has also increased in recent years and has significantly risen over the last 12 months, due to pupils with EBSA after the pandemic and the local authority SEND & Inclusion Strategy, ensuring Oldham children and young people are educated wherever possible in the borough that they reside.

Table 3 shows demand for AP and EOTAS. Please note the decrease in demand for high cost out of borough placements and high cost in borough independent placements as Oldham LA commissions more AP and more bespoke provision is created in the borough to meet the needs of our children and young people.

	CYP with EHCP on AP (cumulative)	EOTAS (number named in provision in EHCP)	Number of INMSS (out of borough)	Number of INMSS (in borough)
2020/2021	39	5	70	49
2021/2022	31	6	61	47
2022/2023	47	12	59	29

**Table 3:** demand for AP and EOTAS 2020 – 2023

For context regarding PRU provision, the PAN for Broadbent Rd (PRU) is 70. This was increased from 40 in 2020/21 due to demand. The PAN for the Specialist Learning Centre (SLC) is 30. Permanent exclusion (PEX) numbers dropped during the pandemic, likely due to children and young people not being in school. All accessing both sites have been registered at the SEN support level (K code) with most going on to have EHCPs issued. This indicates how crucial it is to review and plan for AP in the wider context of SEND and inclusion.

Provision	Year	Total
PRU	2022/23	81
SLC	2022/23	47
PRU	2021/22	66
SLC	2021/22	30
PRU	2020/21	78
SLC	2020/21	24
PRU	2019/20	116
SLC	2019/20	31
<b>Referrals</b>		
Referrals to SLC	2022/23	81
Referrals to SLC	2021/22	70

**Table 4:** number of pupils who accessed PRU and SLC by 16/06 every academic year

#### 4. Considerations

Local authorities have a statutory responsibility for arranging suitable full-time education for children and young people permanently excluded from school, and for others who would not receive suitable education without such provision. This applies to all children of compulsory school age living in the local authority area, regardless of whether they are on a school roll, and what type of school they attend. The provision of full-time education for excluded children and young people must begin no later than the sixth day of the exclusion.

There is no statutory requirement for how soon full-time education should begin for children and young people placed in AP for reasons other than exclusion. However, the guidance states that local authorities should ensure that they are placed as quickly as possible. In addition, although good AP will differ depending on the circumstances of the child or young person, there are common elements that AP should aim to achieve, according to the DfE, including:

- Good academic attainment on par with mainstream schools, particularly in English, mathematics and science (including IT), and with appropriate accreditation and qualifications.
- That the specific personal, social and academic needs of children and young people are properly identified and met to help them to overcome any barriers to attainment.
- Improved motivation and self-confidence, attendance and engagement with education.
- Clearly defined objectives, including the next steps following the placement such as reintegration into mainstream education, or successful transition to further education, training or employment.

To ensure resources support children and young people to access education within the borough, the growing need for capacity of provision set against the demand requires a multi-faceted approach. Utilising early identification and support, graduated response as well as the development of in-borough provision with our maintained and academy partners must be a key part of this. Whilst much of the capacity for providing sufficiency of AP is providing short and medium term support, a more joined up longer term approach is crucial, including for cost avoidance.

To ensure this can be achieved, there will be a focus on:

- How the system can provide the highest quality support that enables children and young people who are vulnerable to thrive and prepare for adulthood, including employment.
- Supporting parents/carers to make decisions about what kind of support will be best for their child.
- Making sure support across the borough is consistent, joined up across health, care and education services, and that high-quality support is available.
- Striking the balance of local authority provision and inclusive mainstream provision.
- Aligning incentives for inclusion and accountability for schools, and the local authority to make sure the best possible support for children and young people is provided.
- Working collaboratively with school to understand what is driving demand for AP.
- Ensuring that public money is spent in an efficient, effective and sustainable manner.

## 5. Alternative provision sufficiency projects 2023-2027

An expression of interest went out in the Spring Term 2022 to all schools and settings, requesting they express an interest should they wish to provide resource or satellite provision, including for creating AP.

From this initial expression of interest, **17** primary schools, **2** secondary schools and **1** FE provider have requested to be considered for mainstream plus provision. During conversations with schools to progress projects, some are now being considered for AP, in conjunction with the PRU.

Discussions continue with education providers to support the LA in its aims of the send sufficiency plan and its drive to significantly reduce the impact on the high needs budget by ensuring children and young people can be supported by their own school, with access to high quality AP when required.

Projects requiring capital investment have and are being supported through the Special Provision Capital and the High Needs Provision Capital Allocation Grants.

The current sufficiency plan and model is based on developments in the short and medium term with alternative provision developments, but with the recent allocation of additional funding through the High Needs Capital Allocation Grant this could allow for additional capacity to meet the needs sooner.

Oldham have been awarded further funding for 2022-23 and 2023-24, from the DfE's high needs provision capital allocation grant. This creates a cumulative total of 6.0m (from the original 0.8m allocated in 2021-22).

<b>High Needs Provision Capital Allocations 2021-24</b> (published March 2022)			
<b>Updated HNPCA 2021-22</b>	<b>Updated HNPCA 2022-23</b>	<b>Additional HNPCA 2023-24</b>	<b>Total HNPCA 2021-24</b>
£830,009	£2,189,364	£3,012,464	<b>£6,031,837</b>

**Table 9:** HNPCA 2021 - 2024

This funding is to support the development of additional capacity and enhancing school/setting environments to support children/young people with SEND and who require alternative provision. This is great news for Oldham as it will enable more sufficiency projects to proceed, thereby enhancing the specialist places available within the borough. This will be managed through the Education Provision Team, which reports into the Education Provision Group (EPG).

The potential capacity expansion programme based on the forecast data for children and young people who require alternative provision would look to provide the additional capacity we need.

## 6. Collaborative approach

The continuing development discussions with schools regarding additional capacity at mainstream school sites has the potential to align itself to a positive inclusive model. This supports the aims of providing local education places for children and young people with SEND in Oldham and may be more practical in effectively supporting the educational needs and demands of all children in Oldham long term, and successfully impacting, to the extent needed, to reduce the high needs block in the long term that will be sustainable.

Most children and young people should be able to access the support they need to thrive in their local mainstream setting, without the need for alternative provision. To ensure we can achieve this, we need to create a financially sustainable system that provides value and ensures the best outcomes for children and young people.

In Oldham we are committed to joining up the system so that a wider range of AP will be on offer, and this will be child and young person centred. Options being considered for development include part time or short term evidence based academic, vocational, therapeutic and personal development programs to support those within a mainstream setting who are at risk of permanent exclusion. The programme will be developed to provide a needs-fulfilment model; through which, high quality initial assessments will determine the right package for each child or young person. This will be done in collaboration with the PRU as a lead partner.

A clear referral process between mainstream schools and AP, and a rigorous entry and exit criteria will be developed, aligned with a revise fair access process. Consideration will also be given to other areas that can create vulnerabilities including in year moves (through normal admissions procedures) and formal managed moves.

Capacity within any newly commissioned AP will need to be flexible to accommodate differences in placement length and style; with some placements being full time, e.g. for in-year admission in Y11, part time, short term (sessional) and one-off.

### In summary

The priorities we have identified as part of the overall SEND & Inclusion Strategy are intended to further reduce the need for AP through strengthening the range of provision within the borough and within schools. This will enable more of the high needs block to remain within the borough, and it will reduce the social costs to children, young people and families related to difficulties in accessing education.

To address sufficiency in the best way to meet the needs of children and young people in Oldham, we work in partnership with schools/settings and trusts to develop specialist provision within mainstream schools.

Our commitment is that children and young people have their needs identified promptly, with appropriate support and provision put in place within Oldham at the earliest opportunity and at the level they need it.

