OXFORDSHIRE
COUNTY COUNCIL

*Notice of a Meeting*

# Performance Scrutiny Committee
## Thursday, 5 July 2018 at 10.00 am
## Rooms 1&2 - County Hall, New Road, Oxford OX1 1ND

**Membership**

Chairman Councillor Liz Brighouse OBE
Deputy Chairman - Councillor Jenny Hannaby

| *Councillors:* | Nick Carter | Liz Leffman | Emily Smith |
| | Mike Fox-Davies | Charles Mathew | Michael Waine |
| | Tony Ilott | Glynis Phillips | Liam Walker |

*Notes:*     ***A pre-meeting briefing*** *will take place in the Members' Board Room at 9.30am on the day of the meeting.*
*Date of next meeting: 6 September 2018*

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**What does this Committee review or scrutinise?**
- The performance of the Council and to provide a focused review of:
  - Corporate performance and directorate performance and financial reporting
  - Budget scrutiny
- the performance of the Council by means of effective key performance indicators, review of key action plans and obligations and through direct access to service managers, Cabinet Members and partners;
- through call-in, the reconsideration of decisions made but not yet implemented by or on behalf of the Cabinet;
- queries or issues of concern that may occur over decisions being taken in relation to adult social care;
- the Council's scrutiny responsibilities under the Crime and Justice Act 2006.

**How can I have my say?**
We welcome the views of the community on any issues in relation to the responsibilities of this Committee. Members of the public may ask to speak on any item on the agenda or may suggest matters which they would like the Committee to look at. **Requests to speak must be submitted to the Committee Officer below no later than 9 am on the working day before the date of the meeting.**

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**For more information about this Committee please contact:**
| Chairman | - | Councillor Liz Brighouse |
| | | E.Mail: liz.brighouse@oxfordshire.gov.uk |
| Policy & Performance Officer | - | Katie Read, Senior Policy Officer |
| | | 07584 909530 katie.read@oxfordshire.gov.uk |
| Committee Officer | - | *Colm Ó Caomhánaigh, Tel 07393 001096* |
| | | *colm.ocaomhanaigh@oxfordshire.gov.uk* |

*P G Clark*

Peter G. Clark
Chief Executive

June 2018

**About the County Council**
The Oxfordshire County Council is made up of 63 councillors who are democratically elected every four years. The Council provides a range of services to Oxfordshire's 678,000 residents. These include:

| | | |
|---|---|---|
| schools | social & health care | libraries and museums |
| the fire service | roads | trading standards |
| land use | transport planning | waste management |

Each year the Council manages £0.9 billion of public money in providing these services. Most decisions are taken by a Cabinet of 9 Councillors, which makes decisions about service priorities and spending. Some decisions will now be delegated to individual members of the Cabinet.

**About Scrutiny**
Scrutiny is about:
• Providing a challenge to the Cabinet
• Examining how well the Cabinet and the Authority are performing
• Influencing the Cabinet on decisions that affect local people
• Helping the Cabinet to develop Council policies
• Representing the community in Council decision making
• Promoting joined up working across the authority's work and with partners

Scrutiny is NOT about:
• Making day to day service decisions
• Investigating individual complaints.

**What does this Committee do?**
The Committee meets up to 6 times a year or more. It develops a work programme, which lists the issues it plans to investigate. These investigations can include whole committee investigations undertaken during the meeting, or reviews by a panel of members doing research and talking to lots of people outside of the meeting. Once an investigation is completed the Committee provides its advice to the Cabinet, the full Council or other scrutiny committees. Meetings are open to the public and all reports are available to the public unless exempt or confidential, when the items would be considered in closed session.

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**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, giving as much notice as possible before the meeting**

**A hearing loop is available at County Hall.**

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*recycled paper*

# AGENDA

**1.   Apologies for Absence and Temporary Appointments**

**2.   Declarations of Interest - Guidance note on back page of the agenda**

**3.   Minutes** (Pages 1 - 8)

To approve the minutes of the meeting held on 24 May 2018 and to receive information arising from them.

**4.   Petitions and Public Address**

**5.   For information: Equalities Action Plan** (Pages 9 - 36)

The Equality Policy 2018-2022 and accompanying Action Plan 2018-2019 is presented to the Committee for information. Members of the Committee may find a number of the indicators to be of particular interest for this meeting, as the agenda includes discussions about work force development and diversity.

**The Committee is RECOMMENDED to note the action plan.**

**6.   Call-in of a decision by the Cabinet: Home to School Transport and Travel Policy** (Pages 37 - 60)

10.10

Written notice has been given in accordance with the Council's Scrutiny procedure rules requiring a decision of the Cabinet on 19 June 2018 to be called in for review by this Committee.

The following documents are attached:
(a) A report setting out the names of the Councillors who have required the Call In and the reasons given for the Call In.
(b) The report considered by the Cabinet.
(c) The extract of the minutes of the meeting where the decision was made.
(d) The recommendation to Cabinet from the Education Scrutiny Committee's discussion of this item.
(e) Additional information provided in response to the Call In.

**7.   Adult Social Care Workforce** (Pages 61 - 72)

11.10

The County Council has been working closely with Health partners and providers to improve recruitment and retention of the adult social care workforce in Oxfordshire. This paper provides an overview of the impact of this work and the unique challenges faced by Oxfordshire for the Committee to scrutinise progress in this area.

Request from HOSC:
"The Joint Health Overview and Scrutiny Committee (HOSC) requests that the

Performance Scrutiny Committee examines in detail the new model of Wellbeing teams being piloted by the County Council as part of its scrutiny of the adult social care workforce. In particular, when reviewing system-wide action in response to the outcome of a recent CQC inspection, HOSC raised concern with the Director for Adult Services about the use of paid volunteers as part of these teams, the rigour of oversight and accountability, and the sustainability of this model."

**The Performance Scrutiny Committee is RECOMMENDED to scrutinise the progress made with providers to improve recruitment and retention of the adult social care workforce in Oxfordshire.**

8.    **Oxfordshire County Council Corporate Plan 2018-2021 and Outcomes Framework** (Pages 73 - 112)

12.00

The Corporate Plan sets out the County Council's overarching strategy for the period 2018-2021. It states our updated vision for 'thriving communities' in Oxfordshire and describes the council's main priorities and the specific actions that will be taken in the period to March 2019.

This document builds on a short, public-facing document (the 'prospectus') which was published in October 2017 and summarised the council's vision and priorities. The Corporate Plan 2018- 2021 expands on the messages in the prospectus, drawing together our vision, values and the key areas of focus for the coming year.

The Outcomes Framework shows the key indicators and measures by which we will routinely assess and report on progress towards ambitions set out in the Corporate Plan.

The intended audience for the Plan is Councillors, staff, partners, inspectors and residents with a specific interest.

**The Committee is RECOMMENDED to:**

a)    **consider the Corporate Plan, ahead of its presentation for agreement by Council on 10 July; and**

b)    **provide any comments on the Outcomes Framework to strengthen its use in corporate performance reporting.**

9.    **Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services** (Pages 113 - 116)

12.20

The Home Office have commissioned Her Majesties Inspectorate for Constabulary to complete inspections of all English Fire and Rescue Services. This is the first inspection regime of this type for over a decade so the methodology, approach and judgement criteria are all being developed and tested now.

*recycled paper*

Oxfordshire Fire and Rescue Service are preparing for inspection between October and December 2018. This report outlines the process for inspection and the risks associated for the Committee to note and consider future reporting requirements.

**The Committee is RECOMMENDED to:**

a)     **note the content of the report, and**

b)     **identify future reporting requirements.**

## 10.   Highways customer satisfaction (Pages 117 - 124)

13.00

The County Council is currently receiving a high level of correspondence regarding dissatisfaction about the condition of Oxfordshire's roads.  In addition, a recent general customer satisfaction survey indicates that this may also be playing a part in how the public perceive the County Council as a whole.

This report has three main sections to help identify potential areas of focus for discussion and future investigation.

- Section 1 - Explanation regarding the life of a road and the cost of upkeep
- Section 2 - The Council's sphere of influence
- Section 3 - Oxfordshire Together work with communities around highways.

**The Committee is recommended to use the information in this report to identify areas of focus or concern for potential further investigation at a future committee meeting, or through a focussed deep dive, in respect of Customer Satisfaction with the condition of Oxfordshire's roads.**

## 11.   Committee work programme (Pages 125 - 128)

13.30

To agree the committee's work programme for future meetings based on key priorities and discussion in the meeting.

# Declarations of Interest

**The duty to declare…..**
Under the Localism Act 2011 it is a criminal offence to
(a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
(b) provide false or misleading information on registration, or
(c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

**Whose Interests must be included?**
The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**
• those of a spouse or civil partner of the member or co-opted member;
• those of a person with whom the member or co-opted member is living as husband/wife
• those of a person with whom the member or co-opted member is living as if they were civil partners.
(in each case where the member or co-opted member is aware that the other person has the interest).

**What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?.**
The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

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

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

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

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

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

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

# PERFORMANCE SCRUTINY COMMITTEE

**MINUTES** of the meeting held on Thursday, 24 May 2018 commencing at 10.00 am and finishing at 1.45 pm

**Present:**

**Voting Members:**          Councillor Liz Brighouse OBE – in the Chair

Councillor Jenny Hannaby (Deputy Chairman)
Councillor Nick Carter
Councillor Mike Fox-Davies
Councillor Tony Ilott
Councillor Liz Leffman
Councillor Charles Mathew
Councillor Glynis Phillips
Councillor Emily Smith
Councillor Liam Walker
Councillor Jeannette Matelot (In place of Councillor Michael Waine)

**Officers:**

Whole of meeting          Katie Read (Senior Policy Officer); Colm Ó Caomhánaigh, Committee Officer.

Part of meeting

| Agenda Item | Officer Attending |
|---|---|
| 7 | Rachel Burns, Strategy Officer (Waste) |
| 9 | Janet Johnson, Strategic Lead for Vulnerable Learners |
| 9,12 | Lucy Butler, Director for Children's Services |
| 10,11 | Lorna Baxter, Director for Finance; Steven Fairhurst Jones, Corporate Performance and Risk Manager |
| 12 | Lara Patel, Deputy Director – Safeguarding; Vince Clark, Service Improvement Lead; Hannah Farncombe, Deputy Director – Children's Social Care. |

*The Scrutiny Committee 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 agreed as set out below. Copies of the agenda, reports and schedule are attached to the signed Minutes.*

**21/18   ELECTION OF CHAIRMAN FOR THE 2018/19 COUNCIL YEAR**
(Agenda No. 1)

Councillor Nick Carter moved and Councillor Glynis Phillips seconded that Councillor Liz Brighouse be elected Chairman of the Committee for the 2018/19 Council Year.

**RESOLVED:** (nem con) that Councillor Liz Brighouse be elected Chairman of the Committee for the 2018/19 Council Year.

**22/18 ELECTION OF VICE-CHAIRMAN FOR THE 2018/19 COUNCIL YEAR**
(Agenda No. 2)

Councillor Liz Leffman moved and Councillor Liz Brighouse seconded that Councillor Jenny Hannaby be elected Vice-Chairman of the Committee for the 2018/19 Council Year.

**RESOLVED:** (nem con) that Councillor Jenny Hannaby be elected Vice-Chairman of the Committee for the 2018/19 Council Year.

**23/18 APOLOGIES FOR ABSENCE AND TEMPORARY APPOINTMENTS**
(Agenda No. 3)

Apologies were received from Councillor Michael Waine (substituted by Councillor Jeannette Matelot).

**24/18 DECLARATIONS OF INTEREST - GUIDANCE NOTE ON BACK PAGE OF THE AGENDA**
(Agenda No. 4)

There were no declarations of interest.

**25/18 MINUTES**
(Agenda No. 5)

The minutes of the meeting on 15 March 2018 were approved and signed as a correct record.

**26/18 PETITIONS AND PUBLIC ADDRESS**
(Agenda No. 6)

A request was received from Councillor John Howson to speak on item 9 – "Joint Local Area Inspection of Special Educational Needs and Disabilities (SEND)". It was agreed to receive his presentation at the start of that item.

**27/18 HOUSEHOLD RECYCLING DEEP DIVE REPORT**
(Agenda No. 7)

Councillor Leffman presented the "deep-dive" report. There were seven recommendations from the group as well as seven other areas identified as being worthy of further enquiry. The Chairman put the seven recommendations individually to the Committee.

1. Re-establish and fully fund the Oxfordshire Waste Partnership, with a commitment to increasing recycling rates from 60% to 75% by 2025.

It was agreed to replace "Re-establish and fully-fund" with "Consider re-establishing" as there is no estimate available as to the cost.

<u>2. Focus on communicating the cost advantages of recycling to residents (We could double the spending on our roads if we saved £3 million!).</u>

It was agreed to delete the sentence in brackets as the £3 million figure relates to the increased spending on roads and not the total spending.

Recommendations 3 to 6 were agreed.

<u>7. Make a comparative study of other councils' waste services.</u>

It was agreed to add ", including in relation to new technologies."

Another recommendation was suggested and agreed.

"8. Work with manufacturers and retailers to ensure adoption of consistent packaging policies that mean materials are recyclable."

The group will come back again with a report on the matters for further consideration.

**RESOLVED: to make the following proposals to Cabinet –**

**1. Consider re-establishing the Oxfordshire Waste Partnership, with a commitment to increasing recycling rates from 60% to 75% by 2025.**

**2. Focus on communicating the cost advantages of recycling to residents.**

**3. Improve support for "re-use, recycle" to avoid materials getting into the chain in the first place.**

**4. Work with local councils to create greater synergy in waste collection services.**

**5. Create a strategy for effectively communicating to residents what they can recycle and how, particularly food waste.**

**6. Work towards recycling items that are currently going to incineration: laminated pouches, plastic film etc.**

**7. Make a comparative study of other councils' waste services, including in relation to new technologies.**

**8. Work with manufacturers and retailers to ensure adoption of consistent packaging policies that mean materials are recyclable.**

**28/18   YOUNG CARERS INTERIM DEEP DIVE REPORT**
(Agenda No. 8)

Councillor Carter summarised the interim report of the "deep-dive" on behalf of the group which also included Councillor Emily Smith and Councillor Phillips.

The Committee decided to look into the issues for young carers following the report of the Oxfordshire Health Inequalities Commission which only looked at support for older carers. The interim report identifies six areas for further exploration and six areas in which it considers that recommendations could be developed.

Councillor Carter also suggested appointing a Champion for Young Carers. The councillors in the group thanked the officers for their support in the deep-dive and in producing the interim report.

**RESOLVED: to**

a) **review and consider the interim findings of the deep dive into how the Council identifies and supports young carers to reduce the inequalities they face.**

b) **consider the next steps and suggest any further lines of inquiry for the deep dive.**

c) **agree to receive final recommendations from the deep dive at the July Performance Scrutiny Committee meeting.**

## 29/18   JOINT LOCAL AREA INSPECTION OF SPECIAL EDUCATIONAL NEEDS AND DISABILITIES (SEND)
(Agenda No. 9)

It was agreed that following the discussion of the report there will be a discussion about the proposal going to Cabinet for a consultation process on closing Northfield School.

Ms Johnson introduced the report which focused on how the local area is tackling areas of significant weakness identified in the inspection.

Officers responded to Members' questions as follows:
- The proportion of Education Health and Care Plans (EHCPs) completed within 20 weeks has improved from 32% at the time of the report to near 50%.
- About 500 requests were received this year, though this is increasing. It represents around 2.1% of children, which is in line with the national average.
- The children presenting now for EHCPs have increasingly complex needs – mostly in relation to mental health.
- The Cabinet Member with responsibility, Councillor Hibbert-Biles, has personally lobbied the Government for increased funding.
- Case law has lowered the bar for getting an EHCP. The refusal rate in Oxfordshire is below the national average.
- If there were fewer EHCPs, more money could be spent helping schools deal with the issues in general which would in turn reduce the need for EHCPs.
- It was agreed to circulate data on EHCPs and tribunal decisions relating to EHCP refusals.

- EHCPs are reviewed every 12 months, though emergency reviews can also take place.
- Home to School Transport is not part of the EHCP framework.
- A small amount of extra funding - £1 million – was received from central government following a review of the formula but it is nowhere near enough to drive change.
- Officers are looking at more efficient use of resources with high needs children.
- A summary chart is produced every six weeks. It was agreed to circulate this to Members of the Committee and the Chairman undertook to monitor it.
- Membership of the main parent/carer group supporting co-production has declined. It was agreed to consider how councillors could get involved and help reinvigorate the group.

**RESOLVED: to note the report.**

Councillor John Howson expressed concern about the proposal to consult on closing Northfield School. He asked if Government funds allocated to prioritise spending on the schools which are in the worst condition could be used.

Ms Butler apologised for the speed with which this proposal had emerged but felt that the situation was now critical. The main school site had to close due to asbestos and children are now accommodated in portacabins and at Hill End. Staff are concerned that these alternative arrangements are not suitable and that the school site is not fit for purpose.

Members raised various issues and Ms Butler responded as follows:

- There are currently 71 boys from all over Oxfordshire at the school with social, emotional and mental health needs.
- It will be difficult to find alternative solutions for 71 children – it may be possible to include some in mainstream schools but some will need special care.
- With the school population bulge now moving from primary to secondary level there may be opportunities to find solutions in primaries.
- Officers will look at co-educational solutions but do not want to rule anything out at this stage.
- The proposal goes to Cabinet on 4 June. If the consultation goes ahead it will finish at the end of the school term with a paper going to the July Cabinet meeting. There would be a further four weeks for representations which would take us to the September Cabinet meeting. It would be implemented by the end of December.
- If alternative solutions can be found for children in the meantime they will be taken.
- The normal annual budget for the school is £1.5m.

AGREED:

The Committee is minded to support the consultation with the following recommendations -

- The families involved must be consulted by July and all pupils' EHCPs must be reviewed.
- Alternative provisions must take account of what is best for each child and there should be a smooth transition to other forms of education.
- It would be best to find alternatives within Oxfordshire.
- The proposals must be tested against equality and inclusion.
- Increasing the number of resource bases in mainstream schools should be considered.

**30/18   NARRATIVE REPORT 2017-18**
(Agenda No. 10)

**31/18   STRATEGIC DIRECTION AND OUTCOMES FRAMEWORK 2018-19**
(Agenda No. 11)

It was agreed to discuss Items 10 and 11 together.

Ms Baxter introduced the draft Narrative Report which must be included in the annual Statement of Accounts and invited Members to comment.  Mr Fairhurst Jones introduced the report on the Strategic Direction and Outcomes Framework and asked Members to consider if there was an adequate array of indicators, and if there were particular underlying measures they would expect to be in use.

Officers responded to Members' comments as follows:
- A report on lessons to be learned from the Northamptonshire case was presented to the Political Group Leaders and the Audit Working Group.  It can be circulated to Members of this Committee.
- The main issues were around governance, accountability and financial control.
- Any money required for the next phase of Fit For the Future in 2018/19 will come from reserves.  Beyond that it could be a balance of reserves and having first call on savings and will be agreed as part of the 2019/20 Service & Resource Planning process.
- The £9.4m paid to Carillion to settle the final accounts was agreed prior to their bankruptcy.  It is not possible to state that there will be no further payments as we are in a legal process and our current position is that we are not making any payments relating to outstanding sums due to Carillion for the period pre liquidation of the company.
- The outcome on numbers of apprenticeships is relevant to children over-16.  The specific measures will include data relevant to them.

The Chairman suggested including statistics on the numbers with level 3 qualifications which is relevant to employment issues especially social care.

**32/18   DEMAND MANAGEMENT IN CHILDREN'S SOCIAL CARE**
(Agenda No. 12)

Ms Butler introduced a presentation and summarised the feedback from OFSTED. Oxfordshire is the first local authority to receive a 'good' rating under the new system. The self-evaluation stage had identified some improvements needed in Health and Protection and this was confirmed by the OFSTED analysis.

Members raised points on the presentation and officers responded as follows:

- There are tools to assist in identifying neglect which recognise the cumulative impact of factors. The link can be circulated to Members: http://www.oscb.org.uk/themes-tools/neglect/neglect-toolkit-tools-and-interventions
- The reasons why records do not always reflect the quality of work done include the fact that staff are working to capacity and prioritise giving direct support to children and families. However the directorate has a performance programme in place to drive up timely recording.
- The authority has 14 children privately fostered at the moment. It has been as high as 34/35. The Council is in regular communication with other agencies to ensure awareness of the duty to notify the LA.
- There were 2,000 Early Health Assessments (EHAs) since Jan 17 – an increase of 200%.
- The reduced number of Looked After Children (LACs) is partly due to fewer new LACs but also some children ceasing to be LACs.
- OFSTED were assured that the push to reduce the number of LACs is child-centred and not budget-driven.
- 22% of LACs are more than 20 miles outside Oxfordshire. In spite of the 42% increase in LAC over the last 3 years, OCC has done well to ensure that the percentage of children placed at distance has only increased by 4%. We have workstreams aimed at bringing them back into county wherever possible.
- The number of LACs from other LAs placed in Oxfordshire is not available but they do not absorb OCC resources and the Council is not using our own places for income generation.
- Led by Lucy Butler, 19 local authorities in the South East are working together to analyse the increase in highly complex LACs whose needs are not being met by the residential/fostering market, with a view to lobbying DfE to address national sufficiency. It was agreed to share this work with the Committee.
- Case loads are becoming more manageable now and the proportion of agency staff has reduced from 14% to 9% of social workers. Retention of staff has been addressed without increasing salaries but using bonuses and progression schemes. Oxfordshire's 'good' judgement is critical in attracting and retaining staff.
- Apprenticeships are in place – all in business support.
- There are a range of routes for unqualified staff to become qualified. For example, we sponsor 10 per year. Their degree is funded and they are paid a salary.

Members thanked officers for a very informative presentation.

## 33/18  SCRUTINY ANNUAL REPORT 2017-18
(Agenda No. 13)

It was agreed to add more in paragraph 6.14 on the issues other than the referrals to the Secretary of State discussed by the Joint Health Overview and Scrutiny Committee (HOSC).

Members expressed surprise that Cabinet Advisory Groups (CAGs) meet in private. Ms Read explained that they are included in the Annual Scrutiny Report because they operate in a similar way to scrutiny committees in that they look at specific issues and conduct deep dives.

Members of the Transport CAG stated that the Group had not agreed that one of the three possible corridors for the Oxford Cambridge Expressway would not be supported.  It was agreed to remove that from paragraph 7.10.

**34/18    COMMITTEE WORK PROGRAMME**
(Agenda No. 14)

It was agreed that the Chairman will review the work programme.

................................................................ in the Chair

 Date of signing   ................................................ 2018

Division(s): All

## Performance Scrutiny Committee– 5 July 2018

## Equalities Action Plan: 2018-2019

### Report by Policy and Performance Service Manager

### Introduction

1.    This report presents the Equalities Policy 2018-2022 and the accompanying Action Plan 2018-2019 for the Committee's information. Members of the Committee may find a number of indicators to be of particular interest for this meeting, as the agenda includes discussions about work force development and diversity.

### Equalities Policy and Action Plan 2018-2022

2.    The Performance Scrutiny Committee commented on a draft of the County Council's Equality Policy at their meeting on 4 January 2018. After considering the comments from the Committee, the Council undertook a six-week public consultation exercise. The revised Policy was agreed by the Cabinet at their meeting on 21 May 2018.

3.    The Policy has eight objectives which will form the basis of the Council's equalities work over the 2018-2022 timescales. An action plan based on the objectives will be produced annually. A copy of the agreed Policy and the 2018-19 action plan is attached to this report as Annex 1.

4.    Objectives 7 and 8 may be of particular interest to the Performance Scrutiny Committee at this meeting. Objective 7 states that: "We will improve the diversity of our workforce so that it better reflects the diversity of our communities".

5.    Objective 8 states that "we will improve how we support our employees with disabilities so they can be fully involved in the workplace, access career development opportunities and be successful at work." All the objectives are underpinned by targeted actions in the action plan.

### *Monitoring Arrangements*

6.    Now that the Policy has been agreed, quarterly monitoring information will be provided and this will be tied to the overall Performance Monitoring Framework. The action plan will be refreshed annually drawing on an officer working group from across the Council.

7.    The Cabinet Member for Local Communities will have overall responsibility for ensuring that we achieve our equalities objectives. Feedback from the public consultation made it clear that monitoring and governance arrangements were

important to include in the new Policy. The action plan has identified lead senior council officers who will take on responsibility for the actions.

## Financial and Staff Implications

8.      The report is presented for information so there are no financial or staffing implications.

## Equalities Implications

9.      This report is presented for information, however a full Service and Community Impact Assessment was prepared for the Equalities Policy 2018-2022, which was included in the Cabinet papers for 22 May 2018.

## RECOMMENDATION

10.      **The Committee is RECOMMENDED to note the action plan.**


Ben Threadgold
Policy and Performance Manager

Background papers:

Contact Officer:      Lauren Rushen
June 2018

# Equality Policy and Strategy 2018 - 2022

OXFORDSHIRE
COUNTY COUNCIL

# Oxfordshire County Council Equality Policy

## Contents

## 1. Executive Summary

The Council's vision is to have thriving communities for everyone in Oxfordshire. We celebrate the diversity of our County and we are committed to the principles of equality, diversity, fairness and inclusion. These principles apply to both our own workforce and to the services we commission and deliver for residents.

