



To: Members of the Cabinet

Notice of a Meeting of the Cabinet

Tuesday, 15 March 2016 at 2.00 pm

Rooms 1&2, County Hall, Oxford, OX1 1ND

A handwritten signature in black ink that reads "Peter Clark".

Peter Clark
Head of Paid Service

March 2016

Contact Officer: **Sue Whitehead**
Tel: (01865) 810262; E-Mail: sue.whitehead@oxfordshire.gov.uk

Membership

Councillors

Ian Hudspeth	Leader of the Council
Rodney Rose	Deputy Leader of the Council
Mrs Judith Heathcoat	Cabinet Member for Adult Social Care
Nick Carter	Cabinet Member for Business & Customer Services
Melinda Tilley	Cabinet Member for Children, Education & Families
Lorraine Lindsay-Gale	Cabinet Member for Cultural & Community Services
David Nimmo Smith	Cabinet Member for Environment
Lawrie Stratford	Cabinet Member for Finance
Hilary Hibbert-Biles	Cabinet Member for Public Health

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on unless called in by that date for review by the appropriate Scrutiny Committee. Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.

Date of next meeting: 19 April 2016

Declarations of Interest

The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

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

Whose Interests must be included?

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

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

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

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

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

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

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

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

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

List of Disclosable Pecuniary Interests:

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

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members’ conduct guidelines. <http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Glenn Watson on (01865) 815270 or glenn.watson@oxfordshire.gov.uk for a hard copy of the document.

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

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note opposite

3. Minutes (Pages 1 - 14)

To approve the minutes of the meeting held on 23 February 2016 (**CA3**) and to receive information arising from them.

4. Questions from County Councillors

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

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

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

5. Petitions and Public Address

6. Care Home Fees 2016 (Pages 15 - 52)

Cabinet Member: Adult Social Care

Forward Plan Ref: 2015/101

Contact: Andrew Colling, Quality & Contracts Service Manager Tel: (01865) 323682

Report by Director of Adult Social Services (**CA6**).

The services that care homes provide within Oxfordshire play an important role in

helping to meet the needs of vulnerable adults. Oxfordshire County Council makes a significant investment in care home services on an annual basis and it is the largest single purchaser within the County.

In relation to care home services for older people, providers have generally expressed concern that the prices paid by local authorities do not reflect the true cost of care. During the last several years there have been a number of legal challenges in other parts of the country made by care home providers against the way that some local authorities have undertaken their annual reviews of the rates they pay for services delivered.

This report is brought to Cabinet to:

- (a) Describe the process the Council has undertaken to review the amount it pays for care homes this year; and
- (b) Agree the Target Banding Rates to be applied for 2016-17

The Cabinet is RECOMMENDED that in view of the above:

for 2016/17 to revise our Target Banding Rates from April 2016 and

- (i). Increase the Target Banding rate for the Residential-Extensive Specialist Category to £493 per week for new placements.***
- (ii). Increase all existing weekly Residential payment rates that are currently paid below £493 per week to £493 per week***
- (iii). Increase the Nursing-Extensive Target Banding Rate to £605 per week***
- (iv). Increase all existing weekly Nursing Extensive that are currently below £605 per week to £605 per week***
- (v). Increase the Nursing-Specialist Target Banding Rate to £662 per week***
- (vi). Increase all existing weekly Nursing Extensive and Substantial rates that are currently below £662 per week to £662 per week***
- (vii). Increase the above rates to reflect the increase in Funded Nursing Care once this is announced later in April 2016.***
- (viii). Increase all other existing Care Home placements to reflect the increase in Funded Nursing care once this is announced later in April 2016***
- (ix). Continue to use these rates as a guide to secure a care home placement at a funding level as close to the Target Banding Rate as possible.***
- (x). The above to apply from April 2016 and for care home placements in Oxfordshire.***
- (xi). The Council undertakes a review to understand the impact of National Living Wage.***

7. Oxfordshire Fire & Rescue - 365 Alive Vision - 2016-2022 - March 2016
(Pages 53 - 60)

Cabinet Member: Deputy Leader

Forward Plan Ref: 2015/103

Contact: Simon Furlong, Assistant Chief Fire Officer Tel: (01865) 855206

Report by Chief Fire Officer (CA7).

This paper reports on the progress that we have made in the initial 365ALIVE Vision and requests a Cabinet decision to set a new vision for the next 6 years allowing us to align our vision with our longer term Intergrated Risk Management Cycle.

The Cabinet are RECOMMENDED to:

- (a) note the completion and success of the current Vision from 2006 – 2016;***
- (b) adopt the renewed 365alive vision with outcome based targets measures linked to a new six-year cycle (2016 to 2022) in order to align it with the Service’s new Strategic Community Risk Management Plan); and***
- (c) require the Chief Fire Officer to regularly report on the performance of the service against the vision outcomes.***

8. Proposals on the Future of Subsidised Bus Services (Pages 61 - 108)

Cabinet Member: Environment

Forward Plan Ref: 2016/026

Contact: Alexandra Bailey, Service Manager – Business Development Tel: 07768 027257

Report by Director for Environment & Economy (**CA8**).

This report refers to bus usage data and seeks approval to seek comments from members of the public in relation to that data.

Cabinet is RECOMMENDED to:

- (a) note the availability of the usage data attached as Annex 3.***
- (b) note the limits of the data and that it does not impact upon the methodology or the decision made by Cabinet.***
- (c) agree to publish the usage data and seek comments from members of the public from 16 March 2016 to 14 April 2016.***
- (d) receive a further report in May to review the responses from the public on the usage data.***

9. Forward Plan and Future Business (Pages 109 - 110)

Cabinet Member: All

Contact Officer: Sue Whitehead, Committee Services Manager (01865 810262)

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include “updating of the Forward Plan and proposals for business to be conducted at the following meeting”. Items from the Forward Plan for the immediately forthcoming meetings of the Cabinet appear in the Schedule at **CA9**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

The Schedule is for noting, but Cabinet Members may also wish to take this opportunity

to identify any further changes they would wish to be incorporated in the next Forward Plan update.

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

CABINET

MINUTES of the meeting held on Tuesday, 23 February 2016 commencing at 2.00 pm and finishing at 4.52 pm.

Present:

Voting Members:

Councillor Rodney Rose
Councillor Mrs Judith Heathcoat
Councillor Nick Carter
Councillor Melinda Tilley
Councillor Lorraine Lindsay-Gale
Councillor David Nimmo Smith
Councillor Lawrie Stratford

Other Members in Attendance:

Councillor Liz Brighthouse (Agenda Items 6 and 10)
Councillor Jean Fooks (Agenda Item 6)
Councillor Susanna Pressel (Agenda Item 6)
Councillor Gill Sanders (Agenda Item 6 & 8)
Councillor Janet Godden (Agenda Item 6)
Councillor Richard Webber (for Agenda Item 6)
Councillor Nick Hards (Agenda Item 7 & 10)
Councillor Patrick Greene (Agenda Item 10)

Officers:

Whole of meeting Peter Clark (Head of Paid Service); Graham Warrington
(Law & Governance)

Part of meeting

Item	Name
6	Jim Leivers, Director for Children, Education & Families; Lucy Butler, Hannah Farncombe, Rebecca Matthews (Children Education & Families)
7	Katy Jurczynszyn (Finance)
8	Hannah Farncombe & Matthew Edwards (Children, Education & Families)
9	Steve Munn, Chief HR Officer
10	Mark Kemp and Paul Fermer (Environment & Economy)

The Cabinet considered the matters, reports and recommendations contained or referred to in the agenda for the meeting, together with a schedule of addenda tabled at the meeting, and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda, reports and schedule, copies of which are attached to the signed Minutes.

12/16 APOLOGIES FOR ABSENCE

(Agenda Item. 1)

Apologies for absence had been received from Councillor Ian Hudspeth and Councillor Hilary Hibbert-Biles

13/16 MINUTES

(Agenda Item. 3)

The minutes of the meeting held on 26 January 2016 were approved and signed.

14/16 QUESTIONS FROM COUNTY COUNCILLORS

(Agenda Item. 4)

Councillor Bartholomew to Councillor Nimmo Smith

“Various Berkshire councils and enterprise groups have been campaigning vigorously in recent years for a new Thames crossing known as the 'Third Reading Bridge'. It is likely this bridge would link the end of the A329(M) in Berkshire to Playhatch in Oxfordshire. The enthusiasm of the scheme promoters is not shared by many Oxfordshire residents who are concerned about the large amount of extra traffic that would be deposited on to already congested rural roads. Historically, both OCC and SODC have shared residents' concerns, but both councils recently agreed to contribute to a traffic modelling study in order to remain part of the process. I have learnt that this study has now been named 'Strategic Outline Business Case', which worryingly seems to indicate that all parties are supporters of the proposal. I would be grateful if the Cabinet Member could confirm the costs involved in the study and provide reassurance that any resultant proposals will be challenged to ensure they best meet the needs of Oxfordshire residents.”

Cabinet Member for Environment

“The term Strategic Outline Business Case is the technical terminology of an in depth traffic modelling assessment for a specific transport scheme – it is neutral in its approach and can come to a negative as well as positive conclusion and will also need to consider wider impacts beyond direct traffic impact and mitigation including potential environment, economic and social impacts.

The County Council has agreed to support the study to finally provide detailed analysis of the impacts of a third Thames crossing scheme. It has been made clear to the other partners in this piece of work, that the council, by helping to fund this work, is not inherently supporting the scheme and will await the results of this work before taking a position on whether to support a full business case submission for funding, this decision process will also involve further consultation with the communities a scheme may impact upon.

Oxfordshire is contributing £20,000 towards the modelling work. Beyond the Third Thames Crossing assessment work, the council will also benefit more generally as the new transport model that is being developed, will be available to Oxfordshire Councils for their own transport studies and scheme analysis and will provide in- depth coverage of South of Oxfordshire and overlap with our own Strategic Transport Model. This will provide this part of the county with an even more robust evidence base for transport scheme development and decision making.”

Supplementary

“I would be obliged for sight of the briefing document/study specification and confirmation of the date results are expected.”

Cabinet Member for Environment

“I will pass the information onto Councillor Bartholomew.”

Councillor Susanna Pressel

“I’m very worried about the threatened loss of services for the people I represent in Jericho. At present they have a new, purpose-built, fully equipped and professionally staffed children’s centre in Cutteslowe and a Baby Café in Jericho. It would be appalling if one or both of these were to close. There are many vulnerable families in Jericho and even more in Cutteslowe. They need these facilities badly or their problems will escalate, and addressing them will cost more in the long run.

We have been told that outreach support will be provided and that group work sessions will happen in community venues. It makes no sense to try to hold group sessions in places like Jericho Community Centre, which is a horrible old building, with no equipment, and leave North Oxford Children’s Centre standing empty! Please can you ensure that the children’s centre will stay open and tell me who will provide breast-feeding support at the standard of the Baby Café?”

Cabinet Member for Children, Education & Families

“The new service will provide outreach and it is our intention to provide that outreach in venues that families feel are suitable, convenient and comfortable.

As part of the consultation the Local authority has had discussions with groups including, parents, schools and district, town and parish councils to explore the continued use of children centre buildings that cease to be funded by the service as part of the service redesign.

With regard to the children centre at Cutteslowe we would want to proactively engage with the school and partners to explore continued use of the building to provide services for children. If this can be achieved it means that

outreach services including provision of groups could still continue to run from this building. This would be a preferred option for the Local Authority.

With regard to breast feeding support this will continue to be commissioned by the public health directorate within the County Council.”

Councillor Pressel

“When and how will that engagement be carried out and to what extent.”

Cabinet Member for Children, Education & Families

“When the consultation has been carried out discussions will be held with all centres to see what we are able to maintain.”

15/16 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 5)

<i>Speaker</i>	<i>Item</i>
County Councillor Liz Brighthouse David Turner County Councillor Jean Fooks County Councillor Susanna Pressel County Councillor Gill Sanders County Councillor Janet Godden County Councillor Richard Webber))) 6 – New arrangements for)Oxfordshire County Council’s)Children’s Services))
County Councillor Nick Hards	7 – 2015/16 Financial Monitoring & Business Strategy Report
County Councillor Gill Sanders	8 – Progress Report on Looked After Children and those Leaving care
County Councillor Liz Brighthouse Mark Beddow David Bird County Councillor Nick Hards County Councillor Patrick Greene)) 10 – Follow up to a call in of a)decision by the Cabinet Member for)Environment (Councillor Ian)Hudspeth deputising))

16/16 NEW ARRANGEMENTS FOR OXFORDSHIRE COUNTY COUNCIL'S CHILDREN'S SERVICES

(Agenda Item. 6)

The Cabinet had before it an overview report together with a series of three supporting reports covering:

- The outcome of public consultation regarding proposals for change to early help services, including, children's centres and early intervention hubs
- Proposals for the future shape of Education and Learning Services
- Proposals for future Safeguarding and Corporate Parenting Services
- Proposals for future Children's Social Care services.

The resolution set out below incorporates the recommendations from Agenda Items 6, 6(a), 6(b) and 6(c).

The Deputy Leader of the Council set out the terms of the decision made by Council on 16 February 2016 to reinstate £2 million from early intervention services, including Children's Centres and Early Intervention Hubs, originally earmarked as part of the identified budget reductions. In addition Council further agreed to make available an additional £1million short term funding to develop alternative working arrangements with District Councils and local voluntary groups to allow a number of Children's Centres to remain open but be funded from sources other than the County Council. It was agreed that the detail of how the reinstated funding was to be used should be identified at a later date. Consequently, Cabinet would consider at this meeting the recommendations of the Director of Children, Education and Families regarding the future of Children's Services as laid out in the various reports before it and that in addition the Director be required to provide to a future meeting of Cabinet detailed proposals as to how the additional and retained funding arrangements would be best utilised.

The Council's Monitoring Officer drew the Cabinet's attention to a letter received from Central England Law Centre challenging the Council's decisions regarding the radical reorganisation of children's centres in Oxfordshire. The letter stated that the decisions taken had been fundamentally flawed and therefore challengeable. However, he advised that in his view the letter had failed to take into account the terms of the Council's decision taken in February insofar as a further report would be submitted to Cabinet with proposals as to how the extra £2m might be used whereas the Cabinet, at this meeting, was considering establishment of Hubs for the delivery on intervention services with no decisions scheduled to be taken with regard to specific closures of Children's Centres. He added that the consultation process, which it had been claimed, was flawed had in his opinion been conducted correctly.

Presenting a paper setting out the comments from the Performance Review Scrutiny Committee regarding proposed future arrangements for children's services Councillor Liz Brighthouse referred to the long scrutiny process which had been carried and thanked officers for the work in developing the proposals and undertaking the extensive consultation.

Speaking on behalf of the Chalgrove/Watlington Children's Centre and Maple Tree (Wheatley) Children's Centre Steering Groups David Turner recognised the difficult position the County Council found itself in but a great deal of uncertainty existed with regard to future provision and he was particularly concerned regarding provision in rural areas whose need was as great as in urban areas. He advised that the Chalgrove and Watlington centres had merged under one management team to achieve some savings which he suggested could be rolled out countywide. He urged the County Council to do all it could to save as much as possible and protect vulnerable areas.

Speaking with regard to her specific local centre which provided vital support Councillor Fooks was also cognisant that the level of need existed right across the county. She was concerned that uncertainty was already leading to staff leaving and felt that the Cabinet Advisory Group should be reconvened to consider these issues.

Councillor Susanna Pressel endorsed the views of the previous speakers but felt the advice of the Monitoring Officer had been incorrect insofar as closures were being considered and the issues today were clearly connected. Supporting Option 4 she called for deferral of a decision regarding the 8 hubs and proposed that the rise in councillor allowances agreed last year be rescinded and used as a saving towards the costs of this service..

Responding to a question from Councillor Heathcoat she advised that she had donated her allowance increase to charity.

Expressing regret at the need for cuts Councillor Gill Sanders recognised that there had been little real option but her Group had welcomed a compromise being reached. However, it was imperative that as much of the service as possible was retained along with experienced professional staff and to do that all Groups needed to continue to work together.

Responding to Councillor Carter who had reminded her that cuts necessary today had also been as a result of central government policy pre 2010 Councillor Sanders acknowledged there had been huge problems over 5/6 years but felt that the current government could have done more to help protect valuable services and in that regard current government policy was wrong.

Councillor Janet Godden endorsed the comments from the Performance Review Scrutiny Committee as presented by Councillor Brighthouse. A full and frank consultation and discussion was now required to take this forward to retain as high a level of service as possible.

Councillor Richard Webber acknowledged that it was unlikely that the letter referred to earlier by the Monitoring Officer would be the last such letter received in the light of clear messages from the consultation undertaken so far such as 71% of respondees not supporting any of the proposals. He was concerned at the loss of universal services and saw this as a short term solution. The timetable for delivery and savings was unclear and more clarity was required. A decision had been taken now to pause and rethink but any decision should be further deferred to enable the Cabinet Advisory Group to consider the issues.

Councillor Webber responded to questions from –

Councillor Carter – with regard to membership of the Cabinet Advisory Group the Liberal Democrat Group would review its position to participate if the CAG was reinstated and charged to explore opportunities given by the recent Council decision.

Councillor Rose – he felt that unitary government could look at these issues from a different perspective and as there was already a lot of uncertainty with no clear timeline for these issues to be addressed there could be a case to defer.

Councillor Melinda Tilley affirmed that the County Council were required to find £6m and the proposals currently before the Cabinet today were aimed at reorganising services in order to do that while meeting the needs of more vulnerable children. She commended the reports and moved the recommendations in each together with the additional recommendation set out in the addenda sheet.

Jim Leivers explained that the suite of papers before the Cabinet had been prepared in order to change fundamentally how the Directorate for Children, Education & Families carried out its functions while addressing the requirement to find a budgetary reduction of £6m over 3 years. Acknowledging that requirement to make reductions he emphasised that the main driver behind the current proposals had been to provide a safer environment for safeguarding children. The county council could not afford to stand still and choices needed to be made to make the service fit for purpose. A number of future government proposals regarding the moving role of education; changes to adoption services; youth offending services and child protection and local safeguarding boards would need to be factored in but it would not be possible to meet future statutory requirements while retaining current levels of service. In his judgement the series of papers before the Cabinet provided a way of meeting future commitments and making that service safe. Whatever was decided would be contentious but he was faced with a statutory set of duties which he and the Cabinet Member had a duty to meet.

Three presentations were made regarding:

- Safeguarding and Corporate Parenting Service
- Future Arrangements for Education Support for Oxfordshire Schools
- Future Arrangements in Children's Social Care

Councillor Tilley pointed out that the recommendations for future arrangements highlighted the commitment to effective change. Members of the Cabinet thanked officers for their presentations and the full consultations which had been undertaken and obviously taken on board as part of the proposals now being put forward.

RESOLVED (unanimously):

New Arrangements for Oxfordshire County Council's Children's Services

- (a) receive the outcome of the consultation exercise on the future of early help services along with the proposed alternative arrangements for Children's Services as outlined in the Cabinet Advisory Group report of September 2015 along with recommendations from the Director of Children's Services regarding future organisational arrangements for Children's Social Care;
- (b) approve the proposed arrangements for Safeguarding and Corporate Parenting Services as outlined in the report (CA6);
- (c) approve the proposed arrangements for Education Services as outlined in the report (CA6); and
- (d) receive a further detailed report on the implementation of the proposed changes.

The Safeguarding and Corporate Parenting Service

- (a) agree the proposals outlined in paragraph 19-22 of the report (CA6a); and
- (b) agree that a further report outlining in detail the proposed staffing arrangements and costs be made to a future Cabinet meeting.

Future Arrangements for Education Support for Oxfordshire Schools

- (a) approve the proposed arrangements for Education and Learning Services as outlined in the report (CA6b).

Future Arrangements in Children's Social Care

- (a) that eight Children and Family Centres be developed in the locations set out in the report (CA6c). These Centres would deliver services that met the authority's statutory duties relating to Children's Centres and

deliver statutory and targeted services to vulnerable children and families;

- (b) that limited open access services be provided from within the eight Children and Family Centres;
- (c) a mobile bus be retained to deliver services to rural communities and the traveller community as these communities were less likely to attend the main centres;
- (d) to continue to support the child care settings currently based in Children's Centres through to April 2017. During this time the authority would work with the centres to ensure they were financially self-sufficient from April 2017.
- (e) approve the inclusion of £1.9m budget in the capital programme for the new Children and Family Centres to be funded from the unallocated corporate resources;
- (f) commit to continue conversations with organisations and groups that had shown an interest in using alternative funding streams to enable centres to remain open; and
- (g) that the Director for Children, Education & Families provides a future meeting of Cabinet with detailed proposals as to how the additional and retained funding arrangements agreed at full Council on 16 February 2016 be best utilised.

