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Notice of a Meeting

Safer & Stronger Communities Scrutiny Committee
Monday, 18 June 2012 at 10.00 am
County Hall, Oxford, OX1 1ND

Membership

Chairman - Councillor Lawrie Stratford
Deputy Chairman - Councillor Stewart Lilly

Councillors:	John Goddard	Susanna Pressel	Alan Thompson
	Anthony Gearing	Bill Service	Carol Viney
	Patrick Greene	Chip Sherwood	

Notes:

Date of next meeting: 3 September 2012

What does this Committee review or scrutinise?
- Community safety; anti-social behaviour; crime and the fear of crime; fire and rescue; consumer protection; emergency planning; police issues; coroner's service; gypsies and travellers; drugs and alcohol awareness; road safety (police, trading standards, fire and rescue); adult learning (oversight of the adult learning service in provider mode); libraries; museums and heritage; the arts; archives; leisure and recreation; registration service; community cohesion; voluntary and community sector.
- The functions of the responsible authorities (local authorities, fire and rescue authorities, police authorities, the police, primary care trusts and the Probation Service) which comprise a Crime & Disorder Reduction Partnership/Community Safety Partnership.
- Those regulatory functions of the Planning & Regulation Committee not falling within the remit of the Growth & Infrastructure Scrutiny Committee.

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.**

For more information about this Committee please contact:
Chairman	-	Councillor Lawrie Stratford
		E.Mail: lawrie.stratford@oxfordshire.gov.uk
Committee Officer	-	*Kathrin Luddecke, Tel: (01865) 323965*
		kathrin.luddecke@oxfordshire.gov.uk

Peter G. Clark
County Solicitor

June 2012

About the County Council
The Oxfordshire County Council is made up of 74 councillors who are democratically elected every four years. The Council provides a range of services to Oxfordshire's 630,000 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
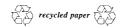
Scrutiny is NOT about:
• Making day to day service decisions
• Investigating individual complaints.

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.

AGENDA

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

2. **Declarations of Interest - see guidance note on the back page**

3. **Minutes** (Pages 1 - 10)

   To approve the minutes of the meetings held on 30 April **(SSC3a)** and to note for information any matters arising from them.
   To also approve the minutes of the meeting on 15th May 2012 **(SSC3b),** to appoint the Chairman & Deputy Chairman for 2012/13

4. **Speaking to or petitioning the Committee**

   SCRUTINY MATTERS

5. **Director's Update - Registration, Coroner's Services and Cultural Services**
   10.10

   The Head of Law and Governance, Peter Clark, will give a verbal update on key issues affecting relevant services.

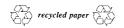6. **Review of Mobile Library Services** (Pages 11 - 14)
   10.20

   As part of the County Council's commitment to delivering a comprehensive, high quality and efficient library service, a review of mobile library services is to be undertaken to ensure that these can complement and add value to the library network, in a cost effective way that makes efficient use of resources to deliver library services at the point of need. Jillian Southwell, Library Service Manager, will provide an overview of the proposed review (**SSC6**).

   The committee is invited to comment on the proposals.

7. **Oxfordshire Adult Learning - Update** (Pages 15 - 20)
   10.40

   Vicky Field, Operational HR Manager, and Mike Bardsley, Skills and Learning Manager, will give an update on the service (**SSC7**).

   The committee is invited to note and discuss the update.

recycled paper

8.   Director's Update - Fire & Rescue and Community Safety
11.00

The Chief Fire Officer and Head of Community Safety, David Etheridge, will give a verbal update on key issues affecting relevant services.

9.   Regulatory & Investigatory Powers Act (RIPA) - Update (Pages 21 - 30)
11.15

Richard Webb, Acting Head of Trading Standards and Community Safety, will present an update on the use of the Regulation of Investigatory Powers Act 2000 by Oxfordshire County Council for consideration by the committee (**SSC9a, b**).

The Act regulates the use of covert activities by Local Authorities and creates the statutory framework by which covert surveillance activities may be lawfully undertaken. Special authorisation arrangements need to be put in place whenever a Local Authority considers commencing covert surveillance or considers obtaining information by the use of informants or officers acting in an undercover capacity.

Codes of Practice issued under the Act provide guidance to authorities on the use of the Act. A revised Code of Practice came into force in April 2010. The Code of Practice specifies that elected members should review the authority's use of the Act and set the policy at least once a year. They should also consider internal reports on the use of the Act periodically.

10. Consumer Protection - Update
11.25

Richard Webb, Acting Head of Trading Standards and Community Safety, will give a verbal update to the committee.

*Followed by a **BREAK 11.45***

11. OFRS Retained Duty System Development (Pages 31 - 36)
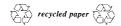**11.55**

The Retained Duty System is a longstanding and largely effective method of crewing operational fire stations / appliances for rural and semi-rural Fire and Rescue Services. However, the system's effectiveness and longevity is increasingly challenged by a range of societal and legislative factors. Colin Thomas, Deputy Chief Fire Officer, will present a report about proposals to develop the retained duty system within the Oxfordshire Fire & Rescue Service (**SSC11**).

The committee is invited to comment on the proposals.

12. Safe and Secure Olympic Games (Pages 37 - 42)
12.15

Colin Thomas, Deputy Chief Fire Officer, will present a report about plans for a safe and secure Olympic Games in Oxfordshire (**SSC12**).

Oxfordshire County Council is taking a lead role in relation to Olympic Torch Relay and Olympic / Paralympic Games planning. The report highlights the key roles county council services and teams are performing in relation to the Olympic / Paralympic event

preparations from a civil contingencies perspective. The overarching aim is to provide a safe and secure Oxfordshire both in the run up to and throughout the period of the Games. The committee is invited to note the report.

13. Road Safety - Update (Pages 43 - 66)
12.30

Colin Thomas, Deputy Chief Fire Officer, will present an update on the positive progress made since the transfer of management of the Road Safety team to Oxfordshire Fire & Rescue Service in April 2011 (**SSC13**).

The committee is invited to note the successful transfer and the flexibility and professionalism displayed by the Road Safety team members and make any suggestions on the programme in the future.
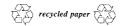
14. Briefing about Equality Act and Equality Duty (Pages 67 - 70)
12.45

The chairman will present a briefing on the Equality Act 2010 and the Equality Duty, and the possible impacts of these for the committee to consider (**SSC14**).

BUSINESS PLANNING

15. Forward Plan
12.55

16. Close of Meeting
13.00

Declarations of Interest

This note briefly summarises the position on interests which you must declare at the meeting. Please refer to the Members' Code of Conduct in Part 9.1 of the Constitution for a fuller description.

The duty to declare …
You must always declare any "personal interest" in a matter under consideration, i.e. where the matter affects (either positively or negatively):
(i) any of the financial and other interests which you are required to notify for inclusion in the statutory Register of Members' Interests; or
(ii) your own well-being or financial position or that of any member of your family or any person with whom you have a close association more than it would affect other people in the County.

Whose interests are included …
"Member of your family" in (ii) above includes spouses and partners and other relatives' spouses and partners, and extends to the employment and investment interests of relatives and friends and their involvement in other bodies of various descriptions. For a full list of what "relative" covers, please see the Code of Conduct.

When and what to declare …
The best time to make any declaration is under the agenda item "Declarations of Interest". Under the Code you must declare not later than at the start of the item concerned or (if different) as soon as the interest "becomes apparent".
In making a declaration you must state the nature of the interest.

Taking part if you have an interest …
Having made a declaration you may still take part in the debate and vote on the matter unless your personal interest is also a "prejudicial" interest.

"Prejudicial" interests …
A prejudicial interest is one which a member of the public knowing the relevant facts would think so significant as to be likely to affect your judgment of the public interest.

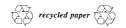**What to do if your interest is prejudicial …**
If you have a prejudicial interest in any matter under consideration, you may remain in the room but only for the purpose of making representations, answering questions or giving evidence relating to the matter under consideration, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise.

Exceptions …
There are a few circumstances where you may regard yourself as not having a prejudicial interest or may participate even though you may have one. These, together with other rules about participation in the case of a prejudicial interest, are set out in paragraphs 10 – 12 of the Code.