We undertook a self-assessment using the Local Government Association Equality Framework to understand the areas where we need to develop our approach to equalities. This self-assessment, along with public consultation has been developed into the eight objectives in the Equality Policy and Strategy 2018-2022:

1. It is important that we know who are customers are and so we will ask you to tell us more about you when you contact our customer service centre and/or our complaints team
2. We want to know what people think about the services we provide, so we will ask for feedback on our services to make sure we can take your views into account in future and our services meet everyone's needs
3. We will improve access to our public website and other digital services we provide to make sure all residents are able to access the information they need as easily as possible
4. We will improve the quality of the data we collect about our residents and service users to make sure it is as current as possible. This will help us to respond better to the differing needs of our communities when planning and designing services.
5. We want to make sure that our public buildings are accessible to all our residents and staff. We will review access to buildings we maintain to ensure that they are as accessible as possible
6. Some of our services are provided by other agencies or organisations. We will make sure they know about our commitment to the equality duty, the protected characteristics and their role in helping us meet our objectives.
7. We will improve the diversity of our workforce so it better reflects the diversity of our communities.
8. We will improve how we support our employees with disabilities so they can be fully involved in the workplace, access career development opportunities and be successful at work.

We have agreed an action plan to help us achieve these objectives. The plan is monitored quarterly by the Council's Leadership Team and Cabinet and there will be an annual report of progress made and new actions to be included.

OXFORDSHIRE
COUNTY COUNCIL

## 2. Introduction

Our overarching vision is to have thriving communities for everyone in Oxfordshire. We want to achieve this by listening to our communities to identify local needs and by working with our communities to agree the best way forward. Our prospectus sets out our goals, vision and future plans which will be delivered through our corporate plan. Through our Equalities Policy we will ensure that we include the principles of equality, diversity, fairness and inclusion in our decision making. These principles apply to our own workforce and to the services we commission and deliver to local residents. Through this document, we will set out how we apply these principles through under the Equality Act 2010 and our obligations under the Public Sector Equality Duty; how we have used the Local Government Association's Equality Framework self-assessment and relevant data to develop our equalities objectives; our annual action plan and finally our monitoring and governance arrangements.

The Equality Act 2010 defines discrimination as the less favourable treatment of a person, because of protected characteristic, as compared to others who do not share that characteristic. The legislation also applies in cases where there is a belief that the person who is disadvantaged has a particular protected characteristic, whether that was a mistaken belief or not.

## 3. What is the Public Sector Equality Duty?

The broad purpose of the Public Sector Equality Duty is to integrate consideration of equality and good relations into our daily business, and in particular to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the 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.

The Act identifies nine protected characteristics which are:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership (but only in respect of eliminating unlawful discrimination)
- Pregnancy and maternity
- Race – this includes ethnic or national origins, colour or nationality
- Religion and/or belief – this includes lack of belief
- Sex
- Sexual orientation

At Oxfordshire County Council, we decided that we wanted to focus on areas of disadvantage as well as the nine protected characteristics. In doing that, we have

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also taken into consideration the International Holocaust Recognition Alliance's[1] definition of antisemitism and the Race Disparity Audit published in October 2017[2]. We may choose to review and amend these additional characteristics at any time to reflect changing circumstances.

3.1 How are we meeting our responsibilities under the Public Sector Equality Duty?

All of our work is completed within the context of the Duty: tackling discrimination; advancing opportunity and fostering good relations. There are also 3 specific responsibilities that we must do to meet under Duty:

| What is the responsibility? | How does Oxfordshire County Council meet the duty? |
|---|---|
| Consider how the decisions we make and services we deliver affect people who share different protected characteristics and publish information that demonstrates how we have achieved this. | The process we use to assess potential impacts is called a Service and Community Impact Assessment (SCIA). All functions undergo an initial SCIA that is proportionate to the significance of the change and potential impact. The largest SCIA takes place during the annual budget-setting process. SCIAs will be available to Councillors when considering any public function. Information can be found on the Oxfordshire Insight pages here and completed SCIA's are published on our public website at: www.oxfordshire.gov.uk/cms/public-site/equality-and-cohesion. They are also available in alternative formats on request. |
| Annually publish information to demonstrate compliance with the general equality duty. This should include information relating to people with protected characteristics who are employees and/or those affected by policies and practices | Oxfordshire Insights publishes a 'Data Briefing – Focus on equalities' annually which provides a profile of Oxfordshire's residents based on the protected characteristics. More detailed information relating to our service users can be found in our Joint Strategic Needs Assessment (JSNA) and published on our website: http://insight.oxfordshire.gov.uk/cms/ which is also updated annually. |

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[1] "Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities."
[2] Race and Disparity Audit: https://www.gov.uk/government/publications/race-disparity-audit (accessed April 2017)

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| Prepare and publish an equality policy, and specific, measurable equality objectives at least once every four years. | This document satisfies this requirement. |
|---|---|

### 4. Self-Assessment of our current approach

We used the Local Government Association Equality Framework self-assessment tool to assess how we are currently performance against five performance areas. We consulted a range of staff across the organization where performance could be graded either as 'Developing', 'Achieving' or 'Excellent.'

The 5 performance areas and our assessment against them are:

| Leadership, partnership and organisational commitment | Achieving |
|---|---|
| Knowing your communities | Achieving |
| Involving your communities | Achieving |
| Responsive services and customer care | Developing |
| A skilled and committed workforce | Achieving |

The evidence gathered as part of the self-assessment has shown where we are performing well, including pockets of excellent practice. This shows that we are meeting the letter and spirit of the duties, even in situations where service change has been driven by funding pressures. We have also identified areas where we need to better meet our commitment to making Oxfordshire a fair and equal place in which to live and work.

Over the following pages, we will explain what evidence we have found through the self-assessment and the where we will be working to make improvements through our equality objectives over the next four years.

4.1 Leadership, Partnerships and Organisational commitment

Our leaders demonstrate good knowledge and understanding of our local communities.  There is a strong commitment from our senior officers to embedding the principles of equality, diversity and inclusion in all our business.

Our cabinet member for Local Communities holds Equalities as part of his portfolio, and has responsibility for ensuring that we deliver our ambitions in this area.

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The Council vision is to achieve thriving communities for everyone in Oxfordshire, with a particular emphasis on improving outcomes for young people, older people, those with disabilities and others who are vulnerable and need additional support. We also actively promote equality issues such as Transgender Remembrance Day, Holocaust Memorial Day and rainbow flag flying for LGBT awareness across the Council.

This commitment also runs through our close working with partners across the public and voluntary sector, including formal arrangement such as the Health and Wellbeing Board, Safer Communities Partnership and Stronger Communities Partnership. It is also reflected in close working relationships with local organisations in supporting individuals and communities, and in providing services directly on behalf of the council.

## 4.2 Knowing Your Communities

*How are we currently performing?* Our self-assessment highlight that whilst we collect a significant amount of data about our communities, including equality information to inform the Joint Strategic Needs Assessment and strategic plans such as the Joint Health and Wellbeing Strategy there are still areas for improvement.

*What are we going to do differently?* We are going to change the ways we gather data about our customers. We have identified that we do not currently collect equality monitoring data of inbound inquires to the complaints team or to the Customer Services Centre. We also do not collect data on sexual orientation or gender reassignment, partly because the wider data required to use these as a benchmark is not currently available.

> **Objective 1: It is important that we know who our customers are and so we will ask you to tell us more about you when you contact our customer service centre and/or our complaints team.**

*Why are we going to make this change?* Better data about our customers, including those with protected characteristics will help us to make better use of it in planning, commissioning, and delivering services to our customers. We are working to address our approach to business intelligence to ensure effective and efficient delivery of council functions. Through our Fit for the Future programme, we will also develop smarter ways of gathering data about our customers so that they only need to tell us this information once.

*What are we going to do differently?* We have identified that we predominantly analyse information relating to protected characteristics in a linear fashion, as this is the format in which data are predominantly available. It is important to acknowledge that there will be many intersections within or between protected characteristics.

*Why are we going to make this change?* It is important that we understand the distinctive characteristics of our communities in a wholistic way. For example, in

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benchmarking staffing information regarding ethnic diversity, we need to understand that there are significant differences in the ethnic make-up of Oxfordshire with respect to different areas of the county and different age groups. This will mean that the services we deliver will take into account these variations and will be better at meeting everyone's needs.

> **Objective 2: We want to know what people think about the services we provide, so we will ask for feedback on our services to make sure we can take your views into account in future and our services meet everyone's needs.**

4.3 Involving your communities

*How are we currently performing?* Our self-assessment identified that this is an area where we are performing well and continuing to develop new ways of working. The Council has a long track record of engagement with residents and we are moving towards a co-production model. We understand co-production as designing, buying and reviewing services with people. We use people's strengths and expertise to help commissioners to better understand the needs and priorities of local people. This has helped us to create innovative solutions that work for people of Oxfordshire.

*What are we going to do differently?* There are excellent examples of co-production within adult social care and we are now working to extend this approach across the Council.

> **Case Example 1: Contract Monitoring - Quality Checkers**
> OCC need a range of learning disability services monitored (e.g. supported living, respite, day services, and in-patient services). The Adult Social Care Quality and Contracts team has been running a Quality Checkers service since 2016 in conjunction with My Life My Choice, a user-led Oxfordshire based self-advocacy organisation.
>
> Quality Checkers are people with learning disabilities who have experience of using the learning disability services. Together with a supporting family expert by experience, they monitor each service through agreed criteria and complete a monitoring feedback form. The Quality and Contracts Team use this information to inform their quality monitoring reviews and frequently quote from the Quality Checkers reports.
>
> This means that the service user voice is clearly embedded in OCC's Quality Monitoring systems.

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4.4 Responsive Services and Customer Care

*How are we currently performing?* We have graded this as a 'developing' area in our self-assessment. Whilst there are areas of good practice, we will make this an area of particular area focus over the course of this policy. We have developed three objectives to address this aspect of our policy:

1. Digital services and data quality
2. Accessibility
3. Services provided by other agencies

*Digital services and data quality:*

*What are we going to do differently?* We are currently redesigning our public website and seeking to introduce a range of other digital services. The Joint Strategic Needs Assessment (JSNA) has highlighted that we have an ageing population and that 1 in 7 residents have some element of their daily lives limited by a disability. We recognise that these groups may not have the same levels of digital proficiency or preference as many in the younger age range. We need to ensure that this is considered as part of redesigning these services.

*Why are we making this change?* Our Fit for the Future programme is about using digital technology and data differently to create a better, smoother journey for customers so that they can access the information they need whenever they need it. As part of this process, it is important that we consider the needs of all of our customers particularly those who are more vulnerable and those with protected characteristics. We are committed to improving the data we provide but it is equally important that we analyse the information we collect effectively to shape the servicers we deliver to our residents.

> **Objective 3: We will improve access to our public website and other digital services we provide to make sure all residents are able to access the information they need as easily as possible.**

> **Objective 4: We will improve the quality of the data we collect about our residents and service users and make sure it is as current as possible. This will help us to respond better to the differing needs of our communities when planning and designing services.**

*Accessibility:*

*What are we going to do differently?* In additional to improving our online accessibility, we also need to review the physical accessibility of our buildings and transport routes to ensure that they are as accessible as possible. Protected

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characteristics include those which make accessing buildings more challenging. We will also take accessibility into account as part of Highways Design.

*Why are we making this change?* We are reviewing the public buildings that we own and maintain to ensure that we are using them as efficiently and effectively as possible. It is important that this review also focuses on the physical accessibility of our buildings to make them as accessible as possible for our customers.

> **Objective 5: We want to make sure that our public buildings are accessible to all our residents and staff. We will review access to buildings we maintain to ensure that they are as accessible as possible.**

*Services provided by other agencies:*

*What are we going to do differently?* As well as the services we provide directly, our commitment to equality, diversity and inclusion extends to services delivered on our behalf. This includes contracts, commissioned services and through services linked closely to the council such as schools. We are also committed to applying these high standards when working with our partners whether they are public, private or voluntary sector organisations.

*Why are we making this change?* We recognise that we need to do more to ensure that our commissioned and contracted services are aware of our equality objectives and that they contribute to achieving them.

> **Objective 6: Some of our services are provided by other agencies or organisations. We will make sure they know about our commitment to the equality duty, the protected characteristics and their role in helping us meet our objectives.**

Whilst this is an area of significant focus in the policy, the self-assessment highlighted many examples where council services have been designed to ensure they are local, accessible and responsive to differing needs:

> **Case Example 2: Home Library Service**
> Our home library service launched in 2015 offers a service to people who are unable to visit the library themselves through frailty, infirmity or a disability and would have no other means of getting access to reading materials. Over 600 customers across the county receive the service and are supported by 185 volunteers.  The library service alone has over 800 volunteers in total, who last year contributed over 30,000 hours of volunteering to the service.

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**Case Example 3: Highways Design**
The Council residential road design guidance provides design parameters such as footway widths. It also signposts designers to documents such as 'Inclusive Mobility'. The team ensures that such factors have been considered as they audit designs, demonstrating how the highways design processes consider equality impact of highway infrastructure. Staff have attended an immersive disabilities awareness course where staff share experiences with service users as they make their way through construction sites within Oxford. This included using a wheelchair to ensure better appreciation of needs during highways design.

4.5 A skilled and committed workforce

*How are we currently performing?* A workforce which more closely resembles the community it serves is more likely to be one which engages intelligently with the needs of that community. Our Equality in Employment Report is updated annually and can be found here. The report provides a detailed analysis of the make-up of our workforce. A summary of the findings is included at Annex 2. In our self-assessment, we considered how we are committed to the principles of fairness, diversity and inclusion in our workforce. It is important that this commitment applies not only to the advice and training we give our staff in these areas but also and perhaps more fundamentally, in the make-up of our workforce. To demonstrate this, we have developed two objectives in relation to our workforce:

1. Improving the diversity of our workforce so it reflects our community
2. Improving our support to employees with disabilities

*Improving the diversity of our workforce so it reflects our community:*

*What are we going to do differently?* We want to work hard to make sure that our workforce is reflective of our diverse communities.  We recognise that all underrepresented groups need to be considered in this regard.

| Protected Characteristic | Oxfordshire | Oxfordshire County Council Workforce | Areas for development |
|---|---|---|---|
| Gender | We know that women are in the slight majority in our county (50.7% in 2014 | There is a higher proportion of females working across all services in the People directorate, especially in Children's Services and Public Health. | Women are underrepresented in the infrastructure and highways function and the Fire and Rescue Service (see case study 7 below) |

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| Black, Asian and Minority Ethnic Groups (BAME) | Black, Asian and Minority Ethnic (BAME) groups have doubled between the 2001 and 2011 Census, though this composition varies across age groups. The BAME communities in Oxfordshire account for 9.2% of the working age population. | 7.18% of our workforce have declared that they are from a BAME group. Although this has increased, we need to do more to ensure our workforce better represents the community. | BAME groups are particularly underrepresented in the Fire and Rescue Service and Law, Governance and Policy. The issues are priorities in the workforce strategy. |
|---|---|---|---|
| Age | 2011 Census showed that 13.78% of our population were aged 16 – 24. | Our workforce population of 16 – 24-year olds is 3.93%, down from 4.25% in March 2015. Although this age bracket includes those in full time education or further education, we acknowledge that we need to do more to ensure this age group is represented in our workforce. | Our Apprenticeship scheme is designed to encourage younger people with the relevant career ambitions and aptitudes to consider starting a career with the Council. The scheme means that they gain both employment and a vocational qualification. Most of our apprenticeship vacancies are only open to those under 25. |

> **Objective 7: We will improve the diversity of our workforce so it better reflects the diversity of our communities.**

The self-assessment identified the following good practice initiatives to improve the diversity of our workforce, and to ensure it better reflects the local community:

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**Case Example 4: Fire and Rescue Service Selection Days**
Oxfordshire Fire and Rescue Service run a recruitment and selection event every quarter to recruit staff for the on-call duty system. This requires individuals to undertake a number of tests to ensure they have the required level of fitness and strength to undertake the role and that they have the aptitude required for working at height/working in a confined space. Earlier this year OFRS carried out a review of this recruitment and selection event, updating webpages with clearer explanations of the disciplines. There is more information given about expectations. There is increased support during the event, to make the day more open and friendly. The number of tests were reduced resulting in a shorter day, which is better for the welfare of those attending. Feedback from individuals who have attended the more recent events is very positive, including feedback from the under-represented groups OFRS are working to attract and recruit. Comments were made about how much more open, friendly and supportive they had found the day.

**Case example 5: Stonewall Diversity Champion**
Over the summer of 2017, we signed up as a Stonewall Diversity Champion. Stonewall are Europe's largest lesbian, gay, bi and trans (LGBT) charity. They know that people perform better when they can be themselves and that's why they have created Diversity Champions, the leading employers' programme for ensuring all LGBT+ staff are accepted without exception in the workplace. We want to ensure all our staff can be themselves at work without fear of intimidation, bullying or harassment. We have engaged Stonewall to review some of our policies, such as Equality and Diversity in the Workplace, Dignity at work, Maternity, Adoption and Paternity, to ensure we are being LGBT+ inclusive and using gender neutral language.

**Case Example 6: Oxfordshire Employment Service**
Our Employment Service supports equality by directly supporting adults for whom health or disability is a barrier to employment. This involves providing specific casework support, led by a skilled and qualified team. Over the last 6 years the service has worked with over 600 people. In the last year, over 60 people have found sustainable employment. Of those we support to find employment, the rate of sustainment for past 1 year is just below 70%. The service directly employs, within County Print Finishers, 24 people who have a disability. Oxfordshire Employment Service has achieved Leader status within Disability Confident.

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*Improving our support to employees with disabilities:*

*What are we going to do differently?* We already know that in the Census 2011, 13.6% of our population felt they were limited in their daily activities because of a long-standing health problem or disability. Rates of disability vary significantly by age, with the percentage increasing with age. While some will have disabilities which are of such significance that it is not realistic for them to undertake paid employment, data collected about our workforce shows a significant gap with only 3% declaring themselves to have a disability. Further, that disabled staff are disproportionately low paid. The staff survey conducted in 2016 received a 45% response rate and through this anonymous channel, 9.13% of staff declared that they had a disability or long-term health problem.

*Why are we making this change?* We recognise that there is currently a discrepancy between the number of staff who openly declare that they have a disability or long-term health problem. Further work needs to be done to encourage staff to declare their disabilities, so support can be provided if required.

**Case Example 7: Disability Confident Employer**
The Council is a Disability Confident Employer. We are committed to supporting and developing all staff and appointing the best person to do the job based on their skills and abilities.  If a disabled person meets the essential selection criteria for a job, they will be guaranteed an interview. We are also committed to making reasonable adjustments to make sure disabled employees can develop and use their abilities and make every effort when employees become disabled to support them to stay in employment.  The 2017 data shows that the percentage of staff declaring a disability has increased. In 2016-17 20% of disabled job applicants were appointed.

**Objective 8: We will improve how we support our employees with disabilities so they can be fully involved in the workplace, access career development opportunities and be successful at work.**

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## 5. Action Plan 2018-19

To achieve our objectives we will take the following key actions. We will monitor progress closely and update annually to reflect this, plus take on board any emerging or developing areas of focus:

| | Objective | **Senior Officer Lead** / **Officer responsible** | Actions | Deadline/Measure of success |
|---|---|---|---|---|
| **1** | It is important that we know who our customers are and so we will ask you to tell us more about you when you contact our customer service centre and/or our complaints team. | **Deputy Director of Customer Experience**<br><br>**Complaints Information Manager** | The complaints already collect data on their customers so they will update their team recording system to ensure any complaints about equality issues can be identified and analysed.<br><br>Capability for customers to create a user account is planned under the Council's transformation programme Fit for the Future<br><br>We will ensure our equality principles are built into the redesign of the Council's operating model and are considered as part of the implementation of that model.<br><br>We will complete Equity Audits on our services to ensure equality of access to our services. | Update to recording system complete by August 2018.<br><br>September 2018<br><br>July 2018 – March 2020<br><br>March 2019 |
| **2** | We want to know what people think about the services we provide, so we will ask for feedback on our services to make sure we can take | **Deputy Director of Customer Experience** | All new website features will be usability tested meaning real users will try the functionality before it's released to ensure it's simple to use. | June 2018 |

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| | | Digital Services Manager

**Complaints Information Manager** | To ensure the complaints team can gather better feedback on their service the team will:<br>• refresh their policy and training for having difficult conversations with complainants.<br>• Begin developing a strategy for collecting appropriate and reliable feedback from complainants.<br>• Commit to offering translation services to people making a complaint who struggle with the English language.<br><br>Capability to gather feedback from customers across all channels of access is planned under the Council's transformation programme Fit for the Future | Policy and training plan updated by end 2018<br><br>Strategy in place by November 2018<br><br>Offer made as standard by August 2018<br><br><br>September 2018 |
|---|---|---|---|
| **3** | We will improve access to our public website and other digital services we provide to make sure all residents are able to access the information they need as easily as possible. | **Deputy Director of Customer Experience**

**Digital Services Manager** | We will redesign our website to meet minimum (AA WAI) Accessibility guidelines.<br><br>We will design a fully responsive web design that works consistently on all devices.<br><br>We will introduce assisted access to our public website in libraries, and via the | June 2018<br><br><br>June 2018<br><br><br><br>All county libraries will have this function by the end of August 2018 |

| # | | | | |
|---|---|---|---|---|
| | | | customer service centre (we'll do it for the citizen if they can't)

We will to continue to offer digital helpers in libraries (https://www.oxfordshire.gov.uk/cms/content/volunteer-be-digital-helper) | All county libraries to offer this service by August 2018 |
| 4 | We want to make sure that our public buildings are accessible to all our residents and staff and so we will carry out a review to check this. | **Director of Property and Investment**

**Asset and Investment Team Manager**

**Corporate Facilities Property Business Manager** | We will conduct a full 'Access to Buildings' audit

For example in the Westgate Library attached to the newly completed Westgate shopping centre we are reviewing the access strategy and are looking to take out the 2 lifts in the entrance lobby and replace them with 2 new bigger DDA compliant lifts that will categorised as fire lifts. This means that mobility scooters will be able to access all levels of the building by using the lifts and also be evacuated safely should a fire alarm be activated. | End of November 2018

Planning, governance & design by end of October 2018 |
| 5 | We will improve the quality of the data we collect about our residents and service users and make sure it is as current as possible.  This will help us to respond better to the differing needs of our communities when planning and designing services. | **Assistant Chief Executive**

**ICT Information Services Manager** | We will review and update our Council Data Quality Policy 2014 - 2018.

We will continue work on our Information and Master Data Management strategy which sets out how to manage the information we hold efficiently and effectively. | Refresh by end of August 2018

First draft of the strategy completed by May 2018
First phase of implementation of the strategy complete by end of 2018. |

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| | | | We will ensure that only relevant data is transferred onto the new ICT system for children's services, and that the system is used efficiently to ensure data remains current. | Transfer of data to LAS by end of 2018. |
|---|---|---|---|---|
| 6 | Some of our services are provided by other agencies or organisations. We will make sure they know about our commitment to the equality duty, the protected characteristics and their role in helping us meet our objectives. | **Director of Law and Governance**<br><br>**Legal/Procurement** | We will review our contracts to ensure that the Public Sector Equality Duty is included in the contract schedules for all commissioned services.<br><br>We will consider including equality duty as part of our contract monitoring processes. | March 2019 |
| 7 | We will improve the diversity of our workforce so it better reflects the diversity of our communities. | **Director of Human Resources**<br><br>**County HR Manager**<br><br>**Group Manager Development, Oxfordshire Fire and Rescue Service** | Develop a detailed communications strategy for Equality, Diversity & Inclusion.<br><br>Directorates to develop their own action plans, supported by the HR Business Partner, to improve the diversity of their service areas<br><br>We will work to increase representation of women in the Fire and Rescue Service by:<br>• continuing our targeted media campaigns for female groups<br>• Holding a second positive action recruitment day<br>• Raising awareness amongst women about a career in the fire service.<br>• Continuing our work around identifying barriers for recruitment. | Strategy agreed and launched in May 2018<br><br>Action plans developed by the end of July 2018<br><br><br>March 2019<br><br>November 2018<br><br>March 2019<br><br>March 2019 – successful if increase in numbers of applications from women continues. |

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| | | | • Attend the national networking forum for operational female firefighters: 'Women in the FRS'. | March 2018 - 19 |
| | | | We will publish our Gender Pay Gap report by 31st March 2018 and annually thereafter. Further actions may be developed from this. | |
| | | | We will work towards understanding how to increase numbers of BAME staff in the workforce by identifying any barriers for BAME staff in the recruitment process. | By end September 2018 |
| | | | We will review our training and guidance to increase awareness among managers of 'unconscious bias' in recruitment. | By end May 2018 |
| | | | We will work towards understanding what younger people look for in employment and use this information to identify ways we can attract and retain younger workers. | End of November 2018 |
| | | | We will engage with local groups and organisations to build a positive reputation for the Council among younger people. | To begin September 2018 |
| | | | We will explore different advertising options, particularly use of social media, to attract younger people to apply for jobs. | From June 2018 |

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| | | | We will work towards a submission for the Stonewall Workplace Equality in September 2018 | September 2018 |
|---|---|---|---|---|
| 8 | We will improve how we support our employees with disabilities so they can be fully involved in the workplace, access career development opportunities and be successful at work | **<span style="color:red">Director of Human Resources</span>**<br><br>**County HR Manager** | We will conduct a review of OCC policies, practices and support with regard to mental health in order to make recommendations for improvements | By end of 2018 |
| | | | We will raise awareness among managers to recognise invisible as well as physical disabilities and how reasonable adjustments can be made to better support our staff. | Begin by end of March 2018 |
| | | | We will raise awareness among all staff on mental health and promote the half day course on this issue. | Begin by end June 2018 |
| | | | We will encourage staff to declare if they have a disability and make clear we are asking for this information to improve any support that can be offered. | By end June 2018 |

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### 6. Monitoring and Governance

Our evidence gathering has highlighted a need for more robust governance and monitoring of our objectives. This is in order to further ensure that equality, inclusion and diversity is embedded within service planning and delivery across all our workstreams. Our equality objectives should be incorporated into service-level plans to ensure our equality principles are understood and acted upon at all levels within the organisation.