17/16 2015/16 FINANCIAL MONITORING & BUSINESS STRATEGY REPORT - DECEMBER 2015

(Agenda Item. 7)

The Cabinet considered (CA7) a report focusing on the management of the 2015/16 budget together with an additional recommendation as set out in the addenda.

Councillor Hards referred to the high variance on the Children, Education & Families Directorate. The increased use of taxis for home to school transport for children with special needs clearly emphasised the need to progress provision of additional special needs facilities as proposed for example in the Didcot valley. He was pleased to see underspends on mainstream transport and education entitlement for disadvantaged two year olds but with regard to the forecast overspend on Children's Social Care (paragraph 12) he asked whether there was any prospect of a reduction in the number of looked after children and queried the need for increased use of agency staff. He also sought an explanation why the Didcot station car park expansion scheme had slipped and why the Milton Interchange scheme was forecast to overspend.

Responding Councillor Stratford advised that he understood the Didcot Station car park had reverted to its original programme and he would write

separately to Councillor Hards with regard to the Milton interchange. He agreed with concerns regarding use of taxis and the need to expand special school facilities in the south of the county. The increase in numbers of looked after children reflected the sensitivity of officers to their particular needs and he supported the levels of spend to offset any possibility of risk to children. He would look at the use of agency staff.

He confirmed that budgets would continue to be managed aggressively but felt that generally all Directorates were doing a good job to come in either very close to or within budget. Inevitably Children Education & Families faced the biggest challenge but it was imperative that everything that should be done was done to safeguard children at risk. Un-ringfenced reserves were perilously close to maximum level but any impact on school balances would be lessened as more schools attained academy status. He moved the recommendations in the report and addenda.

Councillor Heathcote hoped that negotiations with the Oxfordshire Clinical Commissioning Group for an additional contribution to offset part of the overspend relating to Non-Emergency Patient Transport would continue favourably.

RESOLVED: to

- (a) note the report CA7;
- (b) note the Treasury Management lending list at Annex 4 to the report CA7;
- (c) approve an increase of £0.935m for the A34 Milton Interchange scheme;
- (d) approve the full budget of £11.165m for the Eastern Arc Phase 1: Access to Headington project and to proceed to detailed design;
- (e) note the changes to the Capital Programme set out in Annex 7b and 7c to the report CA7;
- (f) approve the allocation of the un-ringfenced grant for Emergency Services Mobile Communications Programme to the Fire and Rescue Service.

18/16 PROGRESS REPORT ON LOOKED AFTER CHILDREN AND THOSE LEAVING CARE

(Agenda Item. 8)

The Cabinet considered (CA8) a report which reviewed the performance and outcomes of Looked After Children and Care Leavers since April 2014 and

identified key challenges moving forward, particularly around understanding the causes for and then addressing the growth in the looked after population.

Welcoming the report Councillor Gill Sanders referred to the impact of unaccompanied asylum seeking children and the pressure on services. She asked how the Multi Agency Group referred to in paragraph 82 would be constituted and whether we would be working with partners in its establishment.

Responding Matthew Edwards advised that district involvement and joint working on support networks would be key. Work would continue to scope out need.

Also on paragraph 82 Councillor Stratford expressed some concern that independent district action with regard to refugee families could impact on the county council's budget.

Responding to a question from Councillor Carter regarding the Mockingbird Family Model (paragraph 50) officers explained that the project was aimed at providing more support for foster families who looked after more challenging children. It was a community based model and was being piloted in the city and north of the county.

Councillor Tilley commended the report and moved the recommendations.

RESOLVED: (unanimously):

- (a) that further analysis of the child in need and child protection populations be undertaken to isolate more specific risk factors for care and what constituted an effective intervention. That work should draw on the learning and recommendations of the Neglect pilot and OSCB's reviews of adolescents who had died and suffered or caused serious harm;
- (b) that a multi-agency group be established to devise a county-wide strategy to respond to the growing challenges nationally of Unaccompanied Asylum Seekers and Refugee families;
- (c) the Placement Strategy Board be tasked with measuring the impact and cost savings of the Placement Strategy for reporting up to Cabinet.

19/16 STAFFING REPORT - QUARTER 3 - 2015

(Agenda Item. 9)

The Cabinet considered (CA9) a report giving an update on staffing numbers and related activity during the period 1 October 2015 to 31 December 2015.

Commending the report Councillor Rose moved the recommendation.

RESOLVED: (unanimously) to note the report.

20/16 FOLLOW UP TO A CALL IN OF A DECISION BY THE CABINET MEMBER FOR ENVIRONMENT (COUNCILLOR HUDSPETH SUBSTITUTING): PROPOSED BUS LANE & PARKING/WAITING RESTRICTIONS - ORCHARD CENTRE (PHASE 2), DIDCOT

(Agenda Item. 10)

On 4 February 2016, the Performance Scrutiny Committee considered the decision of the Cabinet Member for Environment (Councillor Hudspeth substituting) which had been made on 14 February 2016 following proper notice of a call in. The Committee had agreed to refer the decision back to Cabinet to consider in the light of a material concern that officers dealing with the matter had not been made aware of the fact that a 1500+ signature petition had been presented to Council opposing the proposal.

Councillor Brighthouse presented the comments from the Scrutiny Committee.

Mark Beddow felt that the current layout worked well with no clear justification to change things. There was insufficient room in Station Road for the new arrangement to work efficiently and pedestrian safety would be compromised particularly in the vicinity of The Cornerstone. It would also detract from the recently awarded Didcot Garden Town status and discriminated against elderly shoppers who would be required to walk greater distances from shops such as Sainsbury. He felt the Cabinet should at least defer a decision.

David Bird confirmed that the 1500 signature petition had been considered when the planning application had been approved and he referred to a letter of acknowledgement from the Deputy Director for Environment (Strategy & Infrastructure Planning) to that effect. There was need for retail expansion and the traffic regulation order had been through a great deal of scrutiny with no procedural or technical reasons for it not to proceed.

Responding to Councillor Rose he confirmed that the petition had been considered by both South Oxfordshire District and Oxfordshire County Councils.

Councillor Hards did not consider that the petition had been taken fully into account or considered when Councillor Hudspeth had taken his decision on 14 January nor by the South Oxfordshire District Council Planning Committee when it granted permission. Speakers at that meeting had been given insufficient time to state their case and he considered that the scheme was being promoted purely to meet the requirements of the bus companies and it should not go ahead.

Councillor Rose confirmed that the petition had formed part of the consideration of Cabinet at this meeting.

Councillor Greene felt that consultants and developers had been allowed to influence council officers. Endorsing the comments regarding the lack of democratic opportunity afforded to people to make representations to the

district planning committee he felt the application and scheme had been pushed through. A better option would have been to pursue provision of the Didcot Northern Perimeter Road.

.....

Addressing the specific terms of the call-in Mr Kemp confirmed that the petition had been identified by the district council as part of its deliberations and that had been minuted accordingly. The petition had also been considered by county officers and although not specifically mentioned in the report considered by the Leader of the Council on 14 January it would not have influenced the officer recommendation to him. The A4130 Northern Perimeter Road was not programmed and remained an aspiration. Additional funding proposed towards a controlled parking zone did not affect the bus lane proposal but would be retained as part of future decisions in the area. He confirmed the scheme was technically sound.

Councillor Nimmo-Smith accepted that the scheme might not be seen as the most ideal solution to some people but the scheme was technically sound and the bottom line remained that as the district council had granted permission the county council were therefore required to implement the terms of that permission. He moved the recommendation.

RESOLVED: (unanimously) to approve implementation of the proposals as advertised.

21/16 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 11)

The Cabinet considered a list of items (CA) for the immediately forthcoming meetings of the Cabinet together with changes and additions set out in the schedule of addenda.

RESOLVED: to note the items currently identified for forthcoming meetings.

..... in the Chair

Date of signing 2016

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Division(s): All

CABINET - 15 March 2016

Care Home Fees 2016

Report by Director of Adult Social Services

Introduction

1. The services that care homes provide within Oxfordshire play an important role in helping to meet the needs of vulnerable adults. Oxfordshire County Council makes a significant investment in care home services on an annual basis and it is the largest single purchaser within the County.
2. The cost of adult social care and how it should be funded remains the subject of discussion and media attention.
 - (a) On an annual basis I have brought reports to Cabinet with recommendations about changes to our Target Banding Rates.
 - (b) At a national level there is guidance available regarding The Care Act 2014. Some of the provisions which were due to come into force in April 2015 have been delayed until 2020, namely the care account and cap on care costs for individuals.
 - (c) From April 2016 employers must pay the National Living Wage for all workers aged 25 and over.
3. In relation to care home services for older people, providers have generally expressed concern that the prices paid by local authorities do not reflect the true cost of care. During the last several years there have been a number of legal challenges in other parts of the country made by care home providers against the way that some local authorities have undertaken their annual reviews of the rates they pay for services delivered.
4. This report is brought to Cabinet to:
 - (a) Describe the process the Council has undertaken to review the amount it pays for care homes this year: and
 - (b) Agree the Target Banding Rates to be applied for 2016-17

The Council's Obligations

5. The Care Act 2014 Act created one main legal framework by replacing most of the existing Adult Social Care legislation and incorporating good practice into a single statute focused on individuals, families, their wellbeing and what they wish to achieve in their lives.
6. From 1st April 2015 the Care Act requires implementation of the reforms in providing care and support. The expected introduction of individual care

accounts and the cap on care costs spent by individuals is now delayed until 2020.

7. Local authorities' fundamental obligations are to meet the care needs of an individual who is assessed as being eligible for care and support. In order to satisfy this duty the local authority may arrange accommodation in a care home or in premises of some other type.
8. The local authority must ensure that the individual has a genuine choice in the accommodation offered; and must ensure there is more than one option and that at least one option is available and affordable within a person's personal budget.
9. A person must also be able to choose alternative options, including a more expensive setting, where *a third party or in certain circumstances the resident is willing and able to pay the additional cost (this is commonly known as a 'top-up' payment)*. However, an additional payment must always be optional and never as a result of commissioning failures leading to a lack of choice.
10. The Guidance also states that Local Authorities should have regard to ensuring a sufficiency of provision to meet the anticipated needs of people in their areas; and not set arbitrary amounts or ceilings for particular types of accommodation that do not reflect a fair cost of care.
11. The Care Act also lays down the responsibilities of the Council in relation to National Minimum Wage, The Statutory Guidance for Section 5 of the Act states that, when commissioning services, local authorities must "...allow for the service provider ability to meet statutory obligations to pay at least the national minimum wage and provide effective training and development of staff."
12. In summary we have to arrange care and support in care homes for those that need it. We have to continue to meet individual preferences. People can continue to choose to top up, or pay an additional amount, for a more expensive care home of their choice. What we pay must be sufficient to meet assessed needs, and we must have due regard to the actual costs of providing care and other local factors, including the National Minimum Wage. A range of factors have to be considered in setting the rate including the cost of providing care and the resources available to the council. We are required to comply with Government guidance, consult with the sector and undertake an equality impact assessment when setting care home fees.
13. Members will be aware from previous reports to Cabinet that as part of the fee setting process this Council has responded to requirements to
 - (a) Assess the actual cost of care in Oxfordshire.
 - (b) Consult with providers to hear their views on the same
 - (c) Consider local market factors

(d) Carry out an Impact Assessment as part of the decision making process.

14. The remainder of this report describes how we have gone about this.

Purchasing Care Home Services for Older People in Oxfordshire

15. At the end of January 2016 Oxfordshire County Council funded 1612 older people in care home placements, of these 418 were in placements covered by a block contract with The Orders of St John Care Trust and 1194 were in spot placements.

16. 1010 of the spot placements were permanent placements with 717 being nursing and 293 in residential homes. The remaining spot placements were of a temporary or short-term nature.

17. There are 105 care homes for older people in the county offering a total of c.4,400 placements. This means that c.64% of places are occupied by private payers.

18. This Council has traditionally set Target Banding Rates on an annual basis in order to spot purchase care home placements for older people. The Target Banding Rates indicate the target funding level that the council will seek to pay for an individual person following an assessment of their needs. There is therefore a relationship between the rate paid (Target Banding Rate) and the level of need.

19. Officers from the council then use this guide to secure a care home placement at a funding level as close to the Target Banding Rate as possible. Within the process there is flexibility to fund above the Target Banding Rate should a person's assessed needs require additional funding. We also pay above the Target Banding Rate where there is no alternative and we urgently need to find suitable accommodation that will meet someone's care needs. In this way the Council fulfils its obligation to ensure that the placement meets the individual's unique assessed needs.

20. The rates in place at 1st April 2015 covered 3 care categories.

Residential Care Home (Care without nursing)

a. Social Care - Extensive/Specialist £473 per week

Nursing Care Home (Care with nursing) *

b. Social Care - Extensive £584 per week

c. Social Care - Specialist £656 per week

*The figures quoted for care with nursing include the single-rate Funded Nursing Care and Incontinence Payments

21. Each year these banding rates are reviewed and decisions made about any change that should be made from one year to the next.
22. Our assessment is that we have Council funded placements in nearly all 105 care homes in Oxfordshire. However we estimate that only 10 care homes will accept people placed under spot arrangements and paid for at the level of our Target Banding Rates. This is a reduction from the 26 care homes that accepted people placed under spot arrangements from the last year.
23. We believe that this reduction is partly associated with the purchasing undertaken by Oxford University Hospitals NHS Foundation Trust for the purposes of Delayed Transfer of Care Reduction. OUHFT have purchased 110 beds in a range of homes in Oxfordshire including those regularly used by the Council. This work has supported the management of delayed transfers of care but has inevitably reduced the range of beds available for purchase by the Council.
24. In addition, the Council's placement staff are reporting that there continues to be increased pressure regarding pricing and purchasing ability. The Council is aware that several new homes opening in Oxfordshire are aiming their business at private fee payers, with rates quoted as being in excess of £1000 per week for both residential and nursing care.
25. In summary the council purchases approximately 36% of the available care home places in Oxfordshire. We set a range of (target) rates to reflect different levels of need. In practice the actual amount paid can vary from these rates in order to meet the individual's assessed needs.

The Proposal for 2016-17

26. For 2016-17, the Council has again applied the Association of Directors of Adult Social Services (ADASS) cost model to calculate Target Banding Rates. This model was tested thoroughly for the 2013-14 Target Banding Rate setting and has been updated and used on an annual basis since then.
27. The reasons for using this model were covered in depth in the 2013-14 report but the key reason is that the model offers a cost of capital that reflects the Council's market view of no growth.
28. The Council has reviewed the banding rates generated by the model and applied an inflationary uplift to these rates, allowing for inflationary pressures. The composite inflation rate applied is 3.94%.
29. This is higher than the 2.27% rate required to bring all staffing costs up to the minimum wage of £7.20; and higher than CPI, which as at October 2015 was -0.1%. For this model the Council hasn't used the negative CPI figure, instead using zero inflation as an alternative. The hourly rate for Care staff is based on a review of jobs advertised locally.

30. The model includes an increase of 12% for registration fees, this is in accordance with option 1 of the Care Quality Commission proposals which have recently been consulted on. The increase will be amended, if required, depending on the outcome of the consultation when this is announced which is expected to be in March 2016.
31. The ADASS model is applicable to Residential Care and makes the assumption that the allowance for Funded Nursing Care can cover the additional costs of a nursing establishment.
32. The Council has used the ADASS model with a £7.58 hourly rate for care staff to arrive at a weekly residential cost of £491. The Funded Nursing Care element of £112 is then applied to arrive at a Nursing Rate of £603.
33. The revised Target Banding Rates we have proposed were adjusted as follows:

Target Banding Rate	Current (less FNC) £	Inflation	Revised £	FNC* £	Target Banding Rate 2016-17 £
Residential	472	3.94%	491		491
Nursing Extensive	472	3.94%	491	112	603
Nursing Specialist	537	3.94%	548	112	660

*This is the 2015-16 rate and this will be revised on publication of the rate effective from April 2016

34. These Target Banding Rates will be used as the basis for agreeing the fee with the care home but, as stated above, the actual rate paid by the Council may differ in order to meet a person's specific or more complex needs.

Consulting with the Care Home Sector

35. As in the previous years, Oxfordshire County Council has carried out its own consultation with care home providers. In December 2015 the Council wrote to all contracted care homes to advise them of the proposed alteration to the Council's Target Banding Rates and invited comments.
36. The Consultation offered 2 options:
 Option 1: No Change
 Option 2: Update the target banding rates by inflation
37. At the same time and alongside this work to help identify provider operating costs we would consider a number of the usual associated market factors, including:

- (a) Market share
- (b) New developments within the care home sector in Oxfordshire
- (c) The financial health of the care homes sector
- (d) The quality of care available
- (e) Average length of stay
- (f) The numbers of new placements that need support each year
- (g) User experiences

38. To ensure that there were a number of opportunities to obtain feedback we:

- (a) Embarked on an open consultation process that asked all care home providers to comment on our proposals and take part in a review of the cost of providing care home services in Oxfordshire. This formal consultation exercise was organised through the Council's website and ran from 24th December 2015 to 29th January 2016.
- (b) Asked care home providers to upload (onto the website) their cost structures to support responses contained in the questionnaire
- (c) Reminded providers of the consultation and the opportunity to take part.
- (d) Offered to meet individual providers on a confidential basis to discuss operating costs and set up meetings at 2 venues (Oxford and Banbury) on 2 separate dates in January 2016. (Care home providers were offered the opportunity to attend on a different date of mutual convenience if the dates offered were unsuitable.)
- (e) Reviewed the local market factors associated with care home provision in Oxfordshire.

39. The Council also contacted the Oxfordshire Care Home Association and the Oxfordshire Association of Care Providers to invite their comments.

Feedback from the Consultation Process

40. There are 105 care homes that provide services for older people in Oxfordshire. 17 of these homes are operated by The Orders of St. John Care Trust and contracted to the Council through a long-term development arrangement. They, therefore, fall outside of this price review arrangement as provisions for price increases are contained within the contract in place. There are therefore 88 homes potentially affected by the Council banding rates.

41. There was a disappointing response to the consultation this year, with fewer responses than last year. 7 providers either responded to the web based consultation or submitted other responses. Only 1 care home took the opportunity to meet with the Council. In total the costs for 13 homes were submitted. However of these, 5 sets of costings were for homes not for Older People, these need to be dealt with outside of the remit of this report and are not shown in Annex A. Of the remainder, 2 costings provided all the background assumptions of how the costs were derived. One provider met with Council staff and gave a very detailed critique of the Council's model and provided additional data.

42. The summary of costs received from providers is anonymised and shown at Annex 1. This excludes the returns provided for Physical Disability homes. The range of costs for Residential placements is from £604 to £928 per week. The range of cost for Nursing placements is £774 to £1,056 per week. These are considerably higher than the banding rate.