Seeking Advice …
It is your responsibility to decide whether any of these provisions apply to you in particular circumstances, but you may wish to seek the advice of the Monitoring Officer before the meeting.

SAFER & STRONGER COMMUNITIES SCRUTINY COMMITTEE

MINUTES of the meeting held on Monday, 30 April 2012 commencing at 10.00 am and finishing at 1.30pm

Present:

Voting Members:	Councillor Lawrie Stratford – in the Chair
	Councillor Stewart Lilly (Deputy Chairman)
	Councillor John Goddard
	Councillor Anthony Gearing
	Councillor Susanna Pressel
	Councillor John Sanders
	Councillor Bill Service
	Councillor Alan Thompson
	Councillor Carol Viney
	Councillor Sandy Lovatt (substituting for Cllr Alyas Ahmed)
Other Members in Attendance:	Councillor Kieron Mallon (items 1-5)
	Councillor Judith Heathcoat (items 6-13)
Officers:	
Whole of meeting	Kathrin Luddecke
Part of meeting	

Agenda Item	**Officer Attending**
5	Chief Constable Sara Thornton QPM, Assistant Chief Constable Helen Ball
6	Dave Etheridge
7	Carys Alty
8	Richard Webb, Gary Brewer
9	Colin Thomas
10	Simon Kearey, Peter Clarke, Jacquie Bugeja
11	Simon Kearey, Karen Warren

The Scrutiny Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting and agreed as set out below. Copies of the agenda and reports are attached to the signed Minutes.

12/12 APOLOGIES FOR ABSENCE AND TEMPORARY APPOINTMENTS
(Agenda No. 1)

Councillor Sandy Lovatt substituted for Councillor Alyas Ahmed. Councillor Susanna Pressel gave her apologies for part of the meeting, as she would be attending a constituent's funeral.

13/12 DECLARATIONS OF INTEREST - SEE GUIDANCE NOTE ON THE BACK PAGE
(Agenda No. 2)

There were no declarations of interest.

14/12 MINUTES
(Agenda No. 3)

The minutes of the meetings held on 13 February **(SSC3)** were approved as a correct record, subject to amending the spelling of Mike Bardsley (p.3), and were signed by the chairman.

Matters arising:
- Item 3/12: Councillor Lilly **agreed** to approach the council's Business Continuity Manager and keep Councillor Pressel informed
- Item 3/12: an update about the Adult Learning service is on the committee's forward plan; it was **agreed** for the committee officer to circulate the recent Ofsted report rating the service as 'good'
- Item 5/12: it was confirmed that the joint community engagement project by Oxfordshire Rural Community Council and Oxfordshire Community and Voluntary Action had received Local Area Agreement (LAA) funding; it was **agreed** for the committee officer to circulate an update about the project
- Item 5/12: Cllr Pressel asked to be kept informed in relation to all libraries serving her division; Cllr Heathcoat noted that new arrangements had taken effect at the beginning of the month and elected members will be informed as work progresses
- Item 8/12: an update by Richard Webb had been circulated to the committee.

15/12 SPEAKING TO OR PETITIONING THE COMMITTEE
(Agenda No. 4)

There were no speakers or petitions.

16/12 THAMES VALLEY POLICE: PRESENTATION AND Q&A
(Agenda No. 5)

Chief Constable Sara Thornton QPM of Thames Valley Police gave a presentation, covering performance in priority crime and other measures such as confidence and satisfaction. It was **AGREED** to circulate the presentation to committee members.

She highlighted key processes underway to improve performance and productivity in view of £55m of savings identified over four years to March 2015, such as changing shift patterns and over time arrangements, collaboration with the Hampshire Force and increasing use of technology. The aim was to protect frontline services, with increased numbers of patrol and neighbourhood officers. A zero based budget approach was being applied to corporate functions such as finance, human resources and development. In the absence of a basic Oxfordshire Command Unit, any issues went directly to Assistant Chief Constable Helen Ball at headquarters.

The committee noted the strong performance by Thames Valley Police on target measures set by the Police Authority. Members put a range of questions to the Chief Constable and Assistant Chief Constable Helen Ball, including on these matters:

- Boundaries of Neighbourhood Policing areas have been revised to create larger areas, to ensure greater resilience through organising existing staff in different ways (including officers patrolling on their own).
- Neighbourhood Action Groups are working very well in many areas by focusing partners on local priority concerns, such as quality of life issues. The Police will not impose a standard model but use different processes to establish local concerns in communities with different levels of engagement.
- Sexual abuse of children is recognised to be an issue wider than the city and the county. Criminal trials are currently underway in Oxford, and the Police remains in the process of gathering intelligence. It is working closely with social services in its efforts to look at organised crime and vulnerable people including young people in care.
- Metal theft is recognised as an issue, with a focus on preventative work, including supportive relationships with scrap metal outlets, as well as covert operations and immediate response to any incidents. This was in liaison with the British Transport Police who have the national lead on metal theft.
- It was noted that the Police and Crime Commissioner would decide whether to participate in scrutiny discussions across the 18 local authorities in the Thames Valley area. By law, the Commissioner will be accountable to their local Police and Crime Panel.

Also discussed were decriminalised parking and road policing, costs of translation services, cycling in Oxford and the Olympics. The committee thanked the Chief Constable and Assistant Chief Constable for the presentation and discussion.

17/12 DIRECTOR'S UPDATE - FIRE & RESCUE AND COMMUNITY SAFETY
(Agenda No. 6)

David Etheridge, Chief Fire Officer and Head of Community Safety, gave a verbal update on key issues, highlighting recent achievements:

- The successful £3.6m Fire Control centre bid with Royal Berkshire Fire and Rescue Authority to the Department for Communities and Local Government (DCLG)
- The South East Fire Improvement Partnership's £2.8m of efficiencies over the last two years
- 26 of 46 English Fire services now benefiting from the Oxfordshire work wear project contract
- Renewal of the Customer Service Excellence Award for Fire & Rescue
- Trading Standards uncovering instances of counterfeit alcohol being sold in six out of 30 premises inspected.

In response to a question by Councillor Pressel, he confirmed that to date no significant negative issues had been identified following the transfer of the consumer helpline to a national call centre on 2 April 2012. It was noted that an update is scheduled for committee at its next meeting in June.

In response to a question by Councillor Goddard concerning the proposed joint Trading Standards Service with Buckinghamshire County Council, David Etheridge outlined the reasons for this project not being pursued further. These included little

operational benefits and projected efficiencies not exceeding around 0.6%. He noted that the county council still wishes to discuss opportunities for mutual support arrangements to improve resilience in relation to managerial and legal capacity.

Members were offered copies of a children's book "Drago the dragon" teaching about fire safety, produced by the Risk Reduction Team at the Fire & Rescue Service. There is also a website: http://www.365alive.co.uk/wps/wcm/connect/micro/365alive/Drago/.

18/12 OXFORDSHIRE SAFER COMMUNITIES PARTNERSHIP BUSINESS PLAN
(Agenda No. 7)

Councillor Mallon, Cabinet Member for Police & Policy Co-ordination, introduced this item, explaining that the plan (**SSC7**) has been developed within the context of the upcoming changes to policing discussed at the previous meeting. He was joined by Carys Alty, Manager - Safer Communities Unit. Matters raised included:

- Recent changes to the Oxfordshire Safer Communities Partnership with strategic leadership by elected members, in preparation for linking into the future Police and Crime Panel and ensuring a strong unified voice for the county
- The five year plan is to be refreshed annually; it set provides clear evidence of local priorities and successful approaches to address them, to be shared with the Police and Crime Commissioner
- Quarterly performance reporting will focus on the direction of travel, with an annual report due in April 2013; the close links to Police priorities was noted, for example on priority issues such as sexual abuse of children
- The Partnership is developing a commissioning framework prospectus and off-the-shelf business case template, as budgets and responsibility for commissioning will transfer to the new Commissioner

Councillor Thompson suggested that, while success rates for drug treatment were generally low, the voluntary sector was more successful. He also queried how success could be measured in particular bearing in mind data protection. Carys Alty **agreed** to pass on these points to the relevant business group within the Drug And Alcohol Team (DAAT).

