

ITEM OP7

OXFORDSHIRE PARTNERSHIP -24 JUNE 2009

TARGETING AREAS OF DEPRIVATION IN OXFORD CITY AND BANBURY

Introduction and Summary

Public Sector organisations across Oxfordshire have united in the desire to improve the life chances of citizens living in the most deprived areas in the county. This includes improving rates of employment, conditions of housing and satisfaction with neighbourhood and reducing health inequalities and fear of crime. During 2008/09, all organisations in the Oxfordshire Partnership determined to put in place a piece of work that would attempt to break the cycle of deprivation in all age groups in small geographical areas of Banbury and Oxford. Small areas in this context means wards or parts of wards - "super output areas".

In February the Oxfordshire Partnership charged 5 Chief Executives (of Cherwell District Council, Oxford City Council, NHS Oxfordshire, Oxfordshire County Council and the Oxfordshire Police Area) to bring forward proposals to the partnership by 24 June 2009, recognising that this is a long term activity and that if we are serious, then all agencies need to be prepared to make commitments to target resources in new ways over a very sustained period.

This paper sets out the agreement from the discussions of the Chief Executives. It also sets out the way forward for this agreement to be implemented. There are no quick fixes but we are determined to make a long term, sustainable difference.

Vision

People living in deprived areas in Oxfordshire experience lower levels of wellbeing, poorer health and poorer prospects than their neighbours in more affluent parts. They tend to be the victims of crime, be less engaged with public services and have fewer real choices about their lives.

This shows up in our statistics as lower levels of educational attainment, higher rates of acute and chronic disease, higher levels of service usage and ultimately earlier death. These areas are also noticeable in performance terms; the Audit Commission, GOSE and other regulatory bodies frequently exhort Oxfordshire to tackle these issues. Our progress in improving outcomes on these inequality issues will certainly be a focus of the Comprehensive Area Assessment.

Small areas of deprivation often contain two main groups; long term residents and transient populations with high turnover rates. These two populations may need different approaches but both are embraced equally in this programme of work. This work should be seen as the practical

implementation of broader strategic work in the county on spatial planning, the economy and regeneration.

A list of potential outcomes that could be improved by this work is included in Annexe 1.

The vision behind this project is simple. We wish to:

1. Reduce inequalities for people living in these areas, reducing ill health, improving a sense of wellbeing and ultimately adding years to life.
2. Foster thriving and engaged communities which have a sense of pride and can make real choices about their future.
3. See the results of our services bear fruit, with improved GCSE results, falling unemployment and falling crime rates.
4. Enhance the reputation and good name of these areas and, through that, show monitoring organisations just what public services and the public can do in Oxfordshire.
5. Find a new and successful way of tackling the problem of deprivation which can be rolled out to other areas – an Oxfordshire Model.
6. Find a practical way to implement our shared aspirations for regeneration and economic and spatial planning.

Guiding Principles have been agreed. These are:

- Long term, partnership approaches with dedicated coordination.
- Engage and involve the communities themselves.
- Start in agreed localities, test the model, roll out to other areas.
- Keep it simple, build on and adapt existing work and structures.
- Base on best practice and evidence of effectiveness while promoting and evaluating innovative approaches.
- Provide a senior steer guided by front line experience and local people.
- Engage and bring together front line staff (e.g. headteachers, local police, GPs, local leaders)
- Use existing budgets and build long term sustainability, but add additional funding coming into Oxfordshire from other sources– including LAA reward to pump-prime and coordinate the first stages.

The Proposal

The local data on needs tells us that the following small areas stand out as priorities for action.

Oxford: Blackbird Leys/Northfield Brook

Banbury: Parts of Ruscote, Grimsbury and Neithrop wards.

The evidence base tells us two main things:

1. It gives a useful list of effective interventions we could use to tackle the specific needs of the selected small areas of Banbury and Oxford.
2. It strongly supports a long term partnership approach, coordinated action by a wide range of agencies, public engagement and senior leadership.

The proposal outlined in Figure 1 (below) highlights the 3 core areas of work which need to proceed together:

1. Local work to build confidence
2. Statutory sector core business
3. Developing the Oxfordshire model

Each of these elements of work needs to be outcome based and evaluated. In order to ensure robust judgement of the success of the approaches, it has been agreed that independent evaluation using the skills of the academic community in Oxfordshire will be sought.

1. Local work to build confidence

It is essential to involve and engage the public, our front line staff and local leaders in shaping and delivering the work in local areas. Flexibility in delivering local solutions for local problems and ensuring a coordinated and sustained approach are key.