43. The consultation response from providers is available in the Members room. Overall the general view from those providers that took part through the consultation process can be summarised as:

Comment	Response
(a) The Council should increase its Target Banding Rates. This is because providers feel there are cost pressures in all areas of their business and past fee decisions have not kept up with operating pressures. Providers have suggested increase ranging from 4% to 7% to 13%	The Target Banding Rates have been increased to reflect inflationary cost pressures.
(b) The Council should apply inflation to all current placements not just to the Target Banding Rates as all placements are subject to annual cost pressures, in particular the impact of the National Living Wage	See (c) below.
(c) The practise by OCC of having zero annual fee increases on fees of patients who are above the target banding rates is highly questionable. These individuals have been jointly (by ourselves and OCC) assessed and reviewed as having higher need than those covered by the “target” rate. Given that virtually all of these additional needs are met by labour based solutions, this is even more important in a time of high wage inflation.	The Council recognises our obligations under the Care Act to allow providers to meet their statutory obligation to pay at least the national minimum wage. Therefore, we will be reviewing our position on this matter. It will be necessary to undertake further consultation regarding this.
(d) All costs will increase due to the impact of National Living Wage due to wage differential	The Target Banding Rates have been increased to reflect inflationary cost pressures and note (c) above.
(e) Funded Nursing Care does not cover nursing costs and there are medical costs incurred that are not reflected in the model.	The NHS makes a contribution towards the nursing costs of a place in a care home with nursing. The funding level is set nationally and the Council has no control over this.
(f) Concerns that negotiating for	We believe that the system we use is

<p>fees above the Target Banding Rates (where the resident's needs warrant this) is time consuming, and therefore costly, for care homes. There is no clear process for negotiation and requests for higher fees are frequently refused.</p>	<p>effective and allows us to make appropriate individual placements when required based on individually assessed needs. However, the Council is beginning work to review the purchasing system in place and how this can be done more effectively.</p>
<p>(g) The costing for the proposal accounts for an extremely small amount of the money raised by the council tax precept that is meant to be ring fenced to help alleviate some of the funding problems in Adult Social Care.</p> <p>It amounts to less than 10% of the share that should go to elderly residential care if one uses a simple arithmetic sharing of the activities funded in "Adult Social Care in Oxfordshire and is about 1% of the Social Care precept.</p>	<p>The Council recognises our obligations under the Care Act to allow providers to meet their statutory obligation to pay at least the national minimum wage. Therefore, we will be reviewing our position on this matter. It will be necessary to undertake further consultation regarding this.</p>
<p>(h) Critique of 2015-16 consultation, Provider contends that costs submitted showed cost was 44% higher than OCC fee yet no adjustment to fee was made rendering the consultation pointless</p>	<p>The evidence submitted by providers as part of the consultation was insufficient to substantiate this point.</p>
<p>(i) Data derived from advertisements is not accurate as higher wages may be offered at interview. Should use National minimum data set figures which averages at £7.72 for Dec 2015</p>	<p>The National Minimum Dataset includes workers from all care sectors and can be used to generate indicative average figures. The Council has based the rate used in this calculation on actual advertised figures in Oxfordshire, and there is not sufficient evidence from the consultation that these levels are incorrect.</p>
<p>(j) Difficult to retain staff in a home which has an OCC client/private client mix; those homes with more private clients can pay higher wages</p>	<p>The ADASS costing model reflects the National Living Wage. In addition, the Council recognises that there are workforce issues affecting care home providers. In response, the Council's workforce program includes specific references to the recruitment and retention of care home nurses. The Council did not receive sufficient</p>

	information from the consultation to substantiate whether it is true across Oxfordshire that homes with more private clients pay higher wages.
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44. The Council has also received a response from the Oxfordshire Association of Care Providers regarding the Council's proposal. This response in full is as follows:

45. *"Whilst the increases are welcome, they do not reflect the current costs of delivering care in Oxfordshire. Fees have not kept pace with increasing costs both inside the County and the external pressures nationally. Despite these increases, I fear OCC will still be priced out of the market and be unable to source the number of beds it needs to sustain a healthy care home provision."*

46. Separately to the consultation process, some providers have already contacted local authorities to discuss increases in contracted prices. In Oxfordshire these letters cover all client groups and range from increases of 3.65% to 7.8%.

47. In summary, we carried out a consultation inclusive of all care home providers that was conducted by letter, with web based consultation and face to face meetings. In all 7 providers were willing to share their costs with us. Costs at those homes appeared to be higher than either the banding rates of the County Council or the actual fees agreed by the Council.

48. Whilst we do not know why the majority of providers did not come forward with their costs, despite ample opportunity to do so in confidence, it is reported by those providers that did come forward that providers feel the Council has not fully considered information supplied by providers in previous years. We are also aware that providers do engage to negotiate fees when specific placements are being made, it may be that providers feel this is a more effective way to engage on costs that directly affect their business.

49. The Council has reviewed the consultation responses and has increased the cost element for Ancillary staff. This is to apply the same level of staffing oncosts as for direct care staff.

50. The Revised Target banding rates for 2016-17 are therefore:

	15-16	less FNC	Net	% increase	Banding 16-17	FNC	with FNC
Residential	472		472	4.35	493		493
Nursing extensive	584	112	472	4.35	493	112	605
Nursing Specialist	639	112	527	4.35	550	112	662

The Oxfordshire Care Home Market

51. The Care Act places a duty upon local authorities to be aware of the suitability and sufficiency of the local care market. In September 2014 the Council published a Market Position Statement in relation to the care home market which describes and considers these factors:

<https://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/news/2014/CareHomesMarketPositionStatement.pdf>

52. We already monitor developments within the Oxfordshire care homes market through regular reviews, performance information and on-going day-to-day contact with individual homes and organisations as part of our quality monitoring work. The following is a summary of our views:

- (a) Firstly we expect to **continue to purchase nursing care home services** in the future. Alongside this we anticipate purchasing fewer residential care home services and instead we will look to alternatives such as extra care housing and care at home. This is something that we have shared with the care homes sector as part of our Market Position Statement.
- (b) In terms of **market share** we estimate that we purchase about 36% of all care home places in Oxfordshire. We estimate a further 9% of places are purchased by health partners or by other local authorities meaning that c.55% of all places are purchased privately. Whilst this means that we are in volume a minority purchaser of places it also suggests that the Council is the largest single purchaser.
- (c) **Changes within the care homes market** - Over the last few years there has been good interest in developing new care home services and extra care housing in Oxfordshire with minimal closures.

53. Two care homes in Oxfordshire closed during 2015. These were 17 bed and 11 bed residential homes. The Council was informed that the proprietors took the decision to close due to vacancy levels and external factors. The Council is also aware that one dual registered (nursing and residential) care home took the decision to cease the provision of nursing care and run all beds as residential, linked to difficulties in nurse recruitment and retention..

54. Care home providers have reported to the Council that workforce is becoming a particular challenge, in particular the recruitment and retention of nurses. One dual registered care home cites this as the reason for ceasing to provide nursing care. We are also informed by other providers that nurse recruitment requires significant effort and management time, and that nurse salaries must be highly competitive in order to retain staff.

55. One area of vulnerability may be some of Oxfordshire's smaller homes. Laing & Buisson, who undertake considerable analysis of the sector, identify the operation of an efficient home starting at 48-50 beds capacity. These homes may be more viable if they have lower overheads, or they may be more vulnerable if they experience dis-economies of scale. Smaller more homely establishments clearly have a place in our commissioning strategy

and, as identified in the Service & Community Impact Assessment, we will continue to monitor this area.

56. The Council recognises that workforce is a particular risk for adult social care provision. Working alongside provider organisations, Adult Social Care has been implementing a workforce strategy to attract employees into the care sector, within which care home nurses is seen as a priority area, The low unemployment in Oxfordshire means that the sector may be disproportionately hit by any increases in wages in other sectors, This is an unknown and will emerge as living wage is bedded into the labour market.
57. The Council is aware that several planning applications for new care home developments are at various stages currently and it appears that there remains interest from private providers in developing new sites in Oxfordshire. Although indications are that new developments are increasingly focusing their business models on private fee payers.
58. A further concern is that if the current trend of new developments concentrating on the private market continues, the proportion of the market that the Council can access to support its vulnerable adults may reduce.

How we are purchasing

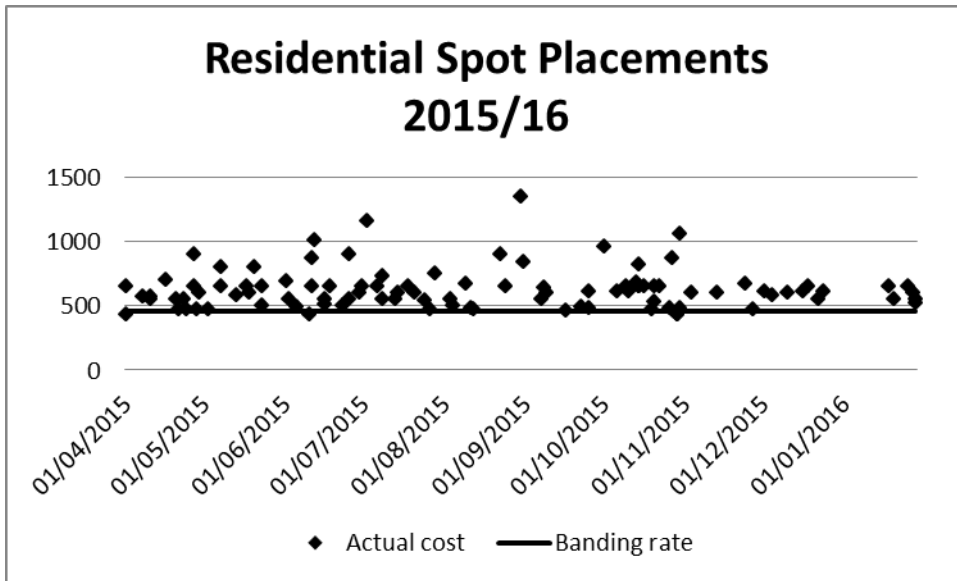
59. The following table shows the spot placements made in care homes in Oxfordshire for older people from 1st April 2015 to 31st January 2016 and the average price paid (including Funded Nursing Care where this was applicable). The table shows that we are paying above the target rate for all levels of need.

Category	Target Price	Band	Placements*	Average Purchase Price per week
Residential	£458		101	£628
Nursing - Extensive	£569		95	£684
Nursing - Specialist	£640		110	£757

* Includes placements for people who originally funded their own care

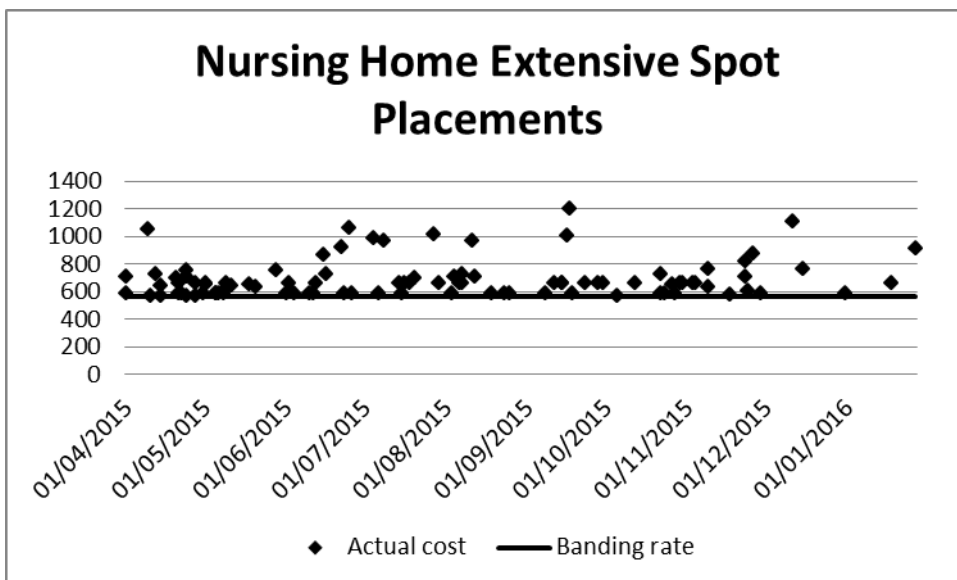
60. An analysis of the placements for 2015-16 is shown in the graphs below. Graph 1 shows that current residential placements are higher than the Target Banding Rate. The Target Banding Rate is set for the client group that is 'frail elderly' with substantial/critical needs. The needs of clients are varied, including dementia, and this is reflected in the individual placement rates.

Graph 1: Residential Placements made in 2015-16 compared to banding rate



61. Graph 2 shows that Placements for Nursing – Extensive are being made at and above the banding rate. Further analysis of this data shows that approximately one third of these placements are made at or below £605 (which is proposed as the 2016-17 banding rate). This concurs with the principle of using Target Banding Rates as a tool against which to agree individual rates for specific needs.

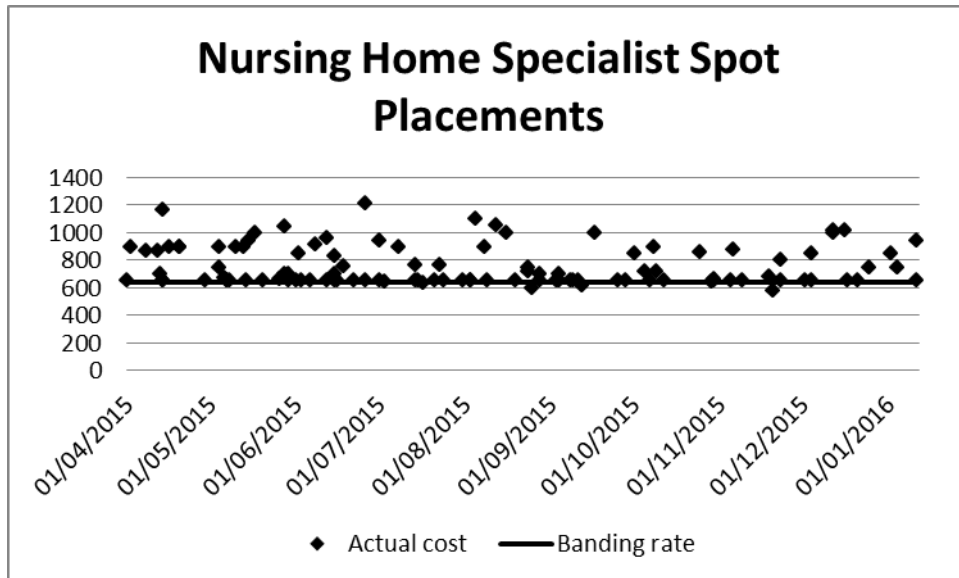
Graph 2: Nursing – Extensive placements made in 2015-16 compared to banding rate



62. Graph 3 shows that the extent of the variety of rates for clients who fall within the Nursing Specialist category. The model is not designed to reflect

the individual higher needs of clients and variation from the model is to be expected.

Graph 3: Nursing – Specialist placements made in 2015-16 compared to banding rate



63. The **financial health of the sector** is regularly reviewed by the Council as part of our response to managing risk and business continuity in the current financial climate. In terms of sustainability we consider that the current financial health of the sector is similar to that of 12 months ago. There remains interest from providers in developing in the market and only 2 closures of 28 beds in the past year.

64. Our general view is that there is a good foundation of quality care in Oxfordshire. 60% of care homes are rated as 'good' or 'outstanding', however for those care homes rated as 'requiring improvement' or 'inadequate' the Council continues our quality monitoring work to support these homes in developing their standards and best practice.

65. 'Peoples' experience in a care home generally appears to be positive. Across Oxfordshire, people are generally happy with services they receive. Of a survey of 502 social care clients in February 2015 the questionnaires returned by older people in care home services (82) indicated that overall 94% were satisfied with services (64% of them being extremely or very satisfied), and only 3% were dissatisfied.'

66. The Council remains concerned that **some people may be entering a care home setting too early in their life**. In 2015-16 (1st April 2015 to 31st January 2016), the Council funded 473 new permanent placements, 58 of these were people who had originally funded their own care but who now required support from the Council. To support people as they make

decisions about organising care for themselves or a family member, the Council continues our relationship with the Community Information Networks and My Care My Home. Both of which provide information and support for people in making the right decision for their own personal circumstances.

67. For Council funded residents the length of stay in a care home of people resident at the end of September 2015 was 2 years 9 months. 37% of people had been in a placement for more than 3 years. The length of stay was consistent for both residential and nursing placements
68. In summary we believe there is a thriving care home market in Oxfordshire with new entrants coming in all the time. We are aware that a number of new developments will be opening in the next 12 months. We are not aware of any forced closures due to financial reasons. From 2015-16 the Council aims to place approximately 520 people into care homes every year, although its strategy is to support more people at home or, for those that require it, nursing care. Our conclusion is therefore that currently supply and demand are reasonably well balanced. The quality of care remains good and people are satisfied with the care that they receive.

Considerations

69. The consultation process has once again generated a low response. Indeed the low number submitting cost structure returns would in the Council's view not provide a robust argument for substantially increasing funding to the sector above that already given.
70. However the cost structures we did receive indicated cost of provision above that which the council currently pays.
71. The County Council's service and resource planning process has identified that there are significant pressures on the older people's budget. As a result we need to focus resources for the benefit of an increasing number of vulnerable people. Increasing our spending on care home services goes against our stated business strategy for the future.
72. The Council also looks to our comparator authorities for verification that our Target Banding Rates are comparable. Based on information submitted by local authorities to the Department of Health, Oxfordshire's average unit cost for care homes for older people is £666. This figure includes all placements including block contracts, and the Council's costs to make these placements, hence the figure is higher than our Target Banding Rates. This data set is the only national produced data and is therefore the only basis for comparison, the data shows that Oxfordshire is:
- 15th highest in the Country (out of 152 authorities)
 - the highest in our comparator group (authorities most demographically similar to Oxfordshire, 16 authorities)

- 2nd highest of 32 shire authorities
- 4th highest of 19 authorities in the South East
- 5th highest of 16 neighbouring authorities (defined as any authority in the shires surrounding Oxfordshire.)

73. However these are clearly challenging times for both providers and purchasers and it is important to the council to make sure that there is a sufficient provision to meet existing and increased future service demands. Sustainability appears to be the key but the care homes market is itself responding to demographic changes with new services being planned and developed.

74. One area of vulnerability may be some of our smaller homes as Laing & Buisson, who undertake considerable analysis of the sector, identify the operation of an efficient home starting at 48-50 beds capacity. The majority of homes responding to the consultation were smaller than 48 beds which may give rise in part to the higher costs. But smaller more homely establishments clearly have a place in our commissioning strategy and they may be more viable if they have lower overheads and less debt due to how long they have operated.

75. The care home provider who met with Council officers represent a sector of the market that accept a high proportion of Council funded residents. This provider stated that they are disproportionately affected by the Council's funding decisions and that negotiating individual rates (where this is necessary) is extremely time consuming.

76. What this suggests is that we need to recognise that whatever cost model is used the resulting figure generated is only an aid to discussion about what is an appropriate banding level or price to pay and that the fee must reflect the needs of the person. In any model there are local variations that will inevitably be challenged by both sides as each drives to obtain the best outcome. The cost of care will also vary from home to home, by its size and operational arrangements and by the funding and business model on which the service is based. In this respect the existence and use of a costing model does not in itself generate a solution to the question about what is the true cost of care. Indeed despite our best efforts to engage with the sector we would conclude that given the number of responses received we are still unable to determine what the actual cost of providing care in Oxfordshire is. That is why the ADASS model we have used is the most accurate measure although we have modified it slightly to reflect the issues set out in the paragraphs above.

77. Local market conditions in terms of supply and demand will have a legitimate impact on price. Local factors may also generate a situation that genuinely allows the local authority to purchase a service at a lower than cost price. If expansion outstrips placements then there may be an increase in the number of vacant beds available (unless these are taken up through demand resulting from demographic changes). Inevitably this will add to operating pressures for some providers as they experience vacancies and

changing income levels. We have recognised these issues in our Service and Community Impact Assessment.

78. The result may be that in the future the council may be able to more easily access beds at a lower than cost price as providers seek to generate income. The counter argument is that some homes will go out of business and the market may end up being dominated by providers aiming only at the private market.
79. The Care Act places a responsibility on the Council to be mindful of the sustainability of the market. The Council considers that the approach of Target Banding Rates which can be moved to enhance the care provided based on the needs of the individual helps fulfil this Care Act requirement.
80. The Service & Community Impact Assessment is attached as Appendix 2. This report should be read in conjunction with that Impact Assessment. The Service & Community Impact Assessment concludes that should a significant increase in the care homes budget be made then there will be less money available to spend elsewhere within Adult Social Care. The impact on vulnerable people of having less money to spend on other types of support (including support to support people in their own homes) will have a greater negative impact on vulnerable and disabled people than a care home fee level increase.

Financial and Staff Implications

81. The recommendation on Target Banding Rates needs to be considered in terms of the budget that has been agreed by the Council in February 2016. The Budget agreed an allowance for increases in Commissioned services and the proposal in this report is affordable within that funding.

If the Council sets the Residential banding rate at £493,
If the Council sets the Nursing Extensive banding rate at £605
If the Council sets the Nursing Specialist banding rate at £662

Then the cost is £78,000

82. This is affordable within the budget that the Council set on February 16th 2016.

The Council will apply these revised banding rates to any provider currently being paid below the new Target Banding Rate.

Cabinet may wish to note that

- (a) The revised basic wage rate we have used in the calculation is £7.58 per hour and this has been compared to local advertisements for Care Staff. The hourly rate used in the model exceeds the National Living
(b) We have reaffirmed our intention to maintain a significant level of investment in care homes for Older Persons as part of our

Commissioning intentions. We aim to make 520 new placements a year most of which are likely to be for nursing care.

- (c) We are making available financial advice to self-funders so that their personal funds can be invested in such a way that it will sustain them for the rest of their time in care.
- (d) Where a care home is experiencing particular hardship or financial problems we will review their financial standing as part of our Safeguarding and Business Continuity strategies to determine appropriate action.

83. In our consultation we put forward a view that our preferred option was not to increase payment rates this year. However we have reviewed all the above information and have listened carefully to the comments and responses made throughout the consultation period. We have been mindful of the above points when coming to a conclusion about our Target Banding Rates for 2016/17.

84. Providers have asked that the Council further considers the application of an inflationary payment for existing placements, to reflect the impact of the introduction of the national living wage on providers. Given that the Council has responsibilities under the Care Act to allow providers to meet their statutory obligations to pay this wage, we will undertake further work to assess this matter. It is likely that this will include further consultation with providers.