The Cabinet Member for Local Communities will have overall responsibility for ensuring that we are compliant with the Public Sector Equality Duty, that we achieve our equality objectives, and that they are reviewed and updated to reflect any changing or emerging priorities.

Each equality objective will be owned by a senior officer, who will oversee the implementation of agreed actions to achieve it. Responsible officers have been named in the action plan and will monitor the action plan as a whole. That group will produce quarterly updates for the County Leadership Team, Performance Scrutiny Committee and Cabinet referencing performance against our proposed actions. An annual report will demonstrate how we are complying with the Public Sector Equality Duty. A working group will be drawn together from across the Council to review the annual monitoring report and develop actions for the next year.

The annual report and revised action plan will be raised to the Council Leadership Team and Cabinet, as part of the Council's performance monitoring and risk management arrangements.

We will continue to publish information about our communities, our performance, the outcomes of SCIAs, new policies, and proposals for changes in service delivery.

We will continue to consult both formally and informally with key stakeholders and the public to inform our service planning and decision-making, including our approach to coproduction.

### 7. Further Information

Contact details:
Policy team, 2nd Floor, County Hall, New Road, Oxford OX1 1ND

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Annex 1 – Summary of data from the Joint Strategic Needs Assessment on our residents

As of mid-2015, the estimated total population of Oxfordshire was 677,900.  Over the ten-year period, 2005 and 2015, there was an overall growth in the population of Oxfordshire of +8%, similar to the increase across England (8.3%). The five-year age band with the greatest increase over this period was the newly retired age group 65 to 69 +38%. There was a decline in the population aged 35 to 44.

Oxfordshire County Council population forecasts, based on expected housing growth, predict an increase in the number of Oxfordshire residents of +27% between 2015 and 2030, taking the total population of the county from 677,900 to 864,200. This is more than double the growth of the previous 15 year period (2000 to 2015).

Oxfordshire Insight published a Data Briefing - Focus on Equalities in October 2015 which provides a profile of Oxfordshire's residents based on the protected characteristics set out in the Equality Act 2010.  More recent data on the population groups and those with protected characteristics can be found in Chapter 3 of the Joint Strategic Needs Assessment 2017. The JSNA is updated annually and gives the most up to date profile of our communities.

Below is a short summary of information from the Equalities Briefing and JSNA at the time of writing.


- We are an ageing population


Oxfordshire's population aged between the 2001 and 2011 censuses, due to older age groups experiencing greater growth than younger groups. The 65-and-over population grew by 18%, while the number of people aged 85 and over rose by 30%. The number of people in their 30s in the County fell by 12%. The number of children aged 4 and under grew by 13%.

Between 2015 and 2030, the number of people aged 85 and over is expected to increase by 92% in Oxfordshire overall and more than double in South Oxfordshire and Vale of White Horse.


- Women remain slightly in the majority across the county (50.7%).

- The ethnic composition of Oxfordshire changed between the 2001 and 2011 censuses.


All of the county's Black, Asian or Minority Ethnic (BAME) communities have grown, and now account for 9.2% of the population, just under double the 2001 figure of 4.9%. There is considerable variation in ethnic composition across the county.

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According to the 2011 Census, just over 9% of households in Oxford do not have any one member who speaks English as a main language. This is over double the figure for the county as a whole.

- At the time of the 2011 Census, nearly one in seven people in the county said they were limited in their daily activities because of a disability or a long-standing health problem.

Census data shows younger age groups of people with a disability in Oxfordshire similar to or below the regional and national averages.

Rates of disability vary significantly by age and district.  Younger age groups have similar or below regional and national averages, however higher rates are found in the older age groups. Wards in Oxfordshire with higher rates of disability overall are those with a higher proportion of older residents.

- Local data on sexual orientation and gender reassignment remains unavailable.

The 2011 Census did not include a question on sexual orientation and it is difficult to obtain reliable data on the number of people identifying their gender as different from the one assigned to them at birth.

- In mid-2015 one third of the population of Oxfordshire lived in areas defined as rural.  42% of the population aged over 65 years old lived in rural Oxfordshire.

- Oxfordshire has relatively low levels of deprivation overall however there is considerable variation across the county. Overall, less than 4% of Oxfordshire's population live in areas that are among the most deprived in England, however there are 2 areas within the most deprived 10% in England (in Oxford City) and a further 13 areas within the most deprived 10-20% (8 in Oxford City, 4 in Banbury and 1 in Abingdon)

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Annex 2 – summary of data from our Equality in Employment Report 2017

- Ethnicity

Overall, based on those who have declared their ethnicity, the reported levels for BAME groups are at 7.18% for March 2017 which is an increase from 6.27% in March 2016.  The Census 2011 showed that the county's BAME communities account for 9.2% of the working age population so the representation of this group within the council's workforce is not quite proportionate to their representation in the county. This is particularly the case for Asian or Asian British staff who make up 2.34% of the council's workforce which is an increase from 2016, but lower than their representation in the Oxfordshire community.

- Disability

The percentage of council staff declaring a disability has been gradually increasing over the last few years. The 2017 data shows that 3.20% of council staff have declared a disability which is an increase from 2.79% in 2016.

- Sex

The 2011 census showed that for the county as a whole, 49.91% of the local population of working age are female. There continues to be a much higher proportion of female workers in the County Council which has stayed relatively static with 69.14% of staff being female as at 31st March 2017. The percentage of females has reduced by 3.46% over the last 5 years. There is a much lower percentage of females working in the Communities directorate at 35.33%, with the lowest percentage in Oxfordshire Fire and Rescue service with 3.38% of whole time uniformed staff being female. The People Directorate are better represented which may be due to the nature of the work involved.

- Age

There have been no major changes in the age profile of the council in March 2017 compared to the previous year. The highest percentage of the workforce continues to be the age group 45-54 at 30.25%, followed by those aged 35-44 (23.43%) and then 55-64 (21.87%), all categories of which are higher than their representation in the population of Oxfordshire. The youngest age group 16-24 has decreased slightly over the last three years from 4.25% in 2015 to 3.93% in 2016 and continues to be under-represented in the workforce.

- Religion

Overall, numbers of staff declaring their religion have increased from 30.76% to 40.34%. Of those who have declared their religion the majority are Christian with numbers decreasing slightly from 56.55% in 2016 to 54.12% in 2017. Overall there have only been minor changes to the percentage of staff in each religious group. There has been a small decrease in the percentage of Jewish and Hindu staff. There

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has been an increase of 2.78% in people with no religion and also a small increase to the percentage of Muslim and Buddhist staff.

- Sexual orientation

Currently we do not ask applicants for their sexual orientation during recruitment and this data is unavailable for staff to update. Therefore, we are unable to report on current figures. This information was not collected during the Census 2011.

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**PERFORMANCE SCRUTINY COMMITTEE**
**4 FEBRUARY 2016**

**CALL IN OF A DECISION BY THE CABINET –**
**HOME TO SCHOOL TRANSPORT AND TRAVEL POLICY**

A request has been received to call in the decision for scrutiny by the following Councillors:

Councillor Waine
Councillor Howson
Councillor Bartington
Councillor Carter
Councillor Corkin
Councillor Fitzgerald-O'Connor
Councillor Matelot
Councillor Gill Sanders
Councillor Turnbull

The background and reasons given for the request by the councillors are:

Cabinet at its meeting on 19th June 2018 agreed all the recommendations in respect to Agenda Item 7 - Home to School Transport and Travel Policy. The resolutions to Cabinet made by the Extraordinary Meeting of the Education Scrutiny Committee were not directly referred to or responded to, and still stand.

Further to this, and more importantly, the Director of Children Services gave a range of verbal re-assurances and interpretations regarding the policy document to the Cabinet Meeting. These were not available to the Education Scrutiny Committee and materially changed the policy as written and discussed by the Education Scrutiny Committee.

The statement by the Director that no SEND child would fail to have a Post 16 placement at an appropriate school or college because of transport costs was not in the policy document or accompanying papers, and therefore not understood by the Education Scrutiny Committee.

Various funds, either held by OCC, schools or colleges, were referred to as being the necessary support for pupils ineligible for free transport under the proposed policy. This was not the understanding of the Committee, both in regard to normal travel from home to school or respite provision, as these funds were either discretionary or cash limited and thereby insufficient to guarantee to meet the needs of those children affected. No information was given in the document as to how this funding would operate and what levels of funding would be available to individual children. It is not now clear whether there is now additionally a cash fund for travel to and from education provision as well as respite care and the after school fund mentioned in the policy, all managed by the County Council using County Council funds.

In the absence of significant information, interpretations, and re-assurances to the Education Scrutiny Committee at its meeting on 19th June we believe that further consideration needs to be given to the effectiveness of the proposed changes to the current Home to School Transport and Travel Policy agreed at Cabinet in relation to (POST 16) SEND Travel and Transport and ask that that the decision of Cabinet is Called-in so that the Education Scrutiny Committee can consider the additional information and interpretation presented at the Cabinet Meeting."

# CABINET – JUNE 2018

## THE PROPOSED HOME TO SCHOOL TRAVEL AND TRANSPORT POLICY

**Report by Director for Children's Services**

## Introduction

1. The Council has proposed and consulted upon a number of changes to its home to school transport policies applying to Post 16 students and to those of statutory school age:

    a. Post 16:
        i. The discontinuation of the provision of free transport to students with Special Educational Needs & Disabilities; and
        ii. the ending of subsidising transport to The Henley College (mainstream)
    b. Statutory school age (5 – 16 years)
        i. Making explicit that children of pre-statutory school age are not covered by the Council's home to school transport policy and that transport will only be provided for the journeys between a home and school;
        ii. Defining the circumstances in which the Council will provide free transport to Alternative Providers; and
        iii. Increasing charges for the 'Spare seat' scheme (currently known as the Concessionary Travel Scheme).

2. Oxfordshire County Council's current Home to School Travel and Transport Policy is more generous than the law requires for Post 16 students who have an Education Health and Care Plan (EHCP) and for Post 16 mainstream students who attend Henley College. Unfortunately, given the continuing pressure on public finances, the Council now needs to critically consider whether it should continue to maintain spending on this non-statutory assistance for these groups of Post 16 students. The main proposals include ending automatic free travel for most Post 16 SEND students attending their nearest suitable placement if that placement is over 3 miles away, ending Post 16 subsidised transport to Henley College, clearly specifying when free travel will be provided to alternative education providers and specifying charges for the Spare Seat Scheme (formerly known as the Concessionary Travel Scheme) for the years 2018/19 to 2022/23. In addition, as part of Oxfordshire County Council's commitment to the Military Covenant we also consulted on whether to continue for a further year the current time limited free travel arrangements for those secondary school students who are resident at RAF Benson.

3. The free travel arrangements for young people of statutory school age who are resident at RAF Benson and attend Icknield Community College are cost-neutral and are a response to a school places issue in the Wallingford area.

Icknield Community College is the nearest school that is likely to be able to offer places to those living at RAF Benson and is over 3 miles from the base.

4.      The legal basis for providing home to school transport is set out in sections 508A, 508B, 508C, 508D and 509AD and Schedule 35B of the Education Act 1996 (as amended by Part 6 of the Education and Inspections Act 2006) and where appropriate the Equality Act and English and European case law. Local authorities are also under a statutory duty to have regard to the Home to School Travel and Transport Guidance and the Post 16 Transport to Education and Training Guidance. The Home to School Travel and Transport Guidance was issued by the Department for Education on 18 July 2014 and was last updated on 7 December 2016. The Post 16 Transport to Education and Training Guidance was issued by the Department Education on 5 February 2014 and was last updated on 26 October 2017. Copies of these documents have been placed in the Members' Resource Centre.

5.      The Spare Seat Scheme sets out the prices and terms for seats on Home to School Transport routes. The new name for the scheme is intended to avoid confusion with the arrangements for older citizens. The proposed charges for the Spare Seat Scheme for 2020/21, 2021/22 and 2022/23 have been determined by adding 2% for inflation in each successive year. These proposed increases for 2020/21 to 2022/23 are intended to maintain the "real" cost of the charges and reflect the Government's 2% target inflation rate for the Bank of England. The charges for 2018/19 and 2019/20 set out in the consultation document are those originally set by Oxfordshire County Council's Cabinet in February 2014.

6.      The decision to review the discretionary elements within the policy was made to ensure the policy is equitable and in the light of reduced Central Government funding for local authorities.

7.      Between 27 Feb 2018 and 30 April 2018, the Council conducted a consultation on changes to the policy on home to school transport.

8.      The Council will continue to provide transport assistance to all Post 16 students who would otherwise be unable to access education.


**Consultation**

10.     Consultations on changes to home to school transport policy need to last at least 28 working days. The consultation was opened on 27 February 2018 and ended on 30 April 2018. Therefore, the consultation lasted for 63 days of which 44 were school days.

11.     The consultation documents were placed on the County Council's public website and were accessible through the Consultation Portal. Links to the documents were sent to all County Councillors, all state funded mainstream schools in Oxfordshire, all special schools in Oxfordshire, all FE colleges in Oxfordshire and to Henley College (a 6th Form College). The consultation

was publicised through local newspapers as well as Schools News which is circulated to all schools and letters were Posted to those families whose children were most likely to be affected by the change to Post 16 transport for students with special educational needs or disabilities.

12. There were 111 responses to the consultation. A summary of the results of the consultation can be found in Annex 1, the SCIA (Social and Community Impact Assessment) ban be found in Annex 2 and the proposed policies for 2019/20 onwards can be found in Annex 3. Details of the 16 to 19 Bursary Fund can be found in Annex 4 and the criteria for Short Break Transport for Disabled Children and Young People are shown in Annex 5.

13. Copies of the responses have been placed in the Members' Resource Centre.

## Proposals

*Proposal 1: Ending automatic free travel for Post 16 students who have special educational needs and disabilities and whose nearest suitable placement is over 3 miles from their home*

14. If this proposal is agreed Post 16 students with special educational needs and disabilities would continue to receive assistance with travel if they or their parents can demonstrate that they are attending the nearest suitable placement at which their special needs can be met, and that without assistance from the Council they would not be able to attend that placement. In practice, problems in accessing placements are likely to be greater for Post 16 students with special educational needs and disabilities than for mainstream Post 16 students, for example a student may need to attend a special school but cannot walk the relevant distance, there is no suitable public transport and the student's parent has no private vehicle. Therefore, it is recognised that some Post 16 students with special educational needs or disabilities will continue to need travel assistance from the Council but the assessment will be fair, equitable and evidence based and the Council will seek a contribution towards the cost of travel this where this would be appropriate. This would replace the current approach of providing free travel to all Post 16 students with special educational needs or disabilities due to the distance from home to school/college or the lack of a safe walking route, irrespective of any other factors. As with other Post 16 students, those with special educational needs or disabilities may be eligible for bursary funding from the institution attended.

15. There is no proposal to change the current arrangements for Post 16 students who are placed in residential special schools. These students will continue to receive free travel to their placements, irrespective of whether the proposals regarding other Post 16 students are adopted. This group is characterised by a high level of special educational needs.

16. In addition, if Proposal 1 is agreed those Post 16 students with special educational needs or disabilities who are already receiving travel assistance would continue to do so for the duration of their course. Therefore, the new

arrangements we are proposing to introduce from September 2019 would only apply to Post 16 students who have special educational needs or disabilities who are starting a new course at college/school. No Post 16 student would be affected in 2018/19.

17.     There are already transport appeal arrangements in place for the Post 16 special educational needs or disabilities group. If the phased ending of automatic provision of free travel is agreed, a Post 16 student who can show they cannot access education or training without assistance from the Council will, subject to individual circumstances, receive assistance from the Council to enable access.

18.     A majority of those who commented on this proposal were opposed to it.

*Proposal 2:  Ending subsidised travel to Henley College from September 2018*

19.     Currently mainstream Post 16 students who are resident in the area served by Icknield Community College, Langtree School, Chiltern Edge School and Gillotts School receive a subsidy towards the cost of travel to Henley College.

20.     The current arrangements are not equitable since those receiving subsidised travel to Henley College do not receive a subsidy for travel to any other college or school and there is no similar direct subsidy to any other group of mainstream Post 16 students attending a college or school in Oxfordshire.

21.     To ensure the policy is equitable the subsidy for travel to Henley College needs to be ended in line with the current policy for the rest Oxfordshire.

22.     Post 16 students may be eligible for bursary funding from Henley College in the same way that other Post 16 students may be eligible for bursary funding when attending other schools and colleges. The bursary funding is accessed by schools and colleges and individual bursaries can total £1,200, dependent on personal circumstances.

23.     There are already transport appeal arrangements in place for the Post 16 age group and if a Post 16 student can show they cannot access education or training without assistance the Council will, subject to individual circumstances, enable access to the nearest suitable placement.

24.     A majority of those who commented did not agree with this proposal.

*Proposal 3: Clearly specifying when free travel will be provided to alternative education providers*

25.     Proposal 3 is that free travel should be provided for those students who have been placed at an alternative education provider if the places have been paid for by Oxfordshire County Council and the distance from home to the placement is over the statutory walking distance or the route is unsafe to walk even if accompanied as necessary by a responsible adult or they are unable

to walk. The statutory walking distance is 3 miles for those who are aged 8 to 16 and 2 miles for those who are 5 to 8. This goes beyond simple statutory entitlement to free travel since most students attend only part of the week and remain on the roll of their school.

26. Currently the main provider of alternative education in Oxfordshire is Meadowbrook College. Up until October 2017 Meadowbrook College determined whether its students were eligible for free travel, and it also decided the type of transport that would be made available, for example whether a taxi should be provided. Oxfordshire County Council remained responsible for funding and organising the transport. Free travel was provided on the distance based statutory entitlement.

27. Decisions about whether free travel should be made available to any other alternative education providers were made by Oxfordshire County Council.

28. The budget for transport to alternative education providers was regularly exceeded and some transport was provided outside of the Home to School Transport Policy.

29. From October 2017 the Transport Eligibility Team (part of the Admissions Team) has been responsible for determining whether students should receive free travel to alternative education providers.

30. In 2017/18 expenditure on home to school transport to Meadowbrook College fell by £100,000. This is directly attributable to the changes made in determining free travel to Meadowbrook College. These changes involved a more consistent application of the current policy.

31. A majority of those who commented did not agree with this proposal.

    *Proposal 4: Setting charges for the "Spare Seat" Scheme (formerly known as the Concessionary Travel Scheme)*

32. The "Spare Seat" Scheme (formerly known as the Concessionary Fares Scheme) sets out the prices and terms for seats on Home to School Transport routes operated by the Council that can be used by children and young adults not eligible for free travel. The new name for the scheme is intended to avoid confusion with the arrangements for older citizens.

33. The overall cost of the contracts used to run the home to school transport services increased at a rate of 2% a year between 2009 and 2012 but the Council did not pass on these additional costs to families by increasing fares. The first increase in concessionary fares took place in September 2013. In February 2014 the Cabinet set concessionary fares up until 2019/20 with the aim of reducing the subsidy to concessionary travellers.

34. Currently the parents of children from low income families do not have to pay the concessionary fare. Low income families are defined as those in receipt of the maximum of Working Tax Credit or whose children eligible for free school

meals. There is no proposal to change this arrangement and therefore the charge will continue to be waived for students of statutory school age from low income families.

35.    The proposed charges for 2018/19 and 2019/20 are those originally set by the Council's Cabinet in February 2014. The proposed charges for the "Spare Seat" scheme for 2020/21, 2021/22 and 2022/23 have been determined by adding 2% for inflation in each successive year. The proposed increases for 2020/21 to 2022/23 are intended to maintain the "real" cost of the charges by reflecting the Government's 2% target inflation rate for the Bank of England. The proposed charges are shown in the table below.

Table 1. Proposed Charges for 2018/19 to 2022/23

| 2018/19 Reception to Year 13 | |
|---|---|
| Less than 3 miles | £352.99 per annum |
| 3 miles and over | £657.836 per annum |
| 2019/20 Reception to Year 13 | |
| Less than 3 miles | £370.64 per annum |
| 3 miles and over | £690.72 per annum |
| 2020/21 Reception to Year 13 | |
| Less than 3 miles | £378.20 per annum |
| 3 miles and over | £704.82 per annum |
| 2021/22 Reception to Year 13 | |
| Less than 3 miles | £385.92 per annum |
| 3 miles and over | £719.20 per annum |
| 2022/23 Reception to Year 13 | |
| Less than 3 miles | £393.80 per annum |
| 3 miles and over | £733.88 per annum |

36.    Ceasing to increase charges on an annual basis would represent a subsidy to a minority of families based on geography and the availability of seats. This would be an inequitable approach.

37.    A majority of those who commented on this proposal were opposed to it.

*Proposal 5: Continuing to provide free travel from RAF Benson to Icknield Community College*

38.    As part of its commitment to the Military Covenant the Council consulted on whether to continue to provide free travel for young people of statutory school age who are resident at RAF Benson and attend Icknield Community College. This provision is cost-neutral and is a response to a continuing school places issue in the Wallingford area. The Council needs to regularly review this special arrangement to ensure that there has been no change of circumstances and that the arrangement is still necessary.

39.     Wallingford School, the nearest secondary school to RAF Benson, is due to expand to meet a projected increase in demand from within its catchment area but this expansion is not intended to meet potential additional demand from outside its catchment area and RAF Benson is not within the catchment area. Icknield Community College is the next nearest school to RAF Benson.

40.     A majority of those who commented on this proposal were in favour of its adoption. The headteachers of RAF Benson Primary School, Wallingford School and Icknield Community College all favour retaining this guaranteed provision of free travel from RAF Benson to Icknield Community College.

*Proposal 6: To adopt the Home to School Travel and Transport Policy documents for those aged 5 to 16 (the group defined by Central Government as covered by the statutory guidance on Home to School Travel and Transport) and Post 16 students*

41.     There is no proposal to change the reasons for providing free travel for those aged 5 to 16 but the policy has been rewritten to ensure clarity.

42.     The Home to School Travel and Transport Policy document for Post 16 students has been rewritten to reflect the proposals consulted upon between 26 February and 30 April 2018.

*Proposal 7: Setting a cash limited sum for disabled children and young people for travel to after school activities*

43.     This proposal was not part of the consultation but is made in response to the strongly worded opposition to excluding the provision of transport to after school activities from the Home to School Transport Policy for those of statutory school age.

44.     Home to school travel is intended for travel at the beginning of the school day from a child's home address to the school they attend and for that child's return to home at the end of the school day. It is not intended as a means of accessing child care arrangements or after school activities.

45.     However, there has been some provision of free travel for after school activities during the school term for some disabled children and young people. There is evidence that this has been highly valued by families and special schools.

46.     Setting a specific cash limited budget for assisting children to access after school would help address the concerns expressed by parents and schools. The criteria would need to be similar to the current criteria for supporting access to holiday activities for children aged 5 – 17 years. The children supported in this way would have the most complex needs, or be identified as being from vulnerable families, and they would not have access to transport that would help attend after school clubs. The criteria for Short Break Transport for Disabled Children and Young People (for holiday activities) are attached as Annex 5.

## Carbon Reduction

47.     Any reduction in the number of vehicles operated by the Council will reduce the Council's carbon footprint. Additionally, any pupil who walks or cycles to school due to the measures proposed in this report will be involved in a healthier life style and contribute a real carbon reduction (as opposed to those cases where a parent transports a child to school by car). However, the withdrawal of free transport to some schools could lead to more parents choosing to convey their children to school by car, leading to a net increase in Carbon emissions. Officers will work with willing groups of parents and schools to seek to implement more sustainable alternatives, for instance helping procure collective transport and seeking to increase the availability of public bus services.

## Financial and Staff Implications

48.     If Proposal 1 is agreed, in a full year, there will be a potential saving of £300,000. Assuming those receiving free travel before the proposed change continue to receive this assistance until the end of their two-year course, and the proposed change is introduced in September 2018, the full saving will be achieved in the 2020/21 fiscal year. If the proposed change is introduced in September 2019 the full saving will be achieved in the following fiscal year, 2021/22.

49.     If Proposal 2 is agreed there would be a potential saving of £28,000 for each full year. Therefore in 2018/19 there would be a potential saving of £16,000. The full savings would be made from 2020/21.

50.     There are no financial implications regarding Proposal 3.

51.     If Proposal 4 is agreed the planned increases for 2018/19 and 2019/20 will be implemented and charges in 2020/2021, 2021/22 and 2022/23 will increase in line with projected inflation.

52.     If Proposal 5 is agreed there will be no cost implications for Oxfordshire Council.

53.     There are no financial implications regarding Proposal 6.

54.     It is suggested that if Proposal 7 is accepted for the first year of operation, 2018 to 2019, the new cash limited budget should be set at £50,000 for 2018/19. This arrangement would need to be subject to annual review.