2. Priorities for the Statutory sector

We have a collective will to improve confidence and create safer, stronger and more cohesive communities. In agreeing the priorities for the statutory sector to address together there must be consideration of the root-causes of the issues that have been identified locally. The symptoms of deprivation are complex and wide ranging. Addressing the causes of these symptoms is essential to cut through that complexity and target work that will make a difference in the long term.

The three priorities will not be equal in terms of levels of effort and resource already being used or needed to address them. This concept is captured in the indicative levels of 50%, 30% and 15% set out in the diagram to show that there will be a proportionate response in the planning and delivery of actions.

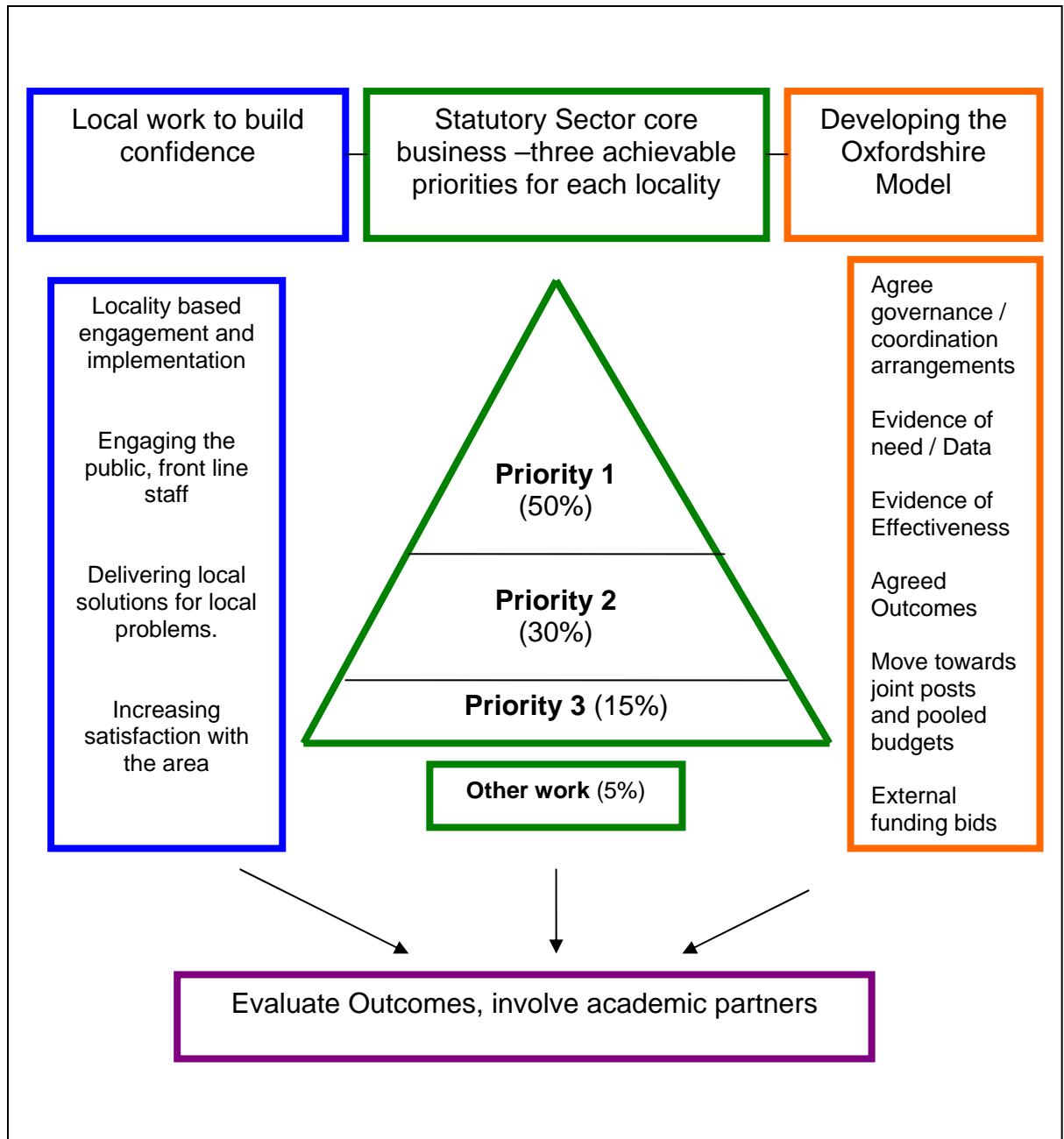
The analysis of local data, understanding of evidence of effectiveness from the literature and consideration of where the effort of local services has to be directed has led to the conclusion that we should tackle the following root causes:

1. Giving children a good start in life
2. The physical environment, including housing and housing policy
3. Skills, attainment and employability.