85. We reaffirm our view that care homes in Oxfordshire have an important role to meet the needs of vulnerable adults. We also recognise that the Council has an important role to ensure that there is sufficient capacity within the social care market to meet its future commissioning requirements

Equalities Implications

86. It is felt that there will be limited impact from the recommended outcome due to the way that the current care home market is performing and the new service developments that are planned or are taking place

RECOMMENDATION

87. The Cabinet is RECOMMENDED that in view of the above:

for 2016/17 to revise our Target Banding Rates from April 2016 and

- (i). Increase the Target Banding rate for the Residential-Extensive Specialist Category to £493 per week for new placements.
- (ii). Increase all existing weekly Residential payment rates that are currently paid below £493 per week to £493 per week
- (iii). Increase the Nursing-Extensive Target Banding Rate to £605 per week

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- (iv). Increase all existing weekly Nursing Extensive that are currently below £605 per week to £605 per week
- (v). Increase the Nursing-Specialist Target Banding Rate to £662 per week
- (vi). Increase all existing weekly Nursing Extensive and Substantial rates that are currently below £662 per week to £662 per week
- (vii). Increase the above rates to reflect the increase in Funded Nursing Care once this is announced later in April 2016.
- (viii). Increase all other existing Care Home placements to reflect the increase in Funded Nursing care once this is announced later in April 2016
- (ix). Continue to use these rates as a guide to secure a care home placement at a funding level as close to the Target Banding Rate as possible.
- (x). The above to apply from April 2016 and for care home placements in Oxfordshire.
- (xi). The Council undertakes a review to understand the impact of National Living Wage

JOHN JACKSON
Director of Adult Social Services

Background papers: All Consultation responses are available in the Members Library

Contact Officer: Kate Terroni, Deputy Director Joint Commissioning
Tel: (01865) 815792

March 2016

Care Home Fees Report 2016 - Annex 1: Summary of Costings received from Providers:

	Model 2016-17	Responses from Providers - Cost head per resident per week							
Residential Care + assumed £112 for Nursing Care									
Bed number	48							50	
Occupancy	94%							96%	90%
Beds filled	45			29	44	38	34	48	
Care Costs per Resident									
Qualified nurse staff									
Care assistant staff (including activities)	176	238	288	182	207	213	180	204	269
Management / administration / reception staff	33	103	109	68	55	57	60	57	27
Catering, cleaning and laundry staff cost per resident	46	21	21	101	80	76	65	63	96
Training Expenses	5	4	21	1	1	1	1	1	
Registration fees and recruitment	5	3	21	5	5	5	4	3	
Other									13
Corporate Overhead	27	37	21						
Total staff	292	406	483	357	349	353	310	328	405
Accommodation Costs per Resident									
Food	26	29	29	26	26	26	26	27	
Utilities (gas, oil, electricity, water, telephone)	13	22	19	22	25	22	20	14	73
Catering, cleaning and laundry staff cost per resident									
Handyman and gardening (on contract)	7	2	2	27	14	11	12	10	
Insurance	5	2	2	3	3	3	3	-	
Non food supplies and rentals	4	18	- 12	33	39	34	29	30	39
Repairs and maintenance (revenue costs)	16	23	59	14	13	12	12	17	57
Rent and Mortgage payment	92	59	59	90	90	142	67	87	245
Corporate Overhead	8	16	16	19	19	57	57	47	73
Total Accommodation Costs	171	171	174	233	228	305	224	232	487
Profit	28	86	99	140	143	154	132	44	36
Total Residential Cost per week	491	663	756	730	720	812	666	604	928
Nursing Costs	112	112	112	109	137	110	124	170	128
Total Nursing cost per week	603	775	868	838	857	922	790	774	1,056
Notes:									
Where cost submissions were not in the format provided, costs have been allocated to spend categories on a best fit basis									

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Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:

Social & Community Services - Adult Social Care

What is being assessed (eg name of policy, procedure, project, service or proposed service change):

The outcome of the annual review process for Target Banding Rates paid to care homes and its impact on the care homes market in Oxfordshire.

Responsible owner / senior officer:

Kate Terroni
(Deputy Director - Joint Commissioning)

Date of assessment: 3rd March 2016

Summary of judgement:

It is felt that there will be limited impact from the recommended outcome due to the way that the current care home market is performing and the new service developments that are planned or are taking place.

Detail of Assessment:

Purpose of assessment:

This assessment has been carried out

- To consider the impact of for care homes following the council's annual review of its Target Banding Rates for 2016-17
- To comply with the Council's duty under Section 149 of the Equalities Act 2010

Fee setting is a function to which section 149 of the Equality Act 2010 applies, and the Service and Community Impact Assessment is the method by which the Council will have due regard to the needs set out in section 149.

Section 149 of the Equalities Act 2010 (“the 2010 Act”) imposes a duty on the Council to give due regard to three needs in exercising its functions. This proposal is such a function. The three needs are:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs other people, and
- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person’s disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief
- sex
- sexual orientation
- marriage and civil partnership

Context / Background:

Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.

The Council has a statutory duty to make arrangements for people who, following assessment are in need of care and support.

The services that care homes provide within Oxfordshire play an important role in helping to meet the needs of vulnerable adults. The Council also has an important role in ensuring that there is sufficient capacity within the social care market to meet its future commissioning requirements.

The cost of adult social care and how it should be funded has for many years been the subject of discussion and much media attention. These discussions have taken place at both a national and a local level and in many respects have focused on the cost of care home services. One of the reasons for this is that there is no nationally agreed methodology for calculating the cost of care.

At a local level the council has stated that it is keen to ensure the sustainability of required care home services in Oxfordshire to meet the assessed needs of vulnerable adults. We have also said that we are committed to work alongside providers to support the development of high quality services.

At the same time we are also working to support more people in the community so that they do not need to go into a care home. This includes the development of extra care housing services and services to help people remain in their own homes.

The Council estimates that it buys c.36% of all care home places for older people in Oxfordshire. An additional c.9% of the bed availability is purchased by Health colleagues.

Each year we set Target Banding Rates for care homes – in Oxfordshire we have bandings representing different payments for different levels of client need.

The Council's decisions about changes to Target Banding Rates

- are important to the Council in meeting its statutory responsibility and
- will influence the sustainability and development of the care home market within this county.

As part of the review process this Council has responded to requirements to

- (a) Assess the actual cost of care in Oxfordshire.
- (b) Consult with providers to hear their views on the same
- (c) Consider local market factors
- (d) Carry out an Impact Assessment as part of the decision making process.

In order to ensure that appropriate consideration was given to these factors the Director for Adult Social Care undertakes a consultation exercise to help inform decision making about recommendations to be made to Cabinet.

Proposals:

Explain the detail of the proposals, including why this has been decided as the best course of action.

From April 2016 we are recommending that we revise our Target Banding Rates as follows

- (i). Increase the Target Banding rate for the Residential-Extensive Specialist Category to £493 per week for new placements.
- (ii). Increase all existing weekly Residential payment rates that are currently paid below £493 per week to £493 per week
- (iii). Increase the Nursing-Extensive Target Banding Rate to £605 per week
- (iv). Increase all existing weekly Nursing Extensive that are currently below £605 per week to £605 per week
- (v). Increase the Nursing-Specialist Target Banding Rate to £662 per week
- (vi). Increase all existing weekly Nursing Extensive and Substantial rates that are currently below £662 per week to £662 per week
- (vii). Increase the above rates to reflect the increase in Funded Nursing Care once this is announced later in April 2016.
- (viii). Increase all other existing Care Home placements to reflect the increase in Funded Nursing care once this is announced later in April 2016
- (ix). Continue to use these rates as a guide to secure a care home placement at a funding level as close to the Target Banding Rate as possible.
- (x). The above to apply from April 2016 and for care home placements in Oxfordshire.

Background to the Recommendations

Our discussions and consultations with the care sector were progressed to help establish a better understanding of the cost of care in Oxfordshire and to ensure that the Council adhered to government guidance and met its required obligations.

However this process has also presented us with a number of issues to address

- **The Consultation Process** has generated a limited response and a low number of providers submitting cost structure returns. Whilst there was a near unanimous view from a small number of respondents and the Oxfordshire Association of Care Providers that the council should increase its rates, the limited response to the consultation has not provided us with sufficient evidence or a sufficiently robust argument to significantly increasing funding.
- **The Use of Cost Models** has also raised questions as there is no nationally agreed methodology for calculating the cost of care.

In Oxfordshire we have adapted a cost model produced by the Association of Directors of Social Services for our base calculations for Residential Care. It makes the assumption that the allowance for Funded Nursing Care can cover the additional costs of nursing services.

We have considered the operating costs presented to us by providers in response to the consultation process. We have questions about their usefulness as while there are some from care homes with bed capacity of round about 50 beds or more, a number of operating costs come from providers with bed capacity lower than the recognised efficient size of 48-50 beds. Therefore it is questionable whether the council can usefully use and rely on the costs for the smaller homes as representative of operating costs for other care homes in the county.

We have set aside cost data for homes run by The Orders of St. John Care Trust as this has a long-term development contract with the Council that operates on a block purchase arrangement.

- **Financial Pressures & Affordability** - Although the cost structures we did receive indicated cost of provision above that which the council currently pays, providers appeared to recognise the financial position that the council is in. It is worth noting that in many homes fees from the Council will not be the main source of income.

The council's Service & Resource Planning process has identified that there are significant pressures on the older people's budget. With demographics showing an increasing population of older people over coming years the council will need to allocate resources to meet the needs of an increasing number of vulnerable people. Furthermore our strategy is to allow people to remain in the community for as long as possible and increasing our spending on care home services would go against our stated business strategy.

- **Sufficiency of Service Availability** - Alongside the above we have recognised that these are clearly challenging times for both providers and purchasers. Under The Care Act 2014 the council has a role in ensuring that there is a sufficient provision to meet existing and increased future service demands.

Sustainability of current provision is key but the care homes market is itself responding to demographics with new services being planned and developed; the majority of these appear to be targeting the private payer market.

We also feel that most, if not all, new developments are building new services to a high specification, this will then more than likely attract a high price tariff. This has been our experience of new care homes opened in 2015.

Our view here is that if expansion outstrips placements then there may be an increase in the number of vacant beds available unless these are taken up through demographic demand. Inevitably this will add to operating pressures for some providers as they experience vacancies and changing income levels.

We can speculate that in the future the council may be able to more easily access beds in homes that are not to such a high specification; the price for these services may or may not be at a lower than cost price as providers seek to generate income. The counter argument is that some homes will go out of business and the market may end up being dominated by larger providers aiming at the private market or those purchasers that will accept their rates.

As a result we have considered whether an increase for inflation, and higher banding rates, should be given to Care Home providers, or whether the funding should instead be spent on supplying a social care service to a wider client base.

To summarise our view is that

- The Consultation Process generated a limited response and a low number of providers submitting cost structure returns.
- There are differences between the cost information provided for different size homes.
- There are differences between how different cost components in the models are treat.
- Regardless of the cost model used we feel that any cost figure derived can only be an aid to discussion.
- We do not believe that the information we have can support us coming to an informed conclusion about the cost of providing care in Oxfordshire.
- The local market information we have leads us to believe that the care homes market for older people in Oxfordshire is relatively healthy and homes are able to provide service of a good quality.

We have also concluded that if there was a significant increase in our spending on care homes there would be less money available to spend elsewhere within Adult Social Care.

Our view here is that the impact on vulnerable people of the council having less money to spend on other types of support (including support to people in their own homes) would have a greater negative impact on vulnerable and disabled people than a care home fee level increase.

Evidence / Intelligence:

Explain any data, consultation outcomes, research findings, feedback from service users etc that supports your proposals and can help to inform the judgements you make about potential impact of different individuals, communities or groups.

Our approach to evidence /intelligence gathering has involved the following

- Reviewing the existing information available to us about the care homes market in Oxfordshire.
- Carrying out an open consultation exercise with care homes providers in Oxfordshire in order to establish the cost of providing care in Oxfordshire
- Meetings with Council officers were offered as part of this consultation, one provider took the opportunity to meet with the Council.

Reviewing Local Market Factors - We reviewed the local market factors associated with care home provision in Oxfordshire. To do this we reflected on the Market Position Statement we published in September 2014 (see link below) and the feedback we have had from providers as part of the consultation process.

<https://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/news/2014/CareHomesMarketPositionStatement.pdf>

Open Consultation - The council embarked upon an open consultation process through the Council's website that

- Asked all care home providers to comment on our identified Options
- Invited them to take part in a review of the cost of providing care home services in Oxfordshire
- Asked them to submit their cost structures to support the responses and feedback they gave.
- The formal consultation ran from December 24th 2015 to January 29th 2016.

Individual Meetings - To ensure that there were a number of opportunities to obtain feedback we met with individual providers on a confidential appointments basis to discuss operating costs and to receive copies of their operating costs.

Alternatives considered / rejected:

Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.

During the consultation process one provider suggested that the costs submitted showed that cost of providing care is 44% higher than the Target Banding Rates.

We have calculated the cost of increasing payment rates to close this gap as approximately £12m. The cost of this change is unaffordable.

Impact Assessment:

Identify any potential impacts of the policy or proposed service change on the population as a whole, or on particular groups. It might be helpful to think about the largest impacts or the key parts of the policy or proposed service change first,

identifying any risks and actions, before thinking in more detail about particular groups, staff, other Council services, providers etc.

It is worth remembering that 'impact' can mean many things, and can be positive as well as negative. It could for example relate to access to services, the health and wellbeing of individuals or communities, the sustainability of supplier business models, or the training needs of staff.

We assess the impact of decisions on any relevant community, but with particular emphasis on:

- Groups that share the nine protected characteristics
 - age
 - disability
 - gender reassignment
 - pregnancy and maternity
 - race – this includes ethnic or national origins, colour or nationality
 - religion or belief – this includes lack of belief
 - sex
 - sexual orientation
 - marriage and civil partnership
- Rural communities
- Areas of deprivation

We also assess the impact on:

- Staff
- Other council services
- Other providers of council services
- Any other element which is relevant to the policy or proposed service change

For every community or group that you identify a potential impact you should discuss this in detail, using evidence (from data, consultation etc) where possible to support your judgements. You should then highlight specific risks and any mitigating actions you will take to either lessen the impact, or to address any gaps in understanding you have identified.

If you have not identified an impact on particular groups, staff, other Council services, providers etc you should indicate this to demonstrate you have considered it.

IMPACT FOR COUNCIL (GENERAL)

The key issues for the council are that it is able to respond to its statutory duty to make arrangements for those people eligible for its support. To do this the council needs to access services which are of the right quality, location and price for an eligible individual. The council also needs to ensure that there is a robust and adequate provision to meet the needs of individuals in a timely way. Where sudden unplanned changes occur in service provision any action taken by the council in response will safeguard the interests of the residents in a care home.

Risks	Mitigations
<p>There is a risk that providers in Oxfordshire may refuse to accept placements at the funding level offered by the council. Service users may need to be placed out-of-county or with alternative services.</p>	<ul style="list-style-type: none"> • The council will maintain its practice of having Target Banding Rates. It will continue to place older people at a fee level as close to the Target Banding level as possible in order to secure the necessary services. • It will review the way that it purchases care home services to determine if its spot purchasing of placements should continue at the current level or whether alternative purchasing arrangements should be put in place.
<p>There is a risk that changes to the composition of the care homes market in Oxfordshire will lead to an imbalance of service provision compared to that which the council needs to meet future demand. Service users may need to be placed in homes not of their first choosing, in out-of-county homes or with alternative services.</p>	<ul style="list-style-type: none"> • The Council will continue to monitor the development and location of existing and new care homes services in Oxfordshire. This will be to determine a care home's willingness to accept council funded residents and the Council's ability to purchase care home beds across the county in specific locations. • The Council will continue to provide information on the composition of the Care Homes Market through its Market Position Statement. • It will review the way that it purchases care home services to determine if its spot purchasing of placements should continue at the current level or whether alternative purchasing arrangements should be put in place to ensure future access to services. • Alternatives such as extra-care housing and care at home will be explored in all cases to ensure that the widest possible care offering is available to meet an individual's assessed needs.
<p>There is a risk that there may be delays in making placements into care homes as it becomes more difficult and takes more time to agree funding levels</p>	<ul style="list-style-type: none"> • The Council will maximise its use of 'Discharge to Assess' and other community based services, including short stay care home beds, to ensure that eligible older people receive the most appropriate service and are able to remain in their own home for as long as they wish. • Alternatives such as extra-care housing and care at home will be

	<p>explored in all cases to ensure that the widest possible care offering is available to meet an individual's assessed needs.</p>
<p>There is a risk that the council's relationship with its providers may deteriorate. This may mean that it is unable to influence the future direction of the care homes market in Oxfordshire.</p>	<ul style="list-style-type: none"> • We will continue to maintain dialogue on a regular basis with care home providers about changes within the care home market in Oxfordshire. • We will ensure that information about placement patterns into care homes is made known • We will maintain contact with the relevant Care Associations in Oxfordshire.
<p>There is a risk that as the care home market in Oxfordshire develops some providers may experience financial pressures and operating difficulties with deteriorating quality of care and/or unplanned closures.</p>	<ul style="list-style-type: none"> • The council will maintain regular planned quality monitoring and service development activity based on an assessment of risk for care homes in Oxfordshire. • We will continue to monitor the financial viability of providers with particular emphasis on those that have a higher proportion of council funded residents as part of their overall resident number or are of a smaller size of home. • We will explore ways in which the council can assist care homes to meet their obligations at an affordable cost through work with the main Care Associations in Oxfordshire.
<p>There is a financial risk that the Council may need to commit additional budget to this service area if it regularly agrees prices above its Target Banding Rates in order to secure access to services</p>	<ul style="list-style-type: none"> • The Council will maintain a robust and regular overview of its financial performance through budget monitoring in order to manage and respond to the same.
<p>There is a risk that if the council needs to pay significantly more than its target banding rates that a reduced number of placements may have to be made per annum to ensure it keeps within budget. This may mean that fewer placements are made by the council and this may impact on a providers' financial stability.</p>	<ul style="list-style-type: none"> • The council will continue to monitor the number of placements it makes in care homes. • It will continue to monitor the financial viability of providers. • We will explore ways in which the council can assist care homes to meet their obligations at an affordable cost. • It will explore alternative services to care homes whenever possible to ensure that it can maintain

	purchasing of care home placements within budget.
There may be a reputational risk to the council through adverse publicity and increased complaints if the council finds it is unable to access care home services when needed.	<ul style="list-style-type: none"> • The council will respond to any enquiries in accordance with its agreed procedures. • The Council will maximise its use of alternative community based services to ensure that eligible older people receive the most appropriate service prior to needing to enter a care home.

Impact on Individuals and Communities:

Community / Group being assessed (as per list above – eg age, rural communities – do an assessment for each one on the list)

Summarise the specific requirements and/or potential impact on this community / group, and then highlight the most significant risks and mitigating action that has been or will be taken.

The council wishes to make sure that when considering entering a care home an individual does so taking into account all the alternatives available to them. It is concerned that some individuals may be entering a care home before they need to and as a consequence their resources may be depleted. It also wants to ensure that potential residents have a choice of care home close to where they live and that they are admitted to a care home that provides sustainable good quality care and is financially stable for the foreseeable future. We are concerned that if a home closes residents may have to move elsewhere, staff may lose their employment and/or may exit the market.

Risks	Mitigations
There is a risk that there may be reduced choice options for eligible individuals requiring a care home placement. Potential residents may have to accept a place at a care home other than their first choice home and at a location further afield.	<p>In order to ensure that potential residents continue to have a choice of care home whenever possible</p> <ul style="list-style-type: none"> • The Council will continue to monitor the development and location of existing and new care homes services in Oxfordshire to enable potential residents to have a choice of care home.