## RECOMMENDATION

55. The Cabinet is **RECOMMENDED** to agree the following proposals for SEND students:

(a) To agree the ending of the current arrangements giving free travel to Post 16 students who have special educational needs and/or disabilities, levying the 'spare seat' charge where the Council provides transport, and implementing this change from September 2019. In addition, it is recommended that the Cabinet agrees to continue to provide transport assistance to all Post-16 students who would otherwise be unable to access education and to encouraging low income parents of Post 16 students to apply to their school or college for a 16–19 bursary to defray the costs of transport.

(b) To agree to the setting of a specific cash limited budget for supporting access to after school clubs for those who have the most complex needs or are identified as being from vulnerable families who do not have access to transport. The eligibility criteria should be similar to those for supporting access to holiday activities for this group of children and young people who are aged 5 to 17.

56. The Cabinet is **RECOMMENDED** to agree the following proposals for all students:

(a) To agree the ending of the current arrangements giving free travel to Post 16 students to Henley College and to implement this change from September 2018.

(b) To agree that from September 2018 free travel should be provided for those students who have been placed at an alternative education provider if the places have been paid for by Oxfordshire County Council and the distance from home to the placement is over the statutory walking distance or the route is unsafe to walk even if accompanied, as necessary, by a responsible adult.

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

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

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


LUCY BUTLER
Director for Children's Services

Background papers: Responses to the consultation are available in the Member's Resource Centre or on request.

Contact Officer:  Neil Darlington, Admissions and Transport Services Manager,

June 2018

**Item 7: Home to School Transport and Travel Policy**

The Council had proposed and consulted upon a number of changes to its home to school transport policies applying to Post 16 students and to those of statutory school age. Cabinet considered a report seeking approval of the changes and revised Home to School Transport and Travel Policy. Cabinet also had before them the comments and recommendations of the Education Scrutiny Committee, which had considered the Cabinet report at its meeting held on 18 June 2018.

Damian Haywood, a parent of a child with special educational needs (SEN) and Chair of the governing body at Mabel Prichard School spoke against the recommended changes relating to SEN students. Mr Haywood spoke of the importance of respite care for parents of vulnerable children and the impact that loss of transport to or from respite care would have on his and other families. If transport was curtailed it would affect his and others working lives. Families were really scared of the implications for their family circumstances. Mr Haywood also referred to the implications for the Education and Health Care Plan process, that was already under pressure and the changes would mean a need to review plans. Mr Haywood feared that the changes would restrict the life opportunities of young people and would lead to increased pressure on adult social care in future. Mr Haywood submitted a petition against the changes signed by 2,500 people, picking out the comment of one signatory that young people with SEN were entitled to live a full life despite their disabilities.

Phillip Middlewood, as a parent with two children with learning difficulties spoke against the changes relating to SEN students, Mr Middlewood explained the difficulties his family would face if transport to specialist out of school provision was removed. He indicated that as a family with a car they were unlikely to qualify for a spare seat under the policy and even if they did it was guaranteed only for one term at a time. Financially it was unlikely they would receive support if they did not get a seat on the bus and it was likely that either he or his wife would need to give up working.

David Mytton, speaking as a parent of a son with severe learning disabilities, spoke against the proposals as they affected SEN pupils. He outlined his son's difficulties and stressed that the local college was not suitable and he was unable to travel alone to the suitable provision. He detailed the impact if transport was withdrawn and that although happy to pay a contribution he and others like him would not qualify for any help. His family was part of the special needs community and they stood together. Many families were intensely anxious about the proposals.

Keith Strangwood, in speaking against the recommendations supported earlier speakers in everything they said. He detailed the effect on families with children with SEN by reference to the circumstances of his daughter. She was in employment but if she lost transport for her son would be likely to lose that employment. The proposals were not cost neutral. Mr Strangwood commented that the papers made no reference to Frank Wise School. He queried whether the proposals complied with

the DDA and the Council's responsibilities to children with special needs. He suggested that more could be done to make savings through the service providers and that the information was not detailed enough so it would be reasonable to defer the decision for further information.

Jane Pargeter, as a parent with a child at Frank Wise School described for Cabinet what it was like to have a child with disabilities and the difficulties faced by families. However, she had met amazing people through the provision at Frank Wise School. There was nothing suitable in her local area. Transport enabled access to the school and was the glue holding everything together. Without it things would unravel. There were no guarantees and she queried whether transport could be organised, or guaranteed, whether it would be safe, whether she would still be able to work and whether her son would still be able to get to school.

Councillor Marie Tidball, City Executive Board Member for Supporting Local Communities spoke in support of free SEND transport which had enabled her to access education from a rural location. Oxford City Council strongly opposed the changes to essential SEND transport. Without it young people with disabilities faced reduced independence. The County Council already faced challenges around the numbers of young people with SEND being excluded from schools. In contrast SEN transport had been singled out as a strength. Councillor Tidball asked Cabinet to reconsider ending free transport for most Post 16 SEND students and suggested an increased use of the Council's own transport fleet.

Councillor John Howson, local councillor for St Margaret's in supporting the recommendations of the Education Scrutiny Committee asked that discussion be held with Henley College to find a way forward with assistance from the College. He commented that two years after supporting a budget on the basis of avoiding further extensive reductions in services he found himself speaking on another cut in services. He stated that the rules on home to school transport were illogical, steeped in history and not suited to the current rules regarding education to 18. The government had failed to act when increasing the education age requirements. Councillor Howson referred to the position in London where free transport was widely available to children and young people. He believed that any young person should be presumed to need transport unless good reason was shown to the contrary. He queried the meaning of recommendation 1(a) and in particularly how the limit would be drawn on continuing to provide transport assistance to all Post-16 students who would otherwise be unable to access education. It was the wrong time to take proposals forward with the SEND and high needs reviews ongoing.

Councillor Emma Turnbull, Shadow Cabinet Member for Public Health & Education, spoke against the SEND proposals that she felt were ill conceived, harmful and unnecessary. Councillor Turnbull suggested that the proposals were a blatant disregard of the Equalities Act 2010 and queried whether they constituted unlawful discrimination. She noted that following other authorities was not necessarily the right course of action as they were not necessarily lawful. The proposals were unnecessary to produce the saving required when it was possible to overhaul a wasteful procurement model. She suggested that a more efficient model would be to bring it in-house and to run an integrated transport service. Alternative options such as in-house provision or alternative procurement models and not been considered in

the SCIAs. Councillor Phillips queried why SEND transport was not included in the transformation programme and why it was not part of the SEND and high needs review.

Councillor Michael Waine, Chairman of Education Scrutiny Committee, explained the reasons behind the decision of the Committee to scrutinise the report carefully. The Committee had accepted that much of it was a tidying up except for the proposals relating to SEND transport. The Committee had looked at whether what was being proposed was fair and equitable and that all options had been explored. They also considered why SEND transport costs were increasing. He highlighted that a significant number of students to Bardwell Special School travelled between them 130,000 miles per year. Of those a large majority lived within 2 miles of a local school. It was not just about the cost factor but about the impact on those children's lives. Councillor Waine queried why the changes were being proposed in isolation from the SEND and high needs reviews and whether the lack of local places was pushing up travel costs. The Committee had not found satisfactory answers to their questions and concerns and found the report unsatisfactory. Councillor Waine added that he had witnessed the arrival of children at Bardwell School and found the experience humbling. In conclusion Councillor Waine suggested that there were not places available at local schools and the change in policy penalised those children placed elsewhere.

Councillor Hudspeth, Leader of the Council, thanked all the speakers. Councillor Steve Harrod, Cabinet Member for Children and Family Services also particularly thanked parents for the courage they had shown in coming forward to speak today and sharing their moving stories.

Councillor Harrod, in introducing the contents of the report appreciated that the recommendations were contentious. However, he had spoken to officers and was convinced it would not impact on existing provision. It addressed the funding of existing provision. All children would be encouraged to meet their full potential and no child would be left without transport.

Lucy Butler, Director for Children's Services, summarised the proposals noting that the proposals were not just about Post 16 SEND transport and not about the County Council withdrawing transport. Transport would still be provided to college or school but the Council would be looking for a contribution from some people. She referred to the bursary scheme detailed in the report and added that if a family came back to the Council having failed to secure support their case would be looked at. No child would be unable to get to school. Lucy Butler went on to outline the fund set up to support access to respite and after school activities. She confirmed that this policy only related to Home to School Transport and that travel in relation to respite was dealt with under different arrangements. She corrected the recommendation on Henley College that should have referred to subsidised rather than free travel. Lucy Butler responded to questions from Councillor Harrod. She set out the travel training programme that would be available to support pupils, where appropriate, with travelling to school. She confirmed that the policy was not discriminatory and was in line with national policy. Different models of provision had been looked at. Neil Darlington, Admissions and Transport Services Manager, added that part of the

transport was already provided by a direct labour organisation. However, this was not seen as the most economic way to deliver transport across the County.

Lucy Butler responding to questions from Cabinet Members:

1) Refuted the suggestion that it would affect choice. It was about making a contribution to the costs.

2) Detailed what would happen if parents were unable to pay given the policy was quite prescriptive. Lucy Butler explained that some people were exempt and others would make a contribution. Where there was a difficulty the Council would look at it. Asked about timescales for decisions on the bursary Neil Darlington advised that the decision could be taken in a number of days once they had the information. All schools had bursaries.

3) Confirmed the information in paragraph 16 that the changes to Post 16 SEND transport would not take effect until September 2019.

4) The Council would work with schools and parents to identify and provide the travel training to those children for whom the support would be appropriate.

5) Separate arrangements are in place for respite care.

6) The costs set out in the table at paragraph 35 was the contribution expected from parents not the full cost of provision and was in line with other charges. She confirmed that the charges were as set out and that parents of children requiring more specialist transport and support would not pay more. Their transport needs would be considered alongside other needs as part of their assessment rather than as part of the home to school transport process.

7) Confirmed that there were no changes to transport for 5-16 year old pupils with SEND.

Councillor Harrod, responding to concerns that there would be insufficient spare seats stated that if there were not sufficient seats the Council would provide more seats.

Councillor Hibbert-Biles, Cabinet Member for Public Health and Education, spoke against the proposals commenting that her original worries had not gone away. She would have liked to have deferred the decision for further work with the Heads of special and mainstream schools as they had wanted and which had not happened. They had responded to the consultation. She was saddened that she was unable to support but felt that SEN transport should be included in the SEND and higher needs reviews. As a councillor she would be willing to give up her allowance in order for children not to be impacted by the changes.

A number of Cabinet Members expressed themselves satisfied with the responses they had received from officers. They were clear about the way it would operate and were reassured that transport would not be taken away from anyone and the intention was to seek a contribution from those that could afford it.

Councillor Harrod, in moving the recommendations with the amendment to the recommendation on Henley College, stated that no children would be denied transport to school as a direct result of the recommendations.

**RESOLVED**:          (1) to agree the following proposals for SEND students:

a) To agree the ending of the current arrangements giving free travel to Post 16 students who have special educational needs and/or disabilities, levying the 'spare seat' charge where the Council provides transport, and implementing this change from September 2019. In addition, it is recommended that the Cabinet agrees to continue to provide transport assistance to all Post-16 students who would otherwise be unable to access education and to encouraging low income parents of Post 16 students to apply to their school or college for a 16–19 bursary to defray the costs of transport.

b) To agree to the setting of a specific cash limited budget for supporting access to after school clubs for those who have the most complex needs or are identified as being from vulnerable families who do not have access to transport. The eligibility criteria should be similar to those for supporting access to holiday activities for this group of children and young people who are aged 5 to 17.

(2) to agree the following proposals for all students:

a) To agree the ending of the current arrangements giving subsidised travel to Post 16 students to Henley College and to implement this change from September 2018.

b) To agree that from September 2018 free travel should be provided for those students who have been placed at an alternative education provider if the places have been paid for by Oxfordshire County Council and the distance from home to the placement is over the statutory walking distance or the route is unsafe to walk even if accompanied, as necessary, by a responsible adult.

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

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

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

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## Item 7 – The Proposed Home to School Travel and Transport Policy

On the 18 June 2018 an Extraordinary Meeting of the Education Scrutiny Committee was convened to discuss the proposals put forward for a Home to School Transport Policy for Oxfordshire.  The Committee considered the report and recommendations and **RESOLVED** to:

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

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

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

The Committee also asked that any future reports coming forward, particularly in relation to some of the most vulnerable children in society, should include all the analysis that underpinned the proposals or was referred to in the report.

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# PERFORMANCE SCRUTINY COMMITTEE – 5 JULY 2018

## THE PROPOSED HOME TO SCHOOL TRAVEL AND TRANSPORT POLICY

### Report by Director for Children's Services

## Introduction

1. In accordance with the Scrutiny Procedure Rules, the Proper Officer has agreed to a request from the following Councillors for a Call In of Cabinet's decision made on 19 June 2018 in relation to 'Proposed Home to School Travel and Transport Policy:
   - Councillor Waine
   - Councillor Howson
   - Councillor Bartington
   - Councillor Carter
   - Councillor Corkin
   - Councillor Fitzgerald-O'Connor
   - Councillor Matelot
   - Councillor Gill Sanders
   - Councillor Turnbull

2. The Cabinet decision was to approve the adoption of a revised Home to School Travel and Transport Policy 2019/20 onwards for Reception to Year 11 and a revised Post 16 Education Travel and Transport Policy for 2019/20 onwards. The proposed changes were brought to Cabinet as part of a broader programme of work to bring spending on Home to School Transport in line with the resources available within the agreed Medium Term Financial Plan.

## Reasons for the Call In Request and Response

3. The statement by the Director that no SEND child would fail to have a Post 16 placement at an appropriate school or college because of transport costs was not in the policy document or accompanying papers, and therefore not understood by the Education Scrutiny Committee.

   (a) Paragraph 14 of the report to Cabinet 19 June 2018 states, "… Post 16 students with special educational needs and disabilities would continue to receive assistance with travel if they or their parents can demonstrate that they are attending the nearest suitable placement at which their needs can be met and that without assistance from the Council they would not be able to attend that placement."

   (b) In practice this means that if a student is unable to access education, at the nearest establishment that is able to meet their needs, due to transport the Council will assist them with their travel. For example, by providing them with a seat on transport already going to that establishment, or setting up specific arrangements for them.

4.      Various funds, either held by OCC, schools or colleges, were referred to as being the necessary support for pupils' ineligible for free transport under the proposed policy. This was not the understanding of the Committee, both in regard to normal travel from home to school or respite provision, as these funds were either discretionary or cash limited and thereby insufficient to guarantee to meet the needs of those children affected. No information was given in the document as to how this funding would operate and what levels of funding would be available to individual children. It is not now clear whether there is now additionally a cash fund for travel to and from education provision as well as respite care and the after school fund mentioned in the policy, all managed by the County Council using County Council funds.

   (a)    For pupils who are not eligible for free home to school travel under the policy, the following financial support is available:

          Post-16 students, including those with special educational needs and disabilities
          Schools and colleges have access to funding which enables them to provide students with bursaries.  These bursaries are available to help with education related costs, including travel costs.

          Two types of bursaries are available: (i) Vulnerable student bursary for which there are nationally set qualifying criteria and (ii) Discretionary bursary where the qualifying criteria are set by the school or college. (see Annex 1 of report to Cabinet 19 June 2018)

          To claim a bursary a young person should apply to their school and college.

          Should a young person be refused a bursary, this would be part of the evidence that could be presented to the Council to substantiate that they cannot access college or school.

          Travel to respite care
          For some children and their families, respite care is an important part of their care and support package.  Where these children need to travel between respite care and school arrangements will continue to be made and paid for by the Council.  Arrangements will be made on an individual basis, and there will be not be cash limited fund for them.

          Travel to after school clubs
          It is proposed to establish a specific cash limited budget to assist children and young people who have the most complex special educational needs and disabilities to access after school clubs.  This will enable them to travel from their school to clubs that are able to cater for their specific needs.  It is proposed to set a budget of £50,000 in 2018/19, which is in-line with current spending on these arrangements

**Additional information**

5.      The proposed Home to School Travel and Transport Policy for Reception to Year 11, is not suggesting changes to the current eligibility criteria for free travel.

6.      If the proposed post-16 Home to School Travel and Transport Policy is adopted, it is an anticipated that there will be a potential saving of £300,000 per annum for each year group affected.  This saving is an indicative amount and will be realised in part due to contributions for travel assistance, which will not exceed those set out under the space seat scheme.

7.      The Council is making investments in home to school transport:
   (a)   Creation of a Travel Options Team:  Since April 2018, there have been three additional workers within the Supported Transport Hub.  This team work with parents to understand the child's needs as they relate to transport and put in place transport arrangements that meet these
   (b)   Independent Travel Training:  The Council are currently recruiting workers into this team, with the aim of having it in place in Autumn 2018.  This team will work with individual children to support and train them to travel to and from school independently.  While travel training will not be suitable for all children with special educational needs and disabilities, the development of these skills will increase the child's independence and confidence in all aspects of their lives
   (c)   Personal Travel Budgets: parents are now able to receive money from the Council to make their own transport arrangements for their child.

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Division(s):

**PERFORMANCE SCRUTINY COMMITTEE – 5 JULY 2018**

**ADULT SOCIAL CARE WORKFORCE**

**Report by Director for Adult Services**

## Introduction

1. This paper provides an overview of the context and challenges Oxfordshire faces regarding the health and social care workforce, the progress made in response to these challenges and the impact on performance.

## Our Workforce Focus

2. The unregistered workforce has been the focus of our workforce discussions in recent months and forms part of the overall health and social care workforce. The unregistered workforce has been identified as a key area of focus due to the essential role they play to keep people independent in the community and reducing any unnecessary delays in getting people home from hospital.

3. The unregistered workforce is also referred to as 'support workers'. These posts will usually equate to a Band 3 on the 2018/19 Agenda for Change pay scale (£20,448 / £10.46 per hour) or salary equivalent to this. Many social care staff are paid lower than this.

4. Support roles may include:

| Health | |
|---|---|
| Assistant Practitioner | Care Assistant |
| Healthcare Support Worker | Maternity Support Worker |
| Nursing Assistant | Occupational Therapy Assistant |
| Physiotherapy Assistant | Radiography Assistant |
| Speech and Language Therapy Assistant | Senior Care Assistant |
| **Adult Social Care** | |
| Activities Worker | Day Care Assistant |
| Day Care Officer | Home Care Worker |
| Nursing Assistant (in a nursing home or a hospice) | Personal Assistants |
| Residential Care Worker | Senior Home Care Worker |
| Support Worker | |

## An overview of the care workforce challenges we face in Oxfordshire

5. Oxfordshire has its own specific workforce challenges in relation to its health and social care workforce.

6. Nationally the view is that while many people working in care find it rewarding, care workers report that they feel undervalued and there are limited opportunities for career progression, particularly compared with similar roles in health. There are around 1.34 million jobs in the adult social care sector in England, across more than 20,300 organisations. The turnover rate of care staff has been increasing since 2012/13 and in 2016/17 reached 27.8%. The vacancy rate in Oxfordshire for 2016/17 across social care was 6.6%, which was well above the national average of 2.5%-2.7%.

7. Demographic trends suggest that demand for care will continue to increase and people's cares needs will continue to become more complex. To meet these challenges, the Department of Health and Social Care estimates that the adult social care workforce nationally will need to grow by 2.6% every year until 2035.

*Affordability of housing*

8. Oxfordshire is one of the least affordable places in the country to live. Oxford itself is the most expensive city in England to buy a house and the third most expensive place to rent.  Home ownership in Oxfordshire is below the national average (64%) in both Health and Adult Social Care, but significantly lower amongst unregistered care workers (41%).

9. Lack of affordable housing is a major issue in recruitment and retention of staff which is reflected in 'Home Truths 2017/18', a report produced by the National Housing Federation that provides local data on the housing market in the South East.



**Rental affordability vs house price affordability, English cities 2017**
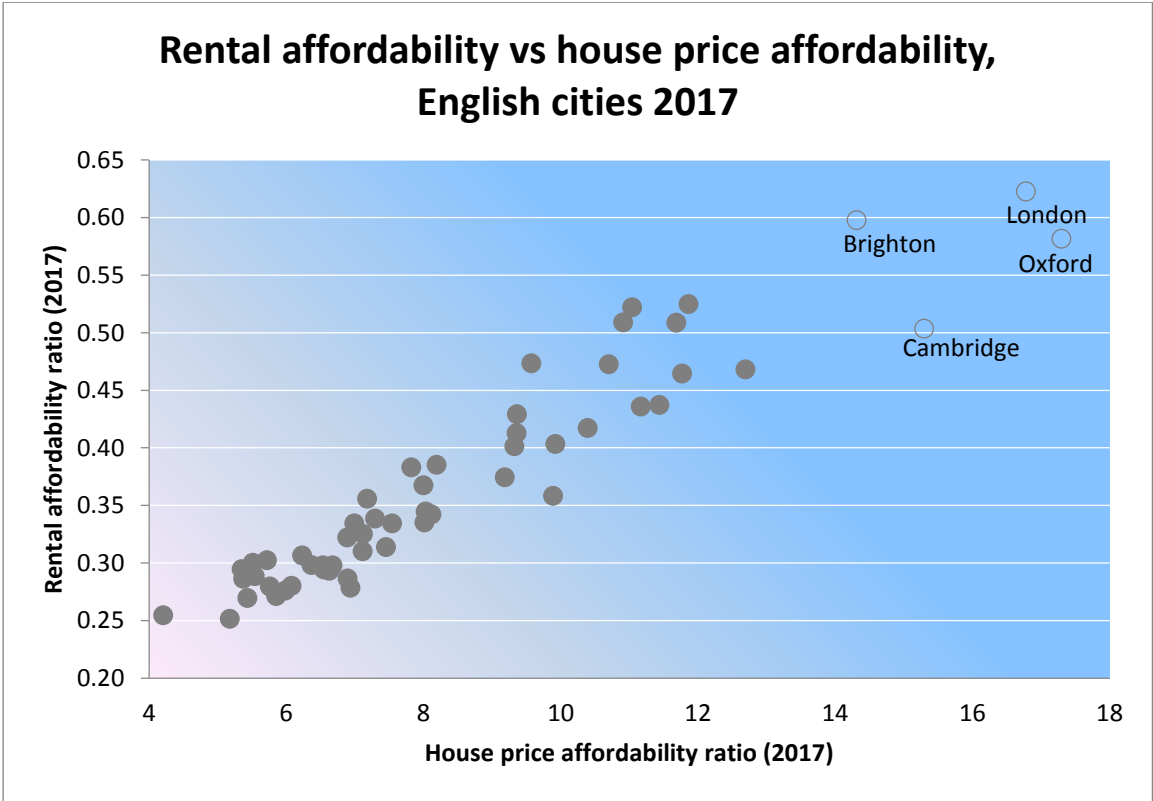
*Aging population*

10. The older population in Oxfordshire is growing and people are living with more complex conditions. Consequently, as people's care needs become more complex the skill level required by workers must increase.

11. Between 2001 and 2016 the over 85 population in Oxfordshire rose by 50%. In the next 15 years (2016 to 2031) it is forecast to rise by a further 55%. The demand for care from demographic pressure may therefore be expected to increase marginally. There may be additional pressures from known policy changes such as the switch from care homes, to home support mentioned above.

|  | 2001 | 2016 | 2031 |
|---|---|---|---|
| Over 85s | 11,300 | 17,000 | 26,400 |
| Growth 2001 to 2016 | 5,700 | 50% | |
| Growth 2016 to 2031 | 9,400 | 55% | |
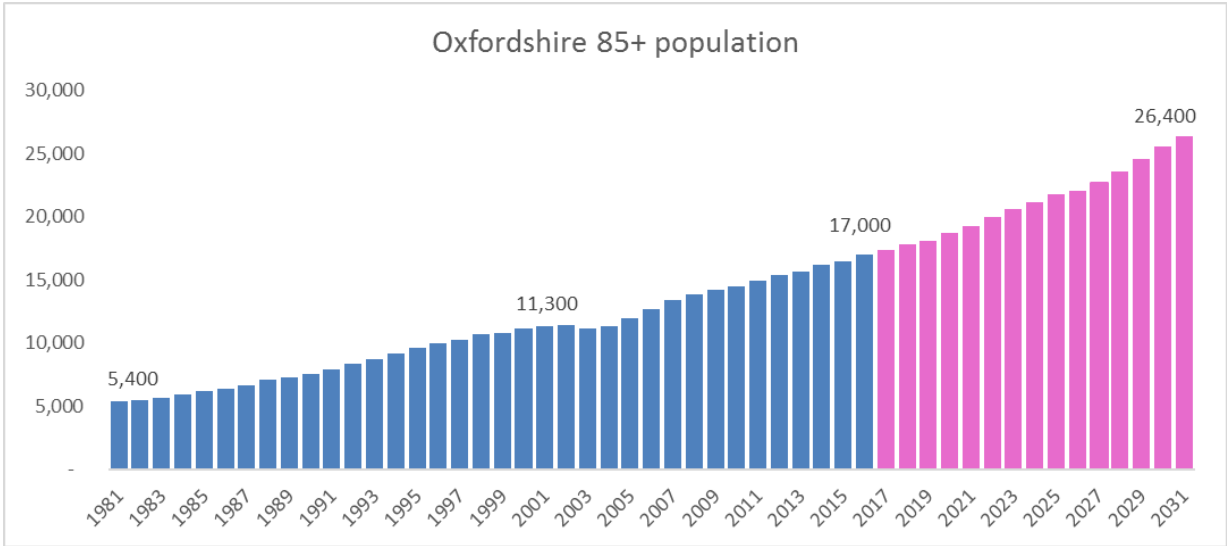


*Low unemployment*

12. In Oxfordshire there is very low unemployment and the unregistered care workforce has strong competition from other competing sectors. These recruitment and retention issues undermine employer efforts to build capability and encourages fierce competition for staff between employees both within the sector and outside of it.