The committee also **agreed** to receive regular updates as the changes to policing arrangements come into effect.

19/12 UPDATE ABOUT OXFORDSHIRE GYPSY AND TRAVELLER SERVICE
(Agenda No. 8)

Gary Brewer, Manager of the Oxfordshire & Buckinghamshire Gypsy & Traveller Services, gave a presentation updating the committee about the service's work, which had expanded to cover Buckinghamshire and was under contract to Brent Housing Partnership.

He highlighted achievements in working proactively with travellers and district councils, resulting in no waste clearance being required for unauthorised

encampments over the last two years. A number of fixed sites had seen improvements, including sites taken on by the service from private landlords. On one overcrowded site additional units had been built with funds secured from national government.

The committee discussed the update, including:

- Changes to the planning system and the potential impact on new sites; the service's links to district planning teams was noted
- The approach taken to any larger gatherings in Oxford City in terms of managing relationship with the community, e.g. codes of conduct, waste collection arrangements and City Council by-laws for green spaces.

It was **agreed** that the portfolio holder would circulate further information concerning maintenance arrangements which differed across the two counties.

20/12 FUTURE ARRANGEMENTS FOR CALL RECEIPT, MOBILISING AND INCIDENT MANAGEMENT FOR THE OXFORDSHIRE COUNTY COUNCIL FIRE AND RESCUE SERVICE
(Agenda No. 9)

Colin Thomas, Deputy Chief Fire Officer, gave an overview of the proposals (**SSC9a**) following on the delegated decision taken by Councillor Heathcoat in February. The consultation document (**SSC9b**) had been agreed with her and Councillor Stratford as chairman of scrutiny.

Councillor Heathcoat recognised the sensitive nature of the proposals and the importance of scrutiny remaining informed. She also explained she was working closely with the relevant portfolio holder in Berkshire.

The Deputy Chief Fire Officer noted that staff had been engaged in proposals throughout and that consultation would take place prior to any location for a new, single joint control function being chosen. He referred to the timelines in the consultation document, with implementation due in the summer of 2014. He responded to questions raised by Councillor Goddard about the way in which the consultation was being promoted and handled, to ensure sufficient responses to be representative of views across the county.

The committee was **invited** to comment as part of the consultation (available online https://myconsultations.oxfordshire.gov.uk/consult.ti/tvfcs/consultationHome).

21/12 DIRECTOR'S UPDATE - CULTURAL SERVICES
(Agenda No. 10)

Simon Kearey, Head of Strategy and Transformation, gave his last report to the committee, as Community Services (now known as Cultural Services) reports to Jacquie Bugeja, Lead Manager for Cultural Services, and Peter Clark, Monitoring Officer and Head of Law & Governance, from April 2012. Their expertise on areas such as governance, income generation and volunteering will be valuable for the

services going forward. He paid tribute to Karen Warren for her work both with the library service and now as acting manager of the wider cultural services portfolio.

Simon Kearey gave an overview of progress with the proposed change programme:

- Within the library service, the first phase of a self service programme and a restructure of the management have all now been delivered
- The proposals for the remainder of the work, which includes phase two of self service, the mobile library review and delivery of the funding strategy are now being taken forward by the new Management Team
- The management restructure with the museums service has been achieved, future work will focus on delivering on income targets and a revitalised friends group and additional volunteers
- Successful partnership working includes negotiations with the Soldiers of Oxfordshire (SOFO) and a share in the Arts Council funding awarded to the Renaissance Partnership with the universities
- Efficiency savings for the history service have been delivered as planned and due to the efforts of the History Services Manager, Carl Boardman, and his team, additional funding had been sourced for 2012/13
- The Mill in Banbury had achieved a small surplus in 2011/12 and a steering group chaired by Councillor Nick Turner is working on proposals for a management restructure to help deliver the medium term savings proposed
- The Victoria County History service had been successful in securing a £5k grant from the Fitch Family Trust.

Peter Clark paid tribute to Simon's energy, commitment and enthusiasm; he was looking forward to continue the work started with Jacquie Bugeja and the new Cultural Services Manager to be appointed. Councillor Heathcoat asked for her thanks to Simon for his work to be recorded.

Councillor Lovatt was re-assured that Cultural Services were playing a key part in the council's localities agenda. For example, libraries already acted as points of information including on concessionary fares and managers in the new structure were also responsible for liaising with partners and communities.

It was **agreed** that both proposals for the Mill and the governance structure for Oxford Aspires following should be brought to future meetings of the committee.

22/12 UPDATE ON THE OXFORDSHIRE HISTORY SERVICE AND ITS ARCHIVE MANAGEMENT
(Agenda No. 11)

Councillor Heathcoat introduced the item, explaining that the Oxfordshire Record Office and History Service had been combined following a formal process. This had created a joint public research room, while losing educational and exhibition space. Feedback from users had been positive with 99% rating provision as good or very good. She expressed her personal thanks to staff for their hard work. As noted in the report to committee (**SSC11**), it had been agreed with National Archives to allow some time for the new arrangements to settle in before reassessing the service after the merger.

Simon Kearey provided a more detailed update, including on the challenges ahead as well as opportunities highlighted in the report. He recognised the importance of paid staff as well as volunteers and stressed the close working with partners and learning from elsewhere, for example in relation to digitizing archives to help free up storage space. Responding to a number of queries by Councillor Pressel, it was noted that:

- Records are stored at two sites (the Central Library and St Luke's)
- Fundraising efforts would not be solely left to the friends group to be set up
- A first step in discussions about the City archives was to find out what it contained and for the City and interested groups to develop their plans
- There was a wish to develop outreach points, learning from national experience.

The committee noted the report and **agreed** that the service would be discussed again at an appropriate time, which Councillor Heathcoat undertook to do.

23/12 FORWARD PLAN
(Agenda No. 12)

AGREED for the committee officer to circulate the committee's draft Work Plan.

The chairman thanked officers for their role in supporting the committee's work over the year.

24/12 CLOSE OF MEETING
(Agenda No. 13)

Close of meeting 1.30pm

.... in the Chair

Date of signing ....

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SAFER & STRONGER COMMUNITIES SCRUTINY COMMITTEE

MINUTES of the meeting held on Tuesday, 15 May 2012 commencing at 11.46 pm and finishing at 11.48 am

Present:

Voting Members:

Councillor Anthony Gearing
Councillor John Goddard
Councillor Patrick Greene
Councillor Stewart Lilly
Councillor Susanna Pressel
Councillor Bill Service
Councillor Chip Sherwood
Councillor Lawrie Stratford
Councillor Alan Thompson
Councillor Carol Viney

Officers: Peter Clark, County Solicitor & Monitoring Officer; Sue Whitehead (Chief Executive's Office)

The Scrutiny Committee considered the matters referred to in the agenda for the and agreed as set out below

25/12   ELECTION OF CHAIRMAN FOR THE 2012/13 COUNCIL YEAR
(Agenda No. 1)

Councillor Pressel moved and Councillor Goddard seconded that Councillor Goddard be elected Chairman of the Committee for the 2012/13 Council Year.

Councillor Lilly moved and Councillor Gearing seconded that Councillor Stratford be elected Chairman of the Committee for the 2012/13 Council Year.

Following a vote by a show of hands it was:

RESOLVED: that Councillor Stratford be elected Chairman of the Committee for the 2012/13 Council Year.

26/12   ELECTION OF DEPUTY CHAIRMAN FOR THE 2012/13 COUNCIL YEAR
(Agenda No. 2)

Councillor Stratford moved and Councillor Greene seconded that Councillor Lilly be elected Deputy Chairman of the Committee for the 2012/13 Council Year.

Councillor Goddard moved and Councillor Pressel seconded that Councillor Pressel be elected Deputy Chairman of the Committee for the 2012/13 Council Year.

Following a vote by a show of hands it was:

RESOLVED: that Councillor Lilly be elected Deputy Chairman of the Committee for the 2012/13 Council Year.

.... in the Chair

Date of signing ....