	<ul style="list-style-type: none"> • The council will continue to place older people at a fee level as close to the Target Banding level as possible in order to secure the necessary services. Where necessary this may mean it agrees prices above its Target Banding Rate. • It will review the way that it purchases care home services to ensure that it can access beds and offer as much choice as possible to the people it supports
Family & Friends may need to travel further afield to visit an individual in their care home	<ul style="list-style-type: none"> • The Council will review the care homes market to ensure that whenever possible an individual will have a choice of a home local to them.
There may be delays in making placements into care homes.	<ul style="list-style-type: none"> • The Council will maximise its use of 'Discharge to Assess' and other community based services, including short stay care home beds, to ensure that eligible older people receive the most appropriate service. • Where there may be a delay in accessing a placement for whatever reason the Council will explore alternatives to ensure that support is provided in the interim and an individual's assessed needs are fully met.
Some individuals may be entering a care home earlier than they need to.	<ul style="list-style-type: none"> • The council will promote ongoing awareness of cost issues for Self-funders so that they can make informed choices about how they wish their support to be provided. • The council will continue to promote alternative service options such as Extra-care Housing or care in a person's own home.
Where a previously self-funding resident in a care home approaches the council for financial support they may be subsequently asked to move from their care home if they are paying a private fee level significantly above what the council has said it will pay as its Target Banding Rate for such care	<ul style="list-style-type: none"> • The council will ensure that all such cases are considered on an individual basis and will assess the individual to determine their care needs. • The council will continue to fund placements at a fee level as close to the Target Banding level as possible in order to secure the necessary services. • The Council will continue to work with

	<p>providers to promote and support the provision of information to people who fund their own care and are admitted to a care home without involvement from the Council.</p>
<p>Some individuals in a care home, their family, friends or carers may experience a change in the quality of care provided</p>	<ul style="list-style-type: none"> • The council will maintain regular planned quality monitoring and service development activity based on an assessment of risk for care homes in Oxfordshire. • It will maintain strong links with partners such as the Care Quality Commission and Health Commissioners to ensure that it can respond to complaints or weaknesses in provider services. • Where areas of weakness are identified Council staff will work with providers to ensure that such aspects are improved and sustained.
<p>Some residents may find their care home is faced with unplanned or sudden closure forcing them to move to alternative accommodation, with an associated potential risk to their health and wellbeing</p>	<ul style="list-style-type: none"> • The council will maintain regular planned quality monitoring and service development activity to determine the sustainability of services and to avoid unplanned or sudden closure. • The council will continue to monitor the financial viability of providers to achieve the same. Emphasis will be placed on those homes that have a higher proportion of council funded residents, are of a smaller size, or that have a financial viability rating that suggests they may be facing financial challenges/difficulties. • Where a care home is experiencing particular hardship or financial problems we will review their financial standing as part of our Safeguarding and Business Continuity strategies to determine appropriate action. • Should a care home need to close the council will treat each event under its Safeguarding Procedures. It will work with all stakeholders and partners (specifically colleagues from the NHS in the case of a 'care home with nursing') to ensure that a suitable care alternative is found and that

	there are safe arrangements in place for the transfer of existing residents to a new establishment.
There is a risk that if a care home closes that staff working at the home may lose their employment and may exit the care market.	<ul style="list-style-type: none"> • The council will continue to monitor the financial viability of providers. • Where a home needs to close the council will work closely with the owners to explore alternatives to ensure that alternative employment options are identified and as many of the workforce remain within the care market as possible

No differential impact on individuals and communities beyond those given above has been identified as a result of age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, marriage and civil partnership, rural communities, areas of deprivation. However this will be reviewed as the policy develops and is implemented to ensure any impacts are identified and mitigated as far as possible.

Achieving Closure (ADASS)

http://www.adass.org.uk/images/stories/Publications/Miscellaneous/Achieving_Closure.pdf

Short-notice care home closures: a guide for local authority commissioners (SCIE)

<http://www.scie.org.uk/publications/homeclosures/>

Impact on Staff:

Summarise the specific requirements and/or potential impact on staff, and then highlight the most significant risks and mitigating action that has been or will be taken.

The main area of risk here is in respect of increased demand for support from other Directorate services. There may also be attention and resources drawn away from the Directorate's normal business in order to respond to Care homes fees issues.

Risks	Mitigations
Additional workload on Council Placement and Adult Social Care staff as they work harder to achieve placements.	<ul style="list-style-type: none"> • The council will continue to fund older people at a fee level as close to the Target Banding level as possible in order to secure the necessary services.

	<ul style="list-style-type: none"> Should additional resources be needed within the placement process the council will review this to maintain placement performance levels.
Additional workload on Social Care assessment staff if required to move clients to alternative accommodation	<p>Any moves will be considered under Safeguarding Procedures that will require a project approach to actions and activities.</p> <p>The Council will ensure that dedicated staff is identified to support any moves.</p>
Increased management of complaints and representations	<p>To avoid an escalation in complaints/representations we will present clear information to residents and potential residents about the reasons for any changes to help avoid complaints and representations.</p>

Impact on other Council services:

Summarise the specific requirements and/or potential impact on other council services, and then highlight the most significant risks and mitigating action that has been or will be taken.

The main area of risk here is in respect of increased demand for support from other council services.

Risks	Mitigations
Additional workload for Media and Communications Team as they respond to media enquiries	To avoid an escalation in representations we will present clear information to residents and potential residents about the reasons for any changes in services.
Additional workload for complaints and legal services as a result of having to advise on and respond to service changes.	<p>Presentation of clear information to residents, family and carers.</p> <p>Regular communication to these groups throughout.</p>
Increased demand for support from Council's Finance staff to support the Joint Commissioning function.	The Council will review the financial health of the care homes sector and these will be shared with Finance colleagues as a matter of course.

Impact on providers:

Summarise the specific requirements and/or potential impact on providers of council services, and then highlight the most significant risks and mitigating action that has been or will be taken.

The key impact for providers is that there may be a change in their cost/income profile that then places further pressure on their operation and service delivery. For providers less able to absorb such changes this may affect different areas of their operation to varying degrees.

Risks	Mitigations
<p>There is a general risk that for some homes the providers financial profile will change and that this may put pressure on their service delivery.</p>	<ul style="list-style-type: none"> • The council will on a regular basis review the performance of care homes in Oxfordshire looking at the core components listed in the Evidence/Intelligence section (listed above) • Wherever possible the Council will identify homes that may be experiencing financial difficulty or at risk of closure. • We will continue to maintain dialogue on a regular basis with care home providers in Oxfordshire. • The council will continue to liaise with the Care Quality Commission and colleagues from the NHS to discuss areas of concern.
<p>There is a risk that providers may find it difficult to recruit staff and staff may migrate to other higher paying providers. In particular this applies to nursing staff.</p>	<ul style="list-style-type: none"> • The Council is addressing Workforce needs through the development of a new Workforce Strategy. This identifies care home nurses as a particular area of risk. • The council will review new care home developments to judge the potential impact on staff retention at existing homes in the vicinity and migration of staff to new providers.
<p>If a provider finds that it cannot maintain appropriate standards due to changes in its operating finances there may be a reduction in the quality of service delivered.</p>	<ul style="list-style-type: none"> • The council will maintain regular planned quality monitoring and service development activity based on an assessment of risk for care homes in Oxfordshire. • It will maintain strong links with partners such as the Care Quality Commission and Health Commissioners to ensure that it can

	<p>respond to complaints or weaknesses in provider services.</p> <ul style="list-style-type: none"> • A key element of this work will be to seek the views of residents and families to determine the quality of service delivered. • Where areas of weakness are identified Council staff will work with providers to ensure that such aspects are improved and sustained.
<p>There may be a change in the operating cost/income profile for smaller homes/small single home operators in particular and this may make them more susceptible to sudden/unplanned closure than larger homes</p>	<ul style="list-style-type: none"> • The council will maintain regular planned quality monitoring and service development activity to determine the sustainability of smaller homes to help avoid unplanned or sudden closure. • The council will continue to monitor the financial viability of providers. Emphasis will be placed on those homes that have a higher proportion of council funded residents, are of a smaller size, or that have a financial viability rating that suggests they may be facing financial challenges/difficulties. • Where a care home is experiencing particular hardship or financial problems we will review their financial standing as part of our Safeguarding and Business Continuity strategies to determine appropriate action.

Action plan:

Summarise the actions that will be taken as a result of the assessment, including when they will be completed and who will be responsible. It is important that the officer leading on the assessment follows up to make sure the actions are completed, and updates the assessment as appropriate. Any significant risks identified should also be added to the appropriate service or directorate risk register, to ensure they are appropriately managed and reviewed.

Action	By When	Person responsible
Review how we procure care home placements	April 2017	Commercial Services & Market Development Manager

On-going Quality Monitoring & Service Development programme to assure quality and viability of care home services in Oxfordshire	On-going	Contracts & Quality Service Manager
On-going review of the care home market and new care home developments in Oxfordshire	On-going	Commercial Services & Market Development Manager
Continue to develop alternative services such as Extra Care Housing and support at home	On-going	Commercial Services & Market Development Manager
Regular dialogue with Care Associations in Oxfordshire and individual care homes	On-going	Commercial Services & Market Development Manager / Contracts & Quality Service Manager
Review of Market Position Statement	On-going	Commercial Services & Market Development Manager
Review the financial viability of care home providers	On-going	Contracts & Quality Service Manager
Maintain strong links with the Care Quality Commission and Oxfordshire Clinical Commissioning Group to share market intelligence	On-going	Contracts & Quality Service Manager

Monitoring and review:

Try to be as specific as possible about when the assessment will be reviewed and updated, linking to key dates (for example when consultation outcomes will be available, before a Cabinet decision, at a key milestone in implementation)

To be reviewed

- Following Cabinet meeting in March 2016
- 6 monthly thereafter commencing from April 2016

Person responsible for assessment:

Andrew Colling, Contracts & Quality Service Manager

Version	Date	Notes (eg Initial draft, amended following consultation)
1.0	3 March 2016	Initial draft

Division(s):

CABINET – 15 MARCH 2016

365alive Vision

Report by Chief Fire Officer

Introduction

1. In 2006 corporate agreement was sought in establishing a 10 year vision for Oxfordshire County Council Fire and Rescue Service, focusing on three key areas.
 1. Saving Lives (365)
 2. Saving Society and Tax payers Money (£100,000,000)
 3. Making people safer. (84,000)
2. Targets were agreed and set and each year the Chief Fire Officer would report on the progress made, in year 8 the targets had been exceeded so, further stretch targets were agreed at Cabinet for the remainder of the Vision.
3. This Cabinet Paper reports on the progress that we have made in the initial 365ALIVE Vision and requests corporate agreement in the setting of a new vision for the next 6 years allowing us the Fire and Rescue Service to align our vision with our longer term Integrated Risk Management Cycle.
4. The next Vision focuses on the following strategic aims:-
 - 6000** more people alive as a result of our prevention, protection and emergency response activities.
 - 85000** children and young adults (to include looked after children) educated to lead better and healthier lives.
 - 37500** vulnerable children and adults helped to lead more secure and independent lives, supported by our safe and well-being visits
 - 20000** businesses given advice and support to grow.

Renewal of our 365alive Vision.

Background, Precipitous and Performance of the existing 365alive vision

5. The previous 365alive vision was developed in 2005 and the purpose was to set both a strategic direction and allow specific focus to be placed on identifying and reducing the risk within our communities. To achieve this 3 significant strategic aims were adopted as follows;

1. 365 people alive
2. £100 million saved
3. 840,000 people safer

365 People Alive

6. The 365 more people alive targets were based on the year on year reduction of emergency incidents over a 10 year period of the vision. This reduction was taken from a historical baseline using incident statistics. As part of the modernisation programme for the service there was a drive to strategically move the organisation from a response model towards a risk reduction model focusing on the vulnerable.
7. The Community Safety Model had three main principles:-

Prevention, this is via education, information and advice

Protection, this is by design of buildings, equipment, training, and were necessary enforcement.

Emergency Response, this is by having a fast and effective emergency response using the very latest in technology to both equip and protect our firefighters at every incident that they attend.

8. The targets were specific in three main areas
1. Reducing the number of deaths following fires (active smoke alarm campaigns, education programmes etc).
 2. Rescuing persons from fires (providing a quick and effective emergency response)
 3. Reduce the number of fatal road collisions (cycling safety, choices and consequences road safety programme)

£100,000,000 Saved

9. Government statistics in 2005 reported that each serious road traffic collision that results in an injury costs society a minimum of £155,536. Our reduction work to reduce the number of serious road traffic accidents has allowed us to save society and the taxpayer these costs which have enabled that funding to be reinvested by agencies and other public bodies in other areas.

10. Government statistics in 2005 reported that each domestic fire cost society £25,000. By reducing the numbers we have attended we have created a societal saving and reduced the burden on insurers.
11. Government statistics in 2005 reported that each non domestic fire (shops, factories, hotels) costs £58,000. By reducing the numbers we have attended we have created a societal saving and reduced the burden to insurers and the adverse impact on that business.

840,000 People Safer

12. Over the ten year period from 2006 to 2016 we set ourselves a target to interact and educate 840,000 people some of which will be vulnerable to fires and road traffic accidents.

Achievements and Performance of the Current Vision

13. In year 8 (2014) of the vision, Oxfordshire County Councils Fire and Rescue Service achieved all three of the original strategic targets, and returned to Cabinet to seek approval on setting some significant stretch targets. The following additional targets were agreed
 1. 11 more people alive
 2. An additional £2,500,000 Saved
 3. An additional 20,000 people safer.
14. The latest performance figures from Fire and Rescue for Year 10 IN Quarter 3 show

Target	Vision	Final Performance
365	Lives Saved	386
£100,000,000	Money Saved	£135.185.568
840,000	People Safer.	100,001,735

15. Now that the 10-year period is coming to a close, it is clear that this vision has served the communities of Oxfordshire well, driving forward community safety work and initiatives – as well as skilled emergency response - which has not only made the county safer, but also reduced the societal and economic impact of fires and road traffic collisions (RTC's). The success of the vision has been demonstrated by the reduction in emergency calls across the county over that decade from over 7500 per year in 2005-2006 to an expected total of around 5000 calls in 2015-16. The vision also achieved national recognition and was highly praised in all of our external assessments and accreditations over the last decade such as Operational Assurance, Customer Service Excellence and Investors in People.

Proposed New Vision

16. It is proposed and recommended that Cabinet should formally adopt a renewed 365alive vision with associated outcome based target measures linked to a new six-year cycle (2016 to 2022) in order to align it with the Service's new Strategic Community Risk Management Plan).
17. The proposed new vision is as follows;

365alive – working every day to save and improve the lives of people across Oxfordshire.

By 2022 there will be;

- **6000** more people alive as a result of our prevention, protection and emergency response activities.
- **85000** children and young adults (to include looked after children) educated to lead better and healthier lives.
- **37500** vulnerable children and adults helped to lead more secure and independent lives, supported by our safe and well-being visits
- **20000** business given advice and support to grow.

Background to the new Vision

18. As detailed above, Oxfordshire Fire and Rescue Service reached and delivered the current 365Alive targets in year 8 (2014) of the 10 year term and the Chief Fire Officer returned to Cabinet with a recommendation that the final two years remaining had further challenging stretch targets applied. The latest performance has indicated that these challenging targets were not fully achievable. This proved that we are right at the forefront of maximising our capacity and impact in reducing all risk within our community.
19. In those intervening years, however, the ambition and scope of the service's emergency response activities and its breadth of community safety initiatives has expanded considerably. These now include co-responding with South Central Ambulance Service, wide-area flood response, safe and well visits targeting the most vulnerable, safeguarding referrals, public health initiatives as well as further on-going integration within OCC and collaboration with partners. Through modernisation to support the savings associated with the Medium Term Service and Resource Planning, the service has also embedded both Trading Standards and the Road Safety Education Team into its management structures, alongside Emergency Planning, PREVENT duties associated with the threat of terrorism and Community Safety Partnerships (CSP), which the Chief Fire Officer now has broader county council responsibility for. Peer reviews and external audits and assessments of the service have reported that Oxfordshire County Council Fire and Rescue Service is now one of the most integrated in the UK. However, The Chief Fire Officer now wishes for the service to reach out further and improve our

offering to everyone in Oxfordshire including embracing our role as a Corporate Parent to help support and guide our Looked after Children.

20. It is now time to review and refresh the Service's vision, taking into account the strength of the community safety brand that has been developed with 365alive over the last 10 years and also to incorporate the integrated nature of our modernised service. The proposed vision is also an ideal and timely opportunity to ensure the underlying target measures are able to drive forward innovation, collaboration and improvement in both the community safety and wider health and wellbeing arena.
21. The proposed outcome based measures tie in with the Oxfordshire County Councils Corporate Plan and also will form the bedrock of a new performance matrix which will report through the quarterly OCC monitoring, Delivery Board and be available to Performance Scrutiny along with other indicators such as fire appliance response times. The services intention is for the measures to be broken down into internal service areas so all the teams and staff will own and deliver their part of the vision over the next 6 years. The services own internal performance management systems will also be used to improve productivity and outcomes to the community and hold managers to account.

Further Background Information to the Proposed Targets

22. The proposed new measures, with a breakdown of the key areas of delivery to show the range of new and established areas of focus are as follows:
 - **6000** more people alive as a result of our prevention, protection and emergency response activities.

This target includes:

- *The number of fatalities at fires and RTC's across the county (reported as a negative number in order to focus on reduction initiatives).*
 - *The number of successful rescues from fires.*
 - *The number of medical emergencies attended on behalf of SCAS.*
 - *The number of rescues from other emergencies (such as RTC's, in or near water, at height).*
- **85000** children and young adults (to include looked after children) to be educated to lead better and healthier lives.

This target includes:

- *The number of work experience placements*
- *The number of prevention campaigns, such as Key Stage 1-5 school visits, apprentices, mentoring, community resilience plans (flooding and parish plans).*
- *The number of Fire Cadets attending training each week.*
- *The number of Trading Standards activities targeted at Children (e.g. scam education, door step crime, underage sales)*

- **37500** vulnerable children and adults helped to lead more secure and independent lives, supported by our safe and well-being visits.

This target includes:

- *The number of safe and well-being visits completed (please note change from Home Fire Risk Assessments).*
 - *Trading Standards programmes for young adults*
 - *Gypsy and Traveller site safety checks for all plots.*
- **20000** business given advice and support to grow.

This target includes:

- *Building control consultations*
- *Fire protection audits*
- *Trading standards audits*
- *Business information and advice*

The Service will also continue to embrace social media to deliver specific safety messages with a strong call to action. We have set a social media reach target of **1.6 million** interactions across various social media platforms.

Conclusion

23. The benefits of creating a strong community safety vision for the service is seen as being essential to help explain to the public, partners and staff where OFRS is looking to best use its limited resources over the next six years to deliver the most positive outcomes for the people of Oxfordshire during a period of public sector upheaval and economic austerity.
24. Furthermore, such a vision and target measures are seen as being key to help motivate the service to drive forward this wider, more collaborative approach to community protection.
25. Finally, the additional emphasis on the wider health and well-being agenda will ensure the service's resources are not only focussed on delivering its established areas of work, such as effective emergency response and fire safety advice and guidance, but also allow it to work in partnership to help reduce and mitigate the growing demand across the county from high cost services linked to Health and Adult Social Care.

Financial and Staff Implications

None.

Equalities Implications

None.

RECOMMENDATION

26. The Cabinet are **RECOMMENDED** to:
- (a) note the completion and success of the current Vision from 2006 – 2016;
 - (b) adopt the renewed 365alive vision with outcome based targets measures linked to a new six-year cycle (2016 to 2022) in order to align it with the Service's new Strategic Community Risk Management Plan);
 - (c) require the Chief Fire Officer to regularly report on the performance of the service against the vision outcomes.

DAVID ETHERIDGE
Chief Fire Officer and
Director for Community Safety

Contact Officer: ACO Simon Furlong Assistant Chief Fire Officer 01865 255206
Grahame Mitchell 07775 827268 grahame.mitchell@oxfordshire.gov.uk

March 2016

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CABINET – 15 March 2016

PROPOSALS ON THE FUTURE OF SUBSIDISED BUS SERVICES

Report by Director for Environment and Economy

Executive Summary

1. On 10 November 2015 Cabinet considered the results of the consultation on the future of Subsidised Bus Service and agreed to the full withdrawal of subsidised bus subsidies, subject to full council's approval, which was given in February 2016.
2. Cabinet also agreed the method by which bus subsidies would be prioritised should money be found to fund the subsidisation of services. The methodology used to prioritise services was based on the need for the service, not the current usage of the service.
3. During the consultation which informed Cabinet's decision, requests were made for usage data and we made available the limited data set we had used to test the methodology. However it has now become apparent there is more usage data available. Although we do not consider that this information changes our methodology, or the decision made, we consider it important that members of the public have a chance to review this data for themselves. This report seeks Cabinet approval for this course of action.
4. This report also affords Cabinet an opportunity to let the public know that following feedback from the public on the importance of there being a clear end date for subsidies, it has been agreed with operators that all subsidies will end on 20 July 2016, to coincide with the end of the school academic year. This decision costs approximately £140,000 more than ceasing contracts as soon as legally allowed, but affords greater clarity for the public.

Further information

1. On 26 May 2015, the Cabinet approved the launch of a full public consultation on proposed changes to subsidised bus services and Dial a Ride. The consultation document is attached as Annex 1. The methodology used to prioritise routes is attached as Annex 2.
2. In February 2016 a number of requests were received by the council for full usage data. A full review of available usage data was conducted by the Transport Hub and it was identified that the council held more usage data than had previously been understood.