## 7. SEND & Inclusion Strategy 2023 – 2027

### What we will do

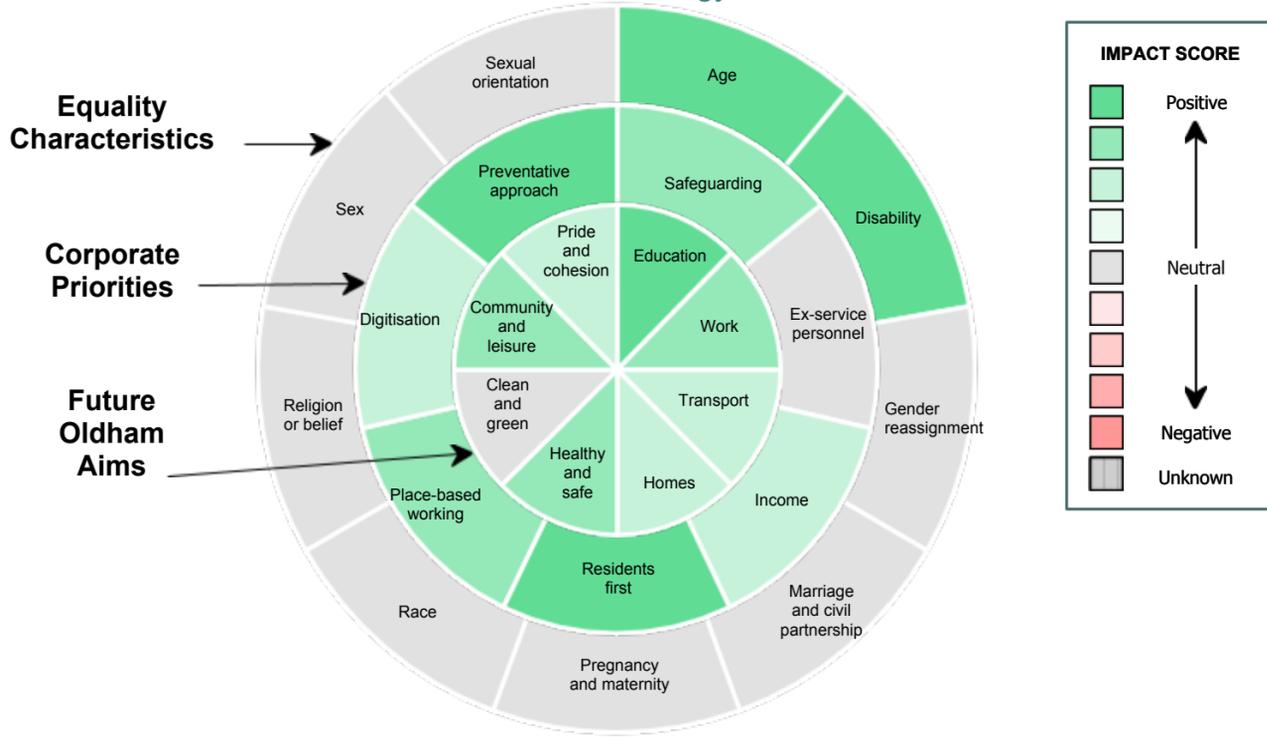
- Develop a range of ‘mainstream plus’ options to support children and young people who require provision than is expected to remain in mainstream schools.
- Develop an evidence-informed and collaborative approach to planning places in all types of specialist SEND provision so that there is a transparent plan for how local provision can meet local needs.
- Work with partners to develop more structure and consistency for considering bespoke placements for children and young people with the most complex needs.
- Develop a joined-up network of SEND and inclusion practice across the borough, which is supported by Oldham's early years specialist support services, special schools, mainstream plus practitioners and centrally based specialist services.
- Work with education settings to ensure the best use of the high needs capital funding to improve and enhance the environment to support children and young people with SEND.
- Ensure that there are enough specialist placements to meet the needs of the local population within Oldham and map this out for the period of this strategy and into the future, in consideration of forecast needs.
- Explore what can be done to offer parent/carer support in education settings in partnership with SENCOs and services.
- Ensure that there are sufficient options available for young people when they leave school, including apprenticeships, sixth form, work-based opportunities and further education.
- Promote and expand the inclusive offer in Oldham, so that more young people have access to employment pathways that meet their needs including, through; work placements, work experience, traineeships, supported Internships and apprenticeships.
- Review health provision to ensure the right level of health provision is commissioned to meet the needs of the local area.
- Review and develop our commissioning agreements between the local authority and the integrated care system so that key health services have good transition plans between children's and adults' services.

### Because of what we do

- More children and young people will have their needs met in mainstream provision and will access the opportunities this provides so that they are able to make a positive contribution and play an active role in their community.
- Children and young people will benefit from the right support, when they need it, so they can continue to learn new skills and knowledge along with their peers.
- Capacity will be built in education settings across all age phases.
- Children and young people with SEND will have, and make use of, the same opportunities as everyone else because there is an expectation that they will get the right support and encouragement.
- Young people will have more options for post 16 pathways available in their community so that they enjoy a sense of achievement as they continue to build skills, leading to future employment.

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## SEND & Inclusion Strategy 2023-2027



SEND & Inclusion Strategy 2023-2027				
	Impact	Likelihood	Duration	Comment
<b>Equality Characteristics</b>				
Age	Strong Positive	Very Likely	Long Term	The age groups within scope of this decision are 0-25, aligned with statutory functions outlined in the SEND 0-25 Code of Practice, 2015.
Disability	Strong Positive	Very Likely	Long Term	Children and young people who have disability will benefit from this strategy.
Gender reassignment	Neutral	Possible	Short Term	
Marriage and civil partnership	Neutral	Possible	Short Term	
Pregnancy and maternity	Neutral	Possible	Long Term	
Race	Neutral	Possible	Short Term	
Religion or belief	Neutral	Possible	Short Term	
Sex	Neutral	Possible	Short Term	
Sexual orientation	Neutral	Possible	Short Term	
<b>Corporate Priorities</b>				
Safeguarding	Moderate Positive	Very Likely	Long Term	Safeguarding is embedded in the support and provision available to all children and young people and this strategy will support that.
Ex-service personnel	Neutral	Possible	Short Term	
Income	Moderate Positive	Possible	Long Term	The strategy will not differentiate regarding socio-economic status. However, it will target children and young people who are disadvantaged due to SEND.
Residents first	Strong Positive	Very Likely	Long Term	The strategy has been developed in equal partnership with parents/carers and children and young people. Coproduction is at the centre of how the strategy will be delivered.
Place-based working	Moderate Positive	Very Likely	Long Term	All geographic areas within Oldham will be in scope of this strategy. The emphasis is on support and provision being in place, regardless of where a child or young person lives or attends an education setting.
Digitisation	Moderate Positive	Possible	Long Term	The strategy should lead to improvements in digitalisation and online services.
Preventative approach	Strong Positive	Very Likely	Long Term	The decision will positively effect support and provision for children and young people at the earliest stages.
<b>Future Oldham Aims</b>				
Education	Strong Positive	Very Likely	Long Term	Educational outcomes for children and young people who have SEND and/or are from a vulnerable group will be better supported as a result of this strategy and, therefore, should improve.
Work	Moderate Positive	Very Likely	Long Term	This strategy will place an emphasis on work based learning and improved offer for preparation for adulthood.
Transport	Moderate Positive	Possible	Long Term	The strategy should lead to a better offer for travel training for young people with SEND.
Homes	Moderate Positive	Possible	Long Term	Joint working across education, health and social care should lead to better transition to adulthood for young people with SEND and this should enable more appropriate pathways to independent living.
Healthy and safe	Moderate Positive	Very Likely	Long Term	There is an emphasis on access to health services and provision through the strategy and this should lead to improvements in outcomes for children and young people with SEND.
Clean and green	Neutral	Possible	Long Term	
Community and leisure	Moderate Positive	Very Likely	Long Term	The strategy should improve community access, enabling children and young people to benefit from the opportunities available to them locally.
Pride and cohesion	Moderate Positive	Possible	Long Term	The strategy promotes inclusion and community access, which should lead to better local cohesion, from the family perspective.





## **Report to CABINET**

### **Service Level Agreement with Miocare Group CIC**

#### **Portfolio Holder(s):**

Cllr Barbara Brownridge, Lead Member for Health and Social Care

#### **Officer Contact(s):**

Jayne Ratcliffe, Director of Adult Social Care (DASS)

#### **Report Author(s):**

Helen Ramsden, Assistant Director of Commissioning and Market Management

### **Cabinet Date – 18 September 2023**

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#### **Reason for Decision**

The report seeks approval on the implementation of a refreshed Service Level Agreement with Miocare Group CIC, for a range of services provided.

The report also seeks a commitment for wider Council colleagues to work with Miocare Group CIC to develop Service Level Agreements and specifications of requirements for those corporate services that Miocare Group CIC “buys back” from the Council.

#### **Recommendations:**

Cabinet members are asked to:

- Approve a new Service Level Agreement with Miocare Group CIC. The refreshed SLA updates the provisions governing the relationship and service delivery between the Council and Miocare Group CIC. The provisions allow for variation as the future focus of the Miocare Group becomes clearer through the implementation of the Adult Social Care Target Operating Model.
- Endorse wider corporate services work with Miocare to develop Service Level Agreements and specifications of requirements for services Miocare buys back from the Council.