13. In Adult Social Care the workforce is largely employed by Private, voluntary and independent sector (PVI). Oxfordshire's PVI sector workforce of approximately 13,000 workers is dispersed across approximately 250 separate independent organisations.

14. There is also the added complexity around the requirement for own transport in rural areas to provide packages of care.

## Progress in responding to challenges

15. Highlighted below are some of the recent innovations and interventions aimed at working with providers and partners to improve the recruitment and retention of the adult social care workforce.

*Oxfordshire System Workforce Group*

16. The Oxfordshire System Workforce Group is currently chaired by Oxfordshire Clinical Commissioning Group and is attended by Senior System Leads with a responsibility for Workforce. The Group currently meets monthly and reports into Health and Wellbeing Board and links to Berkshire Oxfordshire and Buckingham Workforce Action Board (BOB LWAB). From a care provider perspective, Oxfordshire Association of Care Providers and Oxfordshire Care Homes Association are members of this Group.

*System Workforce Programme*

17. Two linked system workshops focusing on the unregistered workforce and reducing 'delayed transfers of care' (DToC) in Oxfordshire were held in August 2017 and January 2018. The actions from these workshops are now integral to the Oxfordshire System Workforce Programme that reports into the System Workforce Group.

18. The key themes for this programme are;
   - Workforce Recruitment, Identity and Branding
   - Retention, valuing staff initiatives and Keyworker Housing
   - Skills and Leadership, Mentoring, Career pathways, sector passport

19. This is beginning to have some impact. Oxfordshire has had a significant drop in delayed transfers of care. In March 2017 181 people were delayed on average, this fell by 33% to 120 in March 2018, compared to a 22% drop nationally. Since March delays have fallen further. The latest local figures on 14 June show 72 people delayed – less than halve the level of March 2017.

20. Examples of workstreams in progress include;
   - Extending the current use and approach to Values Based Recruitment,
   - Identifying best practice and tools to help employers build a sense of community and belonging amongst their staff teams and a welfare support offer,
   - Exploring options for staff incentives including a long-term service award for care staff and a recognition badge for care staff,
   - Introducing a 'gold standard' for staff induction,
   - Care Leadership Programme and mentoring opportunities,
   - Shaping a career pathway for unregistered care workers that offer attractive career progression opportunities, including the development of a sector-wide training offer by way of a sector passport,

- Developing care certificates within Oxfordshire, as part of a care passport and the development of an Excellence Centre, to deliver the aspiration of having a transferable certificate with a defined standard across all providers.

*Whole System Approach to Care Worker Recruitment*

21. The Recruitment Campaign is part of the Oxfordshire System Workforce Programme and has had particular success noted through evaluation. This has been developed and funded by the system with Oxfordshire Association of Care Providers.

22. The campaign outperformed previous recruitment campaigns and exceeded our targets on several measures. Examples of the successes were that the campaign achieved:
- 1000% increase in the average number of monthly visitors to the webpage
- Reach of approx. 200,000 people on social media
- 565% increase in the average number monthly applications, and
- 510% increase in average number monthly job seeker registrations

23. As a system we are looking at how we build on this success with an exploratory workshop scheduled for July 2018 during which we will discuss the next steps and funding options.

*Department of Health and Social Care Visit*

24. In May 2018, Jane Rintoul CBE, Deputy Director, and Mary Cooper, Senior Implementation Advisor from Department of Health and Social Care (DoHSC), joined senior leaders from across the system in Oxfordshire to consider the opportunities and barriers around integration and greater movement of nurses and care staff across health and social care.

25. The visit provided an opportunity to showcase some of the initiatives happening locally and demonstrate how Oxfordshire is working together as a system. The DoHSC was interested to listen to views on how barriers to integration and staff movement can be removed, including testing the appetite for piloting new initiatives in Oxfordshire. Follow up discussions have focused around the potential to pilot an Oxfordshire Care Certificate and the possibility of becoming an associate nursing practitioner vanguard.

*Key Worker Housing for Health and Social Care Staff*

26. As noted in the challenges above, affordable housing is one of the key challenges and we recognise that resolving this will require the need to involve working across the wider Oxfordshire system.

27. A Strategic Workshop on key worker housing was held on 3 May 2018 attended by System Leaders, Planning and Housing Leads from Oxfordshire County Council, Districts and Oxford City Council. The overall aim of the Workshop was to identify practical and sustainable solutions to the housing challenges for the

unregistered health and care workforce, that would contribute to an improvement in recruitment and retention.

28. The following Task and Finish Groups have now been set up and are making progress on;
   - Definition of 'Key Worker'
   - Innovation and Best Practice Workstream
   - Working in Partnership with Providers and Estate Agents (Short term opportunities)
   - Bringing in Investors, Entrepreneurs and other key People across the System
   - Short term delivery (i.e. next six months) electric cars, staff discounts

29. Progress will be reported to the follow up Strategic Workshop scheduled for 12 October 2018.

*Home Share with Age UK*

30. Age UK are already piloting the provision of Home Share Schemes in Oxfordshire.

31. A Home Share is when an older person with a spare room is matched up with a person who is in need of low-cost accommodation, in return for up to ten hours of household tasks or companionship per week.

32. The tasks that the 'homesharer' carries out in return for reduced rent are agreed during the initial matching process. These tasks will depend on the want and ability of both parties and will be unique to their match, for example, ranging from companionship, to dog walking, to driving. Home Share is not a personal care service.

33. As a system we are working with Age UK to support their local initiative as it may present an opportunity to link care staff with lower cost accommodation through such schemes in return for ten hours support each week.

*Pilot to support access to employment*

34. We are currently in the initial stages of developing a pilot to provide support and training to people who require additional help in accessing employment.

35. A 'stepping stone' / entry level position will be created to enable learning and development within an achievable care focused role, with the intention of progression to a full role once one becomes available. We can apply for Access to Work funding to provide support to the individual in the role as they learn, which also mitigates costs.

36. Advantages to the individual:
   - Opportunity to develop skills and gain sustainable employment
   - Person focused support specific to the individual and the role
   - Increased independence, reduced dependency, increased inclusion.

37. Advantages to the employer:
    - Safely promotes recruitment of a person who is disadvantaged or has a disability.
    - Reduced employer costs as employee develops skills, completes induction and training.
    - Reflects the diverse needs of the community
    - Supports recruitment of sustainable staffing

## Exploring new ways of providing care

*Wellbeing Teams*

38. Inspired by the Buurtzorg model from the Netherlands, we are piloting a new approach to home care to help increase home care capacity and reduce delays in discharges from hospital. Small, not-for-profit, neighbourhood home care services will be set up to deliver homecare focussed on personalisation and reducing reliance upon services. They will support people to stay in their own home doing more of what matters to them.

39. The aim is to enable people to stay in touch with their local community which helps them to be happier, healthy and more connected with the support of those around them.

40. Because the teams will be locally based it will reduce travelling time and enable them to build strong local knowledge and relationships. This allows them to make best use of community assets, reducing the need for paid support. Wellbeing Teams work on self-management principles, enabling individual Wellbeing Workers to make decisions that are in best interests of the people they support. This means that teams are much more flexible and responsive to the individual's needs. They work to non-traditional shift patterns, which gives the teams an ability to attract and retain a previously untapped workforce, giving the potential to further stabilise the homecare market in Oxfordshire.

41. The Wellbeing Teams also work in partnership with 'Community Circles' which is a charity working to deliver circles of support at scale. Community Circles are facilitated by volunteers who are recruited, trained and supported by Circle Connectors (who may be paid or voluntary) Circles aim also to reduce carer stress and prevent or reduce use of some services. Wider goals are to increase the local volunteer base and contribute to recruitment in social care as well as improve helpful connections between local VCS, businesses and service providers.

42. Volunteers are recruited by values and undertake a thorough training and induction programme before interaction with the people they support. Commitment is expected by people taking up these volunteer roles and they are supported by paid members of staff to ensure retention.

43. The plan for Oxfordshire is that the largest possible pool of volunteers will be recruited to support this project so that if a volunteer steps away another is

available from the pool. In the unlikely event that there is no one available a paid member of staff will step in.

44. Pilots are being set up in Abingdon and Wallingford; the Abingdon Wellbeing Team will start delivering care to people in July.

*Commercial landscape*

45. Oxfordshire's home care market comprises a range of independent sector home care providers who provide care for people in receipt of Council funding and people who fund their own care. The Council purchases approximately half of all homecare hours in the County. We do this by working with eight Help to Live at Home providers who are our main partners working under a contracted framework, in addition there are approximately 70 providers on the Council's Approved Provider List with whom we may make placements if capacity or the person's needs requires.

46. Following a period of instability in the homecare market in late 2016 / early 2017, discussions were undertaken regarding whether the Council entering the market as a direct provider of care would be desirable. In particular with regard to creating stability and ensuring that the Council could meet our statutory obligations to look after people.

47. To consider this question fully, we have been looking at the different options for the Council including whether entering a small section of the market would add to stability and capacity. This work is expected to generate a set of recommendations in late July 2018, including recommendations about the steps the Council may wish to take within the current homecare landscape that would enhance stability and capacity.

## Impact on Performance

*Workforce Data, Intelligence and Planning*

48. Accurate and robust workforce data is essential for both benchmarking and workforce planning. Currently only 52% of Care Providers input into the Skills for Care NMDSS-SC database which provides an added complexity about the accuracy and ability to focus on key areas with those providers.

49. The current approach is to work with Skills for Care, Health Education England and providers to build on the national data available as well as using projections from Oxfordshire's Joint Needs Assessment and Census to inform current and future workforce requirements. A further workstream is to work with Health Education England to explore the benefits of producing a joint workforce dashboard with health.

*Performance*

50. However, despite the challenges there are positives:

- People who use social care in Oxfordshire report higher levels of satisfaction with their care than other areas. 72% of people reported that they were 'extremely or very satisfied' with the care they receive. This figure has shown a year on year increase – up 13% in the 7 years survey has taken place. Last year just 7 (out of 152 authorities) scored higher than Oxfordshire's figure.



Satisfaction by authority 16/17



Extremely or Very Satisfied
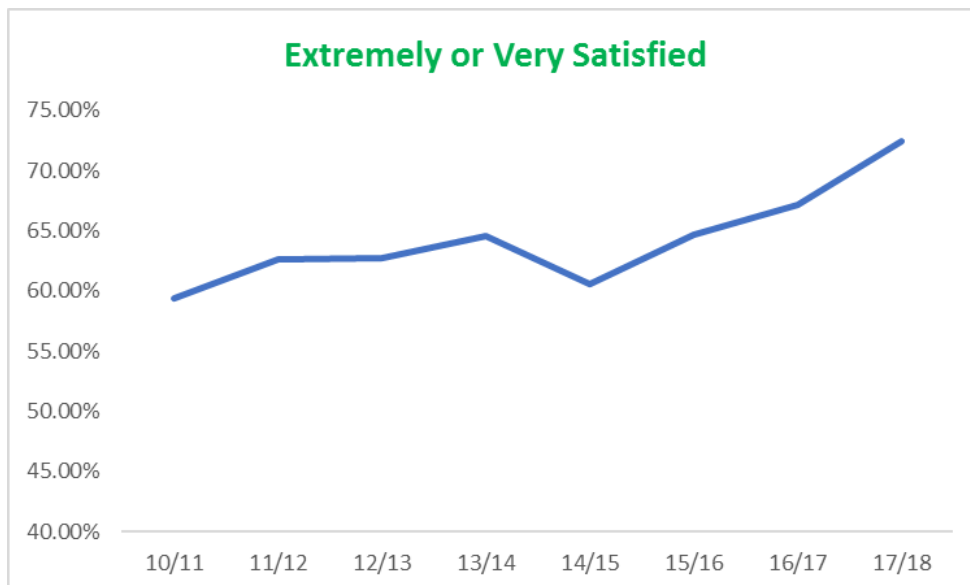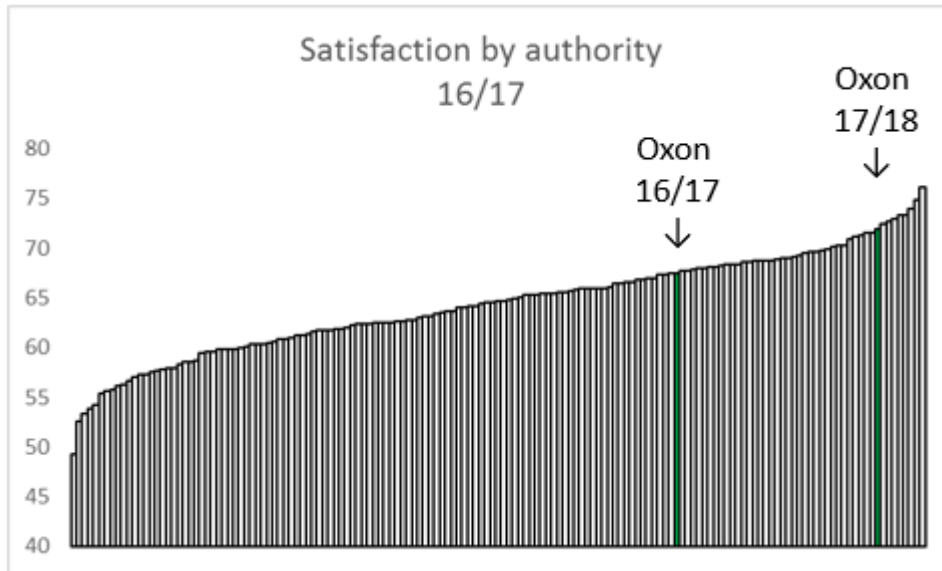
- People also report that when receiving care, more of their needs are being met by services than is reported elsewhere.

- In the national survey, 74% of people always feel safe. This figure has again risen each year since the survey began and is in the top quartile of all authorities. Falling over is the main reason people don't feel safe (33%), but it is important to note that 23% worry about changes in care staff.

- Considerably more people in Oxfordshire are using direct payments to organise their care (34.6% compared to 28.3% nationally). This is giving people more control over their life

- The CQC Local Area Review of Oxfordshire noted that:
  - CQC's ratings of adult social care locations, which include feedback from people who use services, show that a higher proportion of locations in Oxfordshire (91%) are rated good and outstanding compared to the national average (84%)
  - People, their family and carers told inspectors that they felt well cared for and involved in making decisions about their care, support and treatment when moving through the health and social care system.
  - People using services were complimentary about their interactions with staff and some services they received.
  - There was a strong ambition for partner agencies to work together and provide excellent services to the people of Oxfordshire

*Impact on Performance*

51. In 2017/18, 11 Oxfordshire residents per day on average were delayed in a hospital bed awaiting a council funded care home placement, 10 people per day for a home care package and 52 people for the Hospital Discharge and Reablement service. In 2017/18 the Hospital Discharge and Reablement service delivered 75% of the contracted hours as they tried to recruit and retain more staff. In the first 2 months of 2018/19 this has risen to 96%

52. In 2016/17 the County Council increased the proportion of home care we purchased by 12%. This was in line with our strategic plans to meet demographic growth and ensure that people when they needed support could be supported at home. In 2017/18 whilst we maintained that figure, we were unable to continue to grow it. This has had a knock-on effect on care home placements. In 2016/17 we placed on average 11.25 people per week in care homes, whilst in 2017/18 this rose to 16.5 people per week. This means that in Oxfordshire 57% of older people in long term care who are supported to live in their own home compared to 62% nationally.

53. As highlighted above the challenge of evaluating the impact of our efforts around workforce is further affected by the relatively low return rate (52%) from providers around workforce data and intelligence. This affects the reliability and validity of our data which then influences effectiveness in workforce planning. Discussions are currently taking place with Providers, Health Education England and Skills for Care on how we can increase the return rate and then if we can use this data to inform future benchmarking activity.

## RECOMMENDATION

54. **The Performance Scrutiny Committee is RECOMMENDED to scrutinise the progress made with providers to improve recruitment and retention of the adult social care workforce in Oxfordshire.**

KATE TERRONI
Director for Adult Services

Background papers: N/A

Contact Officer: Darren Moore, Strategic Improvement Lead
June 2018

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Division(s): N/A

**PERFORMANCE SCRUTINY COMMITTEE – 5 JULY 2018**

**CORPORATE PLAN 2018-2021**

**Report by the Chief Executive**

**Introduction**

1.  The Corporate Plan sets out the County Council's overarching strategy for the period 2018-2021. It states our updated vision for 'thriving communities' in Oxfordshire and describes the council's main priorities and the specific actions that will be taken in the period to March 2019.

2.  A draft of the Corporate Plan was considered by County Council on 13th February 2018, and a motion agreed that the plan should be reconsidered prior to a further meeting of Council. Following this a cross-party Working Group met to debate, steer, shape and finalise the Corporate Plan 2018-2021.

3.  This paper provides the background to the draft Corporate Plan 2018-2021, which is provided in ANNEX A, and recommends that members consider the plan ahead of its presentation for agreement by Council on 10 July.

**Background**

4.  In October 2017 the Council published a short, public-facing document (the 'prospectus') which summarises the council's vision and priorities; this document has been widely distributed and has been positively received.

5.  The Corporate Plan 2018- 2021 expands on the messages in the prospectus, drawing together our vision, values, challenges we face and the key areas of focus for the current year.

6.  The intended audience for the Plan is Councillors, staff, partners, inspectors and residents with a specific interest. It is intended to be a predominantly web-based document, linking to more detailed information about specific elements in the Plan.

**Response to Council comments on the plan**

7.  Councillors expressed views that the corporate plan should be shorter and more focused, with greater emphasis on future plans and how these will be achieved. Councillors also wished to see the full detail of how progress will be measured through priority outcomes, indicators and measures. This information is in ANNEX B of this report (the 'Outcomes Framework').

**Finalising the Corporate Plan**

8.  The Corporate Plan is a key document for the council, building on and aligning closely with the messages in the prospectus document. Together they set the future strategic direction and how this will be achieved.

9.  Council recommended in February that the Plan was brought back to Council in March. However, to ensure Councillors could be fully involved in shaping and finalising Plan, Cabinet agreed on the 27th of February that more time was taken to complete the work.

10. To finalise the Plan, a Councillor Working Group was established with cross-party representation. This Group had eight members in total (four Conservative, two Labour, two Liberal Democrat) and it met four times, with cross-party representatives at each meeting. Draft content, material and questions were circulated to all members of the Group in advance of each meeting to provide opportunities to feed in views at each stage.

11. The Group made agreements at each meeting which were recorded and used to shape further iterations of the Plan which is now attached at ANNEX A.

12. The document in ANNEX A has been presented in a way that is indicative of the format and flow that the final document will have. Following Cabinet agreement, the document is now being designed ahead of Council in July, in line with the existing 'Thriving Communities' branding. Such branding has been used in the publication of the prospectus, Council Tax leaflet and promotional posters.

13. The priority outcomes and indicators for this Plan (set out in ANNEX B) were discussed by the Corporate Plan Working Group, by Performance Scrutiny Committee at its 24 May meeting, and by Cabinet on 19 June. Members' input has supported the selection and refinement of the detailed measures which are also set out in ANNEX B. Together as the 'Outcomes Framework', they will be used to monitor and manage our performance against the Corporate Plan.

14. The outcomes and key indicators reflect the Corporate Plan and will show how we will know OCC is making a difference. Some are within the Council's control, while others area areas which the Council seeks to influence. The more detailed measures which sit below are not formally part of the Corporate Plan but enable us to measure progress towards the Plan's indicators and outcomes.

15. Quarterly business management reports will focus on progress towards the outcomes and indicators in the Outcomes Framework, with details drawn out from the measures where this aids understanding of performance. It is intended that Performance Scrutiny Committee will continue to use the quarterly reports as at present.

**Financial and Staff Implications**

16.     There are no direct financial or staffing impacts that have been identified as part of this Plan. Actions required to deliver the Plan have been identified to be in line with the staffing and budget available, as determined through the service and resource planning process.

**Equalities Implications**

17.     The Plan seeks to ensure that all residents are given equal opportunity, and looks to address inequalities where they exist. Where any of the actions involve changes to service or service delivery, they are considered as part of the specific proposals (e.g. through Service and Community Impact Assessments).

**RECOMMENDATIONS**

18.     **The Committee is RECOMMENDED to:**

   **a)**     **consider the Corporate Plan, ahead of its presentation for agreement by Council on 10 July; and**

   **b)**     **provide any comments on the Outcomes Framework to strengthen its use in corporate performance reporting.**

**PETER CLARK**
Chief Executive

Contact Officer: Ben Threadgold, Policy & Performance Service Manager

June 2018

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# THRIVING COMMUNITIES FOR EVERYONE IN OXFORDSHIRE

# Oxfordshire County Council Corporate Plan 2018-2021

DRAFT: Version 4

**FOREWORD**

Space to introduce the document.

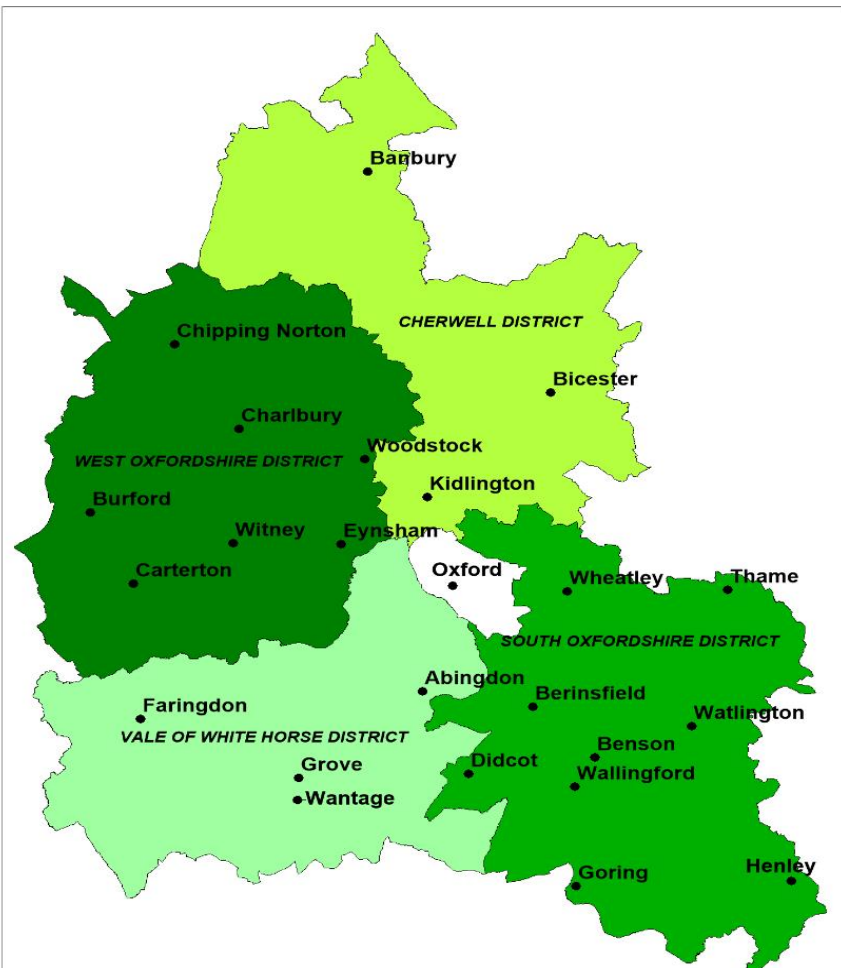**CONTENTS**

# 1: ABOUT OXFORDSHIRE

Oxfordshire is a large rural county in **South East England** bordered by Northamptonshire, Buckinghamshire, Berkshire, Wiltshire, Gloucestershire and Warwickshire. It has the historic city of Oxford at its centre with a network of vibrant towns and villages surrounding it. The following outlines some key facts and points of interest about Oxfordshire.

## Our Natural Environment:

- Over 100 Sites of Special Scientific interest
- 26%of land is in an AONB (Cotswolds, Chilterns & North Wessex)
- Most rural county in South East England
- Blenheim Palace is a UNESCO World Heritage site
- Lower Windrush Valley conservation project
- 146 UK legally protected species
- 3 national nature reserves
- 2 National Trails; Ridgeway & Thames Path
- 222 local environment groups
- 25 Wildlife Trust nature reserves
- Shotover Country park
- Ancient hunting forests of Wychwood and Bernwood
- 7 special areas of conservation (e.g. Oxford meadows)
- Agriculture covers 74% of land use
- 35 Road Verge Nature Reserves
- 8 major rivers and 2 canals
- 8 major river systems in the county (e.g. Evenlode & Glyme)

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## Our Community:

- 678,000 residents. 219,000 in rural areas
- Increasing population. Estimated to be 864,200 by 2030
- High life expectancy: 80.6 for men and 84.3 for women
- 4,500 voluntary and community groups
- 82% have jobs within county boundary
- Increase in population aged 65-69
- Decline in population aged 35-44
- 38% of pupils eligible for Free School Meals, national average 43%
- 10,500 older people receiving care in Oxfordshire
- Children aged 0-17 make up 21% of the population
- Those aged 50 and over make up 36% of the population
- Thriving network of towns and parishes
- Above national average for majority of health indicators
- Falls cause highest use of Ambulance services
- Ashmolean Museum is the oldest public museum in the world
- 14,000 children affected by income deprivation
- Men live 9.3 yrs longer in least deprived areas women: 5.7yrs
- We have 43 libraries across with over 2 million visits a year (2017/18)

## Our Economy:

- Oldest university in the English-speaking World
- 2,944 miles of road in Oxfordshire
- 27.6 million tourist visits, worth over £2billion
- An hour from Oxford city to central London
- Centre for science, innovation, space and technology
- Average house in Oxford is £385k and is 10.7 times earnings
- Home to UK's 'synchrotron' (a powerful microscope)
- 22% higher economic output than national average
- £215m Government funds agreed for housing and infrastructure
- Double the national average of journeys by bike- 3%
- Major transport corridors: M40, M40, A34, A40
- Major employers: BMW, Unipart, Oxford University
- Good Access to Gatwick, Heathrow and regional airports
- One Local Economic Partnership (LEP)
- 95% of premises have fibre broadband
- Two world-class universities with 32,000 full time students

## About Oxfordshire County Council

Oxfordshire County Council provides a wide range of services, including:

- Education
- Child protection
- Fostering and adoption
- Adult social services
- Education support
- Roads and transport
- Emergency Planning
- Waste disposal
- Planning for minerals, waste, highways and education
- Children's social services
- Fire and Rescue Services
- Public health
- Libraries
- Trading standards
- Countryside access
- Parking
- Registrar and coroner services

➢ We are responsible for spending 80% of local government funding in Oxfordshire with an annual budget of £778 million in 2018–19.