3. A full analysis has been conducted of this data and is attached at Annex 3.

The conclusion of the analysis is that even if the fuller set of usage data had been used rather than the month's sample, the methodology and recommendation would have remained the same as:

1. Usage data does not consider commercial alternatives and could bias against rural areas

Although a subsidised service is well used, this does not mean that the people on it didn't have any other option. For example, some subsidised services serve rural communities and end in town centres. When nearing the town along a major transport corridor (e.g. Banbury Road), many people might use the bus because it is the first one that comes by, meaning high usage. A service that visits predominantly rural areas may have less users, but for them there is no commercial alternative (their need is greater).

2. The usage data is limited in its quality and completeness and so we cannot fairly rely upon it:

- The data is incomplete across the last 2 years (68% of patronage data points over the past 2 years do not exist).
 - The amount of data available for each 6 month period varies considerably.
 - The most complete time period is April 15 to September 15 (the most recent). The least complete is April 14 to September 14.
 - There is no data yet for the last 6 months (October 15 - March 16).
 - There is data available for different operators for different time periods.
4. Cabinet is asked to recommend the publication of all available usage data and to begin a communications campaign to ensure all affected bus users are aware of the end of subsidised routes on 20 July 2016.

Recommendation

5. Cabinet is **RECOMMENDED** to:

- (a) note the availability of the usage data attached as Annex 3.
- (b) note the limits of the data and that it does not impact upon the methodology or the decision made by Cabinet.
- (c) agree to publish the usage data and seek comments from members of the public from 16 March 2016 to 14 April 2016.
- (d) receive a further report in May to review the responses from the public on the usage data.

SUE SCANE
Director for Environment & Economy

Contact Officer: Alexandra Bailey, Service Manager – Business Development and Fleet Management

Annexes: Annex 1 - the consultation document 2015
Annex 2 - methodology used to prioritise routes
Annex 3 – analysis of available usage data

March 2016

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Proposed changes to subsidised bus services and to the Dial-a-Ride service in Oxfordshire

Public consultation document

Overview

Oxfordshire County Council would like your views on its service change proposals for subsidised bus services and Dial-a-Ride.

The council needs to save more than £6 million on supported transport services. We can save money by running existing services more efficiently, however that is not enough. Savings will also have to come from reducing the current £4 million a year the council pays in bus subsidies and to run the Dial-a-Ride service.

Currently Oxfordshire County Council subsidises over 100 bus services in Oxfordshire, which makes up around 9% of the bus network. This means that more than nine out of ten services run without any public subsidy.

The proposals in this consultation will affect some bus users and all Dial-a-Ride users. Read the consultation document and complete the [online feedback form](#) to register your views.

Find out if a bus service on a route you use may be affected using the online map [here](#) or download the full table of routes listed in Annex X (at www.oxfordshire.gov.uk/stconsultation).

Why is the council making savings?

Ongoing cuts in central government funding mean Oxfordshire County Council has to make savings.

We are currently in the process of making approximately £290 million of savings. Those savings began in 2010 and run until 2018. On top of those savings, we believe we may need to save a further £60 million. These calculations are based on the Government's broad savings targets across the public sector for the new parliament.

We have already made £204 million in savings since 2010 and are continuing to work hard to hold down costs and find new ways of working as the money we get from the government is reduced, whilst demand for our services increases.

We will learn more specifics about how much local government in general and Oxfordshire County Council in particular will need to save following the Chancellor's July budget, the Government's Comprehensive Spending Review and the local government settlement in late 2015.

Supported Transport Savings

As part of our budget setting process in February 2015, councillors reduced the overall supported transport budget by a fifth (£6.3 million). At this meeting the minimum amount of savings required from non-statutory service change proposals was set at £2.6 million.

As far as possible, we are trying to make savings in supported transport by running services more efficiently. We have identified that we can achieve nearly £3.7 million in savings by bringing together all the supported transport services we operate and fund. However, this is not enough.

Oxfordshire County Council needs to find a minimum of £2.6 million in additional savings and this means looking at supported transport services which we are not required to provide by law. This will inevitably impact some people in the county. Proposals to achieve these non-statutory savings of at least £2.6 million from the supported transport budget are set out in this consultation.

Part 1: Proposals for subsidised bus services

What are subsidised bus services?

Oxfordshire County Council invites bus companies to bid for contracts to operate subsidised bus services on routes that are not served commercially. Currently we fund over 100 bus services in Oxfordshire, which makes up around 9% of the bus network. This means that more than nine out of ten services run without any public subsidy and are unaffected by the proposals in the consultation.

When a bus subsidy is provided, it can be for a number of different reasons:

- To provide an entire service
- To add extra stops on an existing service
- To add extra times or days on an existing service

Not all bus subsidies are provided by the council. Some are paid for by private developers as part of an agreement with the council to help support the local bus network when a new housing development is built. These are known as Section 106 or S106 agreements. As this funding is not the council's, services subsidised using only S106 funding are not included in the scope of this consultation. We have listed which services are S106 funded in the results table in Annex Y.

Excluding S106 funding, the council spends £3.7m per year on subsidising bus services that are not provided commercially.

To minimise the impact of these proposals, we are already working with bus companies to see whether they would be able to continue operating some bus services without a subsidy. We are also working with the 62 'community transport' volunteer schemes that deliver transport services across Oxfordshire, encouraging them to fill potential service gaps that may arise as a result of these proposed changes.

What is the council's legal duty on bus subsidies?

A detailed explanation of the council's legal duties regarding subsidised bus services can be found in **Annex V** (see www.oxfordshire.gov.uk/stconsultation).

In summary the council's legal duty on subsidised buses is to:

- 1) Identify public transport requirements which would not otherwise be met
- 2) Once identified, secure appropriate services. As part of this process, councils may take into account the funds that are available to them. The council is not obliged to subsidise services.

We are also required by law to:

- have regard to the transport needs of members of the public who are elderly or disabled;
- cooperate with other authorities exercising/performing the same function;
- cooperate with other local authorities regarding school and social care transport, so as to ensure best value for money for these services when taken as a whole;
- have regard to the interests of the public and of providers of public passenger transport services.

Current bus funding

Bus operators currently receive £4.1 million per year to run services on routes that they may not run if no subsidy was available. With S106 income (property developer contributions) subtracted, taxpayers spend £3.7 million a year to run or part run uneconomical bus services.

Consultation options

Oxfordshire County Council's decision-making Cabinet has asked for the consultation to explore two proposed options and these are explained below.

Option 1: withdraw all bus subsidies

This proposal will affect 100 bus services across Oxfordshire, approximately 9% of the Oxfordshire bus network. The changes to each subsidised bus service will vary and in some cases this could simply mean one or two stops are removed and in other cases a greater impact would be felt.

Find out if and how a bus service on a route you use may be affected by using the online map [here](#) or download the full table of routes here (please see Annex X at www.oxfordshire.gov.uk/stconsultation).

If this option is agreed, the proposed changes would come into effect as existing contracts with commercial bus operators' end. All bus subsidies under this option would be fully withdrawn by the end of this financial year. This Option would save the Council approximately £3.7 million.

Option 2: reduce bus subsidies by £2.3 million (as demanded by current savings targets)

This proposal would affect only a proportion of the 100 bus services across Oxfordshire supported in some way by a council bus subsidy.

Again, changes to each subsidised bus service will vary and in some cases this could simply mean one or two stops are removed and in other cases a greater impact would be felt. Overall, the impact of this proposal would be less than in option 1.

Find out if and how a bus service on a route you use may be affected by using the online map [here](#) or download the full table of routes here (please see Annex Y at www.oxfordshire.gov.uk/stconsultation).

If this option is agreed, the proposed changes would come into effect as existing contracts with commercial bus operators' end. All bus subsidies under this option would be fully withdrawn by the end of this financial year.

Although the required saving in 'Option 2' is £2.3m, this figure may be reduced depending on the final amount of savings that accrue from the annual review of bus subsidies undertaken earlier in 2015. Annual reviews of bus subsidies take place every year in all parts of the country and have done since bus services were de-regulated in the mid-1980s. They take place irrespective of the general financial backdrop.

If this proposal was adopted, we would continue to review bus subsidies on subsidised bus services as is currently the case, and it is likely that we need to look again at the funding for bus subsidies in the future.

'Option 2' – The three potential approaches for reducing subsidies

In developing this service change proposal we needed to consider principles that would guide future bus subsidies prioritisation. We considered three different ways we could prioritise bus services and reduce funding, and these are:

1. Fund services that are most likely to be used by older and disabled people

If a decision is made by the Cabinet to choose Option 2 (to reduce bus subsidies by £2.3m) the council's preferred proposal is to use any remaining subsidised bus budget to fund services that are most likely to be used by older and disabled people with free bus passes to travel off-peak. We are proposing this approach because it:

Provides a safety net - While all our subsidies support bus services which are important to the communities they serve, the council's first duty is to protect our most vulnerable public transport users. This is part of our overall corporate commitment to provide a 'safety net' of support and resources for our most vulnerable residents.

Makes your money go further - Off-peak services are less likely to be run commercially by operators, given the relatively low number of people that use them.

However, they are also often cheaper to subsidise than other services, as they run at times when operators have spare vehicles available.

Protects more services - Prioritising off-peak services protects more services than some of the other options we've considered in the two alternative approaches below. This is because their lower costs mean that more services/service enhancements can be retained with the same amount of funding (see below for more details).

We therefore propose to adopt the principle of, as far as possible, protecting the off-peak services which tend to be used by older people and people with disabilities when reducing bus subsidies by £2.3m.

2. Prioritise bus services running at 'peak' hours during weekdays (06:30-09:30 in the morning, and 16:00-19:00 in the evening)

In contrast to off peak services, peak hour services are usually far more expensive in terms of their total contract cost because their provision often requires purchase of additional vehicles by operators. In addition, peak hour services are more likely to become commercialised in the event that a subsidy is removed (although this is by no means guaranteed) because they run at times and along routes which are often extremely popular and well used by local residents.

3. Prioritise bus services running in the evening and at the weekend (which are commonly used by people to access leisure activities)

Services running in the evening and at the weekend are commonly used by people to access leisure or social activities. It is proposed that these are withdrawn in order to prioritise resources to pay for services to allow vulnerable people to travel to vital facilities such as shops and healthcare on weekdays.

How would these proposed service changes in options 1 and 2 affect my bus route?

Option 1: withdraw all bus subsidies

Annex X provides a table of all subsidised bus services which would stop receiving a subsidy under this option. It also shows which services are only partially subsidised, and which parts of the route the subsidy is provided for so that people can see exactly which part of their route is affected by the option.

If we withdraw all bus subsidies, it does not necessarily mean that all subsidised routes, stops or times will automatically cease being provided (although inevitably there will be an impact).

We will work with bus operators to encourage them to continue providing subsidised services on a purely commercial basis i.e. without receiving any public funding.

We will also work with the community transport sector in Oxfordshire to help them to meet gaps in the commercial transport network, including providing them with funding to get schemes going (further details provided below).

Option 2: reduce bus subsidies by £2.3 million by prioritising off-peak services

Annex Y provides a table of all subsidised bus services in order of their priority, using the councils preferred approach of making savings by prioritising off-peak services along with our additional criteria (see details on alternative principles below). It also shows which bus services are only partially subsidised, and which parts of the route the subsidy is provided for so that people can see exactly which part of their journey is affected by the proposal.

This table helps people to see which bus services we will prioritise when it comes to spending any remaining budget and negotiating with bus companies. It's not, however, a definitive list of which bus services will and won't be subsidised in the future under this option. The true impact of reducing our subsidies in this way will not be fully known until we've had detailed conversations with bus operators about what they can continue providing with the remaining funds available.

Through negotiations with bus operators we will aim to get the best possible deal for Oxfordshire with the money we have left. In some instances, getting the best deal for Oxfordshire might involve making changes to higher priority services as well, e.g. by reducing their frequency, so that the money saved can be used to maintain coverage elsewhere.

Annex Z provides a more detailed version of the same table, including full results of the analysis.

Throughout and following changes to subsidised bus routes we propose to assess any unexpected impact on commercial routes which cannot be predicted at this stage, in order to monitor for potential adverse impacts.

Minimising the impact – bus operators

To minimise the impact of these proposals, we are already working with bus companies to see whether they would be able to continue operating some bus services without a subsidy.

In addition, if there is an economic case to continue subsidising a service that is integral to a busy home to school route - we will likely continue to subsidise that service during the relevant time periods.

Minimising the impact - supporting community transport

We are also engaging with the 62 'community transport' voluntary sector schemes who deliver transport services across Oxfordshire to support and encourage them to address potential service gaps if they are in a position to do so.

In particular, where bus operators are unable to run services commercially we will look to the community transport sector to set-up schemes that address any unmet transport needs resulting from reduced funding.

We will be offering one-off pump-prime funding to the sector to help dial-a-ride schemes get off the ground. We also have a whole package of support which we can offer to groups within the sector including start up grants. We are already working with rural organisations to support groups wishing to increase their capacity and we are planning to lead a community transport public awareness campaign to encourage understanding of and support for this important sector.

Part 2: Proposals to change Dial-a-Ride

Who uses the Dial a Ride service?

Dial-a-Ride is the other 'non-statutory' supported transport service the council currently provides. It is a door-to-door service for those who have poor mobility and are unable to use, or do not have access to conventional public transport.

The drivers of the vehicles are trained to help passengers with poor mobility. The service, currently operated by our Integrated Transport Service between 9am to 5pm, has to be booked in advance and cannot be used for medical appointments.

Currently 238 people across Oxfordshire use the Dial-a-Ride as a regularly scheduled service. The majority of these service users hold concessionary bus passes, and of those who are able to walk, just fewer than 75% are within 400m walking distance of a bus stop.

Many of the Dial-a-Ride users classed as 'walkers' would be able to travel using public transport if necessary, and historically Dial-a-Ride eligibility criteria haven't been applied or enforced.

Dial- a-Ride users pay an annual subscription fee of £5. This contrasts with people going to council day centres, who have to pay £5 per journey. In light of this inconsistency, as well as the fact that the service uses specialist transport resources which arguably would be better allocated towards higher need Special Educational Need (SEN) users travelling to school, we think a new approach is needed.

Our proposal

Oxfordshire County Council will no longer be able to afford to fund Dial-a-Ride as a council provided service from the end of this financial year. However we will work with voluntary groups to encourage voluntary sector involvement in running Dial-a-Ride services (with initial start-up support from the council).

Our proposal is to work with community transport groups across the county to try and develop schemes which can meet similar needs to those which Dial-a-Ride currently serves.

In Oxford, Aspire, an award-winning charity and social enterprise was earlier this year given a start-up grant to deliver Dial-a-Ride in the city. Oxfordshire County Council supported the organisation to get the service up and running to ensure a smooth and seamless transition for customers, with a view to Aspire making it a sustainable long-term service in the future.

We will look to extend this arrangement to other parts of the county. The funding we will offer to a Voluntary and Community Sector organisation to start delivering a local Dial-a-Ride service will be one off 'pump prime' funding to set up or to extend an existing scheme.

Have your say

Understanding your views, opinions and preferences is key to our decision making process.

Read the consultation document and supporting information and **please complete the online form at www.oxfordshire.gov.uk/stconsultation**. The deadline for your response is 14th September 2015. If you require a hard copy of the consultation document please contact the council by telephone on 01865 328113 or email Supported.Transport@Oxfordshire.gov.uk.

Come to a public meeting to hear more about our proposals and tell us what you think. Meetings are open to everyone and are being held on:

- Mon 6 July in Banbury Town Hall, Banbury - 10.30am-12.00pm
- Mon 6 July in Didcot Civic Hall, Didcot - 16.00pm-17.30pm
- Tues 7 July in Witney Methodist Church, Witney - 10.30am-12.00pm
- Weds 8 July in Abingdon Guildhall, Abingdon - 16.00pm-17.30pm
- Weds 8 July in OCC County Hall, Oxford - 19.00pm-20.30pm

All public meetings will be independently facilitated by the [Oxfordshire Rural Community Council \(ORCC\)](#). The ORCC are an important advisor to the Council and a long-time supporter and advisor to existing community transport schemes.

Oxfordshire County Council have asked that the Oxfordshire Rural Community Council (ORCC), a not for profit, community development organisation are the independent facilitator during the consultation. If you need support in commenting on the county council's proposals or are interested in attending one of our events, please get in touch with the Oxfordshire Rural Community Council on 01865 883488 or email orcc@oxonrcc.org.uk.

Supporting information

We have produced some frequently asked questions about subsidised buses and the Dial-a-Ride service to accompany this consultation. We have also undertaken a draft Service and Community Impact Assessment (SCIA) to understand how the changes we have proposed will affect different groups of people in the community. The SCIA will be reviewed following the proposed consultation. Supporting information and the draft SCIA is available on the county council's website www.oxfordshire.gov.uk/stconsultation

What happens next?

All consultation responses received by the closing date will be collated and analysed. The results of the consultation will be reported to Cabinet following the end of this consultation period.

Councillors will weigh the views expressed in the consultation against a wide number of other factors when making decisions including statutory requirements, government guidance, cost, risk, demography and other issues captured as part of the council's service and community impact assessment process. In light of all the evidence presented to them, Cabinet will decide whether or not to take the proposed changes forward.

Understanding our Methodology

The following section provides a short summary of the approach taken when prioritising bus subsidies under 'Option 2'. Full details of this methodology can be found in Annex W at www.oxfordshire.gov.uk/stconsultation

We followed a strict methodical process to calculate which bus subsidies are 'best value for money', and which are 'worst value'. 'Value for money' is judged upon how many addresses are served by a subsidised bus, where an address has no commercial alternative.

The results provide a ranking of all subsidised bus services. The ranking is based on the cost of each subsidy to the council, compared to how many unique addresses it is enabling the bus network to serve.

This entire process was repeated three times to prioritise services at different times of day (time band), allowing evaluation of potential impacts on different types of bus user.

Option 2 in this document refers to the results of the analysis for the daytime off-peak time band. The alternatives analysed were services running at peak hours during weekdays, and services running in the evening and at the weekend.

Bus timetables are never static, and subsidies undergo routine reviews. The bus subsidy and timetable data analysed was the most up-to-date version available at the time of the analysis.

Understanding the results tables

By ranking the bus services, each service can be given a Risk Category, ranging from 'very low' to 'very high'. This signifies how the council will prioritise any future bus subsidy budget. The results are presented in **Annex Y** and **Annex Z**.

Full information and column definitions can be found within the annexes themselves, but a brief summary has been provided below.

Annex Y – ‘Option 2’ Services Affected

Annex Y gives a simple table of results for ‘Option 2’.

The Operator, Service Number, and Service Description columns identify the bus service. The risk column indicates how services will be prioritised. The Subsidy Description column explains which part of the service the subsidy supports, and hence which part is potentially at risk. Parts of the service that are not subsidised are operated commercially.

Annex Z – ‘Option 2’ Full Ranking Tables

Annex Z gives a detailed table of **results for each of the three time bands**.

As well as the columns from the simple table described above, it introduces some more detailed columns.

- The Contract Type indicates how the service is subsidised.
- The Address Score shows the number of addresses served by each service during the specified time band.
- The Exemption Reason gives details of any services that are listed as Exempt from the analysis.
- The Cost Per Stop Visit is an indicator of subsidy cost. It is described in the full methodology.
- The Cost Index is the index from which the services are ranked. The lower the number, the better value for money the service is deemed to be, and hence the lower the risk.

Consultation response form

- Please go to www.oxfordshire.gov.uk/stconsultation to complete your consultation response online. Alternatively please find a copy that can be printed out and posted back to us below. Please read each question carefully and tick a box which most closely matches your personal opinion or complete the text boxes provided. The closing date to return your questionnaire is **14th September 2015**. All the opinions you express and any information you give will be treated confidentially.

Questionnaire for the consultation on subsidised buses and Dial-a-Ride

Oxfordshire County Council is consulting on proposed changes to subsidised bus services and to the Dial a Ride service in Oxfordshire. Copies of the consultation documents are available online at www.oxfordshire.gov.uk/stconsultation

The minimum amount of the overall savings needed from our proposals has been agreed as part of the council's budget setting process in February 2015. Following from this budget settlement in February, the Council are increasingly aware that we may need to find further savings as a consequence of new central government budget reductions. Any further reductions will determine what bus subsidies will eventually have to be reduced by or whether they will need to be withdrawn altogether.

Now we would like to hear your views about services change proposals for:

Subsidised buses

- **Option 1:** withdraw all bus subsidies
- **Option 2:** reduce bus subsidies by £2.3m (as required under current savings' targets).