Safer and Stronger Communities Scrutiny Committee
18 June 2012

REVIEW OF MOBILE LIBRARY SERVICES

REPORT BY HEAD OF LAW AND CULTURE

Background

1. As part of the Council's commitment to delivering a comprehensive, high quality and efficient library service, Cabinet agreed, on 12th December 2011, that the Council will continue to provide services to groups and people who may struggle to get to a library, such as young people and their parents or carers, older people and those with disabilities.

2. This would include:

*   Ensuring the cost-effective and efficient use of the vehicular mobile library service. An overall saving of £84,000 was identified to be made from the Service by March 2014. The Service has already taken steps to achieve this savings target by moving to single staffing where possible on two of the existing mobile libraries.

*   Developing and extending the Home Library Service delivery for those with limited mobility.

*   Developing and extending the current book deposit scheme to allow us to provide access in areas where there is currently no service.

Current provision

3. Public service vehicles:
There are five vehicles, each serving designated geographical areas of the county on weekdays. These vehicles serve rural communities, towns and some areas of the city of Oxford including stops at schools, nurseries, playgroups, sheltered housing and residential homes. There are some 497 stops across the county.

Although twenty communities have weekly stops, most stops are visited on a two-weekly rota. The majority of stops last between 15 and 20 minutes.

Two further vehicles provide a dedicated service to support the literacy needs of primary age school children, serving 69 primary schools during term time; the majority of the stops deliver half day sessions.

4. Home Library Service:

Over 1,000 housebound people are registered with the library service; some being supported by friends and family and others by the Home Library Service. The Home Library Service delivers books and audio visual materials to individuals who are unable to leave their home unaided owing to age or disability. It is currently delivered by 58 volunteers, some of them members of the WRVS and some of them recruited directly by the library service, including some young people from an Oxford school. Volunteers visit about once every three weeks.

5. Deposit collections:

These collections are delivered by the Library Service transport service to care homes, nursing homes, and other institutions. Deliveries are normally made 6 weekly with books and audio materials being picked up from the local library in quantities that vary from about 20 items to over 100. Some 40 institutions currently receive this service.

Methodology and Timescale

6. Following the decision that will see all 43 public libraries remain open, with some sustained by volunteers working alongside County Council staff, the Service now needs to look at how mobile library services can complement and add value to that network, in a cost effective way that makes efficient use of resources to deliver library services at the point of need.

7. The rationale is to join up the existing disparate mobile library services outlined above to create a sustainable method of service delivery that can involve partnership working and community involvement.

8. The review will be one of a number of workstreams undertaken by the Library Service between 2012 and 2015 to deliver the overall Library Service Strategy, as set out in the Cabinet Report of 12 December 2011. The workstreams will be overseen by the Library Service Management Team under a programme management framework with support from the Strategy and Communications Team.

9. An officer project group has been established to review existing provision and use and to investigate how mobile library services are used elsewhere. An analysis of needs will inform a proposal for the future of mobile library services across Oxfordshire. A steering group, made up of relevant stakeholders and partners such as Age UK, ORCC and OCVA will ensure that all relevant stakeholders can contribute to the review and inform the proposal which will be taken to public consultation upon agreement with the Cabinet Member for Safer and Stronger Communities.

10. The proposal will be tested to ensure that groups with protected characteristics will not be adversely affected by any proposed change in service. The impact of any changes upon service users will be fully assessed. To that end a robust Service and Community Impact Assessment will be undertaken as part of the review process.

11. The views of local communities, existing customers and library staff will be sought during Autumn 2012. Depending upon the outcome of the consultation, it is expected that final recommendations will be brought forward in late Spring 2013 with a view for any decision to be implemented with effect from Autumn 2013.

Conclusion

12. The Committee is invited to comment on the methodology proposed and consider whether any additional stakeholder representation is required as part of the consultation process.

Report by Peter Clark,
Head of Law and Culture

Contact Officer: Jillian Southwell, Library Service Manager
01865 810203

June 2012

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SAFER & STRONGER COMMUNITIES SCRUTINY COMMITTEE

18th June 2012

OXFORDSHIRE ADULT LEARNING - UPDATE

Introduction

1. This paper aims to give an update on current issues facing Adult Learning, concentrating on the following:-

- Ofsted Inspection outcomes
- Merger with Learning and Development
- Update on centres
- Current picture of provision
- Financial position moving forward
- Adult Learning's contribution to reducing the numbers of young people not in education, employment or training
- New developments – Community Learning Trusts
- Challenges going forward

Ofsted Inspection outcomes

2. The service was inspected in late January/early February 2012, with very successful outcomes which gave the best grade profile the service has received under the current system. Ofsted found that learners enjoyed a safe, relaxed, friendly and enjoyable learning environment with excellent teaching and supportive tutors.

3. In particular, the work of the Workforce Development team was found to be outstanding (grade 1) in the area of Health, Public Services and Care. This was the only outstanding grade awarded in this area to a local authority provider in the financial year 2011/12. The majority of other areas were graded as good (grade 2).

4. This was the full set of grades awarded. (There are four possible grades – 1: outstanding; 2: good; 3: satisfactory; and 4: unsatisfactory.)

Overall effectiveness of provision	Grade 2

Capacity to improve	Grade 2

	Grade
Outcomes for learners	2

Quality of provision	2
Leadership and management	2
Safeguarding	2
Equality and diversity	3
	Grade
Learning for qualifications in employment	
Health, public services and care	1
Learning for qualifications	
English for speakers of other languages (ESOL)	2
Literacy and numeracy	3
Learning for social and personal development	
Arts, media and publishing	2
Classical and modern foreign languages	2

5. Areas which received a grade 3 are the subject of a post-inspection action plan which has been written and is now in place. This plan includes quality improvement needs we have identified ourselves in areas which were not in the scope of the inspection.

6. Members of the committee have received an electronic version of the full report, which is also available at - www.ofsted.gov.uk/inspection-reports/find-inspection-report/provider/ELS/50182

Merger with Learning and Development

7. As noted in the last update, it was planned for the Adult Learning Service and Learning and Development services to merge and move to a commissioner/provider model. The initial merger has taken place and the new service, called the *Oxfordshire Skills and Learning Service* came into being on 1st May 2012. The restructuring work falls into three phases and the first phase of the process has been completed, with delivery teams in Workforce Development being merged, and staffing in AL centres rationalised. Phase two is also complete, and the management teams of both services have been interviewed and allocated posts in the merged service. Phase three work relates to dividing the new service into three areas: commissioning; delivery; and support. A consultation process for managers and curriculum staff has just finished and as a result staff will be largely assimilated into new roles from 1st August 2012. Work on preparing the phase three process for support staff is already in hand and following a consultation, will be in place for 1st October 2012.

8. Work to explore options for the externalisation of the delivery arm of the restructured service has begun. An options appraisal report which examines the possible models and tests their suitability for the Oxfordshire context was received in May. Once accepted at Director level, work will be able to proceed further on this.

Update on centres

9. The new arrangements for AL centres were introduced in January 2012 and have bedded in successfully. Our major administrative centre is in Unipart House, with three main centres in Kidlington, Cowley and Grove supporting work in centres in the north, city and south. Other centres are open when required for class provision, and tutors can arrange to make use of them to prepare work, hot desk and use photocopying facilities.

10. We are pleased to have moved into new premises at Glyme Hall in Chipping Norton where we have very attractive teaching and administrative spaces in a new building purpose designed for youth and adult work.

Current picture of provision

11. The learner numbers shown below are those who are currently enrolled on adult learning courses. We have already met and exceeded our target for 16-18 apprentices and will shortly meet our Education Funding Agency targets. In other areas we will need the whole academic year to meet learner and funding targets and there is a risk of a potential clawback in this academic year, depending on the number of enrolments in the final term.

Funding Stream	Areas of work covered	Learner numbers
Adult Skills budget	Skills for Life, ESOL, Work based learning	1787
16-18 Apprentices		81
Adult Safeguarded Learning	Community learning and Family Learning	4778
First Steps	Provision designed to bring learners into FE provision	504
16-18 Young People's Learning Agency funding	Targeted work to 16-18s who are not in education, employment or training	143
		7293

In addition, we delivered 2221 adult careers guidance sessions in the financial year just ended, over-performing our contract by 23%.