➢ Full Council is made up of 63 councillors. They are responsible for setting the democratic structure of the council as well as the constitutional and policy framework for the organisation.

➢ All key decisions are made by Cabinet members, meeting either jointly as the Cabinet or as individual Cabinet members with specific portfolios. The Cabinet is also responsible for preparing the budget and policies to propose to the full council. Cabinet Advisory Groups are formed where required to examine specific topics that align to corporate priorities.

➢ The council's scrutiny function involves non-Cabinet members who challenge the plans (including the Corporate Plan) and decisions of the Cabinet. Key areas of scrutiny include performance, education and health. These Committees review issues before decisions are made, call-in decisions after they are made, conduct policy development work for the cabinet and commission their own scrutiny reviews.

➢ Cabinet oversees the implementation of the Corporate Plan and Performance Scrutiny challenges the delivery and performance against this Plan.

➢ To ensure all of our decision-making and governance stays with the law and our constitution, we have a Corporate Governance Framework and Councillors work through the Audit and Governance Committee to approve and check adherence to this Framework. External organisations (such as Ofsted) formally review, inspect and regulate the services we provide.

➢ The council works extensively with partners in the public, private and voluntary sector to achieve the best outcomes for our residents.

## 2: VISION AND PRIORITIES

**THRIVING COMMUNITIES FOR EVERYONE IN OXFORDSHIRE**

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

**Thriving communities**

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

We provide services that enhance the quality of life in our communities, and protect the local environment

Our communities are ones of place and ones of interest including those based on age, life stage, race, religion or many other factors. Our approach to supporting thriving communities must be as diverse as they are. The county council cannot, on our own, ensure that every community thrives, but we have a significant role to play. Our councillors are important local advocates, connecting all the areas of Oxfordshire to meet the needs of residents. Together with local organisations thriving communities in Oxfordshire means building a sense of togetherness.

**Thriving people**

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

We enable older and disabled people to live independently. We care for those in greatest need

Thriving communities cannot happen without thriving people. We believe everyone deserves the best in life and it is important we continue to focus on sustaining and improving those services which can affect every person in Oxfordshire. We recognise that some people will need more help than others and we are here to support vulnerable people when they need us, particularly children, young people, older people and those with a disability.

**Thriving economy**

We support a thriving local economy by improving transport links to create jobs and homes for the future
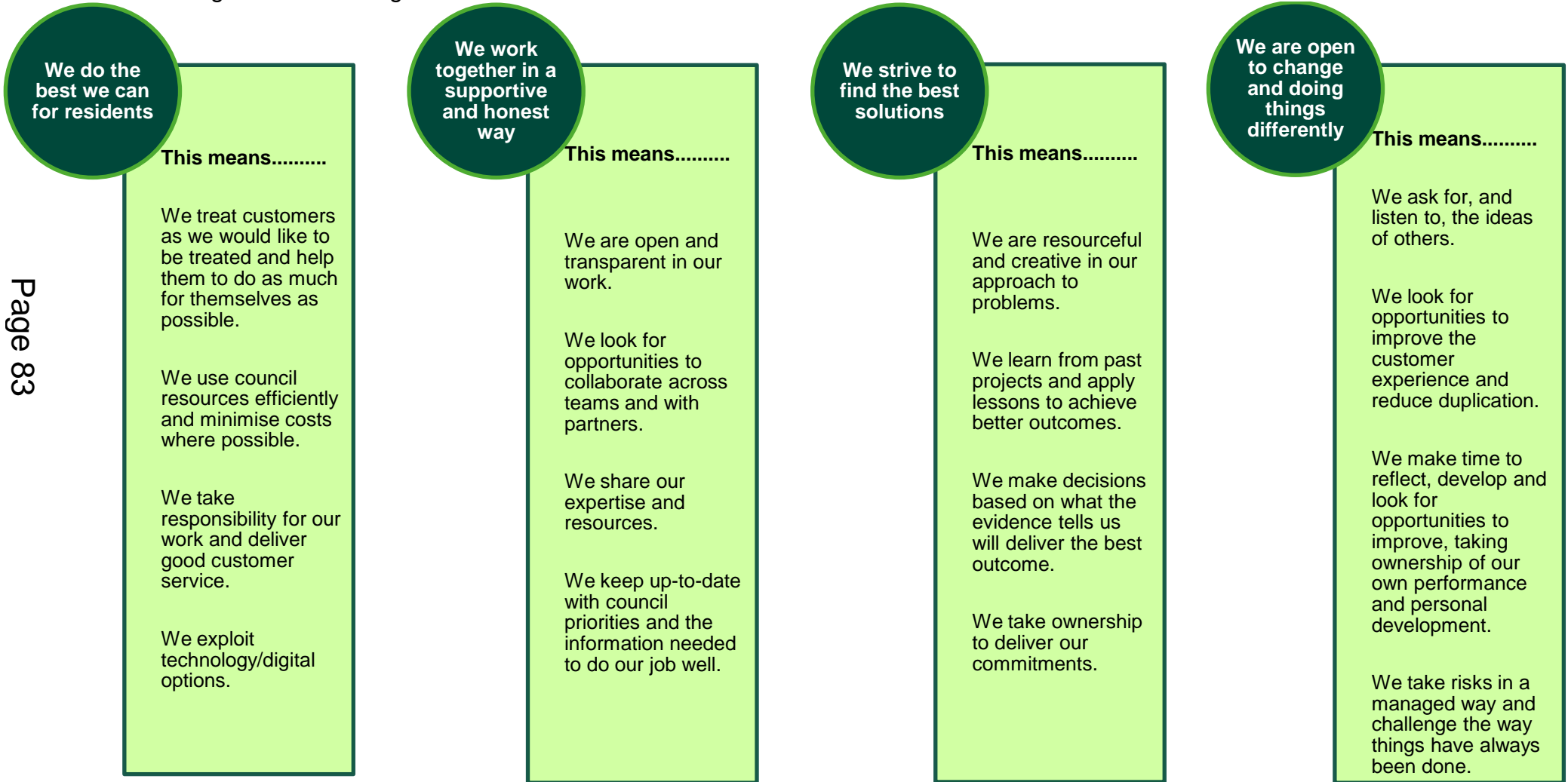
A thriving economy gives everyone in Oxfordshire more opportunities; it creates jobs, housing, infrastructure, transport, skills and learning opportunities. These all help people thrive as individuals which then helps deliver thriving communities for everyone. We recognise our success but are not complacent about it. We need to ensure we have an economy that is strong and prosperous, to continue creating opportunities now and for future generations.

# 3: OUR VALUES

Our organisational values describe what is important to us as an organisation; our values underpin how we serve the people of Oxfordshire and how, as employees, we work and behave with each other. Our values should run through all our interactions with colleagues, service users, partners and the public. We ensure all our activities support equality, diversity, fairness and inclusion, both in our own workforce and the services we commission and deliver for local residents. In 2017 more than 1,000 employees contributed to a countywide discussion about our values and it was agreed that our organisational values are:

**We do the best we can for residents**

**This means..........**

We treat customers as we would like to be treated and help them to do as much for themselves as possible.

We use council resources efficiently and minimise costs where possible.

We take responsibility for our work and deliver good customer service.

We exploit technology/digital options.

**We work together in a supportive and honest way**

**This means..........**

We are open and transparent in our work.

We look for opportunities to collaborate across teams and with partners.

We share our expertise and resources.

We keep up-to-date with council priorities and the information needed to do our job well.

**We strive to find the best solutions**

**This means..........**

We are resourceful and creative in our approach to problems.

We learn from past projects and apply lessons to achieve better outcomes.

We make decisions based on what the evidence tells us will deliver the best outcome.

We take ownership to deliver our commitments.

**We are open to change and doing things differently**

**This means..........**

We ask for, and listen to, the ideas of others.

We look for opportunities to improve the customer experience and reduce duplication.

We make time to reflect, develop and look for opportunities to improve, taking ownership of our own performance and personal development.

We take risks in a managed way and challenge the way things have always been done.

## 4: CHALLENGES WE FACE

Oxfordshire has many positive attributes, which we celebrate but we also recognise the issues and challenges we face locally. Over recent years, we have risen to national economic challenges by creating and making the most of opportunities. As a result, between 2009 and 2015 our economy grew by over 30% in cash terms. This growth brings benefits and opportunities but also change, which presents challenges for our residents and in turn to us as we respond to the needs in our communities.

| Issue | Change | Challenges for residents and communities | Challenges for us |
|---|---|---|---|
| Changes in society | • Population is set to grow by 27% by 2030<br>• People 85+ will increase by 92% by 2030<br>• 55% of adult population are obese<br>• Huge advances in technology | • Increasing number of people who need the same services<br>• People more likely to suffer with long-term health conditions<br>• Not all children will get their first choice of school place<br>• Some services people expect to access digitally are not yet available as such | • Providing services to more people with less funding<br>• Providing services to more older people and those with multiple long-term health conditions and/or frailties<br>• Ensuring there are enough school places for a growing population<br>• Keeping pace with technological change |
| Squeeze on public services as demand rises and funding falls | • As people live longer, there is an increased need for adult social care<br>• We have seen a 20% increase in referrals to children's social care in one year (2016/17)<br>• Number of looked after children has increased by a third<br>• The Council will have had a reduction of 49% (£169m per annum) in government grant between 2010/11 and 2019/20 | • People may have to wait longer to get the services they need<br>• Council services may not be available to the same groups of people as eligibility criteria changes | • Providing our most expensive services to an increasing number of people with a reduced level of funding |

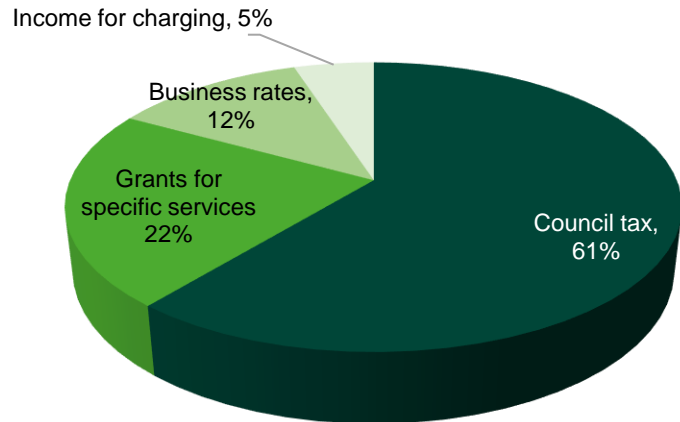| Issue | Change | Challenges for residents and communities | Challenges for us |
|---|---|---|---|
| Pressure on housing and infrastructure | • 678,000 residents who use our 2,994 miles of roads to access services<br>• 82% of residents working within the county and rural nature means roads are essential for our economy<br>• Oxford is the least affordable UK city for housing<br>• £215 million of government funding agreed for housing and infrastructure | • Roads deteriorate quickly<br>• Works to repair or maintain roads cause disruption<br>• Roads are congested<br>• House prices and rents are high<br>• There is a shortage of social housing | • Maintaining an extensive and high-demand road network with reduced public funds<br>• We have major challenges recruiting to all health and social care roles<br>• With more growth planned, we need infrastructure to support our businesses, communities and residents |
| Ensuring equal opportunities for everyone | • Despite overall wealth; 15 local areas are in the top 20% most deprived in the country<br>• 14,000 children in Oxfordshire are affected by income deprivation<br>• We are the most rural county in the south east | • Residents in some areas are more likely to have poorer health outcomes and fewer job opportunities<br>• Services are difficult to access and may increase loneliness and isolation | • Ensuring services can support residents who need it most, whilst also meeting the needs of everyone<br>• Providing services to people in rural areas, balanced against reducing funding |

**Managing future change**

In addition to the issue we have identified above, we know that many other issues will present us with challenges that change the way we work and how our communities need us. For example, withdrawal from the EU is likely to have significant implications for all public services and our residents but the challenges and opportunities are not yet clear. We continuously look at international influences, national policy and available opportunities to improve the way we work, make necessary changes and keep our services fit for purpose in a fast-paced world.
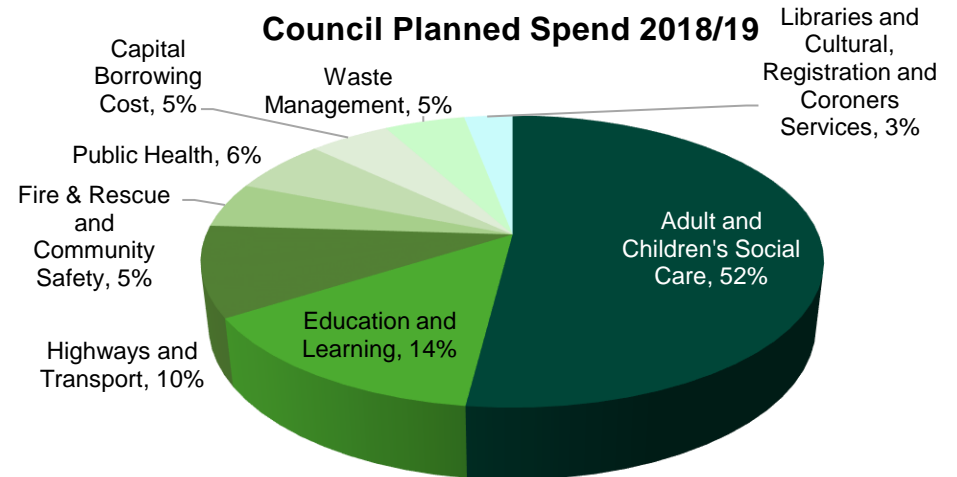
## 5: FINANCIAL OVERVIEW

The main sources of the council's funding are locally raised council tax (61%), government grants to be used for specific services (22%) and locally raised business rates (12%). We also charge a fee for some services which creates income (5% of funding sources).

For 2018/19 the council has set an overall budget of £778.1 million. The figures below show broadly how the planned spend of £562.6 million on services (excluding expenditure of £215.5 million on schools) in 2018/19 is divided up:

**Council Funding Sources 2018/19**

- Income for charging, 5%
- Business rates, 12%
- Grants for specific services 22%
- Council tax, 61%

**Council Planned Spend 2018/19**

- Capital Borrowing Cost, 5%
- Waste Management, 5%
- Libraries and Cultural, Registration and Coroners Services, 3%
- Public Health, 6%
- Fire & Rescue and Community Safety, 5%
- Adult and Children's Social Care, 52%
- Highways and Transport, 10%
- Education and Learning, 14%

In recent years, government grant into the Council has reduced significantly. In Oxfordshire, this will result in a reduction of 49% (£169m per annum) in government grant between 2010/11 and 2019/20.

In addition, as demand for statutory social care services has continued to rise, this has resulted in increased pressure on budgets and a need to deliver significant savings. By the start of the year 2017/18, savings had been made of £350m per year compared with our spending in 2010. We needed to save 40% of this because of the reduced government grant and 60% because we needed to meet the rise in demand for statutory services. We expect to continue to need to find savings as demand for our services rise.

**Reduction in Government Grant 2010/11 to 2019/20 = £167m or 49%**



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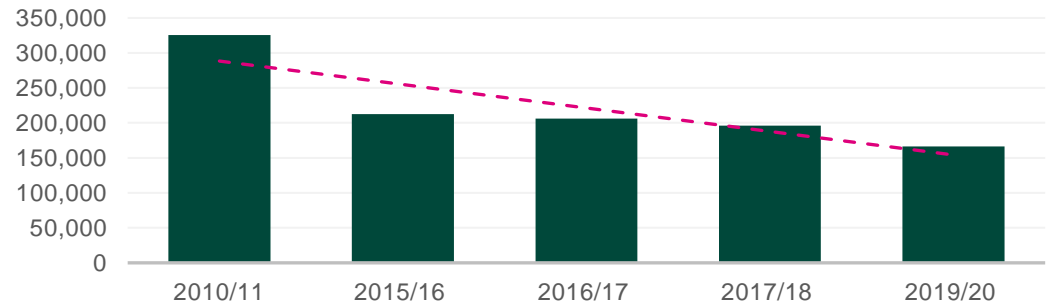
# 6: STRATEGIC DIRECTION

## 7: DELIVERING OUR VISION

Oxfordshire County Council puts residents at the heart of everything we do. We exist to serve our residents and communities; they both use and pay (directly or indirectly) for the services we deliver. Our communities are ones of place, but also of interest where people feel a sense of belonging. Our approach to supporting thriving communities must be as diverse as they are. We must listen to councillors, residents and our communities to develop approaches and respond to local issues; in this way we will be providing the value for money our residents expect. It is important we seek to improve what we do and how we do it, embracing new opportunities and ways of working along the way so that we can demonstrate we deliver good services that make best use of public resources.

The following outlines where we are now, where we want to be in the future, how we will get there and how we will know we are making a difference to our residents with regards to our supporting priority.

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

### Where are we now?

- Our 63 Councillors are the visible and active representatives of their local communities.
- 89% of people in our residents' survey say they are satisfied with Oxfordshire as a place to live, work and raise a family
- Most of our staff contact with residents is through our front line services but also we engage residents, communities and partners online through our website or social media channels like Facebook and Twitter.
- A new forum has been established to reach out to all children and young people in Oxfordshire called VOXY (Voice of Oxfordshire Youth).
- Our Adult Social Care user survey of 2017 showed that 90% of people are satisfied or very satisfied with what we do.
- We have a good track record of delivering value for money and have made £350 million of savings in the last seven years.

### Where do we want to be?

We want our residents to work as our partners in the design, purchase and delivery all of our front-line services so our services are shaped by those that use them. We want to use a variety ways of talking to and listening to our residents to understand what matters most to people. We want our communities to see us as open and transparent; to give the confidence that we will respond to their needs and desires. In experiencing our services, we want residents to feel and know that they are getting good value for the pounds we spend.

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## How will we get there?

**Keep delivering on:**

- Engaging with residents seeking feedback to shape services. This includes both children and young people and co-production with adults.

- Working through our councillors to engage with local issues (including Locality working).

- Using digital technology to deliver services where appropriate.

- Driving efficiency in all our services to achieve value for money.

**Focus attention on:**

- Undertaking a complete review of the Council's delivery model to ensure that the organisation is 'Fit for the Future'.
- Improving the way we respond to community priorities by reviewing how we organise councillor-led Locality Meetings.
- Implementing our new Equalities Policy to improve equality of opportunity and good relations between people and communities.
- Undertaking a digital review of communications intended to create more engaging content for our communities.
- Bringing big changes to the way the council conducts its business so we can deliver a seamless, customer experience and use technology to give residents more opportunities to access our services digitally.
- Working with partners to plan and tackle our workforce challenges.
- Promoting and support the involvement of vulnerable children and young pupils and those with Special Educational Needs and Disabilities in the decisions that affect their lives and the services they receive.
- Looking for opportunities to design, purchase and deliver adult social care in partnership with those it serves.
- Using £210,000 of Government funding to join-up with partners to make better use of public buildings and land.
- Publishing 'Market Position Statements' to improve competition and value for money for the social care services we want to purchase.

## How will we know we are making a difference?

**Residents feel engaged with OCC**

- Prevalence of services developed in co-production
- Number and value of opportunities for public engagement
- Rates of customer satisfaction

**Our services improve and deliver value for money**

- Value for money through effective use of resources
- Improvement following external inspection or audit

**The use of our assets is maximised**

- Progress with the One Public Estate Programme
- Improved delivery of our Capital Programme
- Return on investment in change
- Levels of compliance

# THRIVING COMMUNITIES

For thriving communities to become a reality, every resident needs to be safe, healthy and feel they can play a part in their community. The following outlines where we are now, where we want to be in the future, how we will get there and how we will know we are making a difference to our residents with regards to thriving communities.

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

### Where are we now?

- Life expectancy in Oxfordshire is increasing and for most health indicators, Oxfordshire is statistically better than the national average.

- We have below average numbers of people overweight but an estimated 55% of people aged 16 or over in Oxfordshire are classified as overweight or obese.

- We work to keep people safe through our Fire & Rescue Service and with a wide range of partners to safeguard children and adults.

- Over 4000 charities and community groups in the county work with volunteers.

- Public funding has reduced so the council had shifted its focus to enable communities to take more ownership of local priorities.

### Where do we want to be?

We want Oxfordshire to be a place where everyone feels safe and healthy enough to play an active part in the community they choose, whether these be communities of place or of interest. We want it to be a county where communities are supported to step into new roles in delivering local services.

## How will we get there?

**Keep delivering on:**
- Encouraging and supporting parish councils, voluntary and community groups and volunteers to support delivery of services.
- Commissioning health visitors and support for families with young children.
- Promoting healthy lives through our public health campaigns and initiatives (for example Health Checks).
- Supporting people to tackle health and lifestyle challenges (for example quitting smoking and tackling alcohol dependency).
- Helping people to stay safe and well in their homes. For example, through our Safe and Well visits, Trading Standards activity and safeguarding children and adults.
- Maintaining safe highways.

**Focus attention on:**
- Developing a '*Working Locally Strategy'*, to give greater focus to our communities in the way we engage, make decisions and deliver services.
- Reviewing our local safeguarding arrangements in the light of new legislation and guidance (Children and Social Work Act 2017 and new 'Working Together' arrangements).
- Ensuring our services work together to provide better support for people at key points of change; such as transition from children's to adults' services or leaving hospital to return home
- Focusing on providing safer walking and cycling facilities, including updating the council's Active & Healthy Travel Strategy and employing a dedicated Active Travel Officer.
- Focusing our public health campaigns on better take up of the 'NHS Health Checks' programme which offers adults a cardiovascular 'MOT'.
- Completing the changes made to daytime opportunities for our users of Adult Social Care services.
- Reviewing our museum service to ensure it can reach as many people as possible now and in the future.
- Extending the '*Oxfordshire Together*' initiative that works to give local parishes and voluntary organisations greater control over services.
- Working with our partners through the Safer Oxfordshire Partnership to tackle crime, anti-social behaviour and domestic abuse.
- Conducting 'Community Asset Reviews' to help ensure public buildings and land are used to best support local communities.

## How will we know we are making a difference?

**People are helped to live safe and healthy lives**
- Number of people helped to live safe & well
- Emergency response times
- Prevalence of healthy lifestyles
- Numbers of people receiving support for drug or alcohol dependency
- Proportion of people walking & cycling

**People play an active part in their communities**
- Rates of volunteering
- Prevalence of services provided by communities

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

### Where are we now?

- 58% of waste is recycled in Oxfordshire. We are one of the highest performing local authority areas in England for recycling and waste management.

- We have worked with our partners to support two 'Healthy New Town Programmes' in Bicester and Barton.

- Despite a reduction in funding, Oxfordshire still has a full library network which meets the needs of the places and people they serve.

- Due to a reduction in funding, our road network is in need of investment.

- Air quality across the county is addressed in a Local Transport Plan for 2015-2030 (LTP4) with an Air Quality Action Plan in place across Oxford to address issues within the city.

### Where do we want to be?

We want Oxfordshire to be the envy of England for its quality of life, with our rich rural and natural landscapes providing the ideal backdrop to a connected county. We want every resident to be connected to high quality digital services, and our communities to move around with ease on our roads, footpaths and cycle routes. We want our communities to have the spaces they need to bring people together and to have a good quality environment that is protected for them and future generations thanks to innovative thinking and next-generation technology.

## How will we get there?

**Keep delivering on:**

- Providing library, cultural, museum and music services.

- Promoting and encouraging people to be more active, including when they make travel choices and through the design of new developments.

- Planning and managing emergency situations for all of our residents (e.g. flooding events).

- Delivering local highways and cycleways maintenance.

- Supporting and protecting the local environment (for example work on Areas of Outstanding Natural Beauty, air quality and flood alleviation).

**Focus attention on:**

- Working with our partners to improve the sustainable and affordable housing options for young people.

- Working with partners to finalise the designing of the flood alleviation scheme and, subject to approvals, commence construction in winter 2018.

- Seeking funding and investing in new infrastructure.

- Improving maintenance and repair of our highways infrastructure through a programme of invesment.

- Ensuring our Travel Plan Team becomes self-financing to monitor developer Travel Plans.

- Bringing the 'Energy Bureau' service back into the council from another company to help residents, organisations and the council reduce energy consumption.

- Using a £40,000 grant from Government to develop a renewable energy strategy for Oxfordshire.