Dial-a-Ride

- Work with community transport groups across the county to try and develop schemes which can meet similar needs to those which Dial-a-Ride currently serves and to stop funding Dial-a-Ride.

Outlined on the following pages are:

- questions about your use of these services
- details of the proposal for your comment

Section 1: Use of subsidised bus services

The following section asks you questions about your use of the buses that are currently subsidised by Oxfordshire County Council.

Find out if and how a bus service on a route you use may be affected by using the online map [here](#) or download the full table of routes here (see Annex X at www.oxfordshire.gov.uk/stconsultation).

Which of the following best describes you?

(Please tick ✓ one box only)

<input type="checkbox"/>	Subsidised bus service user	Continue
<input type="checkbox"/>	Oxfordshire resident, but NOT a subsidised bus service user	Go to Section 2
<input type="checkbox"/>	Councillor	Go to Section 2
<input type="checkbox"/>	Other (e.g. representative of a group, organisation, school etc.)	Go to Section 2

Q1. Please list ALL the subsidised bus service numbers (from those given in annex X at www.oxfordshire.gov.uk/stconsultation) that you currently use and say where you travel to and from.

Please note if the services you use are NOT on this list then they are operated commercially without a subsidy from Oxfordshire County Council.

Q2. Please state the Oxfordshire County Council subsidised bus service number you use most frequently.

Q3. Thinking about the subsidised bus service you use most frequently, how often do you travel by this service?

(Please tick ✓ one box only)

<input type="checkbox"/>	Every day
<input type="checkbox"/>	Three or more times a week
<input type="checkbox"/>	Once or twice a week
<input type="checkbox"/>	Less than once a week but more than twice a month
<input type="checkbox"/>	Twice a month
<input type="checkbox"/>	Once or twice a year
<input type="checkbox"/>	Less often

Q4. What are the main reasons that you use this service? Please select one main reason, and then highlight any other reasons why you make use of the bus service.

	Q4a. Main reason ✓ one box	Q4b. Other reason ✓ all that apply
Travel to/from work	<input type="checkbox"/>	<input type="checkbox"/>
Travel to/from school, college, university (include accompanying children)	<input type="checkbox"/>	<input type="checkbox"/>
Travel to/from dentist, doctor, hospital, optician (include accompanying someone else)	<input type="checkbox"/>	<input type="checkbox"/>
Travel to/from shops to do essential shopping or jobs/appointments (e.g. food shopping, banking etc.)	<input type="checkbox"/>	<input type="checkbox"/>
Travel to/from shops to do non-essential shopping or jobs/appointments (e.g. clothes shopping, visit hairdressers etc.)	<input type="checkbox"/>	<input type="checkbox"/>
Visit friends or family	<input type="checkbox"/>	<input type="checkbox"/>
Visit day centre/community centre activities	<input type="checkbox"/>	<input type="checkbox"/>
For days out/evenings outs	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify) _____	<input type="checkbox"/>	<input type="checkbox"/>

Q5. If the bus service/stop you use was withdrawn, how would you travel?

(For each row, please tick ✓ one box only)

	Very likely	Fairly likely	Not very likely	Not at all likely	No local service	Don't know
Car as driver	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Car as passenger/get a lift	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cycle	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Motorcycle/Moped	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Taxi	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Train	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Use local community transport scheme	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Walk	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I would not be able to travel	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section 2: Proposals for subsidised bus services

Option 1: withdraw all bus subsidies

This proposal will affect 100 bus services across Oxfordshire, approximately 9% of the Oxfordshire bus network. The changes to each subsidised bus service will vary and in some cases this could simply mean one or two stops are removed and in other cases a greater impact would be felt.

Find out if and how a bus service on a route you use may be affected by using the online map [here](#) or download the full table of routes here (see Annex X at www.oxfordshire.gov.uk/stconsultation).

If this option is agreed:

- The proposed changes would be come into effect as existing contracts with commercial bus operators' end.
- All bus subsidies would be fully withdrawn by the end of this financial year (April 2016).
- This option would save the council approximately £3.7 million (above the demands of the current savings targets).

Option 2: reduce bus subsidies by £2.3m (as demanded by current savings targets)

This proposal would affect only a proportion of the 100 bus services across Oxfordshire supported in some way by a council bus subsidy.

Again, changes to each subsidised bus service will vary and in some cases this could simply mean one or two stops are removed and in other cases a greater impact would be felt. Overall, the impact of this proposal would be less than in option 1.

Find out if and how a bus service on a route you use may be affected by using the online map [here](#) or download the full table of routes here (see Annex Y at www.oxfordshire.gov.uk/stconsultation).

If this option is agreed, the proposed changes would be come into effect as existing contracts with commercial bus operators' end. All effected bus subsidies would be fully withdrawn by the end of this financial year (April 2016).

If this proposal was adopted, we would continue to review bus subsidies on subsidised bus services as is currently the case, and it is likely that we need to look again at the funding for bus subsidies in the future.

Q6. Which of the two proposals for achieving savings from subsidised bus services do you prefer?

(Please tick ✓ one box only)

Option 1
(fully withdraw)

Option 2
(partially
withdraw)

Neither

Don't know

Reasons:

Q7. What are your views for on our preferred approach for option 2 of prioritising subsidised bus services which are most likely to be used by older people and people with disabilities, who have free bus passes which allow them to travel off-peak?

Full details of this approach and the alternatives approaches we looked at are set out in the consultation document.

(Please tick ✓ one box only)

Agree

Neutral

Disagree

Don't know

Reasons:

Q8. If you disagree, do you prefer one of the alternative approaches for prioritising subsidised bus services we set out in the consultation document or do you have an alternative suggestion of your own?

Yes

No

Comments:

We have undertaken an assessment of the impact on individuals and groups of the proposals for subsidised bus services. These are outlined in the Service and Community Impact Assessment (SCIA) which is available on the county council website (www.oxfordshire.gov.uk/stconsultation) and in libraries should you wish to read it.

Q9. Please give your views on the impacts identified. Have we missed anything?

Comments:

Q10. Do you have any other comments on the proposed service changes options for subsidised bus services set out in the consultation document?

Section 3: Dial a Ride

The following section asks you questions about Dial-a-Ride.

Please note - this consultation is only relevant to Dial-a-Ride users outside of Oxford City. Oxford City Dial-a-Ride is already being run by a voluntary sector organisation called Aspire and so will not be effected by any decisions that come out of this consultation.

Q11a. Do you use Dial a Ride?

(Please tick ✓ one box only)

<input type="checkbox"/>	Yes	Go to Q11b
<input type="checkbox"/>	Yes - the Oxford Aspire Dial a Ride service	Go to Q14
<input type="checkbox"/>	No	Go to Q14

Q11b. How often do you travel using the Dial-a-Ride service?

(Please tick ✓ one box only)

<input type="checkbox"/>	Every day
<input type="checkbox"/>	Three or more times a week
<input type="checkbox"/>	Once or twice a week
<input type="checkbox"/>	Less than once a week but more than twice a month
<input type="checkbox"/>	Twice a month
<input type="checkbox"/>	Once or twice a year
<input type="checkbox"/>	Less often

Q12. What are the main reasons that you use the Dial-a-Ride service?

Please select one main reason, and then highlight any other reasons you use the Dial-a-Ride service.

	Q12a. Main reason ✓ one box	Q12b. Other reason ✓ all that apply
For attending appointments e.g. dentist, chiropodist, hairdresser but not hospital appointments	<input type="checkbox"/>	<input type="checkbox"/>
For trips e.g. market days	<input type="checkbox"/>	<input type="checkbox"/>
To visit friends and family	<input type="checkbox"/>	<input type="checkbox"/>
For days out	<input type="checkbox"/>	<input type="checkbox"/>
Other Please specify _____	<input type="checkbox"/>	<input type="checkbox"/>

Q13. Thinking about the main reason you use Dial-a-Ride. If the Dial-a-Ride service was unavailable, how would you travel?

(For each row, please tick ✓ one box only)

	Very likely	Fairly likely	Not very likely	Not at all likely	No local service	Don't know
Car as driver	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Car as passenger/get a lift	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cycle	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Motorcycle/Moped	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Taxi	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Train	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Use local community transport scheme	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Walk	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I would not be able to travel	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q14. What do you think of our proposal for Dial-a-Ride?

To work with community transport groups across the county to try and develop schemes which can meet similar needs to those which Dial-a-Ride currently serves and to stop funding Dial-a-Ride.

Full details about the proposal are set out in the consultation document.

(Please tick ✓ one box only)

Agree

Neutral

Disagree

Don't know

Reasons:

We have undertaken an assessment of the impact on individuals and groups of the proposal for Dial-a-Ride. These are outlined in the Service and Community Impact Assessment (SCIA) which is available on the county council website (www.oxfordshire.gov.uk/stconsultation) and in libraries should you wish to read it.

Q15. Please give your views on the impacts identified. Have we missed anything?

Q16. Do you have any other comments on the proposal for Dial-a-Ride as set out in the consultation document?

Section 4: About You

It would be helpful to know a bit about you so we can check whether views differ across the communities we serve.

Please note that this section is optional and you don't have to complete these questions if you don't want to. If you would prefer not to answer any of these questions, please tick the 'prefer not to say' box so that we are aware of your choice.

Any information provided is governed by the Data Protection Act 1998 and will be treated as strictly confidential.

If you are responding as a councillor or representative of a group, school or organisation, please go to Q23 at the end of this section.

Q17. What is your age?

(Please tick ✓ one box only)

Under 16	16-24	25-34	35-44	45-54	55-64	65-74	75+	Prefer not to say
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q18. What is your postcode?

This information helps us to understand the impact of these proposals on different areas of the county.

Q19. Which of the following best describes your current work status?

(Please tick ✓ one box only)

<input type="checkbox"/>	Employee in full-time job (30 hours or more per week)
<input type="checkbox"/>	Employee in part-time job (less than 30 hours per week)
<input type="checkbox"/>	Self-employed/freelance – full or part time
<input type="checkbox"/>	On a government sponsored training scheme
<input type="checkbox"/>	Unemployed and available for work
<input type="checkbox"/>	Full-time education at school, college or university
<input type="checkbox"/>	Looking after family or home
<input type="checkbox"/>	Retired
<input type="checkbox"/>	Not required to work due to a disability or illness
<input type="checkbox"/>	Other (please specify) _____
<input type="checkbox"/>	Prefer not to say

Q20. Do you own and/or have access to a car?

(Please tick ✓ one box only)

<input type="checkbox"/>	Yes
<input type="checkbox"/>	No
<input type="checkbox"/>	Prefer not to say

Q21. Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months? (Include problems related to old age).

(Please tick ✓ ONE box only)

<input type="checkbox"/>	Yes, limited a lot
<input type="checkbox"/>	Yes, limited a little
<input type="checkbox"/>	No
<input type="checkbox"/>	Prefer not to say

Q22. Do you make use of the concessionary bus pass scheme, which provides free off-peak travel?

(Please tick ✓ ONE box only)

<input type="checkbox"/>	Yes, I hold an older persons' bus pass
<input type="checkbox"/>	Yes, I hold a disabled persons' bus pass
<input type="checkbox"/>	No
<input type="checkbox"/>	Prefer not to say

Q23. If you are responding as a councillor or a representative of a group or organisation please provide details below.

(Please tick ✓ ONE box only)

<input type="checkbox"/>	Councillor (please specify the area/areas you represent) _____
<input type="checkbox"/>	Representative of an educational establishment (please specify which) _____
<input type="checkbox"/>	Representative of a group or organisation (please specify which) _____
<input type="checkbox"/>	Other (please specify) _____

Q24. As a stakeholder responding to this consultation, please indicate if you would be happy for your full response to be published by the county council as part of consultation report and/or shared if a request is received by the county council.

If either case, personal contact details will not be released.

(Please tick ✓ all that apply)

<input type="checkbox"/>	Yes - I am happy for my full response to be published as part of the council report
<input type="checkbox"/>	Yes - I am happy for my full response to be shared if a request is received by the county council
<input type="checkbox"/>	No, neither

Thank you for completing this questionnaire.

Please send your response to:

Supported transport consultation

FREEPOST OXFORDSHIRE COUNTY COUNCIL

(No further address details required)

Annex W - Full Methodology

Introduction

This document should be read in conjunction with the full consultation document.

The purpose of this analysis is to establish which subsidised bus services are best value for money, and which are worst value. The fundamental metric used to establish “value for money” is “cost per address served uniquely by subsidised bus”.

Bus services can be ranked based on this metric. This ranking will determine which services should be prioritised with the limited budget available, and for which the subsidy should be removed. The number of services affected will be based on the savings required under the new bus subsidy budget.

Assumptions

Some assumptions were made as part of this analysis:

- The need for transport is uniformly distributed across population (more specifically, uniformly across addresses)
- Different customer needs can be satisfied by bus services at different times of day
- In general, the population will remain relatively static over the next five years. Where necessary, Section 106 and Community Infrastructure Levy agreements will ensure additional transport is provided to growth areas.
- Subsidy Contract Value is perfectly spread across all 52 weeks of the year.
- Where a contract contains multiple services, subsidy contract value is evenly spread across these services (and across all stops served by these services).

Exclusions

Where observed, certain attributes were ignored or excluded from the analysis.

These were:

- External funding sources such as Section 106, Community Infrastructure Levy, and Department for Transport funding. These are not candidates for cost reductions. The expectation is that when these funding agreements expire, the services will be run commercially.
- Community Transport services were left intact, in line with wider Oxfordshire County Council policy direction.
- Dial-a-ride and other similar schemes were not included in this part of the analysis.
- Bus service timetables are never entirely static. Any services not listed in the master timetables were factored in wherever possible, but any subsequent changes to timetables will not be reflected.

How many addresses are served uniquely by each subsidised bus stop?

To arrive at the index for ranking subsidised bus services, two key datasets were used within Tableau and MapInfo software.

The first data set contains timetable data for all bus services operating solely, or partly, within Oxfordshire County. This data is owned by Oxfordshire County Council (OCC) and made publicly available via Traveline. The *Public Transport Info & Infrastructure Team* own this data within OCC. On top of this data subsidy contract information was layered, owned and provided by the *Subsidised Bus Service Team*.

The second data set contains every address in Oxfordshire. The data was obtained from Ordnance Survey (their *Address Point* data set). An address is defined as a postal address (a set of geographic coordinates, from a list of every postal address by Royal Mail).

Bus timetables are never static, and subsidies undergo routine reviews. The bus subsidy and timetable data analysed was the most up-to-date version available at the time of the analysis.

With this data, the first step was to calculate whether the addresses are served by commercial bus services. To do this, the address point data was plotted on a map. A 400 metre zone (straight-line distance) was created around all bus stops served by at least one commercial bus service.

Historically Oxfordshire County Council has used 400 metres as a “reasonable” walking distance. It was decided that this distance fit well with our analysis for three reasons:

- 1) It is a tried and tested distance applicable to Oxfordshire
- 2) It fits more appropriately than any alternative further distance for serving “vulnerable” customers as it is a shorter distance to walk.
- 3) This analysis uses “crow flies” distance and so walking distance may be slightly further than 400 metres in some cases.

The alternative considered was 640 metres (approximately an 8 minute walk at 80 metres per minute), used by Transport for London throughout their Public Transport Accessibility Level analysis (PTAL).

If an address falls within this zone, it is treated as being *served by Commercial Services*.



These addresses are then removed from the analysis.

Addresses that are not served by a commercial service remain. The process is repeated for stops served by subsidised bus services. This is to calculate how many addresses are served by each subsidised service (that are not already served by commercial services).

For each subsidised bus service stopping point, the number of addresses served is counted. Each subsidised bus stop now has a number associated with it, called the **Address Score**.

In cases where an address falls into multiple overlapping circles, its count is allocated to the nearest bus stop.

Time Bands

Due to the nature of the needs of the customer, as well as the variability of bus timetables, this entire process was carried out three times for different times of day and week. These were termed **Time Bands**.

To prioritise a time band, all services stopping within the times are assessed and scored, but any service or stop outside is not included. This provides a separate ranking table for each.

The time band categories are:

- **Weekday Daytime:** 09:30-16:00 Monday-Friday
- **Weekday Peak Times:** 06:30-09:30, and 16:00-19:00 Monday-Friday

- **Weekday Evening/Night, and Weekend:** 19:00-06:30 Monday-Friday, and all times on Saturday, Sunday, and Bank Holidays

If a bus stops at a location within any given time band, then all addresses within 400m from that stop are considered to be served by that bus. This means that addresses can be served or not served depending on the time band. For example, addresses often have no services available at the weekend or at night, but they do during the day. Every time band is assessed independently of one another.

This means that if a commercial bus service stops at a location within a specific time band, then any subsidised services that stop at the same location within the same time band will effectively be given a zero for their address score for this stop. This is because the subsidy is not serving the addresses uniquely within that time of day. In other words, the addresses have a commercial alternative.

The time bands are based on two core principles:

- The first is that they align with customer needs. Different types of people travel at different times of day and week. As part of the analysis we aimed to provide options based on different customer types and assess the impacts associated with them. People who might be considered as “commuters”, for example, tend to travel at peak times. “Vulnerable” or elderly people tend to travel during the day to access services and go shopping, and people travelling for “leisure” often travel at the weekend or in the evening.
- The second is that they coincide with time brackets used for bus and rail travel by Transport for London (see <http://www.oyster-rail.org.uk/peak-or-off-peak/> for more information). The time definitions are therefore supported more widely across the industry.

Arriving at the Ranking: Cost Index

As a result of the above steps, every subsidised bus stop has a count of uniquely served addresses for each time band. This is called the **Address Score**. From this we wish to rank the bus services, by creating a **Cost Index**.

As mentioned in the introduction, we want to rank the services based on “cost per address served uniquely by subsidised bus”. It is therefore necessary to next assign cost to services based on current subsidy contract costs.

The first step is finding **Cost per Stop Visit**. This value is calculated by totalling the number of stops a service has per year and dividing the annual contract cost by this. The number represents a cost for every time a subsidised bus visits a stop.

For each subsidised service the **Address Score** is summed for the time band. This is because each service will visit many stops, each of which can have a different address score.

The service **Cost per Stop Visit** is then divided by service **Address Score** to give the **Cost Index**, which represents the ranking of cost per address per stop. In other words, it shows whether a service is “value for money” in terms of how many unique addresses it serves compared to the cost required to serve them.

This should be considered an index and not an actual cost because of the way costs have been uniformly distributed across contracts (as outlined in the *Assumptions* section above).

Once the process is completed, every subsidised bus service has a **Cost Index** associated with it, from which they can be ranked.

Determining Service Risk Level

With a ranking of services generated for each of the proposed options, the next step is to sort the list by the **Cost Index** so that the best value services are at the top and worst are at the bottom. By working down the list, it is possible to define which subsidised services should be prioritised for any future funding.

The Risk level is allocated to each service to indicate how services will be prioritised. Very Low risk is given to services that are exempt from the ranking (as described above). Low, Medium, and High risk are given to services that serve addresses with no commercial alternative during the specified time band. These three categories are evenly divided between these services. Very High risk is given to services that have a zero Address Score during the specified time band.

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Available Patronage Data

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Introduction

A collation and processing of available patronage data took place on 03rd March 2016. This covered the most up-to-date 2 years’ worth of data (October 2013 to September 2015).

The following document details the quantity and quality of available subsidised bus patronage data. It explains what is available, as well as the relevant caveats and assumptions that must be made when examining it.

Data Available

Data Available Summary

- The data is incomplete across the last 2 years (68% of patronage data points over the past 2 years do not exist).
- The amount of data available for each 6 month period varies considerably.
- The most complete time period is April 15 to September 15 (the most recent). The least complete is April 14 to September 14.
- There is no data yet for the latest 6 months (October 15 - March 16)
- There is data available for different operators for different time periods.

Data Available by Route

The following table summarises what percentage of subsidised routes have patronage data available for them for each 6 month period. "Yes" indicates data is available, "No, means it is not.

Time Period	Yes (num of Routes)	No (num of Routes)	Yes (%)	No (%)	Comment
Apr 15 - Sep 15	74	44	62.7	37.3	Majority do have data
Oct 14 - Mar 15	27	91	22.9	77.1	Majority don't have data
Apr 14 - Sep 14	5	113	4.2	95.8	Vast majority don't have data
Oct 13 - Mar 14	45	73	38.1	61.9	Majority don't have data
Total for Oct 13 - Sep 15	151	321	32	68	

Data Available by Operator

The following table summarises for which operators patronage data is available for each 6 month period. "Yes" indicates data is available, "No, means it is not.