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## Service Level Agreement with Miocare Group CIC

### 1. Background:

- 1.1 On 1st October 2013, the Council entered into a Service Level Agreement with Oldham Care and Support Ltd, following the creation of the company as a local authority trading company, from what had previously been “in-house” adult social care services. This agreement was superseded in 2015 following a restructuring of the company, with the parent company Oldham Care Services Ltd, and two subsidiaries, Oldham Care and Support Ltd (the “teckal company) and Oldham Care and Support at Home (the trading arm). In April 2016, the company name changed to Miocare Group Community Interest Company, and services were delivered via sub-contract arrangements through Oldham Care and Support Ltd (the teckal company) and Miocare Services Ltd (the trading arm).
- 1.2 It was originally envisaged that during the initial term of the agreement, decisions about company ownership would be made, which may lead to the company ultimately operating as a completely independent organisation, no longer in council ownership. However, the past ten years have seen unprecedented levels of instability in the care sector, exacerbated in more recent times by significant workforce challenges, the covid-19 pandemic, and the national development of significant transformation plans in respect of health and social care provision, funding and charging. As a result, it has felt prudent to retain Council ownership of the company.
- 1.3 Towards the end of 2021, as part of a wider review of Council resources and taking into consideration the prevailing market conditions and future vision with a focus on prevention and strength-based approaches, initial consideration was given to the potential options with regard to the future of MioCare and the services delivered by the company. The outcome of these considerations was to retain the current position in respect of Miocare, but to refresh the Service Level Agreement and specifications, to support a clearer view of future opportunities for and development of the Miocare delivered services, aligned to the emerging Target Operating Model for Adult Social Care and the widespread national reforms.

### 2. Current Position

- 2.1 In partnership with Miocare, a new Service Level Agreement and a range of specifications have been drafted. These relate solely to the services delivered through Oldham Care and Support Ltd. The services delivered through Miocare Services Ltd are subject to separate agreements, such as for Extra Care Housing which were put in place following the tendering of services as part of the Care at Home contract in 2018.
- 2.2 The Service Level Agreement has been drafted for a period of 3 years with an option to extend for up to two further years. It includes all required provisions and the provision to add, remove or amend services during the life of the agreement.
- 2.3 The services currently covered by the agreement, and reflected in the specifications include:
- general requirements
  - bed based reablement (Medlock Court)
  - community enablement

- 
- complex needs services (including supported living, shared lives, and respite provision)
  - helpline and response
  - managed services (including community equipment, adaptations and assistive technology)
  - continuity of care provision (to support in relation to situations of provider failure)

2.5 Further work is required to put in place Service Level Agreements and specifications of requirements between Miocare and those council departments providing support services, to establish expected service levels.

### 3. Options Considered

3.1 **Option 1** - Do not enter into a new Service Level Agreement, and do not develop Service Level Agreements and specifications of requirements for services Miocare buys back from the Council.

This would leave both the Council and Miocare Group CIC in a position where the relationship and the services to be delivered are not covered by a compliant, up to date agreement, leading to lack of clarity for all parties.

3.2 **Option 2** – Do not enter into a new Service Level Agreement until the future focus of Miocare Group is clarified, and do not develop Service Level Agreements and specifications of requirements for services Miocare buys back from the Council until that time.

This would carry the same risks as Option 1 and as it is envisaged that the full implementation of the target operating model and adult social care reform will take a significant period of time, it would leave uncertainty and lack of clarity for both the Council and Miocare.

3.3 **Option 3** – Enter into a new Service Level Agreement for the services delivered to the Council by Miocare Group CIC, and develop Service Level Agreements and specifications of requirements for services Miocare buys back from the Council.

This is the preferred option. It updates the provisions governing the relationship and service delivery between the Council and Miocare Group CIC. The provisions allow for variation as the future focus of the Miocare Group becomes clearer through the implementation of the Adult Social Care Target Operating Model. It also requires wider corporate services to work with Miocare to develop Service Level Agreements and specifications of requirements for services Miocare buys back from the Council.

### 4 Financial implications

4.1 The report is seeking to approve a new Service Level Agreement with the Miocare Group CIC. The redrafted agreement is effective from 1 April 2023 and is for the three financial years 2023/24, 2024/25 and 2025/26 and in this respect, the approval is in part retrospective.

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- 4.2 Schedule 2 of the Service Level Agreement 'The Charges' outlines the basis of the charge and the mechanism for periodically reviewing the charge. (Andy Cooper – Senior Finance Manager)

## **5 Legal implications**

- 5.1 By virtue of Regulation 12(1) of the Public Contract Regulations 2015, the proposed SLA would be a public contract that falls outside the scope of Part 2 of the Public Contract Regulations 2015 because all of the following conditions are fulfilled:
- (a) the Council exercises over Miocare a control which is similar to that which it exercises over its own departments;
  - (b) more than 80% of the activities of Miocare are carried out in the performance of tasks entrusted to it by the Council or by other legal persons controlled by the Council; and
  - (c) there is no direct private capital participation in Miocare with the exception of non-controlling and non-blocking forms of private capital participation required by national legislative provisions, in conformity with anything which is retained in EU law by virtue of section 4 of the European Union (Withdrawal) Act 2018, which do not exert a decisive influence on Miocare.
- 5.2 As a result, a procurement compliant direct contract award can be made by the Council to Miocare in the form of the proposed SLA.
- 5.3 The proposed SLA has been drafted in consultation with Legal Services and is intended to be comprehensive yet balanced agreement which protects each party.
- 5.4 Any provision of services by the Council to Miocare would be outside the scope of Part 2 of PCR 2015 by virtue of Regulation 12(2).

Sarah Orrell – Commercial & Procurement Solicitor

## **6. HR / People implications**

- 6.1 Option 3 would provide clarity for MioCare management and their workforce, no other specific workforce issues identified.

The HR SLA has been drafted and is currently under discussion with MioCare's Managing Director. Further discussion is needed to establish clarity around charges.

Kate Jolley  
HR Strategic Lead

## **7. Links to Co-operative Values**

- 7.1 Entering into a new Service Level Agreement with MioCare aligns to the Council's Co-operative agenda as MioCare is an organisation based in based in Oldham delivering health and social care support to adults in Oldham. Keeping adults healthy and safe and meeting statutory commitments is a key priority for the Council. The new agreement also represents partnership with an organisation that priorities outcomes for residents. (Mahmuda Khanom)

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## **8. Strategic Links**

### **8.1 Alignment to Corporate Plan**

In 2022 the council published a new Corporate Plan, one of the priorities under this is - 'Health, Safe and Well Supported Residents'. There are two intentions for 2022-2025 to which this report will directly related to the delivery of:

- Deliver health and social care services that are more joined-up through the delivery of the new integrated care model
- Deliver significant changes to Adult Social Care services to ensure the support we provide to local people is good quality and meets national guidelines

8.2 The redrafting of the SLA and specifications enables us to reset the base from which future service development will take place, to align to the target operating model for adult social care and to respond to national reform.

## **9. Communications – comments/implications**

9.1 Partnership working, ongoing communication and engagement between the Council and Miocare is ongoing and Miocare have been involved in the development of the refreshed SLA and specifications, through the 6 weekly partnership meetings and through the Miocare Board. Elected members who are also Miocare Board members will have declared their conflict of interest through the Board.

## **10. Procurement Implications:**

10.1 In-house procurement is a way of using public sector resources, and the contracting authority is exempted from application of the procurement rules when it resorts to this solution. The application of public procurement rules does not affect the freedom of contracting authorities to perform the public service tasks conferred on them by using their own resources. In this case, the contracting authority is not required to organise a competition under the public procurement rules to award a contract provided In-house conditions or "Tackal conditions" are fulfilled.

Raj Ahuja, Lead Procurement Consultant, 13.07.23

## **11. Property Implications**

11.1 Miocare are tenants of several council owned assets and services are provided by the Technical Delivery and Facilities Management teams within Property Services to ensure servicing and repairs are managed. These services are not on an SLA basis, but any costs are captured as part of the Corporate Landlord model and recharged back to Miocare each year. FM and Property services will continue to work with Miocare under these arrangements and therefore there are no specific implications at present. However, if there are opportunities to consider how roles and responsibilities are managed through the use of SLAs, these should be considered. (Katy Webster - AD Property & Projects)

## **12. Risk Implications**

12.1 The preferred option poses the least risk to the council as providing by providing a clear agreement to govern the services delivered by Miocare. The option provides consistency and continuity whilst also retaining a level of flexibility to develop in line with the Adult Social Care Target Operating Model.