- Introducing new techniques to ensure wildlife gets more consideration in the planning process.

- Focusing on how our natural environment can provide benefits to Oxfordshire residents

## How will we know we are making a difference?

**Our quality of life in Oxfordshire is enhanced**

- Condition of highways
- Funding secured through planning obligations
- Levels of public / community transport use
- Rates of access to cultural services

**Our local environment is protected**

- Levels of carbon emissions
- Levels of energy use
- Air quality
- Proportion of household waste re-used, recycled or composted

# THRIVING PEOPLE

Individuals collectively make up a community, so thriving communities cannot happen without thriving people. The following outlines where we are now, where we want to be in the future, how we will get there and how we will know we are making a difference to our residents with regards to thriving people.

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

### Where are we now?

- Over 90% of primary children are allocated their first choice of school but we know there are pressures on school places for the future.
- Since 2010 the number of children in Oxfordshire who are the subject of a child protection plan has more than doubled.
- Children who are formally 'looked after' has increased by a third since 2010.
- In 2016/17, we saw a 20% increase in referrals to children's social care and an 18% increase in child protection investigations.
- We meet the national standard for completing a new Education Health and Care Plans (ECHP) for children with Special Educational Needs and Disability within 20 weeks, 37% of the time (2017). A Plan is in place to improve this.
- We have been working with more than 1500 troubled families in the county to help turn their lives around.

### Where do we want to be?

We believe everyone deserves the best start in life and this means children and young people should experience a safe and supportive home and school life. If we get it right in the early days, our children and young people will have positive experiences and grow into thriving adults. To give everyone the same chances in life, we need to give early and timely support to anyone with additional needs as well as those experiencing domestic abuse, mental health, drug and alcohol issues. We will do this by making sure we work with communities, families and partners to keep people safe from abuse and neglect.

## How will we get there?

### Keep delivering on:

- Support for children and their families from birth.

- Education services for all children and for those with additional support needs (for example those with Special Educational Needs and disabilities).

- Children's Social Care services, including Child Protection, Looked After Children, adoption and fostering.

- Promoting and supporting child health campaigns and initiatives.

- Protection and safeguarding of those transitioning between children's and adults' services.

### Focus attention on:

- Focusing on ensuring that new mothers have a mood review by the time their baby is 8 weeks old and that young children have health reviews at their new birth visit, 6-8 weeks old, 12 months and 2-2.5 years.
- Focusing on increasing school attendance with an aim of improving attainment levels; particularly for children with Special Educational Needs and Disabilities, those attending special schools and those eligible for free school meals.
- Helping families as early as we can; providing solutions which make the biggest difference to problems in a way that least intrudes on families.
- Safely reduce the number of looked after children; providing support to enable families to care.
- Improving the confidence and capability of the whole children's workforce when working with families experiencing domestic abuse, parental mental health and drugs and alcohol issues.
- Working with partners to implement a new school nurse programme.
- Developing a new offer for care leavers by working with the Oxfordshire Care Leavers' Association.
- Developing a partnership approach to improving health and educational outcomes for all young people.
- Increasing safeguarding training for staff on how to work with others to reduce domestic abuse.
- Working with partners to reduce the impact of substance misuse, bullying, domestic violence and abuse within teenage relationships.
- Joining-up adult and children safeguarding activity around domestic abuse.

## How will we know we are making a difference?

### Children are given a good start in life

- Prevalence of healthy children
- Numbers of looked after children
- Numbers of children's social care assessments
- Number of children the subject of protection plans
- Number of children's cases held by permanent staff

### Children are able to achieve their potential

- Percentage of children with a place at their first-choice school
- Percentage of children at a good quality school
- Rates of school attendance
- Levels of school attainment

## We enable older and disabled people to live independently and care for those in greatest need

### Where are we now?

- The number of residents who are 85 years and over, is increasing; 47% over the 15 years to 2015. This age group is predicted to rise over the next 15 years by 92%.
- There has been an increase in the number and proportion of people using long-term care who are supported at home: from 58% of clients in 2012 to 71% in 2016.
- We are 'Making Every Contact Count' by using our front line staff to provide advice which enables people to stay well into older age and therefore to live independently.
- We are increasingly working with services users to design and purchase services.
- We have challenges with our workforce and provider workforce due to the competition for staff from the private sector and the relatively high cost of living in Oxfordshire
- We are working with partners to use €4m of EU funding to develop mobility innovation within neighbourhoods of Barton and Blackbird Leys.

### Where do we want to be?

We want to maximise the independence of everyone in Oxfordshire; ensuring our residents live as independently, safely and successfully as possible, for as long as possible. Where people need support, we want to give them the best experience of care services in the country to support them: in the right place, at the right time wherever they live in the county. We want these services centred on the individual and their family or carers (including young carers), working with the inherent strengths of people, families, groups and organisations. We want all users to be highly satisfied with our services.

## How will we get there?

### Keep delivering on:

- Adult Social Care Services.

- Campaigns to keep older people healthy, active and well.

- Ensuring the quality and sustainability of care providers.

- Working with partners to improve people's experience of health and social care services.

### Focus attention on:

- Reviewing the way we organise our local delivery of Adult Social Care to ensure we can better meet the needs of those in greatest need.

- Reviewing our 'Telecare service' to ensure we are using the best technology to support people to live well at home.

- Introducing more intelligent technology to help us map and then maximise our home care and support.

- Improving links and partnerships with health and voluntary organisations to help identify adults at risk and those in rural areas who need our services.

- Expanding the offer of 'Direct Payments' to allow more people to choose how their care is provided and by whom.

- Providing more information to residents to help raise awareness of how to tackle scams and doorstep crime.

## How will we know we are making a difference?

**Care services support independent living**

- Number of home care hours purchased
- Number of appropriate safeguarding enquiries
- Numbers of people delayed leaving hospital awaiting social care
- Number of people with control over their care
- Proportion of older people supported in the community

**Homes and places support independent living**

- Percentage of people who report feeling safe and well
- Percentage of people living in safe & suitable housing

# THRIVING ECONOMY

The following outlines where we are now, where we want to be in the future, how we will get there and how we will know we are making a difference to our residents with regards to thriving economy.

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

### Where are we now?

- The county's economy generates £21.9bn of output per year from 400,000 jobs and more than 30,000 businesses.

- The Oxfordshire 'Housing and Growth Deal', will provide £60m for affordable housing and £150m for infrastructure improvements, including road and rail.

- The Oxfordshire Strategic Housing Market Assessment sets out a need for 100,000 new homes between 2011 and 2031 (of which 11,000 have been built to date). Our forecasting suggests this will result in a 27% increase in the population by 2031.

- The Centre for Cities ranks Oxford as the least affordable UK city for housing. In Oxford city, social rents in 2015 were 18% above the national average.

- We are working with partners to use £8.6 million of funding to develop innovation in fully autonomous vehicles.

### Where do we want to be?

We want Oxfordshire to continue to be a vibrant, sustainable, connected, inclusive, world-leading economy, driven by innovation, enterprise and research excellence. We want it to be a place where ambitious businesses and people thrive, where young people choose to build their careers and contribute to the vibrancy of Oxfordshire's communities. We recognise our success but also the need to ensure we have an economy that is strong and prosperous, now and for future generations.

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## How will we get there?

### Keep delivering on:

- Securing investment in housing and infrastructure to support the economy.

- Working in partnership to support development of skills, business and employment.

- Delivering strategic infrastructure, including housing, highways and transport programmes.

- Supporting sustainable economic growth.

### Focus attention on:

- Joining forces with partners on the Growth Board to develop a clear delivery plan for how £215 million of Government funding will be used to deliver new housing and infrastructure.
- Working with partners to implement '*Connecting Oxfordshire*', which will introduce enhancements to road capacity on strategic roads which suffer from congestion and delays.
- Continuing to work with local partners to make a strong case to Government for funding of key infrastructure and services in Oxfordshire.
- Setting up a joint 'Spatial Plan Delivery Team' with our district council colleagues to produce a spatial plan to join up all planning activity for Oxfordshire as a whole.
- Ensuring that new developments are underpinned by infrastructure that supports future residents' health and wellbeing (e.g. having access to green spaces and active travel opportunities)
- Continuing to develop a balanced approach to workplace and congestion charging that tackles congestion and air quality whilst offering alternative travel options.
- Understanding the challenges and opportunities arising for the Oxfordshire economy and local public services from the Brexit negotiations and final deal.

## How will we know we are making a difference?

**Strong investment and infrastructure are secured**

- Level of investment attracted
- Number of new homes
- Levels of disruption to journeys by congestion or roadworks
- Level of transport connectivity
- Level of access to online and digital services

**Local businesses grow and provide employment**

- Numbers of business start-ups
- Employment rates
- Job growth in key sectors/locations
- Numbers of apprenticeships
- Levels of workforce retention, progression and development

**APPENDICIES**

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# APPENDIX A: OXFORDSHIRE KEY OUTCOMES

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

**Residents feel engaged with OCC**

- Prevalence of services developed through co-production
- Number and value of opportunities for public engagement
- Rates of customer satisfaction

**Our services improve and deliver value for money**

- Value for money through effective use of resources
- Improvement following external inspection or audit

**The use of our assets is maximised**

- Progress with the One Public Estate Programme
- Improved delivery of our Capital Programme
- Return on investment in change
- Levels of compliance

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

**People are helped to live safe and healthy lives**

- Number of people helped to live safe & well
- Emergency response times
- Prevalence of healthy lifestyles
- Numbers of people receiving support for drug or alcohol dependency
- Proportion of people walking & cycling

**People play an active part in their communities**

- Rates of volunteering
- Prevalence of services provided by communities

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

**Our quality of life in Oxfordshire is enhanced**

- Condition of highways
- Funding secured through planning obligations
- Levels of public transport use
- Rates of access to cultural services

**Our local environment is protected**

- Levels of carbon emissions
- Levels of energy use
- Air quality
- Proportion of household waste re-used, recycled or composted

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

**Children are given a good start in life**

- Prevalence of healthy children
- Numbers of looked after children
- Numbers of children's social care assessments
- Number of children the subject of protection plans
- Number of children's cases held by permanent staff

**Children are able to achieve their potential**

- Percentage of children with a place at their first preference school
- Percentage of children at a good quality school
- Rates of school attendance
- Levels of educational attainment

**We enable older and disabled people to live independently and care for those in greatest need**

**Care services support independent living**

- Number of home care hours purchased
- Number of appropriate safeguarding enquiries
- Numbers of people delayed leaving hospital awaiting social care
- Number of people with control over their care
- Proportion of older people supported in the community

**Homes and places support independent living**

- Percentage of people who report feeling safe and well
- Percentage of people living in safe and suitable housing

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

**Strong investment and infrastructure are secured**

- Level of investment attracted
- Number of new homes
- Levels of disruption to journeys by congestion or roadworks
- Level of transport connectivity
- Level of access to online and digital services

**Local businesses grow and provide employment**

- Numbers of business start-ups
- Employment rates
- Job growth in key sectors/locations
- Numbers of apprenticeships
- Levels of workforce retention and development

## APPENDIX B: FURTHER INFORMATION

The targets and performance measures outlined throughout this corporate plan are open to scrutiny and engagement through a number of public documents and bodies. The following links provide further evidence and the information which sits behind this Plan:

1. The Joint Strategic Needs Assessment (JSNA) provides information about Oxford shire's population and the factors affecting health, wellbeing, and social care needs,

2. The Equality Policy 2018-2022 sets out how the council is approaching its responsibilities for ensuring that all residents in Oxfordshire have fair access to services and equal life chances.

3. Information about the way the Council spends its budget and how Council Tax is calculated can be found on our website.

4. The Medium Term Financial Plan provides an overview of the council's planned expenditure and funding and financial strategy.

5. The Annual Statement of Accounts presents the financial position of the county council. It contains a Narrative Report which complements the finance data by explaining how the council was funded during the year, the services that were delivered, and the outcomes we achieved.

6. Performance Scrutiny challenges the delivery and performance against this Plan. We also publish quarterly performance reports on our website which provide information on the council's performance against our Corporate Plan priorities.

7. The Growth Board, is a joint committee of the six councils of Oxfordshire together with key strategic partners. It has been set up to facilitate and enable joint working on economic development, strategic planning and growth.

8. The Oxfordshire Strategic Housing Market Assessment (SHMA) was published in 2014, to understand how many and the types of homes needed by 2031.

9. The Oxfordshire Infrastructure Strategy (OxIS) looks at the scale of the infrastructure challenges in Oxfordshire.

10. Connecting Oxfordshire, is our Local Transport Plan (LTP4) that sets out our policy and strategy for developing the transport system in Oxfordshire to 2031.

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## SUMMARY OF PRIORITIES, OUTCOMES AND INDICATORS

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

**Residents feel engaged with the county council**

- Prevalence of services developed through co-production
- Number and value of opportunities for public engagement
- Rates of customer satisfaction

**Our services improve and deliver value for money**

- Value for money through effective use of resources
- Improvement following external inspection or audit

**The use of our assets is maximised**

- Progress with the One Public Estate Programme

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

**People are helped to live safe and healthy lives**

- Number of people helped to live safe & well
- Emergency response times
- Prevalence of healthy lifestyles
- Number of people receiving support for drug or alcohol dependency
- Proportion of people walking & cycling

**People play an active part in their communities**

- Rates of volunteering
- Prevalence of services provided by communities

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

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- Funding secured through planning obligations
- Levels of public transport use
- Rates of access to cultural services

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- Proportion of older people supported in the community

**Homes and places support independent living**

- Percentage of people who report feeling safe and well
- Percentage of people living in safe and suitable housing

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

**Strong investment and infrastructure are secured**

- Level of investment attracted
- Production of our Joint Statutory Spatial Plan
- Number of new homes
- Levels of disruption to journeys by congestion or roadworks
- Level of transport connectivity
- Level of access to online and digital services

**Local businesses grow and provide employment**

- Employment rates
- Number of businesses
- Number of apprenticeships
- Levels of workforce

Measures and targets which help demonstrate progress towards the above priorities, outcomes and indicators are set out on the following pages.

| | | WE LISTEN TO RESIDENTS SO WE CAN CONTINUOUSLY IMPROVE OUR SERVICES AND PROVIDE VALUE FOR MONEY | |
|---|---|---|---|
| **OUTCOME** | **INDICATOR** | **MEASURE** | **TARGET** |
| **Residents feel engaged with the county council** | Prevalence of services developed through co-production | Involve more people in co-producing service redesign with the council by ensuring at least 5 co-production products are delivered by March 2019 | 5 |
| | | Train 20 co-production champions by July 2018 | 20 |
| | | Co-design of a library of tools and resources for supporting co-production work | Completion |
| | Number and value of opportunities for public engagement | % of Residents' Survey respondents who say local people can influence us | >43% |
| | | % of Residents' Survey respondents who say we act on residents' concerns | >58% |
| | | % of our public consultations robust enough to withstand legal challenge | 100% |
| | | Volumes of social media engagements | Q1: reporting only Q2: target tbc |
| | Rates of customer satisfaction | % of Residents' Survey respondents satisfied with the way we run things | >55% |
| | | The % of users of Adult Social Care services who are extremely or very satisfied remains above the national average | 16-17 nat. av. 64.7% |
| **Our services improve and deliver value for money** | Value for money through effective use of resources | Achievement of planned savings | 95% |
| | | Achievement of general balance outturn in accordance with risk-assessed level | 100% of risk assessed level |
| | | Use of earmarked reserves | 100% of planned use |
| | | Outturn variation by Directorate | 1% variation by directorate |
| | | Capital outturn variation compared to original programme | 5% |
| | Improvement following external inspection/audit | Proportion of post-inspection/audit action plan objectives dealt with on time | 100% |
| | | The proportion of social care providers rated as 'outstanding' or 'good' by the care quality commission in Oxfordshire remains above the national average | 17-18 nat. av. 80% |
| **The use of our assets is maximised** | Progress with One Public Estate Programme | Q1-2: One Public Estate is on track against agreed programme Q3-4: One Public Estate is on track to deliver business cases and savings | Q1-2: reporting only Q3: targets tbc |

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| WE HELP PEOPLE LIVE SAFE AND HEALTHY LIVES AND PLAY AN ACTIVE PART IN THEIR COMMUNITY | | | |
|---|---|---|---|
| **OUTCOME** | **INDICATOR** | **MEASURE** | **TARGET** |
| **People are helped to live safe and healthy lives** | Number of people helped to live "safe and well" | Number of vulnerable children and adults helped to live more secure and independent lives, supported by safe and well visits | 6,248 |
| | | Number of children better educated to live safer and healthier lives | 14,168 |
| | Emergency response times | More people alive as a result of our prevention, protection and emergency response activities | 1,000 |
| | | % of emergency call attendances made within 11 minutes | 80% |
| | | % of emergency call attendances made within 14 minutes | 95% |
| | Prevalence of healthy lifestyles | % of eligible population 40-74 who have been invited for NHS Health Check since Apr '14 | 97% |
| | | % of eligible population 40-74 who have received a NHS Health Check since Apr '14 | 49% |
| | Numbers of people receiving support for drug and alcohol dependency | Rate of successful quitters per 100,000 smokers 18+ (reported a quarter in arrears) | > 2,338 |
| | | Number of users of OPIATES that left drug treatment successfully (free of drug(s) of dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of opiate users in treatment. | >6.6 |
| | | Number of users of NON-OPIATES that left drug treatment successfully (free of drug(s) of dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of non-opiate users in treatment. | >36.6% |
| | | Number of users of ALCOHOL ONLY that left treatment successfully (free of alcohol dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of ALCOHOL ONLY users in treatment. | >38.6% |
| | Proportion of people walking & cycling | % overall levels of cycling | Q1: reporting Q2: targets tbc |
| | | % of journeys to work by cycling | |
| | | % of journeys to school by walking/cycling | |
| **People play an active part in their communities** | Rates of volunteering | Number of environmental volunteer hours generated through county council activities | Q1: reporting Q2: targets tbc |
| | | Number of volunteer hours contributed to library services | |
| | Prevalence of services provided by communities | Number of town or parish councils with devolved service responsibilities | Q1: reporting Q2: targets tbc |
| | | Number of opportunities for daytime care services listed on the Live Well website | Improve on baseline |
| | | % of Councillor Priority Fund monies allocated to a) Community Groups, b) town or parish councils, c) direct services | Reporting only |

3

## WE PROVIDE SERVICES THAT ENHANCE THE QUALITY OF LIFE AND PROTECT THE LOCAL ENVIRONMENT

| OUTCOME | INDICATOR | MEASURE | TARGET |
|---|---|---|---|
| **Our quality of life in Oxfordshire is enhanced** | Condition of highways | A and B Classified road network where carriageway maintenance should be considered | 33% |
| | | Defects posing immediate risk of injury are repaired within 24 hours | 100% |
| | | Defects creating potential risk of injury repaired within 28 calendar days | 90% |
| | | Percentage of reported defects for which remedial action is taken | 75% |
| | | Km of highway resurfaced as % of total | 0.6% |
| | | % of highway maintenance construction, demolition and excavation waste diverted from landfill | 90% |
| | | % of Residents' Survey respondents citing highways as driver of dissatisfaction | Baseline tbc. in Q1 |
| | Funding secured through planning obligations | A minimum of 70% of S106 agreements involving contributions to county council infrastructure are completed within 6 months of District Committee resolutions | 70% |
| | | Monies secured in S106 agreements represent at least 85% of the sums identified as necessary through the corresponding Single Response process | >85% |
| | | 80% of District Council planning applications are responded to by us within the agreed deadline | 80% |
| | | 50% of Mineral and Waste applications are determined within 13 weeks | 50% |
| | Levels of public transport use | % of work trips made by public transport | Q1: reporting Q2: targets tbc |
| | | % satisfaction with bus use | |
| | | % bus reliability | |
| | Rates of access to cultural services | Numbers of visitors to our libraries, history and archives services | Reporting only |
| | | Number of new library joiners per quarter | Reporting only |
| **Our local environment is protected** | Levels of carbon emissions | Average 3% year on year reduction in carbon equivalent emissions from county council estates and activities | 3% |
| | Levels of energy use | % of streetlights fitted with LED lanterns by March 2019 | 18% |
| | Air quality | Q2: establish Air Quality Action Group with District Councils, Q3: define work programme including Q3-Q4 targets. | Targets tbc. in Q3 |
| | Proportion of household waste re-used, recycled or composted | % of household waste recycled, composted and re-used in Oxfordshire | 60% |
| | | % of household waste sent to landfill | 5% |
| | | % of household waste recycled, composted and re-used at Oxfordshire Household Waste Recycling Centres | 59% |
| | | % of people satisfied with Oxfordshire Household Waste Recycling Centres | 95% |

| WE STRIVE TO GIVE EVERY CHILD A GOOD START IN LIFE AND PROTECT EVERYONE FROM NEGLECT | | | |
|---|---|---|---|
| **OUTCOME** | **INDICATOR** | **MEASURE** | **TARGET** |
| **Children are given a good start in life** | Prevalence of healthy children | Number of expectant mothers who receive a universal face to face contact at 28 weeks | 80% |
| | | Percentage of births that have received a face to face New Birth Visit | 95% |
| | | Percentage of children who received a 12-month review | 93-95% |
| | | Percentage of children who received a 2-2½ year review | 93-95% |
| | | Babies breastfed at 6-8 weeks of age | 60% |
| | | % of Mothers who received a Maternal Mood Review in line with the local pathway by the time the infant is aged 8 weeks. | 95% |
| | Number of looked after children | Reduce the number of looked after children to the average of our statistical neighbours by March 2019 | 672 |
| | Numbers of children's social care assessments | Increase the number of early help assessments to 2,100 during 2018-19 | 2,100 |
| | | Reduce level of enquiries to the Multi-Agency Safeguarding Hub (MASH) to 12,000 in 2018-19 | 12,000 |
| | | Reduce the level of social care assessments to 6,250 in 2018-19 | 6,250 |
| | Number of children the subject of protection plans | Reduce the number of children who are the subject of a child protection plan to the average of our statistical neighbours by March 2019 | 629 |
| | Number of children's cases held by permanent staff | Reduce caseloads so that by March 2019 over 80% of staff have caseloads at or below the agreed target level | 80% |
| | | Invest in the workforce so that by March 2019 80% of cases are held by permanent staff | 80% |
| **Children are able to reach their potential** | Percentage of children with a place at 1st preference school | % of children offered a place at their first preference primary school | Tbc w/c2 July |
| | | % of children offered a place at their first preference secondary school | Tbc w/c2 July |
| | Percentage of children at a good/outstanding school | % of children attending primary schools rated good/outstanding by Ofsted | 94% |
| | | % of children attending secondary schools rated good/outstanding by Ofsted | 90% |
| | Rates of school attendance | Persistent absence rates in the best quartile nationally by 2019 for secondary schools | Best quartile |
| | | Permanent exclusions to remain in the best quartile nationally | Best quartile |
| | Levels of educational attainment | Key Stage 2: % of pupils reaching expected standard in reading, writing and maths | 65% |
| | | Key Stage 2: progress scores for (i) reading (ii) writing (iii) maths | 0.6, 0.1, 0.15 |
| | | Key Stage 4: average attainment 8 score per pupil | 48.2 |
| | | Key Stage 4: average progress score | 0.07 |
| | | Key Stage 4: % of pupils achieving a 5-9 pass in English and maths | 52% |
| | | 16-18: average point score per pupil (A level) | Tbc w/c2 July |
| | | 16-18: average point score per pupil (Tech level) | Tbc w/c2 July |
| | | 16-18: average point score per pupil (Applied General students) | Tbc w/c2 July |

| WE ENABLE OLDER AND DISABLED PEOPLE TO LIVE INDEPENDENTLY AND CARE FOR THOSE IN GREATEST NEED | | | |
|---|---|---|---|
| **OUTCOME** | **INDICATOR** | **MEASURE** | **TARGET** |
| **Care services support independent living** | Number of home care hours purchased | Maintain the number of home care hours purchased per week | 21,779 hours per week |
| | Number of appropriate safeguarding enquiries | % of safeguarding concerns that result in a safeguarding enquiry | 25% |
| | Number of people with control over their care | Number of people with personal budgets remains above the national average | 16-17 nat. av. 89.4% |
| | | % of people with safeguarding concerns who define the outcomes they want | > 90% |
| | | % of people using Adult Social Care services who receive a direct payment remains above the national average | 16-17 nat. av. 28.8% |
| | Number of people delayed leaving hospital awaiting social care | Reduce the number of people delayed in hospital awaiting social care from an average of 15 per day in March 2018 to 13 by March 2019 | 13 per day |
| | | Reduce the number of people delayed in hospital awaiting both health and social care from an average of 50 per day in March 2018 to 42 by March 2019 | 42 per day |
| | Proportion of older people supported in the community | Increase from 57% the percentage of older people in long term care who are supported to live in their own home | >57% |
| **Homes and places support independent living** | Percentage of people who report feeling safe | % of people who use Adult Social Care services who say they feel safe to remain above the national average | 16-17 nat. av. 70% |
| | Percentage of people living in safe and suitable housing | Ensure the % of working age (18-64) service users with a learning disability support, who are living on their own or with their family, remains above the national average (76%) | >76% |
| | | Number of Extra Care Housing (ECH) units delivered | Q1: reporting Q2: target tbc |

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| WE SUPPORT A THRIVING LOCAL ECONOMY BY IMPROVING TRANSPORT LINKS TO CREATE JOBS & HOMES FOR THE FUTURE | | | |
|---|---|---|---|
| **OUTCOME** | **INDICATOR** | **MEASURE** | **TARGET** |
| **Strong investment and infrastructure are secured** | Level of investment attracted | Funding secured as % of that required for management of current highway asset | Tbc in Q2 |
| | | Oxfordshire is chosen for 49 new investors/re-investors in total, including 35 Foreign Direct Investments of which are 19 'high value' as defined by Department of International Trade (DIT) | 49 and 19 |
| | | We participate in 20 funding bids for innovation submitted to support the Smart Oxford programme | 20 |
| | | Businesses given support to grow through Trading Standards interventions or fire risk inspections | 3,332 |
| | Production of our Joint Statutory Spatial Plan | Progress with production of the Oxfordshire Joint Statutory Spatial Plan (JSSP) | Q2: Project Board set up |
| | Number of new homes | We enable the construction of 100,000 new homes by 2031 | 100,000 by 2031 |
| | | We enable 148 new affordable housing starts by March 2019 | 148 |
| | Levels of disruption to journeys by congestion/ roadworks | Number of roadworks days saved through active intervention | Q1: reporting Q2: targets tbc |
| | | Miles of bus route diverted as a result of roadworks | |
| | Level of transport connectivity | Journey times by public transport (rail/bus) between main centres: a) between Oxford and main growth locations (Bicester, Witney, Didcot etc), b) Cross-Oxfordshire, e.g. Didcot to Bicester, c) Regional/National, e.g. Oxford to Milton Keynes | Q1: reporting Q2: targets tbc |
| | Level of access to online and digital services | The absolute number of premises we have enabled to have access to superfast broadband within Oxfordshire, via our contract with BT | 78,000 |
| | | The % of premises in Oxfordshire with access (via either our contract or commercial providers) to superfast/ultrafast/full fibre broadband | 96.8% |
| | | The % of premises in Oxfordshire without access to at least Basic Broadband (at least 2Mb/s) or OFCOM 'acceptable' broadband (10Mb/s) | 2Mb or gtr. <0.33% 10Mb or gtr. <1.4% |
| **Local businesses grow and provide employment** | Employment rates | % of Oxfordshire residents aged 16-64 in employment (against GB rate Jan-Dec 2017 of 78.4%) | Reporting only |
| | Business numbers | Numbers of births, deaths and survivals of businesses in Oxfordshire (annual ONS data) | Reporting only |
| | Numbers of apprenticeships | Number of apprenticeships employed by the county council and maintained schools | 80 |
| | Levels of workforce | Oxfordshire County Council Full-Time Equivalent (FTE), excluding schools | Reporting only |
| | | Total spend on agency staff as proportion of our annual salary budget | Reporting only |
| | | To reduce the turnover rate of direct care staff to beneath the regional average by March 2019 | <28.5% |

Division(s): N/A

## Performance Scrutiny – 05 July 18

## Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services

### Report by Simon Furlong, Director for Community Safety

## Introduction

1.  The Home Office have commissioned Her Majesties Inspectorate for Constabulary to complete inspections of all English Fire and Rescue Services. This is the first inspection regime of this type for over a decade so the methodology, approach and judgement criteria are all being developed and tested now. This means that we have no previous knowledge or experience in preparing for the inspection other than working from the guidance provided by the Inspectorate.