Operator	Data for entire 2 year period?	Number of 6 month periods with data available (out of 4)	Data available for			
			Apr-Sep15	Oct14-Mar15	Apr-Sep14	Oct13-Mar14
Arriva the Shires	No	1	No	No	No	Yes
Carousel Buses	No	0	No	No	No	No
Faringdon Community Bus	No	1	No	No	No	Yes
Go Ride Community Interest Company	No	1	No	Yes	No	No
Heyfordian Travel	No	0	No	No	No	No
Johnson's Excelbus	No	1	No	No	No	Yes
Kier	No	0	No	No	No	No
Oxfordshire County Council	No	0	No	No	No	No
Pulhams Coaches	No	2	Yes	No	No	Some Routes
Red Rose Travel	No	3	Yes	Yes	No	Yes
Stagecoach in Northants	No	2	Yes	No	No	Yes
Stagecoach in Warwickshire	No	2	Some Routes	No	No	Yes
Stagecoach Oxfordshire	No	1	Yes	No	No	No
Stanford in the Vale Minibus	No	2	No	Yes	No	Yes
Thames Travel	No	2	Yes	No	No	Some Routes
Vale Travel	No	0	No	No	No	No
Villager Community Bus	No	3	Some Routes	Some Routes	No	Some Routes
Whites Coaches	Yes	4	Yes	Yes	Yes	Yes
Total number of operators with data	1 of 18		8 of 18	5 of 18	1 of 18	11 of 18

Caveats of Available Data

- **Patronage is merged by service number or operator in some cases**
 - For example, 67/67A/67B/67C are all listed by the operator as a single row with one patronage number.
 - Services for which this applies tend to be similar in nature, but may differ in
 - a) route (variations of the same route visit different roads/villages/areas etc.)
 - b) time (a service can change its number at different times of day)
 - There was one occasion where an operator appeared to merge patronage of all their services, although it was not clear (Johnson's Excelbus, Sep14-Mar15).
 - There are occasions where one service has been discontinued or is commercial and the other subsidised (e.g. X10/33, and X1/X1A).

- The columns in the data called *Data For Services* indicate which services the data applies to, as stated by the operator when providing the data.
 - In these cases, the assumption taken is that the number of passengers can be divided equally across the number of services.
- **Data provided sometimes appears incomplete**
- Some subsidised services do not indicate any subsidised passengers
 - This raises questions about data consistency across operators (what the data contains and whether it is complete).
 - For example the stagecoach 8 and stagecoach 11 have many commercial passengers but the subsidised passengers were left blank for April - September 2015.
- **Inconsistent quality of provided data**
- Some data is not broken down by passenger type. Operators have given a total number of passengers, not a number of subsidised, commercial, concessionary etc.
 - Examples of services where data provided does not state passenger type include Red Rose 275, Thames Travel 143, Villager services.
 - There are other cases where concessionary passengers are not listed as either commercial or subsidised, and so it is unclear to which category they belong (they have been listed as *Concessionary Not Specified*)
 - Where it was not clearly stated, various assumptions were made about which passengers should be considered subsidised or commercial. These are detailed fully in Annex 1.
- **Services and subsidies have changed**
- Some historic data is no longer applicable, and some historic data does not include newer services.
 - The further back in time, the less comparable to current routes the data becomes
 - In some cases service frequencies have been changed, routes changed, service numbers added and removed, etc.
 - Recent examples include the 136C, 67C.
- **Non-specified measurement method**
- The data does not consistently indicate how passengers are measured.
 - Some indicate that "*One boarding passenger is counted as one even if the ticket is a return. (Return ticket should be counted as ONE passenger rather than two)*"
 - Others do not indicate this, implying that a return ticket is 2 passenger journeys (counted twice).
 - Cross-boundary services do not always state whether they include Oxfordshire passengers only.

Comparing Available Data to Ranking Methodology

Comparison Summary

- The available patronage data was compared to the initial (July 2015) consultation ranking methodology.
- Many assumptions are required to make this comparison. These assumptions require validation.
- The Number of Subsidised Passengers against Consultation Ranking suggested a weak correlation. The trend line demonstrates that (very roughly) the better the rank, the higher the number of passengers.
- Other results/comparisons consistently demonstrated no significant correlation.

- The comparisons carried out are not exhaustive.

Comparison Assumptions

In order to make a valid comparison of routes by patronage a number of assumptions have had to be made. In addition to the *Caveats of Available Data* section (above), the following should be noted when considering any comparisons. For full details of how these assumptions were taken into account, please see the full processing method in Annex 1.

Data Availability Assumptions

It has been assumed that the available data is a representative reflection of subsidised service patronage, and that the gaps in the data would follow similar patterns as the available data.

Data Contents Assumptions

- It has been assumed that the data provided by the operators is complete and correct.
- It has been assumed that the data provided by the operators is comparable in how it is measured. In other words, the same ticket types are measured in the same way (single vs return tickets, paper vs electronic tickets, concessionary and commercial tickets, etc.)
- Where data provided does not clearly break down passenger types (commercial vs. subsidised), several assumptions must be made to interpret the data and extract subsidised passengers. These are detailed in Annex 1, point 6.
- It has been assumed that in cases where data provided contains more than one merged service, that the number of passengers can be divided equally across the number of services. This is required to consider services individually.
- It has been assumed that in cases where data states that subsidised passengers equal zero for subsidised services, that there is a problem with the data, and therefore it must be excluded.
- It has been assumed that where services have changed (routes, timetables etc.) over the 2 year period, that they are not so different that data cannot be compared across that time (except for in the cases where services have discontinued or new services have started). Similarly, it must be assumed that the extent of the subsidy (the proportion of the service subsidised – the times and places that are subsidised) has not changed considerably over the two year period.

Subsidy Cost Assumptions

When calculating cost per passenger, the Service Subsidy Cost value for each service is an estimate. This is because subsidy contracts can cover multiple services. A service can also be covered by multiple contracts (for example on different days). In this column, subsidy value has been attributed to services within a contract perfectly equally.

For the purpose of this paper, the most recent subsidy contract value has been used to calculate current subsidy cost. It must be assumed that the service subsidy cost does not differ considerably with the current value over the previous two year period examined.

Consultation Ranking Assumptions

The rankings taken for this comparison were the original rankings published at the start of the consultation. In other words, they are not the most-recent updated post-consultation rankings (which prioritise rural services, and exempt deprived services and school routes).

Community Transport services that were originally exempt from the ranking have been excluded from this comparison (they were not given a numerical rank as they were originally excluded).

Comparing Original Consultation Rank to Patronage Numbers and Cost per Passenger Calculation

The following table shows the original consultation ranking, compared to how services are ranked based on both average subsidised passengers, and average cost per subsidised passenger.

57 services are not included in the following table because they:

- Either were exempt from the original consultation ranking (Community Transport services)
- Or were not included in the original consultation ranking (the service didn't exist then or could not be analysed originally)
- Or have no data available for average subsidised passengers
- Or data is available but zero subsidised passengers were indicated (assuming this must be an error)

Operator	Service Number	Original Consultation Ranking	Average Subsidised Patronage Ranking	Rank change from Original	Number of places change	Cost Per Subsidised Passenger Ranking	Rank change from Original	Number of places change
Stagecoach Oxfordshire	B7	1	3	Rank Worse	-2	7	Rank Worse	-6
Stagecoach Oxfordshire	B2	2	1	Rank Better	1	5	Rank Worse	-3
Thames Travel	38	3	15	Rank Worse	-12	36	Rank Worse	-33
Pulhams Coaches	X9	4	5	Rank Worse	-1	15	Rank Worse	-11
Johnson's Excelbus	269	5	47	Rank Worse	-42	28	Rank Worse	-23
Stagecoach Oxfordshire	19	6	4	Rank Better	2	21	Rank Worse	-15
Stagecoach Oxfordshire	18	7	8	Rank Worse	-1	30	Rank Worse	-23
Stagecoach Oxfordshire	17	8	6	Rank Better	2	18	Rank Worse	-10
Red Rose Travel	275	9	50	Rank Worse	-41	48	Rank Worse	-39
Go Ride Community Interest Company	134	10	13	Rank Worse	-3	20	Rank Worse	-10
Whites Coaches	154	11	31	Rank Worse	-20	25	Rank Worse	-14
Stagecoach Oxfordshire	B10	12	10	Rank Better	2	19	Rank Worse	-7
Thames Travel	41	13	27	Rank Worse	-14	10	Rank Better	3
Johnson's Excelbus	270	14	35	Rank Worse	-21	14	Rank the Same	0
Whites Coaches	145	15	16	Rank Worse	-1	11	Rank Better	4
Whites Coaches	151	16	28	Rank Worse	-12	22	Rank Worse	-6
Thames Travel	42	17	44	Rank Worse	-27	29	Rank Worse	-12

Operator	Service Number	Original Consultation Ranking	Average Subsidised Patronage Ranking	Rank change from Original	Number of places change	Cost Per Subsidised Passenger Ranking	Rank change from Original	Number of places change
Thames Travel	67	18	54	Rank Worse	-36	51	Rank Worse	-33
Stagecoach Oxfordshire	X15	19	9	Rank Better	10	27	Rank Worse	-8
Thames Travel	67B	20	59	Rank Worse	-39	59	Rank Worse	-39
Pulhams Coaches	64	21	34	Rank Worse	-13	39	Rank Worse	-18
Thames Travel	63	22	42	Rank Worse	-20	52	Rank Worse	-30
Thames Travel	94	23	22	Rank Better	1	31	Rank Worse	-8
Thames Travel	67A	24	51	Rank Worse	-27	49	Rank Worse	-25
Thames Travel	22	25	18	Rank Better	7	35	Rank Worse	-10
Go Ride Community Interest Company	W10	26	41	Rank Worse	-15	34	Rank Worse	-8
Thames Travel	139	27	11	Rank Better	16	26	Rank Better	1
Stagecoach Oxfordshire	B1	28	2	Rank Better	26	6	Rank Better	22
Thames Travel	25	29	26	Rank Better	3	42	Rank Worse	-13
Thames Travel	95	30	33	Rank Worse	-3	40	Rank Worse	-10
Thames Travel	23	31	20	Rank Better	11	37	Rank Worse	-6
Thames Travel	44	32	57	Rank Worse	-25	55	Rank Worse	-23
Thames Travel	T94	33	43	Rank Worse	-10	57	Rank Worse	-24
Whites Coaches	153	34	30	Rank Better	4	24	Rank Better	10
Whites Coaches	152	35	29	Rank Better	6	23	Rank Better	12
Go Ride Community Interest Company	W12	36	49	Rank Worse	-13	44	Rank Worse	-8
Stagecoach Oxfordshire	89	37	53	Rank Worse	-16	50	Rank Worse	-13
Go Ride Community Interest Company	K2	38	25	Rank Better	13	17	Rank Better	21
Go Ride Community Interest Company	K1	39	17	Rank Better	22	12	Rank Better	27
Stagecoach Oxfordshire	S4C	40	38	Rank Better	2	54	Rank Worse	-14
Thames Travel	43	41	48	Rank Worse	-7	32	Rank Better	9
Thames Travel	143	42	56	Rank Worse	-14	60	Rank Worse	-18
Thames Travel	218	43	58	Rank Worse	-15	58	Rank Worse	-15
Stagecoach Oxfordshire	86	44	37	Rank Better	7	33	Rank Better	11
Stagecoach Oxfordshire	85	45	45	Rank the Same	0	43	Rank Better	2
Go Ride Community Interest Company	W11	46	52	Rank Worse	-6	47	Rank Worse	-1
Thames Travel	T2	47	19	Rank Better	28	8	Rank Better	39
Thames Travel	97	48	40	Rank Better	8	45	Rank Better	3
Stagecoach Oxfordshire	20	49	7	Rank Better	42	2	Rank Better	47
Pulhams Coaches	X8	50	14	Rank Better	36	38	Rank Better	12
Thames Travel	X1	51	21	Rank Better	30	1	Rank Better	50
Thames Travel	136C	52	32	Rank Better	20	3	Rank Better	49

Operator	Service Number	Original Consultation Ranking	Average Subsidised Patronage Ranking	Rank change from Original	Number of places change	Cost Per Subsidised Passenger Ranking	Rank change from Original	Number of places change
Arriva the Shires	280	53	24	Rank Better	29	4	Rank Better	49
Arriva the Shires	800	54	39	Rank Better	15	9	Rank Better	45
Thames Travel	X2	55	12	Rank Better	43	13	Rank Better	42
Thames Travel	T1	56	23	Rank Better	33	16	Rank Better	40
Thames Travel	114	57	36	Rank Better	21	41	Rank Better	16
Stagecoach in Warwickshire	50	58	55	Rank Better	3	46	Rank Better	12
Go Ride Community Interest Company	C1	59	46	Rank Better	13	53	Rank Better	6
Pulhams Coaches	811	60	60	Rank the Same	0	56	Rank Better	4
Go Ride Community Interest Company	K3	61	61	Rank the Same	0	61	Rank the Same	0

The table indicates that for the services listed, the ranking based on patronage is considerably different from the original consultation ranking.

Some examples of big differences:

Example 1: X2 - Thames Travel - Ranked significantly better based on patronage

Of the services listed above, the X2 ranked quite low in the original consultation ranking (55 out of 61). The reason for the low rank is that the subsidy is partial, covering:

“Some early morning and late evening journeys between Didcot and Wallingford (The majority of journeys on this service operate on a commercial basis and are therefore unaffected.)”

This means that whilst these journeys appear to be well-used, they have commercial alternatives within the time band (in other words, the bus user could wait for a commercial service at the same stop at a different time. In this case, they could catch a commercial-running X2 service later in the morning or earlier in the evening)

Example 2: 20 - Stagecoach - Ranked significantly better based on patronage

Of the services listed above, service 20 ranked quite low in the original consultation ranking (49 out of 61). The reason for this low rank is that all but 7 stops that the service visits have commercial services that also visit the stop (they have a commercial alternative at that location).

Based on patronage, the service is well-used and therefore ranks highly.

Example 3: 269 - Johnson's Excelbus - Ranked significantly worse based on patronage

Of the services listed above, service 269 ranked quite high in the original consultation ranking (5 out of 61).

This is likely to be because the annual subsidy for this service is fairly low, and a number of the stops it visits cover areas that have a lot of addresses (within 400m of the stop) but no commercial service. For example, Hornbeam Close and Broughton Road in South West Banbury.

Patronage data suggests that subsidised passengers are fairly low, meaning this service would rank lower based on patronage.

Appendix 1: Data Processing Method

The data was processed in the following way:

All of the working is based on information in a spreadsheet file which will be available by a link below on Wednesday 9 March 2016.

- 1) Copied the files locally for processing
- 2) Sorted the files out of the annual folders they were stored into their respective 6 month periods. Then did the below for each of the 6 month periods from the last two years (of most recently available date as of 04/03/16).
- 3) Went through each of the files in turn sorting them into the following:
 - a. Files containing patronage data for subsidised services
 - b. Files with no subsidised services
 - c. Files that are incomplete (e.g. do not cover the entire 6 month period)
 - d. Duplicate files (usually with same data but slightly different format or name)
 - e. Files for services that are no longer subsidised
 - f. Unreadable or corrupt files (one of these)
- 4) For each of the files containing relevant patronage data (from 4a) above), went through them extracting the patronage data copying it verbatim in to the following categories:
 - a. Subsidised Passengers
 - b. Commercial Passengers
 - c. Concessionary Subsidised passengers
 - d. Concessionary Commercial passengers
 - e. Concessionary passengers (not specified whether subsidised or commercial)
 - f. Total passengers
- 5) Match these columns up to the list of subsidised services in one large table
- 6) For each 6 month period, calculate the total subsidised passengers, as follows:
 - a. If there is no data available for the period, then state no data available, Else
 - b. If Subsidised passengers is blank and subsidised concessionary is blank, then
 - i. If all commercial passengers, concessionary commercial, and concessionary not specified are also blank, then
 1. Return the total passengers column (Assume the total passengers is subsidised as it is the only value)
 - ii. Else if concessionary not specified is the same as total passengers then
 1. Return the total passengers column (assume all passengers are concessionary and all are subsidised)
 - iii. Else if only commercial values have been provided, then set the value to 0 subsidised passengers
 - c. Else total the subsidised and concessionary subsidised columns

The below formula achieves the above.

Columns populated directly from provider data:

J = Subsidised passengers

K = commercial passengers

L = Concessionary Subsidised

M = Concessionary Commercial

N = Concessionary not specified (not specified whether subsidised or commercial)

O = Total Passengers

=IF(O3="No Data Available at present","No Data Available at present",IF(AND(L3="",J3=""),IF(AND(M3="",K3="",N3=""),O3,IF(AND(O3<>","",O3=N3),

O3,IF(AND(O3="",N3="",M3<> "",L3="",K3<> "",J3=""),0,"Uncalculatable")),IF(OR(L3="",J3=""),L3&J3,L3+J3)))

- 7) For those services where patronage data provided covers multiple services, then divide the total patronage by the total number of services. This includes the following services:
 - 136A/136C
 - 151, 152, 153, 154
 - 25/25A
 - 44/44A
 - 67/67A/67B/67C
 - X1/X1A
 - X10/33
- 8) Filter out subsidised services for which data was provided that state zero subsidised passengers (assume these are errors or data is incomplete)
- 9) Create an average number of subsidised passengers per 6 month period for the past 2 years. This is done by totalling the number of subsidised passengers from each period, and dividing by how many periods are available (maximum of 4 six month periods = 2 years).
- 10) Calculate an average cost per subsidised passenger per average 6 month period by dividing the 16-17 subsidy value by 2 (to give a 6 month period) and then dividing this by the average subsidised passengers per 6 month period.
- 11) Sort the values in order and give them a ranking (the higher the patronage, the better the ranking, or the lower the average subsidised passenger cost, the better the ranking).
- 12) Compare these values to the consultation rankings and indexes (original and most recent versions).
- 13) Compile comparison table against original consultation ranking.
- 14) Completed processing data has been copied *here* *.

* Link to be included on Wednesday 9 March 2016.

Division(s): N/A

CABINET – 15 MARCH 2016

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
Cabinet, 19 April 2016	
<ul style="list-style-type: none">▪ Senior Management Review To provide feedback on the report recommendations of the senior management review and to seek approval for the next steps.	Cabinet, Leader 2016/017
<ul style="list-style-type: none">▪ Oxfordshire Together To seek approval of the transferring of services down to Town and Parish Councils.	Cabinet, Leader 2016/024
<ul style="list-style-type: none">▪ Delegated Powers - April 2016 To report on a quarterly basis any executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for scrutiny call in.	Cabinet, Leader 2015/124
<ul style="list-style-type: none">▪ Council's Approach to Business Management (including draft Directorate Business Strategies & Measures) To approve the council's new approach to business management, along with approving individual Directorate Business Strategies and Measures.	Cabinet, Deputy Leader 2015/129
<ul style="list-style-type: none">▪ Business Management & Monitoring Report for Quarter 3 - 2015/16 To note and seek agreement of the report.	Cabinet, Deputy Leader 2015/116
<ul style="list-style-type: none">▪ Street Lighting Contract and Interim Policy To seek approval of the proposed interim policy for provision of the electrical services, note their impact on the service and to approve the emergency procurement process.	Cabinet, Environment 2016/025
<ul style="list-style-type: none">▪ 2015/16 Financial Monitoring & Business Strategy Report - February 2016 Financial report on revenue and capital spending against budget allocations, including virements between budget heads.	Cabinet, Finance 2015/115

Cabinet Member for Children, Education & Families, 11 April 2016

- **Federation of Wood Farm Primary School and The Slade Nursery School, Oxford** Cabinet Member for Children, Education & Families, 2015/126
Whether to formally support the Governing Bodies of the two schools in their proposal to federate from September 2016.

Cabinet Member for Environment, 28 April 2016

- **Oxfordshire Minerals & Waste Annual Monitoring Report 2015** Cabinet Member for Environment, 2015/090
To seek agreement to the Minerals & Waste Annual Monitoring Report for 2015, setting out progress on preparation of the Minerals & Waste Local Plan and the results of monitoring of minerals & waste planning policies.
- **Revised Arrangements for Visitor Parking Permits - Abingdon and Henley** Cabinet Member for Environment, 2015/080
To seek approval of the proposals.
- **Proposed Traffic and Parking Measures - Access to Headington Scheme** Cabinet Member for Environment, 2016/003
To seek approval of the proposals.

Cabinet Member for Public Health, 27 April 2016

- **Health Visitor Services** Cabinet Member for Public Health, 2016/023
To seek approval of the incurring of expenditure for the commissioning of the Health Visiting Service and to delegate to the Director of Public Health, following consultation with the Cabinet Member for Public Health the authority to determine tenders and contracts in order to secure provision of services.