Vicki Gallacher (Head of Insurance and Information Management)

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**13 Key Decision Reference:** HSC-13-23

**14 Environmental Health and Safety Implications**

14.1 None

**15 Community cohesion and crime and disorder implications**

15.1 None

**16 Equality Impact Assessment**

16.1 This is considered as part of the Impact Assessment under item 17.

**17 Oldham Impact Assessment Completed?**

17.1 Yes – see appendix 1.

**18 Background Papers**

18.1 There are no background papers to the report.

**19 Appendices**

Appendix one	Impact Assessment	 Impact Assessment 050523.pdf
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Click to refresh Table					Impact Assessment 52				
	Impact	Likelihood	Duration	Comment					
<b>Equality Characteristics</b>									
Age	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an up to date agreement and specification in place for services delivered to adults aged 18+					
Disability	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an up to date SLA in place for services delivered to people with disabilities					
Gender reassignment	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an up to date SLA in place for people receiving services from Miocare who may have experienced gender reassignment					
Marriage and civil partnership	Neutral	Very Likely	Long Term						
Pregnancy and maternity	Neutral	Very Likely	Long Term						
Race	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an up to date SLA in place for the provision of care services by Miocare.					
Religion or belief	Neutral	Very Likely	Long Term						
Sex	Neutral	Very Likely	Long Term						
Sexual orientation	Neutral	Very Likely	Long Term						
<b>Corporate Priorities</b>									
Safeguarding	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an up to date SLA in place for the services delivered by Miocare and will reflect safeguarding duties.					
Ex-service personnel	Neutral	Very Likely	Long Term						
Income	Neutral	Very Likely	Long Term						
Residents first	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an up to date SLA in place for the services Miocare provides to Oldham residents					
Place-based working	Neutral	Very Likely	Long Term						
Digitisation	Strong Positive	Very Likely	Long Term	The proposal will ensure that there is an up to date SLA in place with Miocare which will support partnership working to improve the digital offer to service users.					
Preventative approach	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an updated SLA in place for the services Miocare provide, that reflects the shift to a strengths based, preventative approach.					
<b>Future Oldham Aims</b>									
Education	Neutral	Very Likely	Long Term						
Work	Strong Positive	Very Likely	Long Term	The proposal puts in place an up to date SLA with Miocare which will support them to attract people into employment.					
Transport	Neutral	Very Likely	Long Term						
Homes	Neutral	Possible	Long Term						
Healthy and safe	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an up to date SLA in place with Miocare for the provision of care services to Oldham residents, supporting them to remain as healthy, safe and well as possible.					
Clean and green	Neutral	Very Likely	Long Term						
Community and leisure	Strong Positive	Very Likely	Long Term	The proposal will ensure there is an up to date SLA in place with Miocare that will support the implementation of more preventative approaches, enabling more people to connect with their local communities.					
Pride and cohesion	Neutral	Very Likely	Long Term						





## Report to Cabinet

# Treasury Management Quarter One Report 2023/24

**Portfolio Holder:** Cllr Abdul Jabbar MBE, Cabinet Member for Finance and Corporate Resources

**Officer Contact:** Anne Ryans, Director of Finance

**Report Author:** Lee Walsh, Finance Manager (Capital & Treasury)  
**Ext.** 6608

**18 September 2023**

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### Reason for Decision

This report advises Cabinet of the performance of the Treasury Management function of the Council for the first quarter of 2023/24 and provides a comparison of performance against the 2023/24 Treasury Management Strategy and Prudential Indicators.

### Executive Summary

The Council is required to consider the performance of the Treasury Management function in order to comply with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management (revised 2021). This quarterly report provides an additional update and includes the new requirement in the 2021 Code, mandatory from 1 April 2023, of quarterly reporting of the treasury management prudential indicators. This report therefore sets out the key Treasury Management issues for Members' information and review and outlines:

- An economic update for the first quarter of 2023/24;
- A review and updates of the Council's current Treasury Management position;
- Information on Council Borrowing;
- Updated Treasury Investment Activity;
- Treasury Performance for the Quarter;
- Treasury Management Prudential Indicators;

The Audit Committee is charged with the scrutiny of Treasury Management activities for Oldham Council, and it therefore considered and approved the contents of the Quarter One report at its meeting on 5 September 2023. All questions asked by Committee Members were

answered to their satisfaction. The Committee was therefore content to commend the report to Cabinet. The Quarter One Treasury Management report is presented to the Cabinet to approve with a recommendation that it is commended to Council for final approval

### **Recommendation**

That Cabinet considers the Treasury Management Quarter One report and the Treasury Management activity and projected outturn and after such consideration, commends the report to Council.

**1 Background**

- 1.1 The Council operates a balanced budget, which broadly means cash raised during the year will meet its cash expenditure. Part of the treasury management operation is to ensure this cash flow is adequately planned, with surplus monies being invested with low-risk counterparties, providing adequate liquidity initially before considering optimising investment returns.
- 1.2 The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer-term cash flow planning to ensure the Council can meet its capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans, or using longer term cash flow surpluses, and on occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.
- 1.3 As a consequence, 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.”
- 1.4 With effect from the start of 2023/24, following a competitive tendering process, the Council changed its treasury management advisors from The Link Group, Treasury Solutions to Arlingclose Ltd. The format of the treasury management reports has therefore changed in line with the advice received from Arlingclose Ltd.

**2 Current Position****2.1 Requirements of the Treasury Management Code of Practice**

- 2.1.1 The Council has adopted the Chartered Institute of Public Finance and Accountancy's Treasury Management in the Public Services: Code of Practice (Revised 2021) (the CIPFA Code) which requires the Authority to produce a quarterly treasury management update report; a requirement in the 2021 Code which is mandatory from 1 April 2023.
- 2.1.2 This report provides an additional update to that previously received by Members to reflect the new requirement in the 2021 Code of quarterly reporting on treasury management prudential indicators. The treasury and prudential indicators are also incorporated at Appendix 1 to this report.
- 2.1.3 The Council's treasury management strategy for 2023/24 was approved at the Budget Council meeting on 1 March 2023. The Council has borrowed and invested substantial sums of money and is therefore exposed to financial risks including the potential loss of invested funds and the revenue effect of changing interest rates. The successful identification, monitoring and control of risk remains central to the Authority's Treasury Management Strategy.
- 2.1.4 This Quarter One report has been prepared in compliance with CIPFA's Code of Practice, and covers the following:
- An economic update for the first quarter of 2023/24;
  - A review and updates of the Council's current treasury management position;
  - Information on Council Borrowing;
  - Updated Treasury Investment Activity;

- Treasury Performance for the Quarter;
- Treasury Management Prudential Indicators;

## 2.2 External Environment Quarter One 2023/24

### Economic Background

- 2.2.1 From the start of the quarter until May it looked like peak global monetary policy rates were in sight as inflation continued to ease and central banks turned more dovish in tone. Only a few weeks later, stronger and more persistent inflation data, particularly in the UK, changed the picture.
- 2.2.2 The UK situation was not welcome news for the Bank of England. Gross Domestic Product (GDP) growth was weak, confirmed at 0.1% in quarter 1 (Q1), although more recent monthly GDP data has been somewhat better. The housing market had stalled, consumer demand was weak but seemingly recovering despite higher interest rates, and labour demand remained strong, with repercussions for wage growth which is accelerating.
- 2.2.3 April data showed the unemployment rate increased to 3.8% (3mth/year) while the employment rate rose to 76.0%. Pay growth was 6.5% for total pay (including bonuses) and 7.2% for regular pay, the largest growth rate of the latter outside of the COVID pandemic. Once adjusted for inflation, however, growth in total pay and regular pay remained negative.
- 2.2.4 Inflation fell from its peak of 11.1% reached in October 2022, but the annual headline Consumer Price Index (CPI) inflation rate in May 2023 was higher than the consensus forecast at 8.7% (8.4% expected), largely driven by services inflation, while the annual measure of underlying core inflation rose to 7.1% from 6.8%.
- 2.2.5 After a sharp rise in interest rate expectations, with clearly serious implications for mortgage markets due to higher inflation and wage data, the Bank of England's Monetary Policy Committee (MPC) reaccelerated monetary policy tightening over the period with a 0.25% rise in May to a 0.5% rise in June, taking Bank Rate to 5.0%. At both meetings the vote was 7-2 in favour of increasing rates, with the two dissenters preferring to keep rates on hold.
- 2.2.6 Interest rate expectations priced in further hikes in policy rates. Arlingclose Ltd., the Council's treasury adviser, revised its forecast to predict a further 0.5% of monetary tightening to take the Bank Rate to 5.5%. The risks, however, are that rates could be higher; financial markets are forecasting interest rates above 6%.
- 2.2.7 With many mortgages at low fixed rates now systematically being re-set over the next 12-24 months at higher rates at the end of their fixed rate period, there has been a lagged effect of the follow through of monetary policy on households' disposable income. The economic slowdown is expected to develop over time and therefore, despite the GfK (Nuremberg Society for Consumer Research) measure of consumer confidence rising to -24 in June, it is likely that confidence will be negatively affected at some point. The manufacturing sector contracted during the quarter according to survey data, which will eventually impact into services, whose expansion is slowing.
- 2.2.8 Despite the US Federal Reserve (Fed) increasing its key interest rate from 5.00% to 5.25% over the period, activity in the region continued to defy monetary tightening, particularly in labour markets which have so far appeared robust, supporting the Fed's assertions of two more rate hikes after it paused in June. Annual US inflation continued to ease, falling from 4.9% in April to 4.0% in May, the lowest level since March 2021. US GDP growth at 2% annualised in the first calendar quarter of 2023 was also significantly stronger than expected against the initial estimate of 1.3%.

- 2.2.9 In the Euro Zone, the picture was somewhat different. The European Central Bank (ECB) maintained its hawkish tone and increased its key deposit, main refinancing, and marginal lending interest rates to 3.50%, 4.00% and 4.25% respectively. There were signs of weakening activity, particularly in Germany whose manufacturing sector has been impacted by high energy prices and weaker global demand. However, inflation remained sticky; annual headline CPI fell to 5.5% in June while annual core inflation rose to 5.4% from 5.3%, which means the ECB is unlikely to stop monetary tightening.