Financial position going forward

12. Underperformance against the Skills Funding Agency adult skills budget in 2010/11 was reduced from a potential £400,000 to £125,000 following

submission of a robust business case and a change in national policy regarding the calculation of claw back.

13. Adult Learning has had a policy of not replacing staff that leave and this has resulted in reduced costs.

14. Following receipt of final funding allocations from Skills Funding Agency and Young People's Learning Agency for the 2012/13 academic year, detailed curriculum planning is now being undertaken to ensure that financial targets are met so that there is no clawback of funds. Part of this planning will look at the cost of delivery of the planned curriculum to ensure its financial viability.

Adult Learning's Contribution to Reducing the Numbers of Young People not in Education, Employment or Training (NEET)

15. Adult Learning has taken a strategic decision to use its Education Funding Agency funding, mostly through subcontracting arrangements, to deliver flexible, alternative provision aimed at young people not engaged in any form of employment, education or training.

16. Adult Learning is currently funding a range of 'alternative' and flexible provision available for 16-18 year olds who are NEET, with the aim of maximising the chances of them progressing positively. This provision has start dates throughout the year and so is able to pick up those that become NEET partway through the academic year.

17. By subcontracting, Adult Learning has been able to fund niche providers that are able to successfully engage young people, who due to their previous experiences may find it difficult to attend a more formal learning setting.

18. In 2011/12 the numbers of 16-18 year olds enrolled through Adult Learning will reach around 200, with the majority undertaking foundation learning provision.

Community Learning Trusts

19. The consultation on informal Adult and Community Learning undertaken by The Department for Business, Innovation and Skills has concluded. The major outcomes of the review include a new definition for this area of adult learning, one which very much reflects our current delivery principles and practice, together with a proposal to establish a number of Community Learning Trusts as pilot projects. It is envisaged that these trusts will draw together providers of Community Learning in each area to plan and coordinate delivery. This is an approach which we have been following for some years now since the inception of the Oxfordshire Learning Network and we intend to build on the published guidelines to develop our work more closely in line with them. Given the current far-reaching changes in the service it was decided not to bid to be a pilot project, but we will follow developments in this area closely.

Challenges going forward

20. There are five main challenges facing the service:

a) **To complete the restructuring of the service and integration with Learning and Development**
b) **To prepare for externalising a viable service**
c) **To adapt and cope with on-going funding changes**
d) **To find ways of attracting learners against a national picture of declining numbers of people taking up adult learning opportunities.**
e) **To develop current and directed new learning courses to establish a set of opportunities that will stimulate demand.**

Scrutiny Committee is asked to note the issues and actions outlined in this report.

Report by:

VICKY FIELD
Operations Manager (HR)

MIKE BARDSLEY
HR Manager (Skills & Learning Delivery)

Tel: (01865) 797596   **June 2012**

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SAFER AND STRONGER COMMUNITIES SCRUTINY COMMITTEE
18th June 2012

Report on the use of the Regulation of Investigatory Powers Act 2000 by Oxfordshire County Council

Report by Director of Social and Community Services and the County Solicitor & Head of Law and Governance

Introduction

1. The Regulation of Investigatory Powers Act 2000 ('the Act') creates the legal framework for the lawful use of covert surveillance and access to telecommunications data by public authorities. Prior to the introduction of this Act, the use of covert surveillance and access to communications data were not controlled by statute. Codes of Practice issued under this Act contain the detail that public authorities must have regard to when using covert surveillance or accessing communications data.

2. The Codes of Practice under the Act require that elected members review the Authority's use of the Act periodically and review the Authority's policy annually. The last review of the use of surveillance by this committee was in January 2012 and the last review of the Council's policy was in September 2011.

3. This paper provides a summary of the activities undertaken by Oxfordshire County Council that fall within the scope of this Act since the last review of the Council's policy. It also provides specific information on activities undertaken since the last periodic update in January. Changes to the Regulation of Investigatory Powers Act regime are expected to be introduced later this year and this paper provides the committee with an overview of these for information.

Exempt Information

4. This report contains no exempt information. However, if specific details of operations or activities are required by the committee it may be necessary for the committee to exclude members of the public from the meeting in order to either-
    a. Prevent the disclosure of information relating to an individual, or
    b. Prevent the disclosure of information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of a crime.

Use of the Act by Oxfordshire County Council

5.   Between January 2012 and May 2012 there was only one application for approval of activities falling within the scope of the Act that can be reported at this time. Where authorisations have been granted in relation to matters that may result in legal action these matters are not included in these activity summaries but will be detailed once any legal proceedings have concluded.

Date	Service requesting authorisation	Description of activity	Granted/ refused	Outcome
14/3/12	Trading Standards	Attempt to establish contact with an individual suspected of selling counterfeit goods on-line to establish whether suspicions were correct.	Granted	Contact could not be established

6.   The Council publishes a summary of the authorisations granted under this Act on the public website. This summary includes the date of the authorisation, type of surveillance or communications data concerned and the purpose of the operation or investigation.

7.   Between September 2011 and 31 March 2012 the Authority has authorized surveillance 11 times. All of these authorisations related to functions carried out by the Trading Standards Service. Of these authorisations 5 related to doorstep crime investigations, 5 related to under-age sales test purchasing exercises and 1 related to an investigation into sales of counterfeit goods (as outlined above).

8.   Since 2006 (at which time a separate procedure for recording communications data authorisations was established) access to communications data has been authorised 58 times. There have been 2 requests for access to communications data since September 2011. One of these requests sought to obtain the name and address of the user of a telephone number linked to an investigation into a building business suspected of unfair trading and fraud. This case has now concluded with the suspect being convicted in Oxford Crown Court in February and sentenced to 6 months imprisonment. The other sought to obtain the details of the user of an e-mail account linked to the sale of counterfeit goods.

The Protection of Freedoms Act 2012

9.   The Protection of Freedoms Act 2012 received Royal Assent on 1st May 2012. This wide ranging Act includes specific provisions relating to local authority use of the Regulation of Investigatory Powers Act which are expected to come into force later this year.

10. The Protection of Freedoms Act introduces the limitation that an authorisation for surveillance under the RIP Act by a local authority officer will not take effect until a judicial authority has made an order approving the authorisation. This means, in practical terms, that our existing processes will still need to be applied to approve activities falling within the scope of the RIP Act but that we will then also need to apply to a Magistrate's Court as an additional step before the authorisation takes effect. Any extension of an authorisation will similarly need to be approved by a Magistrate.

11. This change is likely to be supplemented by a limitation on the scope of the RIP Act so that it will only apply to activities undertaken in relation to 'serious offences'. 'Serious offences' is likely to be defined as those which carry a penalty of 6 months or more imprisonment. This will not prevent local authorities undertaking surveillance in relation to more minor matters but the authority will not have the protection of the RIP Act should its activities be challenged as a breach of human rights.

12. When the provisions relating to surveillance within the Protection of Freedoms Act are enacted our policy will need to be redrafted and a further report will be provided to the committee.

External Inspection

13. The Council's arrangements for authorising RIPA are subject to formal inspection by the Office of Surveillance Commissioners. Inspections are usually conducted by a retired member of the judiciary who inspects the policies and procedures of the Council and undertakes a review of all authorisations. The last inspection took place on the 4 May 2011 and the outcomes of this inspection were reported to the committee in September 2011. The date of the next inspection is not yet known.

RECOMMENDATION

14. The Committee is recommended to consider and note the periodic and annual use of RIPA by Oxfordshire County Council.

NAME: John Jackson
Director of Social and Community Services

NAME: Peter Clark
County Solicitor and Head of Law and Governance

Background papers: None
Contact Officer: Richard Webb; Deputy Head of Trading Standards and Community Safety

June 2012

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POLICY ON COMPLIANCE WITH THE REGULATION OF INVESTIGATORY POWERS ACT 2000 (RIPA)

1 Introduction

1.1 Part II of this Act came into effect on 25 September 2000 and regulates the use of covert surveillance activities by Local Authorities. Special authorisation arrangements need to be put in place whenever the Local Authority considers commencing a covert surveillance or obtaining information by the use of informants or officers acting in an undercover capacity.