3. Developing the Oxfordshire Model

The process of establishing this work and focussing on specific and targeted localities is already leading to changes in our approaches. The intention is to develop and refine a model for working together in this way which can be applied to other localities and issues, in Oxfordshire and potentially further afield. The strategic decisions made to enable this work to progress will be captured and applied elsewhere.

Figure 1: The proposal



Moving forward

The way forward on each of these 3 priority areas must be underpinned and influenced by robust public engagement and involvement. It is proposed that local action plans are drawn up based on these priorities and that a range of coordinated and small initiatives, building on good work already in place, will increase momentum and bring improvement.

In order for this to become a reality there is a shared commitment to sustainability. This commitment will be realised through a combination of realigning existing budgets, influencing and changing future budgets, pooling budgets, setting up joint arrangements and making resources available in kind. The detail of how this is achieved will need to be defined as this work unfolds.

In addition, for the short term, the Public Service Board decision to use the unallocated element of the LAA1 reward grant to progress the work in the areas of worst deprivation and to boost the wider economy is welcomed. Coordination of the use of these reward funds is essential to ensure cost effective, joined up approaches to improving outcomes. It is both hoped and expected that bidders from all partnerships and organisations will be able to work together to ensure cross-silo and targeted work as they refine and implement their plans.

Immediate next steps

- In Cherwell - stakeholder workshop to complete data collection and analysis
- In the City - engaging stakeholders in series of events and drawing up action plans
- Detailed action plans are to be drawn up for the 2 target localities (Blackbird Leys/Northfield Brook in the City and parts of Ruscote, Grimsbury and Neithrop wards in Banbury). This will involve producing a short-list of statutory sector priorities for the 5 Chiefs to prioritise in the Autumn.
- Share these proposals with relevant key thematic partnerships e.g. the Children's Trust
- Coordination and management arrangements to be finalised.
- Discussion with our universities about evaluation
- Public engagement and local forum, including for front line staff, to be set up in each locality
- 5 Chiefs meet again in the Autumn to agree final priorities, management arrangements and governance.

Recommendations

Oxfordshire Partnership is asked by the Chief Executives of Cherwell District Council, Oxford City Council, NHS Oxfordshire, Oxfordshire County Council and Thames Valley Police Oxfordshire Area to

1. Approve the approach and forward plan for this work as set out in this paper.
2. Invite regular reports on the work from the 5 Chief Executives

3. Monitor progress as demonstrated by improved outcomes in our most deprived localities and manage improvement of performance as appropriate.
4. Be proactive in ensuring effective multi-agency working, sharing of resources and implementing learning from this work for the benefit of all partners and the whole county.
5. To identify the potential contributions that other members of the partnership could make

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Brendan O'Dowda, Chief Superintendant and Commander for Oxfordshire Police Area, Thames Valley Police.

Joanna Simons, Chief Executive, Oxfordshire County Council

Peter Sloman, Chief Executive, Oxford City Council

Andrea Young, Chief Executive, NHS Oxfordshire

ANNEX 1

Outcomes: The programme could deliver the following outcomes:

1. Global
 - a. Reduce the gap in death rates (NI 120 and World Class Commissioning target)
 - b. Improve IMD scores (World Class Commissioning target)
 - c. Lift the worst Super Output Areas out of bottom 10% nationally (Oxfordshire 20:30)
2. Customer focus
 - a. Overall / general satisfaction with living in the area (NI 5)
 - b. Public Engagement (NI 2, 3, 4)
 - c. Fear of crime (NI 21)
 - d. Choice and customer focus of statutory organisations (NI 24, 139, 140)
3. Service Delivery
 - a. Educational attainment (NI 72 – 108)
 - b. Cardiovascular disease (Vital Signs indicators)
 - c. Cost and efficiency (NI 179)
 - d. Employment rates (NI 151,152, 153)
 - e. Skills and training (NI 161 – 166)
 - f. Numbers not in Education, Employment or Training (NEET) (NI 91)
 - g. Crime levels, especially anti-social behaviour (NI 15,16,17, 20, 32)
 - h. Housing waiting lists, overcrowding, substandard accommodation (NI 158, 160)
4. Systems
 - a. This work is tailor-made for CAA purposes – it is based on need and public opinion and uses partnership work to improve outcomes
 - b. Blueprint for other areas in the county which will be tried and tested.
 - c. National reputation – development of the “Oxfordshire Model”