#### Financial Markets

- 2.2.10 Financial market sentiment and bond yields remained volatile, the latter continuing their general upward trend as uncertainty and concern over higher inflation and higher interest rates continued to dominate.
- 2.2.11 Gilt yields rose over the period. The 5-year UK benchmark gilt yield rose from 3.30% to 4.67%, the 10-year gilt yield from 3.43% to 4.39%, and the 20-year yield from 3.75% to 4.51%. The Sterling Overnight Index Average (SONIA) rate averaged 4.37% over the quarter.

#### Credit Review

- 2.2.12 Having completed a review of its credit advice on unsecured deposits at UK and non-UK banks following concerns of a wider financial crisis after the collapse of Silicon Valley Bank and the purchase of Credit Suisse by UBS, as well as other well-publicised banking sector issues, in March, Arlingclose reduced the advised maximum duration limit for all banks on its recommended counterparty list to 35 days.
- 2.2.13 Over the period, Standard and Poors (S&P) upgraded the NatWest Group and related entities to A+ (except NatWest Markets which was upgraded to A), revised the UK sovereign outlook to stable from negative, and upgraded both Barclays Bank PLC and Barclays Bank UK PLC to A+.
- 2.2.14 Fitch put the US sovereign rating on Rating Watch Negative following increased political partisanship which at the time was hindering the latest resolution to raising the debt ceiling. It also upgraded the outlook on the United Overseas Bank to stable, the outlook on the Clydesdale Bank to positive, and the outlook on the Bank of Montreal to stable.
- 2.2.15 Moody's withdrew Guildford BC's rating (who chose not to continue being rated) and affirmed the Aaa rating of the European Investment Bank.
- 2.2.16 Arlingclose continued to monitor and assess credit default swap levels for signs of ongoing credit stress but made no changes to the counterparty list or recommended durations over the quarter. Nevertheless, heightened market volatility is expected to remain a feature, at least in the near term and, as ever, the institutions and durations on the Authority's counterparty list recommended by Arlingclose remain under constant review.

### **2.3 The Oldham Council Treasury Position**

- 2.3.1 On 31 March 2023, the Authority had net borrowing of £90.216m arising from its revenue and capital income and expenditure. This had fallen to £80.516m by the end of Quarter 1.
- 2.3.2 The actual and planned level of capital expenditure are the drivers of borrowing for capital purposes. Appendix 1 shows the actual level of capital expenditure at the end of 2022/23 and includes the Quarter 1 forecast for 2023/24, 2024/25 and 2025/26. It also shows the financing including the level of prudential borrowing.
- 2.3.3 The underlying need to borrow for capital purposes is measured by the Capital Financing Requirement (CFR), while balance sheet resources are the underlying resources available for investment. These factors are summarised in Table 1 below.

**Table 1 - Balance Sheet Summary**

	31 March 2023 Actual £'000	31 March 2024 Forecast £'000
General Fund CFR	465,723	493,124
HRA CFR	-	-
<b>Total CFR</b>	<b>465,723</b>	<b>493,124</b>
Less: Other debt liabilities PFI	204,339	193,787
<b>Borrowing CFR</b>	<b>261,384</b>	<b>299,337</b>
External borrowing	160,996	185,996
<b>Internal borrowing</b>	<b>100,388</b>	<b>113,341</b>
Less: Usable Balance Sheet Resources	(154,194)	(145,453)
Less: Working capital	(25,713)	(25,713)
<b>Net Investments</b>	<b>(79,519)</b>	<b>(57,825)</b>

- 2.3.4 Table 1 shows the forecast CFR for 2023/24 is £493.124m, an increase of £27.401m compared to £465.723m at the end of 2022/23, but a reduction compared to the CFR of £503.278m approved in the 2023/24 Treasury Management Strategy at the 2023/24 Budget Council meeting. The CFR excluding other debt liabilities relating to Private Finance Initiative schemes is forecast at £299.337m an increase of £37.953m compared to the position at the end of 2022/23.
- 2.3.5 The table clearly highlights that the Council borrowing is well below the CFR and the Council is currently maintaining an under-borrowed position. This means that the capital borrowing need (CFR) has not been fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This strategy has been prudent in recent years as investment returns have been low and counterparty risk is still an issue that needs to be considered. This along with raising interest rates for external debt means that the Council will continue to analyse and assess the market to determine the optimum time to externally borrow.
- 2.3.6 The treasury management position as at 30 June 2023 and the change over the quarter is shown in Table 2 below.

**Table 2 - Treasury Management Summary**

Borrowing/Investments	31 March 2023 Balance £'000	Movement £'000	30 June 2023 Balance £'000	30 June 2023 Average Rate %
Long-term borrowing				
- Public Works Loan Board	35,241	-	35,241	2.81%
- Lender Option Borrowing Option	85,500	-	85,500	4.33%
- Other	40,001	-	40,001	4.03%
Short-term borrowing	254	-	254	-
<b>Total Borrowing</b>	<b>160,996</b>	<b>-</b>	<b>160,996</b>	<b>-</b>
Long-term investments	15,000	-	15,000	4.25%
Short-term investments	20,000	(12,000)	8,000	4.28%
Cash and cash equivalents	35,780	21,700	57,480	4.35%
<b>Total Investments</b>	<b>70,780</b>	<b>9,700</b>	<b>80,480</b>	
<b>Net Borrowing (total borrowing less total investments)</b>	<b>90,216</b>		<b>80,516</b>	

As can be seen in the table above, borrowing has remained the same in the first three months of the year. However, borrowing is likely to increase during the year in line with planned capital expenditure. Overall, the level of investments has increased £9.700m since the end of 2022/23 due to the cash position of the Council.

## 2.4 **Borrowing**

- 2.4.1 CIPFA's 2021 Prudential Code is clear that Local Authorities must not borrow to invest primarily for financial return and that it is not prudent for Local Authorities to make any investment or spending decision that will increase the capital financing requirement and so may lead to new borrowing, unless directly and primarily related to the functions of the Authority.
- 2.4.2 Public Works Loan Board (PWLB) loans are no longer available to Local Authorities planning to buy investment assets primarily for yield unless these loans are for refinancing purposes.
- 2.4.3 Oldham Council has not invested in assets primarily for financial return or that are not primarily related to the functions of the Council, and it has no plans to do so in future.
- 2.4.4 The chief objective when borrowing has been to strike an appropriately low risk balance between securing low interest costs and achieving cost certainty over the period for which funds are required, with flexibility to renegotiate loans should the Authority's long-term plans change being a secondary objective. The Authority's borrowing strategy continues to address the key issue of affordability without compromising the longer-term stability of the debt portfolio.
- 2.4.5 There has been a substantial rise in the cost of both short and long-term borrowing over the last 18 months. In this reporting period (Q1), the Bank Rate rose from 4.25% at the beginning of April to 5.0% at the end of the first quarter and was also significantly higher than its level of 1.25% at the end of June 2022.
- 2.4.6 Gilt yields have faced upward pressure since early April following signs that UK growth has been more resilient and inflation stickier than expected. Consequently, PWLB borrowing rates continued to rise over the quarter. On 30 June, the PWLB certainty rates for maturity loans were 5.25% for 10-year loans, 5.36% for 20-year loans and 4.95% for 50-year loans. Their equivalents on 31 March 2023 were 4.33%, 4.70% and 4.41% respectively.
- 2.4.7 As at 30 June Oldham Council held £160.996m of loans. There has been no new borrowing undertaken in the first three months of the year so no movement from the position 31 March 2023. Outstanding loans on 30 June (borrowing position) are summarised in Table 3 below.

**Table 3 - Borrowing Position**

Borrowing Sources	31 March 2023 Balance £'000	Movement £'000	30 June 2023 Balance £'000	30 June 2023 Weighted Average Rate %	30 June 2023 Weighted Average Maturity (years)
Public Works Loan Board	35,241	-	35,241	2.81%	18.12
Banks (LOBO)	85,500	-	85,500	4.33%	43.43
Banks (fixed term)	40,000	-	40,000	4.03%	46.05
Local Bonds (long-term)	1	-	1	1.00%	-
Local Bonds (short-term)	22	-	22	0.00%	-
Local Charitable Trusts (short-term)	231	-	231	1.94%	1
<b>Total Borrowing</b>	<b>160,996</b>	<b>-</b>	<b>160,996</b>		

LOBO Loans

- 2.4.8 Oldham Council continues to hold £85.500m of LOBO (Lender's Option Borrower's Option) loans where the lender has the option to propose an increase in the interest rate at set dates, following which the Council has the option to either accept the new rate and terms or to repay the loan at no additional cost.
- 2.4.9 With market interest rates having risen, the probability of LOBOs being called has been higher than in the recent past. A total of £25.000m of LOBO loans had annual/semi-annual call option dates during the April-June quarter, however no lender exercised their option.
- 2.4.10 Currently Oldham Council has £40.500m LOBO loans with call dates during the remaining nine months of this financial year. Of this sum, £30.500m is held with Dexia Finance, and the remaining £10.000m split with two other providers, Danske Bank and KA Finanz. At the time of writing no call options have been exercised.
- 2.4.11 Council officers have liaised with treasury management advisors, Arlingclose, over the likelihood of the options being exercised for LOBO's within the loan portfolio. If the option is exercised the Authority plans to repay the loan at no additional cost. If required, the Authority will repay the LOBO loans with available cash or by borrowing from alternative sources or the PWLB, always providing that overall savings can be demonstrated.