1.2 Local Authorities do operate covert activities in a number of key areas. Activities can include covert surveillance in relation to internal audit and personnel where fraud, deception or gross misconduct by staff might be suspected. The legal requirements are now supplemented by codes of practice issued by the Home Office for certain surveillance activities, (covert surveillance activity and covert human intelligence sources) breaches of which can be cited in Court as evidence of failure to abide by the requirements of RIPA. This may mean that the evidence obtained by that surveillance is excluded.

1.3 The Council policy is that specific authorisation is required for any covert surveillance investigation. There are only a small number of authorised Officers who can give this permission and these are as follows:
   - County Solicitor
   - Designated authorised officer – Trading Standards
   Before authorisation it will normally be necessary to consult with the relevant Deputy Director/Head of Service.

1.4 Before seeking authorisation you should discuss the matter with your Line Manager.

1.5 This Policy applies to all services except Trading Standards who have their own specific internal Service procedures for dealing with authorisations. However, copies of all authorisations including those for Trading Standards will be forwarded to the County Solicitor for retention in a central register, and Trading Standards will simply be exempt from the provisions of this policy concerning prior authorisation.

2 Definitions

Surveillance – includes monitoring, observing or listening to persons, their movements, conversations or other activities and communications. It may be conducted with or without the assistance of a surveillance device and includes the recording of any information obtained.

Covert Surveillance – This is carried out to ensure the person who is the subject of the surveillance is unaware that it is or may be taking place. The provisions of RIPA apply to the following forms of covert surveillance:

(a) **Directed Surveillance** – is covert but not intrusive, is undertaken for the purposes of a specific investigation which is likely to result in the obtaining of private

information about a person (targeted or otherwise) e.g. checking staff are making claimed visits, time spent etc.

(b) **Intrusive Surveillance** - Local authorities may not use hidden officers or concealed surveillance devices within a person's home or vehicle in order to directly observe that person.[1]

(c) **Covert Human Intelligence Source (CHIS)** – This is an undercover operation whereby an informant or undercover officer establishes or maintains some sort of relationship with the person in order to obtain private information e.g. test purchasing, telephone calls where the identity of the caller is withheld.

Deputy Director/Head of Service – this also includes Business Managers and those authorised to act on behalf of the Deputy Director/Head of Service as set out in clause 7.4.

3 RIPA Requirements

3.1 Basically directed surveillance must be authorised prior to it taking place and must subsequently be shown to be necessary and proportionate. RIPA does not enable a local authority to make any authorisations to carry out intrusive surveillance.

3.2 All non-intrusive covert surveillance and CHIS requires prior authorisation by the appropriate Local Authority Officer (as set out in this policy) before any surveillance activity takes place. The only exception to this is where covert surveillance is undertaken by way of an immediate response to events that means it was not foreseeable and not practical to obtain prior authorisation.

3.3 There is no direct sanction against Local Authorities within the Act for failing to seek or obtain authorisation within the organisation for surveillance, nevertheless such activity by its nature is an interference of a person's right to a private and family life guaranteed under Article 8 of the European Convention on Human Rights. The Investigatory Powers Tribunal is able to investigate complaints from anyone who feels aggrieved by a public authority's exercise of its powers under RIPA.

3.4 The consequences of not obtaining authorisation may mean that the action is unlawful by virtue of Section 6 of the Human Rights Act 1998 i.e. a failure by the Authority to conduct this work in accordance with human rights conventions. Obtaining authorisation will ensure the Local Authority's actions are carried out in accordance with the law and satisfy the stringent and necessary safeguards against abuse.

4 Grounds of Necessity

The authorisation by itself does not ensure lawfulness, as it is necessary also to demonstrate that the interference was justified as both necessary and proportionate. **The statutory grounds of necessity must apply for the purposes of preventing or detecting crime or of preventing disorder.**

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[1] The Regulation of Investigatory Powers (Extension of Authorisation Provisions: Legal Consultations) Order 2010 [the 2010 Order] provides that directed surveillance carried out in certain premises (e.g. prisons, law firms, police stations) used for the purpose of legal consultations also amount to intrusive surveillance.

5   Proportionality

5.1   Once a ground for necessity is demonstrated, the person granting the authorisation must also believe that the use of an intelligence source or surveillance is proportionate, to what is aimed to be achieved by the conduct and use of that source or surveillance. This involves balancing the intrusive nature of the investigation or operation and the impact on the target or others who might be affected by it against the need for the information to be used in operational terms. Other less intrusive options should be considered and evaluated. All RIPA investigations or operations are intrusive and should be carefully managed to meet the objective in question and must not be used in an arbitrary or unfair way.

5.2   An application for an authorisation should include an assessment of the risk of any collateral intrusion i.e. the risk of intrusion into the privacy of persons other than those directly targeted by the operation. Measures should be taken wherever practicable to avoid unnecessary intrusion into the lives of those not directly connected with the operation.

6   Confidential Material

Where an investigation may reveal sensitive and confidential material this requires special authorisation by the Chief Executive or his/her delegated Authorised Officer (Assistant Chief Executive).

7   Implementation Procedure

7.1   Deputy Directors/Heads of Service shall be responsible for seeking authorisation for surveillance. They have operational responsibility for ensuring compliance with the requirements of RIPA and Home Office Codes of Practice (Covert Surveillance/Covert Human Intelligence Services, which can be downloaded from the following link http://homeoffice.gov.uk/counter-terrorism/) in relation to covert surveillance and covert human intelligence source for their service.

7.2   All applications for authorisation and authorisations must be made in accordance with the procedure and on the appropriate forms: (download forms from the links below)

RIPA Form 1 – Authorisation Directed Surveillance
RIPA Form 2 – Review of a Directed Surveillance Authorisation
RIPA Form 3 – Renewal of a Directed Surveillance Authorisation
RIPA Form 4 – Cancellation of a Directed Surveillance Authorisation
RIPA Form 5 – Application for Authorisation of the conduct or use of a Covert Human Intelligence Source (CHIS)
RIPA Form 6 – Review of a Covert Human Intelligence Source (CHIS) Authorisation
RIPA Form 7 – Application for renewal of a Covert Human Intelligence Source (CHIS) Authorisation
RIPA Form 8 – Cancellation of an Authorisation for the use or conduct of a Covert Human Intelligence Source (CHIS)
RIPA Form 9 – Application request for Communications Data

7.3 All requests for authorisation must be forwarded to the County Solicitor who will maintain a central record for inspection. The County Solicitor will monitor the central register periodically and produce an annual report to CCMT. Renewal of authorisations will be for a maximum of 3 months and cancellation of authorisations should be requested as soon as possible i.e. as soon as the surveillance is no longer considered necessary.

7.4 The Authorised Officers may authorise a person to act in their absence, the substitute will be a Senior Manager and who will have overall management responsibility for the operation/investigation. A list of all current named Authorised Officers and named substitutes will be included in the central register and appended to this Policy (Appendix 1). The County Solicitor will approve all proposed Authorised Officers for inclusion in a central register. The annual report to CCMT will also include a review of the appropriate designated Authorised Officers.

7.5 All Managers have responsibility for ensuring that they have sufficient understanding to recognise when an investigation or operation falls within the requirements of RIPA. Authorised Officers will keep up to date with developments in the law and best practice relating to RIPA.

7.6 Authorised Officers must ensure full compliance with the RIPA Authorisation Procedure set out in the appropriate forms in 7.2 above.

7.7 Authorised Officers and Deputy Directors/Heads of Service will co-operate fully with any inspection arranged by the Office of Surveillance Commissioners.

8   Communications Data

8.1 Part I of RIPA sets out these requirements. The Council can access certain communications data only "for the purpose of preventing or detecting crime or of preventing disorder". The exception to this is for the Fire Control Officer in an emergency for the purposes of preventing death or injury.

Despite what some commentators claim the Council does not have an automatic legal right to intercept (i.e. "bug") phones or listen into other people's telephone conversations. The primary power the Council has is to obtain certain details (e.g. name and address) of a telephone subscriber from communication service providers (CSP) such as: BT, Vodafone, Orange etc.