2.  Her Majesties Inspectorate for Constabulary has now been renamed as Her Majesties Inspectorate for Constabulary and Fire and Rescue Services (HMICFRS)

3.  HMICFRS is an independent inspectorate, inspecting fire & rescue services and policing in the public interest. It assesses and reports on the efficiency and effectiveness of fire & rescue services and police forces.

4.  In May 2016, the Home Secretary established a wide-ranging reform programme for the fire and rescue services in England. This included a proposal to establish a rigorous and independent inspection regime for fire and rescue authorities.

5.  In July 2017, the Home Office confirmed that HMIC would take on the role of inspecting fire and rescue services in England, and of assessing and reporting on the effectiveness and efficiency of each service. To reflect these new responsibilities, HMIC's name changed to HMICFRS.

6.  The Policing and Crime Act 2017, which amended the Fire and Rescue Services Act 2004, contains provisions to strengthen existing powers to inspect fire and rescue authorities.

## Key Issues

7.  The fire and rescue services inspection programme enables HMICFRS to draw together evidence from inspections of all 45 fire and rescue services in England. This rounded assessment of all fire and rescue services will cover the effectiveness and efficiency of each service and how it looks after its people. This will include an assessment of:

- the operational service provided to the public (including prevention, protection, resilience, and response);
- the efficiency of the service (how well it provides value for money, allocates resources to match risk, and collaborates with the police and ambulance services); and
- the organisational effectiveness of the service (how well it promotes its values and culture, trains its staff and ensures they have the necessary skills, ensures fairness and diversity for the workforce and develops leadership and service capability).

8.   The resulting assessments will include graded judgments of performance. HMICFRS' assessments are designed to enable the public to see how each fire and rescue service's performance changes over time and in relation to the performance of other services.

9.   The fire and rescue services inspections will not include an assessment of corporate governance or the accountability structures provided by the fire and rescue authority, police, fire and crime commissioner, locally elected mayors and, in London, the Mayor's Office.

10.   HMICFRS have completed three pilot inspections to test their methodology. Three sets of inspections will follow with fifteen fire services in each set. Oxfordshire are in the second set and we will be inspected between October and December 2018; our inspection date has not been released yet. HMICFRS have released the question set which contains 61 sub-diagnostic questions also referred to as key lines of enquiry.

11.   The inspection is also being supported by data requests and we have responded to the first one of these. There are aspects of the data request where our data collection does not match what is being asked for and this is requiring mandraulic activity to collect, filter and sort our data to extract the data required by HMICFRS.

12.   We are currently completing self-analysis against the 61 sub-diagnostic questions and will be producing an action plan to address any areas of concern prior to our inspection. This is being led by a small team of officers and involves all heads of department. With this and the data request there is a significant impact on business as usual and some impact on our ability to deliver the improvement plans within our annual planning objectives.

13.   The inspection will last four days and is likely to involve eight inspectors who will be a mix of HMI employees, including our Service Liaison Lead Steve Brown, and seconded officers from other Fire and Rescue Services. Two weeks prior to the inspection the Chief Fire Officer, supported by the leadership team, will deliver a Strategic Briefing to the inspection team. This is designed to provide the context, challenges, future plans and areas of good practice for Oxfordshire Fire and Rescue Service.

14. The inspection results in a grading of either Outstanding, Good, Requires Improvement or Inadequate for each of the three main areas of focus. HMICFRS have released guidance on the grading which we are using as part of our self-assessment but as this is the first inspection there is no knowledge of which aspects are critical and no previous results to use as a benchmark. Our recent Operational Assurance Peer Review will be helpful and we will be using that as part of our evidence and preparation.

15. Both Buckinghamshire and Berkshire Fire and Rescue Services will be subject to the same inspection process. Berkshire are in the same set as Oxfordshire and Buckinghamshire are in the third set. The Inspectorate are the same for Thames Valley Police. The Police have a PEEL assessment (police effectiveness, efficiency and legitimacy) and in 2017 Thames Valley Police recorded a Good grading for effectiveness, an Outstanding grading for efficiency and a Good grading for Legitimacy. There is a risk that the inspections of the Thames Valley Fire and Rescue Services could result in a renewed interest from the Police and Crime Commissioner to open discussions about them taking on responsibility for the Thames Valley Fire Services.

16. These inspections are being conducted on a consistent basis across England. They are not taking governance into account. As one of only fourteen (soon to be less) County Council Fire and Rescue Services, we do have concerns that our level of integration will, at best, not be recognised as part of the assessment and will not have a positive impact on our grading and, at worst, there is a possibility that it will be viewed as unique in some areas and this could be viewed negatively. This is only a concern for the inspection outcome and we remain committed to further integration and the use of our skills and resources across the council.

17. We will be provided with an inspection report seventeen weeks post inspection. There will be a "State of the Fire and Rescue Services in England" report produced. We welcome the inspection regime; we will use the opportunity to prepare for this, the outcome of our inspection and the national report as a basis for continuous improvement. However, this will be in the context of our position as part of the County Council which provides us with many advantages and enables us to contribute to the Council's objectives and provide high-quality services to our communities in a way many Fire and Rescue Services are not able to.

## Financial and Staff Implications

18. The Fire Service are meeting the requirements through existing posts and budgets so there are no additional costs associated with the preparatory or inspection stage. There could be additional pressures as a result of the inspection outcomes.

### Risk Management

19.    There is a risk that the inspection process and outcomes will result in renewed interest from the Police and Crime Commissioner.

20.    The inspection outcomes will assist OFRS to be open and transparent with the public and provide details of our performance.

21.    There is a risk that if the service received anything lower than a rating of good then all non-core fire service activity could be threatened until a rating of good could be achieved.

22.    New or additional pressures could be identified as a result of the inspection outcomes.

23.    There is a reputational risk associated with the outcomes.


## RECOMMENDATION

24.    **The Committee is RECOMMENDED to:**

    **(a)    note the content of the report, and**

    **(b)    identify future reporting requirements.**


NAME: Simon Furlong
Director for Community Safety

Background papers:

Contact Officer: David Heycock
July 18

**PERFORMANCE SCRUTINY COMMITTEE – 5 JULY 2018**

**Customer satisfaction with the condition of Oxfordshire's roads**

**Introduction**

1. The County Council is currently receiving a high level of correspondence regarding dissatisfaction about the condition of Oxfordshire's roads.  In addition, a recent general customer satisfaction survey indicates that this may also be playing a part in how the public perceive the County Council as a whole.

2. This report has three main sections to help identify potential areas of focus for discussion and future investigation.

    - Section 1 - Explanation regarding the life of a road and the cost of upkeep
    - Section 2 - The Council's sphere of influence
    - Section 3 - Oxfordshire Together work with communities around highways.

**Section 1 - Life of a road and the cost of upkeep**

1.1 A short video presentation narrated by Owen Jenkins will be shown to explain the life of the road, overall state of our network, impact of repairs at certain timeframes, costs and what is achievable in terms of maintaining our road network.

**Section 2 -  The Council's sphere of influence**

2.1 This section sets out a range of areas that the County Council has responsibility for and identifies at a high level its power of influence

2.2 In its decision-making process the County Council will look to and use Councillor and Parish or Town Council opinion to assist in forming a view, and in some cases, will not progress unless it has their support.

Civil Parking Enforcement
2.3 Civil Parking Enforcement (CPE) is the decriminalisation of parking offences within an area and the transfer of the responsibility for enforcement from the Police to the Local Parking Authority.

2.4 There are two areas currently subject to Civil Parking Enforcement within Oxfordshire. Oxford (on street parking only – managed by OCC) and West Oxfordshire (On street and off-street parking managed by WODC under agency from OCC).

2.5 There are only 22 (out of 327) local authority areas in England which are not currently operating civil parking enforcement and being enforced by the Police. These include Cherwell, South Oxfordshire and Vale of White Horse.

2.6　It should be noted that as an early adopter of powers, Oxford is one of only 2-3 areas in the Country that has Civil Parking Enforcement for on street parking only. Subsequent practice from DfT has been to only approve applications for On and Off street parking within an area and therefore in two tier authorities there is a need for County and District authorities to work together to implement Civil Parking Enforcement.

2.7　There is strict legislation covering the expenditure of any surplus income arising from civil parking enforcement. Surplus's may only be directed into activities for highway and transport purposes or for environmental schemes.

Controlled Parking Zones

2.8　A controlled parking zone (CPZ) is an area where parking is only permitted in designated parking bays, and the rest of the kerbside space is restricted by yellow lines. Any vehicles parked in contravention of the restrictions can be issued with a Penalty Charge Notice.

2.9　There are currently 30 separate zones within Oxford operated by County Council.

2.10　There are additional small areas of controlled parking which feature a mixture of resident spaces and P&D parking within Abingdon, Henley, Wallingford and Bicester. Enforcement of the areas have been devolved to the Town Council/ District Council under an Agency agreement). Enforcement of the yellow lines remains the responsibility of Thames Valley Police in these areas.

2.11　Whilst Controlled Parking Zones can be implemented in any area, experience has shown them only to be effective where regular enforcement takes place. For many years therefore, it has been Oxfordshire County Council practice to only implement Controlled Parking Zones in areas subject to Civil Parking Enforcement.

2.12　Legislation requires that the cost of permits should not be set at such a level as to budget for a surplus unless it is in accordance with a declared parking strategy (i.e. penalising higher polluting vehicles). Oxford permit levels are currently set at a level to allow the scheme to break even.

Parking restrictions – yellow lines

2.13　Removal, change or implementation of a parking restriction (double or single yellow lines) requires a new or change to a Traffic Regulation order. This requires a formal consultation and due process to be followed.  Changes to parking are often emotive and can be extremely time consuming and it is not always possible to find an amicable solution that suits all parties involved.

2.14　Enforcement is the responsibility of Thames Valley Police other than the areas with Civil Enforcement.

2.15　Driveway access markings (single white line) and Keep Clear markings are not enforceable, and as such do not need a Traffic Regulation Order.

Speed Limit Enforcement

2.16 There are currently approximately 70 fixed speed camera sites in Oxfordshire, and 5 junctions with red light cameras. The operation of these and any enforcement action is the responsibility of Thames Valley Police.

2.17 The police also use mobile equipment at a large number of other locations, with sites being prioritised on the basis of the accident record and level of speeding.

2.18 The County Council has responsible for ensuring that the signage and road markings are correct, in good order and visible at these sites so that the Police can successfully enforce.

2.19 There is currently a modernisation programme being led and funded by TVP to digitise the old-style film camera's.  As part of this TVP are re-assessing the need and prioritising those to be upgraded.  It is thought unlikely that all cameras will be upgraded.

Vehicle Activated Speed Signs
2.20 The County Chas around 120 vehicle activated signs implemented to assist with adherence to speed limits in high risk locations.  These signs are already authorised signed and as such no specific formal approvals are required.

2.21 Installed signs do however require inspection and maintenance, and then removal or replacement at the end of their life.  This all has a financial cost.

2.22 Signs can either be mains powered or solar operated (if location appropriate for this).

Speed Limits
2.23 Requests for increase or decrease in speed Limits require a Traffic Regulation Order to be amended, and therefore there is a formal consultation and approval process to go through.  Depending on the complexity and amount of interest, this can be a time consuming and lengthy process to go through.

2.24 There are clear DfT guidelines on what speed-limits are suitable for different environments, along with clear guidance on what signage is required.  Thames Valley Police's comments and view is extremely important because they are responsible for enforcement and a statutory consultee as part of the process.

2.25 To lower speed in an area, it is unlikely that just a change in speed limit will be effective or acceptable without a physical layout change.

2.26 In respect of 20mph limits specially, current government guidance issued by the Department for Transport (Circular 01/2013) gives greater encouragement for local authorities to introduce more 20 mph schemes (limits and zones) in urban areas and built-up village streets that are primarily residential, to ensure greater safety for pedestrians and cyclists.

2.27 The Circular emphasises that research into signed-only 20 mph speed limits shows that they generally lead to only small reductions in traffic speeds. Signed-only 20 mph speed limits are therefore most appropriate for areas where vehicle

speeds are already low. If the mean speed is already at or below 24 mph on a road, introducing a 20 mph speed limit through signing alone is likely to lead to general compliance with the new speed limit. Where the existing mean speeds are above 24 mph then a 20 mph scheme with traffic calming measures will be required.

## Traffic Calming - Speed Humps / Village gateways

2.28 Traffic calming is widespread across the county and has played an important part in helping reduced accidents when applied correctly.

2.29 Formal consultation is an important part of any new or traffic measure, this includes removal. Achieving a consensus opinion is difficult and time-consuming. Traffic calming features predominately require street lamps to ensure they are lit, and this is therefore a consideration when considering such a measure.

## Drainage

2.30 Adjoining landowners are generally responsible for roadside ditches and open watercourses. Culverted watercourses may be the responsibility of the water authority or riparian owners, but the County will be responsible for the highway drainage, including the culverts into the ditches from the road. District Council's have parallel powers to the County under the Land Drainage Act. Foul drains and sewers are not the responsibility of the County.

## Vegetation

2.31 As a general rule, hedges, trees growing in the hedgerow, and the ditches in front of them, are owned by the adjoining landowner. They are seldom our responsibility. However, trees growing in the highway verge as well as undergrowth on the verge are matters for us to deal with.

2.32 We may enforce Section 152 of the Highways Act (1980) which allows us to serve notice upon the owner of the trees/ vegetation informing them that they need to clear any overgrowing vegetation causing an obstruction safely.

## Utility Works / Developer Works

2.33 A road opening licence (excavation in the highway) must be obtained before commencing work. It is an offence to excavate the highway without lawful consent or authority.

2.34 Any private contractors who wish to carry out roadwork excavations in the highway must apply for, and be granted, a licence before work starts.

2.35 The 'highway' includes carriageway, footway and verge. Carrying out such work without a licence is an offence and may result in prosecution. Those granted a Road Opening Licence become "undertakers" (for the purposes of New Roads and Streetworks Act -NRSWA), and because of that take on responsibility for carrying out the duties and responsibilities imposed by the Act and its associated regulations and Codes of Practice.

2.36 In addition, if a temporary speed restriction or closure is required for the works then a Temporary Traffic Regulation Order (TTRO) is required. A minimum of 12 weeks' notice must be given to enable the county council to process applications affecting county roads. Closing of footways (adjacent to carriageway) does not require a TTRO, however closure of a Footpath does.

2.37 A charge is made to cover the cost of the assessment and process of TTRO orders.

2.38 The County Council cannot unreasonably refuse a road opening or TTRO request. In essence the County's role is to make sure it is co-ordinated as possible by influencing when it will take place, and to ensure it happens in a safe and effective and acceptable way by influencing traffic management proposals.

2.39 Local communication and co-ordination is the responsibility of the company carting out the works.

2.40 For emergency/urgent utility works, we may not know about them until up to 2 hours after they have started.


3.  **Section 3 – Oxfordshire Together future ambition**

3.1 Highways already has the Oxfordshire Together (OXTOG) initiative, the offer has been available for a while now and is relatively successful.  Take up initially had been slow and mainly focused on grass cutting, but is starting to spark more interest.

3.2 With continuing resource pressures and desire for the county council to work more locally, we are keen to refresh and broaden initiatives under OXTOG. Consideration has been given as to what a refreshed offer / initiative might look like and how to attract parishes to do more than just grass cutting.

3.3 A working group was established to develop ideas and shape into a variety of packages and workstreams to progress. Officers have also been exploring and utilising the experience of other councils trying to also deliver on this agenda.

3.4 The Councils Insurance and Legal teams have been involved in discussions and although there is due process that will need to be gone through and covered off, initial indications are that the initiatives should all possible to implement.

3.5 A summary of the types of initiatives being investigated, revamped and piloted is below.

- a) Supporting the council to deliver its services – empowerment & efficiency
  - Local "trouble shooter" – informed parish/town councillor or member of the public who can help advise and help within the community on highway issues.

- Local "Eyes & Ears" – a local volunteer who is happy to be called up to look at things for us to reduce the need to visit in person.
- FixMyStreet superuser – a competent and trusted local volunteer with ability to order defect correction works directly in line with our intervention criteria.
- Champions and co-ordinators for local activity / support, such as during a snow event, traffic management for local events, Public Rights of Way (PRoW) access, etc

b) Devolving of Services – making the money go further
Parish/Town Councils directly delivering funded services on the County Council's behalf – allows for funding to go further and parishes to manage as best suited to their local area:
- Grass Cutting
- Grip Clearance
- Salt management
- Temporary pot hole repairs
- …..

c) Identifying and directing minor works – delivering low value but high impact works
Parish/Town Councils & communities identifying minor works that would need doing within their area.

Minor works gangs are already being deployed (with 4 in total being funded) to complete minor works that have not traditionally been funded by the authority.

- Non-priority vegetation clearance
- Dropped Kerbs
- Minor footways
- Sign installation
- ……

d) Parish/Town Council Funded Schemes
Provide easy and simple options to enable parishes to fund and works on the highway.
- Pay the County Council to carry out the works – cost provided from schedule of rates to cover activities like:
  - Patching
  - Pot hole filling
  - Edge Kerbing
  - Lining
  - Installation of Signage
  - Crossings
  - ……
- Commission works directly with contractors - Use of approved contractors list

e) <u>Appreciation and acceptance communities working on the highway</u>
There are some activities that the council no longer does, or never has undertaken, with some of this minor activity being undertaken by members of the public.  Greater encouragement and allowance of communities to continue and to grow this could be beneficial.
- Cutting verges outside their house
- Upkeep of nearby PRoW
- Washing village signs
- ……

3.6 We are now progressing and getting some Pilots underway, and once things are firmly in place for each initiative then we will publish what we are doing and how it is working. We are currently in the process of getting the following in place:
- Two FMS SuperUser volunteers in Shiplake
- One Staff FMS SuperUser volunteer in Tiddington
- One volunteer to be the eyes & ears in Horton
- Mini-Agency agreement for Berrinsfield Parish Council to assess and repair their own Potholes within the village (not the who parish)

**RECOMMENDATION**

4. The Committee is recommended to use the information in this report to identify areas of focus or concern for potential further investigation at a future committee meeting, or through a focussed deep dive, in respect of Customer Satisfaction with the condition of Oxfordshire's roads.

Contact Officer: Paul Fermer, Service Manager Major Infrastructure Delivery

June 2018

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PERFORMANCE SCRUTINY COMMITTEE

PROPOSED WORK PROGRAMME

| ITEM | NOTES |
|---|---|
| **6 September 2018** | |
| Fit For the Future: The Council's Transformation Programme | Outcome of recent work on the Fit for the Future Programme exploring ways of meeting and exceeding the council's transformation savings. |
| Q1 Corporate Performance | An overview of the council's performance in Q1 and identification of areas that the committee may wish scrutinise in further detail. |
| Co-production | How commissioners are embedding co-production into the design of services and the impact this is having on outcomes. Including feedback from service users directly. |
| Commissioning services across the Council | How well council staff are trained to deal with the private companies bidding for contracts, how we ensure providers deliver what they promise and contracts are cost effective. |
| Police and Crime Commissioner (confirmed) | Scrutiny of progress against the Police and Crime Plan 2017 - 2021 |
| Thames Valley Police Delivery Plan 2018-19 (confirmed) | Discussion about performance of the Thames Valley Police Service in 2017/18 and areas of focus for 2018/19 – CC Habgood |
| Community Safety and Risk Management | Scrutiny of the Oxfordshire Fire and Rescue Service's performance in 2017-18, the county's strategic approach to improving community safety outcomes, and a review of the proposed community risk management plan for 2019/2020. |
| Report of the Young Carers deep dive | A discussion about the findings and recommendations emerging from the Committee's deep dive in the inequalities faced by young carers and how the Council identifies and supports them. |
| **8 November 2018** | |
| Safeguarding Adults | Scrutiny of the Oxfordshire Safeguarding Adults Board Annual Report. |
| Safeguarding Children | Scrutiny of Safeguarding Children Annual reports, including an overview of safeguarding work, serious case reviews and quality assurance |
| Safeguarding Missing Children | An update on the number of children reported as missing from home, care and school in Oxfordshire and the work undertaken |

| | |
|---|---|
| | by the Missing Children's Panel and partners. |
| Adult Social Care Contributions Policy | Scrutiny of how changes to the way the council charges for adult social care services are being implemented and the impact this is having on residents and their carers |
| **13 December 2018** | |
| Service and Resource Planning 2019/20 – 2022/23 | |
| **10 January 2019** | |
| | |
| **14 March 2019** | |
| | |

| TO BE SCHEDULED | |
|---|---|
| **ITEM** | **NOTES** |
| Drug use in Oxfordshire | Links with health, domestic violence, housing – examine relationship with districts and Thames Valley Police |
| Contract performance | SKANSKA, Carillion, Adult Social Care block contracts |
| Use of s.106 monies | Update on progress since the PSC deep dive into s.106/Community Infrastructure Levy (CIL) payments. |
| Plans to tackle roadside NO2 concentrations | Council's approach to dealing with the impact of national policy to tackle roadside NO2 concentrations on Oxfordshire's transport network/ road infrastructure (i.e. ending the sale of diesel/petrol cars by 2040) |
| Strategic drivers | How the council is meeting its identified strategic risks, including council transformation and culture change, its relationship with external partners, building communities, etc. |
| Income generation | Scrutiny of the council's approach and plans for increased income generation. |
| Impact of Carillion liquidation | Review the cost of delivering services pre- and post-liquidation of Carillion. |
| Operational Assessment – Community Safety | Scrutiny's comments on the proposed next steps following the report on the operational assessment. |

| | |
|---|---|
| 16-18 Provision | The Council's role in supporting the delivery of 16-18 provision and the breadth of this provision in Oxfordshire. |
| Daytime Support Services | Review of the impact of changes to Daytime Support Services and whether there are clients who did not get places in the new service – to include an Age UK representative. |
| Ofsted inspection response | Scrutiny of the actions the Council is planning to take in response to the findings of the inspection into local authority services for children in need of help and protection, children in care and care leavers. |
| Diversity of Oxfordshire Fire and Rescue Service (OFRS) workforce | How OFRS is reforming its workforce to be inclusive and representative of local communities + ensuring they are safe at work. Including overview of joint staff committees with the council. |
| Council workforce | How the Council is meeting its Investors in People standard and building workforce resilience, including its relationship with Unison. |
| Oxfordshire Local Transport Plan | Scrutiny of the Council's overall transport vision, goals and objectives to support population and economic growth. |

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