**2.5 Treasury Investment Activity**

- 2.5.1 CIPFA published a revised the Treasury Management in the Public Services Code of Practice and Cross-Sectoral Guidance Notes on 20 December 2021. These define treasury management investments as investments that arise from the organisation's cash flows or treasury risk management activity that ultimately represents balances that need to be invested until the cash is required for use in the course of business.
- 2.5.2 At 30 June, the Council held £80.480m invested funds, representing income received in advance of expenditure plus balances and reserves held. During the first quarter of 2022/23, the Authority's investment balances ranged between £70.870m and £80.480m due to timing differences between income and expenditure. The investment position is shown in Table 4 below.

**Table 4 - Treasury Investment Position**

Investment Placements	31 March 2023 Balance £'000	Movement £'000	30 June 2023 Balance £'000	30 June 2023 Income Return %
Banks & Building Societies (unsecured)	10,000	(10,000)	-	4.06%
Government (incl. Local Authorities)	10,000	(2,000)	8,000	4.35%
Money Market Funds	35,780	21,700	57,480	4.35%
Property Pooled Fund	15,000	-	15,000	4.25%
<b>Total investments</b>	<b>70,780</b>	<b>9,700</b>	<b>80,480</b>	

- 2.5.3 Both the CIPFA Code and Government guidance require the Authority to invest its funds prudently, and to have regard to the security and liquidity of its treasury investments before seeking the optimum rate of return, or yield. The Authority's objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income.
- 2.5.4 As demonstrated by the liability benchmark in this report, the Authority expects to be a long-term borrower and new treasury investments are therefore primarily made to manage day-to-day cash flows using short-term low risk instruments. The existing portfolio of strategic pooled funds will be maintained to diversify risk into different sectors and boost investment income.
- 2.5.5 Bank Rate increased by 0.75%, from 4.25% at the beginning of April to 5% by the end of June, with the prospect of further increases to come. Short-dated cash rates rose commensurately, with 3-month rates rising to around 5.25% and 12-month rates to nearly 6%. Money Market Rates for the quarter were between 4.04% and 4.80%.
- 2.5.6 The Council in previous years has invested £15.000m in the Churches, Charities & Local Authorities (CCLA) pooled property fund. As this is a longer-term investment and there has been no change in the value held over the quarter.
- 2.5.7 UK property markets continued to struggle as higher interest rates and bond yields and higher funding costs weighed on the sector. There was some improvement in May, building on signs of returning investor interest and transactional activity in calendar Q1 and a perception that the downturn in commercial real estate may be bottoming out. This has helped support capital values and rental income. The additional move upwards in yields in late May/June and the prospect of sluggish economic growth however constrain the outlook.
- 2.5.8 The combination of the above has had no effect on the combined value of the Authority's property funds since March 2023. Income returns remained broadly consistent at 4.25%.
- 2.5.9 The change in the Authority's funds' capital values and income return over the 3-month period is shown in Table 4.
- 2.5.10 The Authority has budgeted income from these investments in 2023/24. Income received for the period up to 30 June was £0.156m.
- 2.5.11 The Council's investments have no defined maturity date, but are available for withdrawal after a notice period, but their performance and continued suitability in meeting the Councils medium to long-term investment objectives are regularly reviewed. Strategic fund investments are made in the knowledge that capital values will move both up and down on months, quarters and even years; but with the confidence that over a three to five-year period

total returns will exceed cash interest rates.

### Statutory Override

2.5.12 In April 2023 the Department for Levelling Up, Housing and Communities published the full outcome of the consultation on the extension of the statutory override on accounting for gains and losses on pooled investment funds. The override has been extended for 2 years until 31 March 2025, but no other changes have been made; whether the override will be extended beyond the new date is unknown but commentary on the consultation outcome suggests not. The Council will discuss with Arlingclose the implications for the investment strategy and what the future implications will be. Any future Treasury Management Strategies will be revised accordingly.

## 2.6 Treasury Team Performance

2.6.1 The Treasury Team measures the financial performance of its treasury management activities both in terms of its impact on the revenue budget and its relationship to benchmark interest rates, as shown in Table 5 below.

**Table 5 – Treasury Team Performance**

	Budgeted Performance Rates / Benchmark SONIA Return %	Benchmark SONIA Return % Plus 5%	Actual Return
			%
Budgeted Investment Rates	4.400%		4.504%
Overnight SONIA	4.379%	4.598%	4.504%

2.6.2 The budgeted investment rate of 4.40% above included within the annual strategy for 2023/24 was based on the average rate over the full financial year as expectations were for a number of interest rate rises to take place during 2023/24. The actual rate achieved in the first quarter exceeds this budgeted rate.

2.6.3 Previously the benchmark return was measured on the London Interbank Bid Rate (LIBID) which was a forward-looking interest rate. The Bank of England replaced LIBID with SONIA in December 2021. SONIA is calculated differently to LIBID in that it is a backward-looking rate, based on actual results. In a rapidly increasing interest rate environment SONIA can increase quicker than the existing portfolio of investments. This can be shown above as the actual return is slightly lower than the benchmark.

2.6.4 The Director of Finance reports that all treasury management activities undertaken during the quarter complied fully with the principles in the Treasury Management Code and the Council's approved Treasury Management Strategy. Compliance with specific investment limits is demonstrated in Table 6 below.

**Table 6 - Investment Limits**

Investment Limit	Maximum during Q1 2023/24 £'000	Actual Position at 30 June 2023 £'000	Maximum Allowable in 2023/24 £'000	Compliance Yes/No
Any single organisation, except the UK Government	10,000	5,000	30,000	Yes
Any group of organisations under the same ownership	10,000	-	20,000	Yes
Any group of pooled funds under the same management	15,000	15,000	15,000	Yes
Unsecured investments with building societies	-	-	20,000	Yes
Money Market Funds	66,330	57,840	80,000	Yes
Strategic Pooled Funds	15,000	15,000	15,000	Yes

2.6.5 Compliance with the Operational Boundary and Authorised Limit for external debt is demonstrated in Table 7 below.

**Table 7 – Operational Boundary and Authorised Limit**

Borrowing /Limits	Actual Position at 30 June 2023 £'000	2023/24 Operational Boundary £'000	2023/24 Authorised Limit £'000	Compliance Yes/No
Borrowing	160,996	312,000	332,000	Yes
PFI and Finance Leases	193,787	196,500	201,500	Yes
<b>Total Gross Borrowing / Limit</b>	<b>354,782</b>	<b>508,500</b>	<b>533,500</b>	Yes

2.6.6 The Operational Boundary represents the expected borrowing position for the Council for the year and was set at £508.500m.

2.6.7 The Authorised Limit is the “affordable borrowing limit” required by Section 3 of the Local Government Act 2003 and for 2023/24 was set at £533.500m. Once this has been set, the Council does not have the power to borrow above this level although it can be revised if required.

2.6.8 Since the Operational Boundary is a management tool for in-year monitoring it is not significant if the Operational Boundary is breached on occasions due to variations in cash flow, and this is not counted as a compliance failure. No breaches have occurred, and it is not anticipated that there will be any breaches in 2023/24.

## 2.7 Treasury Management Prudential Indicators

2.7.1 As required by the 2021 CIPFA Treasury Management Code, the Authority monitors and measures the following treasury management prudential indicators.

## Liability Benchmark

- 2.7.2 This new indicator compares the Authority's actual existing borrowing against a liability benchmark that has been calculated to show the lowest risk level of borrowing. The liability benchmark is an important tool to help establish whether the Council is likely to be a long-term borrower or long-term investor in the future, and so shape its strategic focus and decision making. It represents an estimate of the cumulative amount of external borrowing that the Council must hold to fund its current capital and revenue plans while keeping treasury investments at the minimum level of £10.000m, the level required to manage day-to-day cash flow.