Monitoring of calls may be necessary for legitimate employment purposes but will be subject to the same authorisation requirements as set out in this policy.

8.2 The applications to obtain communications data, other than for the prevention of death or injury as in 8.1 above, must be made by a Home Office designated "Single Point of Contact (SPOC)". Arrangements are in place to enable the authority to access communications data via a third party "SPOC". Requests must be forwarded to the Service Manager Trading Standards who will consult with the relevant Deputy Director/Head of Service. If the Service Manager Trading Standards agrees the request is within the scope of RIPA he will make arrangements for the request to be processed via the SPOC

8.3 The concept of the "SPOC" has been agreed between the Home Office and the CSP and introduces a verification process to ensure that only data entitled to be obtained is so obtained.

9 Training and Briefings

The County Solicitor will provide updates on the RIPA law and best practice but Deputy Directors/Heads of Service and other Managers must be able to recognise potential RIPA situations.

10 Conclusion

The benefit of having a clear and regulated system of authorising all covert activities is self-evident. Surveillance by its very nature is intrusive and therefore should be subject to appropriate scrutiny at the highest level and the authorisation procedure requires that the reasons for the decision are specifically and clearly set out and the basis for the decision is readily accessible and understood. Completion of appropriate authorisations also means that in reaching a decision alternative options will also have been explored. Proper compliance with the procedure and properly recorded authorisations are the best defence should any of our investigations be challenged.

11 Review of Authorisations and Policy

The Council's "Safer and Stronger Communities Scrutiny Committee" will review:

- all authorised RIPA applications quarterly; and
- this Policy annually.

to ensure they remain compliant with current legislation, relevant codes of practice and continue to meet the responsibilities of the council.

Senior Responsible Officer: County Solicitor and Monitoring Officer

Date: July 2011

Next Review Date: July 2012

Appendix 1 – Authorised Officers and Named Substitutes

*Authorised Officer – Peter G Clark County Solicitor and Monitoring Officer

*Named Substitute – Sue Scane Assistant Chief Executive

Authorised Officer – Richard Webb, Service Manager Trading Standards

**Confidential Material Special Authorisation – Joanna Simons Chief Executive

**Named Substitute – Sue Scane Assistant Chief Executive

SAFER AND STRONGER COMMUNITIES SCRUTINY COMMITTEE
18TH JUNE 2012

RETAINED DUTY SYSTEM DEVELOPMENT

Report by Chief Fire Officer

Introduction

1.   The Retained Duty System RDS is a key staffing methodology within the Oxfordshire Fire and Rescue Service (OFRS). 18 of the 24 Fire Stations are solely crewed by RDS (excluding supervisory / managerial staff) and the remaining six all have one fire appliance crewed by firefighters conditioned to the RDS.

2.   RDS staff commonly devote up to 120 hours per week to be "on call" to respond to their local fire station when summoned for an emergency incident.

3.   A small number of RDS staff, supported by their employers provide cover whilst undertaking their primary employments.

4.   In recent years it has become increasingly challenging to ensure that all 27 fire appliances crewed by RDS personnel are available 24/7. Clearly periods of non-availability are highly undesirable and strenuous action has been taken to minimise them by a range of increasingly flexible management actions.

5.   Overall availability of the 24 fire stations remains exceedingly high at 97%. However, any non-availability is not acceptable to Service management who are determined to offer the very best protection to all of our communities.

6.   It should be noted that during any individual periods of non-availability any emergency call immediately receives a full pre-determined attendance from the nearest available resources.

7.   The most notable of the management actions taken to reduce non-availability is the introduction of Retained Station Support Officers (RSSOs) who have been made available with the budgetary support of the County Council.

8.   12 of the intended 16 RSSO posts are now filled and actions are underway to fill all posts. RSSOs are wholetime members of staff who are provided to undertake localities work in areas where they can also provide fire cover if needed. Their introduction has been positive with the most notable effect being the reduction in hours of non-availability of the stations at which they have been posted. A reduction of 25% of total hours of non-availability has been achieved in 2011/12.

Previous Scrutiny Committee involvement

9. In September 2007 the former Community Safety Scrutiny Committee were commissioned to undertake a Scrutiny Review of the recruitment and retention of RDS firefighters.

10. The review reported in July 2008 and tracking reports of the close out actions continued into 2009. The last tracking report is referenced in the background papers.

11. The recommendations were wide ranging covering subject areas including:-

    (a)   Funding / resources
    (b)   Publicity
    (c)   Communications
    (d)   Recruitment incentives
    (e)   Retention incentives
    (f)   Selection processes

12. Whilst some areas are no longer particularly pertinent due to Service developments, others remain central to the effectiveness of the RDS.

13. This report does not cover a detailed assessment of the current position against individual recommendations. However, largely they are all being addressed.

Increasing challenges

14. Since the 2008 report there have been a number of increasing challenges to the RDS. These include:

    (a)   The introduction of specific requirements of the Part Time Workers Legislation for RDS firefighters. This has increased the costs of employing staff on the RDS system.
    (b)   Full recognition by OFRS of the Drivers Hours regulations on primary employers resulting in inability to employ RDS staff who are professional drivers due to actual or potential interruption of required rest periods.
    (c)   Continued societal pressures resulting in less willingness by some in society to be tied to a locality for potentially responding to an emergency incident.
    (d)   The continuation of significant "churn" of RDS staff with the average tenure in the RDS now at seven years.
    (e)   Reductions in the overall cost effectiveness of the RDS as a duty system in comparison with wholetime staff due to staff turnover and increasing training requirements.
    (f)   Reductions in the number of fire calls resulting in less likelihood of being mobilised and reducing take home pay (it is recognised that many RDS staff are not primarily motivated by money).

(g)   Reduced social opportunities caused by Service policy of curtailing the presence of social clubs on fire stations.

(h)   Increasing concerns regarding the ability of operational staff, including those on the RDS, to meet the health and safety requirements and expectations of both the organisation and of third parties.

Management actions

15.   Recent management actions have included amendments to the ICT system to record and monitor the availability of RDS staff. An example includes the ability for individual firefighters, within certain management controls, to receive recognition for periods of cover provided above their contracted hours. This allows firefighters to take time back in lieu rather than use their finite leave. In addition a revised leave system has been negotiated and introduced which standardises the otherwise complex leave systems for RDS staff.

16.   As of July 2012 RDS staff will be fully recognised in OFRS for equal treatment as a result of the Part Time Workers Regulations and for the first time receive sick pay and a range of other conditions of service enhancements in line with changes to their scheme of conditions (colloquially known as the "grey book.")

17.   Other management actions have centred on introducing more flexibility into the cover arrangements for individual fire stations. Examples include the ability for RDS firefighters to provide cover at stations other than their normal stations (without committing to a change of contract) and to the use of RDS staff to crew wholetime appliances as part of a mixed crew. This has the benefit of increasing competence levels and providing flexible support to wholetime crews and the maintenance of "confidence" levels to ensure that the one of the first appliances mobilised to an incident has a crew of five to ensure a safe system of work to be instigated immediately on arrival.

The Retained Duty System Charter Initiative

18.   The RDS Charter is an initiative instigated by the Chief Officer (DCO) and endorsed by the Chief Fire Officer. It is designed to create a set of actions and principles, largely derived from the views of members of the RDS, with the intention of securing the longevity and effectiveness of the RDS system within the OFRS. Put simply it is designed to encourage and facilitate the OFRS to become the most supportive and effective employer of irefighters conditioned to the Retained Duty System in the Country.

19.   Initial meetings between the DCO and members of the RDS "Forum" (a periodic meeting of interested RDS members designed to examine employment and operational matters from an RDS perspective) led to an "ask the principal officers question and answer" session for the RDS Forum members led by the deputy and assistant chief officers.

20.   Another proposal was to develop a RDS "Charter". A small RDS Forum working party met twice to define what this might include and create an information gathering exercise. This was supplemented by a number of

"Routine Order" communications entries reaffirming commitment to the RDS as an integral part of the OFRS.

21. The schedule comprised of four "listening events" facilitated by a recently retired and well respected officer who was now providing RDS cover supported by a nominated RDS forum member and a wholetime middle manager.