**Table 8 - Liability Benchmark**

Liability Benchmark Measurement	31 March 2023 Actual £'000	31 March 2024 Forecast £'000	31 March 2025 Forecast £'000	31 March 2026 Forecast £'000
Loans CFR	262,800	313,800	363,400	387,100
Less: Balance sheet resources	181,254	157,700	157,700	157,700
<b>Net loans requirement</b>	<b>81,546</b>	<b>156,100</b>	<b>205,700</b>	<b>229,400</b>
Plus: Liquidity allowance	10,000	10,000	10,000	10,000
<b>Liability benchmark</b>	<b>91,546</b>	<b>166,100</b>	<b>215,700</b>	<b>239,400</b>
<b>Existing /forecast borrowing</b>	<b>160,996</b>	<b>166,996</b>	<b>215,796</b>	<b>239,396</b>

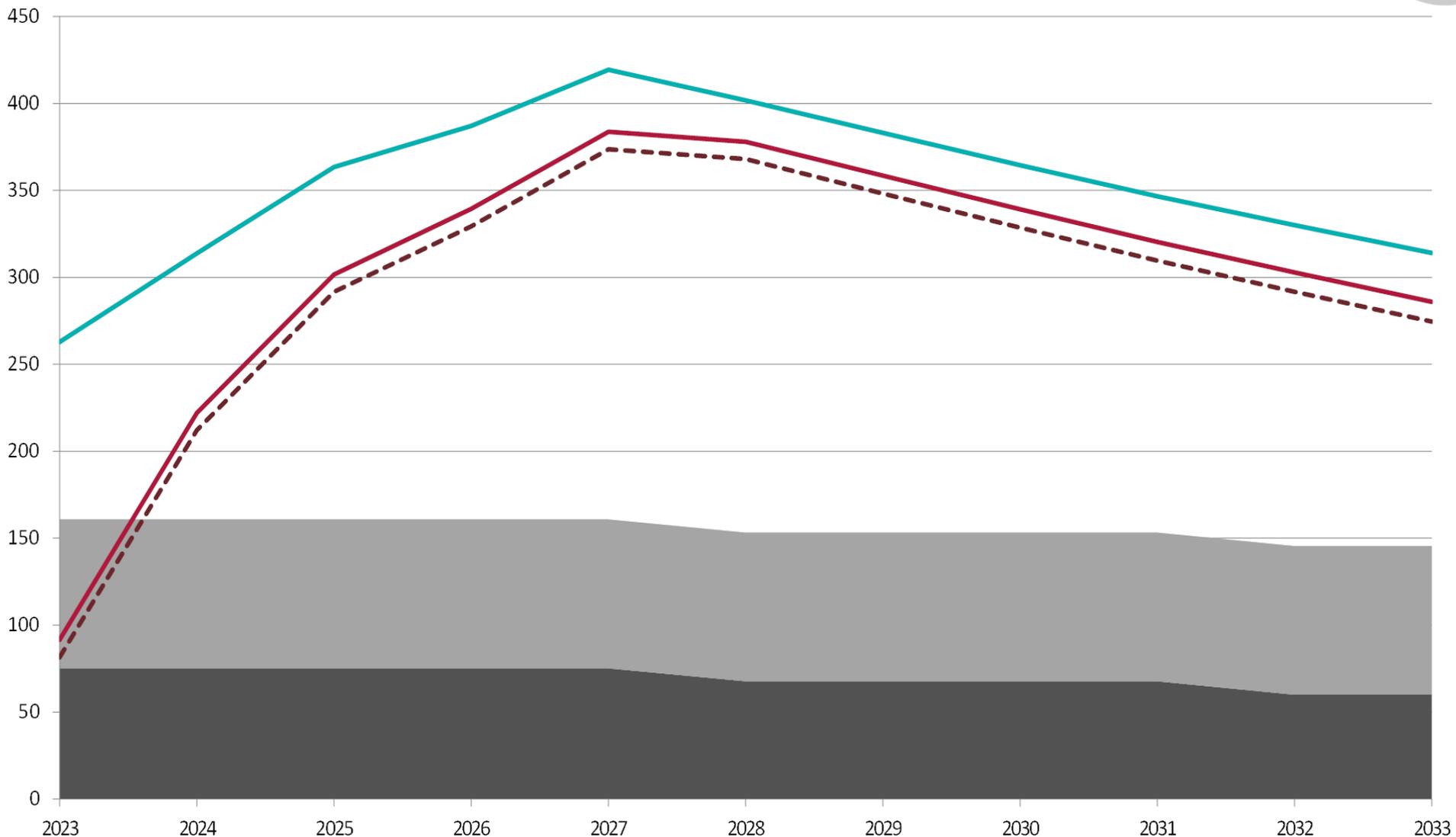
- 2.7.3 As demonstrated by the liability benchmark in table 8 above, the Council expects to be a long-term borrower to finance the expected capital spend. There could be timing differences between when the Council externally borrows compared to when the expenditure is required due to the nature of capital works, but new treasury investments are therefore primarily made to manage day-to-day cash flows using short-term low risk instruments. The existing portfolio of strategic pooled funds will be maintained to diversify risk into different sectors and boost investment income.
- 2.7.4 Following on from the medium-term forecast above, the long-term liability benchmark assumes capital expenditure funded by borrowing. Minimum Revenue Provision on new capital expenditure is forecast based on a 25 year asset life. This is shown in the chart below together with the maturity profile of the Authority's existing borrowing

### Liability Benchmark - Oldham MBC



£m

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- 2.7.5 Table 9 below sets out the maturity structure of borrowing at the end of the first quarter of 2023/24 compared to the upper and lower limits set in the Treasury Management Strategy for 2023/24.

**Table 9 - Maturity Structure of Borrowing**

Borrowing Timeframe	Upper Limit	Lower Limit	30 June 2023 Actual	Compliance Yes/No
Under 12 months	40%	0%	34.53%	Yes
12 months and within 24 months	40%	0%	3.11%	Yes
24 months and within 5 years	40%	0%	20.22%	Yes
5 years and within 10 years	40%	0%	4.82%	Yes
10 years to 20 years	50%	0%	3.11%	Yes
20 years to 30 years	50%	0%	3.11%	Yes
30 years to 40 years	50%	0%	3.11%	Yes
40 years to 50 years	50%	0%	15.55%	Yes
50 years to 60 years	50%	0%	12.44%	Yes

- 2.7.6 Time periods start on the first day of each financial year. The maturity date of borrowing is the earliest date on which the lender can demand repayment. In the case of LOBO loans, the next option date has been used as the measure to determine if it is potentially repayable.

Long-term Treasury Management Investments

- 2.7.7 The purpose of the Long-Term Treasury Management indicator is to control the Authority's exposure to the risk of incurring losses by seeking early repayment of its investments. The prudential limits on the long-term treasury management limits are set out in the table below.

**Table 10- Limit / Actual Investments exceeding one year**

Limit /Actual Investments Exceeding One Year	2023/24	2024/25	2025/26	No fixed date
Limit on principal invested beyond year end	£50m	£50m	£50m	£50m
Actual principal invested beyond year end	£15m	-	-	-
Compliance – Yes/No?	Yes	N/A	N/A	N/A

- 2.7.8 Long-term investments with no fixed maturity date include strategic pooled funds. For the Council, this is currently the CCLA Property Fund. Long term investments exclude money market funds and bank accounts with no fixed maturity date as these are considered short-term investments.

**2.8 Other Key Issues**

- 2.8.1 The Council has a number of Lender Option Borrower Option (LOBO) loans that have a call date during the summer months. The lender has the option to increase the interest rate when each loan reaches its call date. As the Council is now operating in a rising interest rate environment, there may be opportunities to repay the Council's historical LOBO borrowing. The Council will investigate all opportunities and will ensure any repayments create revenue savings.

### **3 Options/Alternatives**

3.1 In order that the Council complies with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management the Cabinet it has no option other than to consider and approve the contents of the report and commend it to Council. Therefore, no options/alternatives have been presented.

### **4 Preferred Option**

4.1 The preferred option is that the contents of the report are agreed by Cabinet and commended to Council for approval.

### **5 Consultation**

5.1 There has been consultation with the Council's, Treasury Management Advisors, Arlingclose in the production of this report.

5.2 The Audit Committee is charged with the scrutiny of treasury management activities for Oldham Council, and it therefore considered and approved the contents of the Quarter One report at its meeting on 5 September 2023. All questions asked by Committee Members were answered to their satisfaction. The presentation of the Treasury Management Quarter One 2023/24 report to the Audit Committee was in compliance with the CIPFA Code of Practice.

5.3 The Committee was therefore content to commend the report to Cabinet and then subsequently Council for approval.

### **6 Financial Implications**

6.1 All included within the report.

### **7 Legal Services Comments**

7.1 None.

### **8 Co-operative Agenda**

8.1 The Council ensures that any Treasury Management decisions comply as far as possible with the ethos of the Co-operative Council.

### **9 Human Resources Comments**

9.1 None.

### **10 Risk Assessments**

10.1 There are considerable risks to the security of the Authority's resources if appropriate treasury management strategies and policies are not adopted and followed. The Council has established good practice in relation to treasury management which has previously been acknowledged in both Internal and the External Auditors' reports presented to the Audit Committee.

### **11 IT Implications**

11.1 None.

**12 Property Implications**

12.1 None.

**13 Procurement Implications**

13.1 None.

**14 Environmental and Health & Safety Implications**

14.1 None.

**15 Equality, community cohesion and crime implications**

15.1 None.

**16 Equality Impact Assessment Completed?**

16.1 An Equality Impact Assessment is included at Appendix 2.

**17 Key Decision**

17.1 Yes

**18 Key Decision Reference**

18.1 FLC 14-23

**19 Background Papers**

19.1 The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents, which would disclose exempt or confidential information as defined by that Act.

File Ref: Background papers are contained with Appendices 1 and 2.  
Officer Name: Lee Walsh/Talei Whitmore  
Contact No: 0161 770 6608 / 4424

**20 Appendices**

Appendix 1 - Prudential and Treasury Indicators

Appendix 2 – Equality Impact Assessment

## Appendix 1 - Prudential and Treasury Indicators

The following tables shows a summary of the prudential indicators for Quarter One 2023/24.

### Capital Expenditure

Capital Expenditure/Financing	2022/23 Actual £'000	2023/24 Forecast £'000	2024/25 Budget £'000	2025/26 Budget £'000
<b>Expenditure</b>				
General Fund services	58,577	102,748	110,870	55,839
HRA	210	1,000	500	95
<b>Total Capital Expenditure</b>	<b>58,787</b>	<b>103,748</b>	<b>111,370</b>	<b>55,934</b>
<b>Financing</b>				
Grants & Contributions	(32,411)	(39,962)	(50,140)	(10,469)
Prudential Borrowing	(16,868)	(54,428)	(57,433)	(43,966)
Revenue	(237)	(1,063)	(500)	(95)
Capital Receipts	(9,271)	(8,295)	(3,297)	(1,404)
<b>Total Financing</b>	<b>(58,787)</b>	<b>(103,748)</b>	<b>(111,370)</b>	<b>(55,934)</b>

### Capital Financing Requirement (CFR)

Capital Financing Requirement	31 March 2023 Actual £'000	31 March 2024 Forecast £'000	31 March 2025 Budget £'000	31 March 2026 Budget £'000
General Fund Services	465,723	493,124	530,488	541,248
<b>Total CFR</b>	<b>465,723</b>	<b>493,124</b>	<b>530,488</b>	<b>541,248</b>

### Gross Borrowing and the Capital Financing Requirement

Gross Borrowing /CFR	31 March 2023 Actual £'000	31 March 2024 Forecast £'000	31 March 2025 Budget £'000	31 March 2026 Budget £'000	Debt at 30 June 2023 £'000
Gross Borrowing (incl. PFI & leases)	365,335	379,782	418,481	421,398	354,782
Capital Financing Requirement	465,723	493,124	530,488	541,248	-

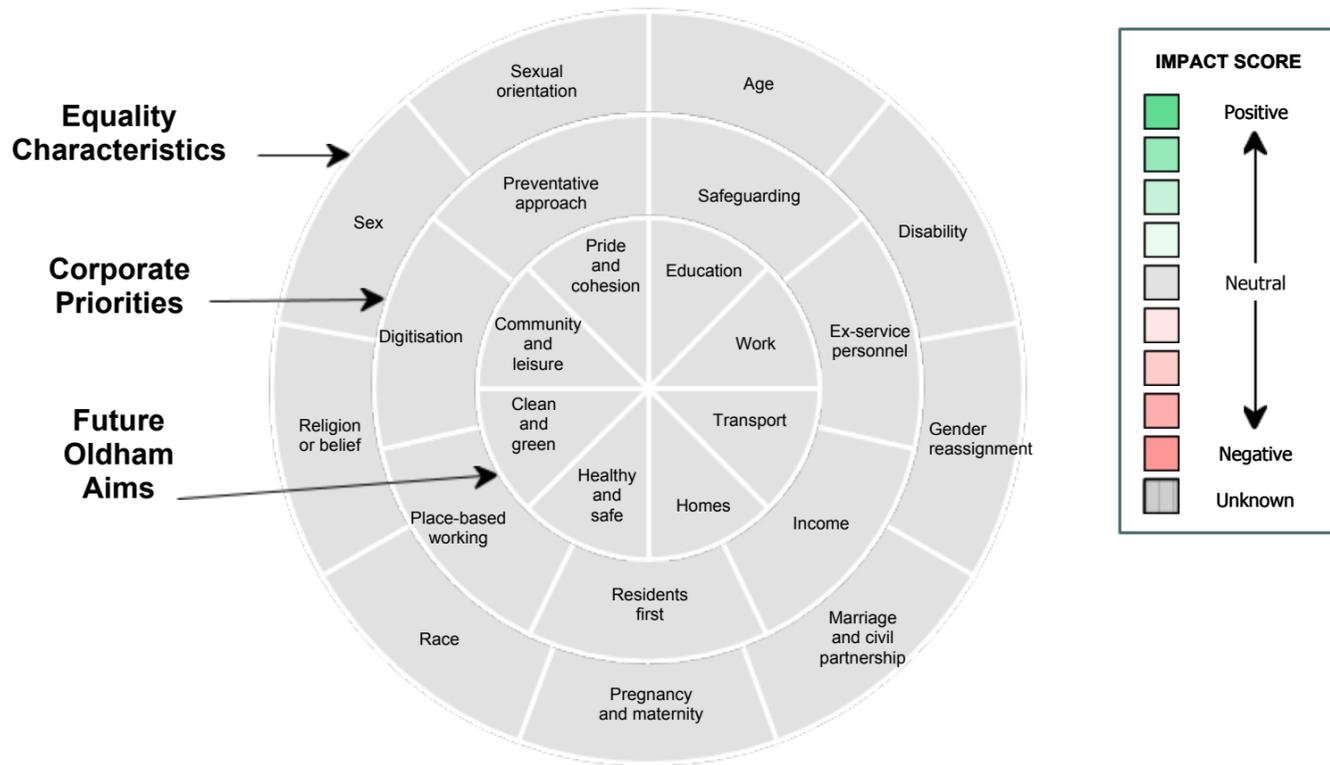
### Debt and the Authorised Limit and Operational Boundary

Debt	Debt at 30 June 2023	2023/24 1 Quarter Estimate Operational Boundary	2023/24 1 Quarter Estimate Authorised Limit	Compliance? Yes/No
	£'000	£'000	£'000	
Borrowing	160,996	312,000	322,000	Yes
PFI and Finance Leases	193,787	196,500	201,500	Yes
<b>Total Debt</b>	<b>354,782</b>	<b>508,500</b>	<b>533,500</b>	

### Proportion of Financing Costs to Net Revenue Stream

Financing Cost/Net Revenue Stream	2022/23 Actual £'000	2023/24 Forecast £'000	2024/25 Budget £'000	2025/26 Budget £'000
Financing costs (£m)	24,124	32,609	38,417	40,953
Proportion of net revenue stream	8.81%	11.91%	14.03%	14.95%

Treasury Management Quarter 1 Review 2023/24



Treasury Management Ex Review Quarter 1 2023/24				
	Impact	Likelihood	Duration	Comment
<b>Equality Characteristics</b>				
Age	Neutral	Possible	Short Term	The report considers the performance of the Treasury Management function (within Finance) for quarter 1 2023/24 and as such, in isolation has no direct impact on Equality
Disability	Neutral	Possible	Short Term	As Above
Gender reassignment	Neutral	Possible	Short Term	As Above
Marriage and civil partnership	Neutral	Possible	Short Term	As Above
Pregnancy and maternity	Neutral	Possible	Short Term	As Above
Race	Neutral	Possible	Short Term	As Above
Religion or belief	Neutral	Possible	Short Term	As Above
Sex	Neutral	Possible	Short Term	As Above
Sexual orientation	Neutral	Possible	Short Term	As Above
<b>Corporate Priorities</b>				
Safeguarding	Neutral	Possible	Short Term	The report considers the performance of the Treasury Management function (within Finance) for quarter 1 2023/24 and as such, in isolation has no direct impact on Corporate Priorities
Ex-service personnel	Neutral	Possible	Short Term	As Above
Income	Neutral	Possible	Short Term	As Above
Residents first	Neutral	Possible	Short Term	As Above
Place-based working	Neutral	Possible	Short Term	As Above
Digitisation	Neutral	Possible	Short Term	As Above
Preventative approach	Neutral	Possible	Short Term	As Above
<b>Future Oldham Aims</b>				
Education	Neutral	Possible	Short Term	The report considers the performance of the Treasury Management function (within Finance) for quarter 1 2023/24 and as such, in isolation has no direct impact on Future Oldham Aims
Work	Neutral	Possible	Short Term	As Above
Transport	Neutral	Possible	Short Term	As Above
Homes	Neutral	Possible	Short Term	As Above
Healthy and safe	Neutral	Possible	Short Term	As Above
Clean and green	Neutral	Possible	Short Term	As Above
Community and leisure	Neutral	Possible	Short Term	As Above
Pride and cohesion	Neutral	Possible	Short Term	As Above

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