22. Proformas based on three questions were provided to all stations who were asked to consider their responses and send a representative to one of the four events. 75% of stations attended which is considered a positive outcome. FRS forum members facilitated attendance of other stations by providing operational cover if it was necessary and requested.

23. Four written sets of feedback were collated and these were further refined into a report that was presented to the Strategic Leadership Team by the Forum Chairman.

24. The report contained positive feedback on recent management actions and provided innovative ideas and suggestions for further development of the RDS. Some of the suggestions echoed the general content and recommendations of the earlier Scrutiny Review report.

25. The report is now being turned into an action plan with inclusion of all stakeholders from within the Service including Human Resources, Customer Services, Training, payroll, fleet, ICT etc.

26. Some "quick wins" – e.g. formal appointment of a RDS Champion at Princiapl Officer level and amendments to the availability and controlled accessibility of the secure areas of the OCC intranet to external computers have been identified and actioned.

27. Development of the action plan and its implementation is envisaged as an activity which may extend into the medium term.

Integrated Risk Management Plan (IRMP) Project 5

28. The IRMP 2012/12 action plan includes a specific project to review the RDS particularly in relation to selection, recruitment, retention, crewing arrangements and support from wholetime resources. This will include areas such as potential revised crewing arrangements for both RDS and wholetime resources. By carrying out this review and implementing any proposals, we intend to ensure that the Retained Duty System in Oxfordshire meets the local needs and circumstances of the individual RDS firefighters, Oxfordshire Fire & Rescue Service, Oxfordshire County Council and the local communities that they serve.

29. As part of the Charter Initiative action plan members of the RDS will be involved in the IRMP project to ensure that they influence the outcomes in a way that is fully supportive of the RDS.

Potential opportunities for Scrutiny Members

30.   As mentioned in paragraph 25 the Service is developing its RDS Charter Initiative action plan and is also progressing the above IRMP project. Service management recognise that there are opportunities and benefits in inviting Scrutiny Members to become involved in both of these initiatives.

31.   This paper has been provided to give members an insight into current challenges and activities and to encourage discussion regarding further Scrutiny involvement in the development of the RDS in Oxfordshire.

32.   It is envisaged that Members may undertake activities that would seek information from other similar FRSs and in particular identify best practice concerning Elected Member involvement and support to RDS staff in other Services.

33.   In addition Members may wish to review the previous Scrutiny review and bring it up to date with further wider recommendations.

Financial and Staff Implications

34.   The RDS system remains cost effective but will only be sustained by continual management actions to innovate and meet the increasing challenges faced by the organisation and those conditioned to the RDS.

35.   Financially a member of the RDS is still approximately six times more cost effective to the organisation than a comparable wholetime resource. Historically this was previously considered to be a factor of ten times and this narrowing of the ratio is indicative of the challenges being faced.

36.   It must be recognised that wholetime members of staff provide guaranteed cover, often have larger skill sets and have the ability to respond immediately reducing turn out time and facilitating the attainment of attendance standards. Wholetime staff remain an essential part of the overall staffing arrangements in the OFRS.

37.   The creation of the RDS Charter Initiative is in part recognition of the unique challenges faced by the OFRS "part time" employees (although it is acknowledged that they are far from "part time" and may better be described as "on call").

38.   OFRS management remain wholly committed to the continuation of the Retained Duty System and RDS employees within Oxfordshire. Equally management recognise the constant need to review and innovate to ensure that the RDS meets the needs of Oxfordshire and its Communities and that RDS firefighters continue to enjoy the support of the system and the wider organisation. The Charter and the IRMP project evidence this continued approach.

RECOMMENDATION

39. **The Safer and Stronger Communities Scrutiny Committee is RECOMMENDED to:**

   a) **Note the contents of the report**
   b) **Discuss the potential for Scrutiny Members to support the Integrated Risk Management action plan concerning the RDS Availability Review and the RDS Retained Charter Initiative.**

David Etheridge
Chief Fire Officer

Background papers: Community Safety Scrutiny Committee Scrutiny Review of Recruitment and Retention of Retained Fire Fighters – Commissioned September 2007 available from:
http://mycouncil.oxfordshire.gov.uk/Data/Community%20Safety%20Scrutiny%20Committee/20080428/Agenda/SubIndex$Agenda.htm

Contact Officer: Colin Thomas, Deputy Chief Fire Officer, Tel: 01865 855206

June 2012

Safer and Stronger Communities Scrutiny Committee
June 18th 2012

OLYMPIC PLANNING AND RESOURCE IMPLICATIONS FOR
OXFORDSHIRE COUNTY COUNCIL

Report by Chief Fire Officer

Introduction

1. Oxfordshire County Council is taking a lead role across the county in respect to Olympic Torch Relay and Olympic / Paralympic Games planning - both as a Local Authority in its own right and as part of the Thames Valley Local Resilience Forum (which requires full engagement from its Fire and Rescue Service, its Emergency Planning Unit, its Trading Standards Unit and the Highways function of the Environment and Economy Directorate as well as the County Council Management Team.

2. OCC Services and teams are performing a number of key roles in relation to the Olympic / Paralympic event preparations from a civil contingencies perspective - with the overarching aim of providing a safe and secure Oxfordshire (and wider Thames Valley) both in the run up to and throughout the Games.

3. The Thames Valley Local Resilience Forum (TVLRF) is required to ensure that a multi-agency approach is planned, tested and provided throughout all of the Olympic and Paralympic Torch Relays and the Olympics and the Paralympic events.

4. Oxfordshire hosts the Thames Valley Strategic Coordinating Group (SCG - formerly Gold Command) in Thames Valley Police HQ, Kidlington from which strategic command and control will be undertaken in response to a significant event (e.g. flooding/drought or any protest, disruption or terrorist act).

5. There is a requirement that command structures including the SCG and the necessary Tactical Co-ordinating Group(s) (TCG's) will be in place for the entirety of the event. This encompasses a period of 77 days and is already requiring significant activity to be undertaken on a daily basis.

Olympic Torch Relay

6. The Olympic Torch Relay will pass through Oxfordshire on 9th and 10th of July.

7. Multi-agency planning for 2012 has been on-going for at least 2 years, with a range of multi-agency sub-groups of TVLRF meeting to consider risk assessments, undertake gap analyses and consider response capability – as well as the various District Council Safety Advisory Groups (SAG's) requesting

specialist advice and guidance in respect to the associated celebrations being held in their areas as the Torch Relay passes through. These groups (which contain an emergency planning officer from OCC on most) have also considered the impact of events other than the Olympics in 2012 (e.g. Queen's Diamond Jubilee, etc.) - making the period from May to October exceptionally busy with both events and increased tourism in the Oxfordshire area. The overall picture has also been considered by a Thames Valley-wide SAG, to ensure resources and public safety is effectively managed from one event and location to the next.

8. This wider view has resulted in an initiative across Thames Valley to record all large-scale events being organised to ensure that there are sufficient resources available (particularly amongst the emergency services) and the events are appropriately regulated as detailed above via the Safety Advisory Group process.

Involvement of Fire and Rescue and Emergency Planning

9. Oxfordshire Fire & Rescue Service (OFRS) and OCC Emergency Planning will provide key National Assets and Command and Control structures throughout the lead up to the games, the Olympic Torch Relay, the Olympic Games themselves and the Paralympics, together with the effective monitoring of associated events such as the concert in South Parks on the evening of 9th July.

10. Specialist OFRS officers will accompany the torch relay from Luton to Reading as part of National Resilience Arrangements with OFRS supporting Thames Valley Police and South Central Ambulance Service in securing the safety and security of the participants and crowds both along the route and at associated events. Emergency Planning are working alongside Highways to ensure that the route is effectively maintained, appropriate road closures are put in place, and working with other licensing authorities and the Fire and Rescue Service to ensure that planned events are effectively licensed and risk assessed.

Involvement of Trading Standards

11. Trading Standards are anticipating that the Torch Relay and associated events may attract street vending and potentially the sale of counterfeit goods. There is a potential reputational risk for the authority if this is not addressed in a way that is effective in preventing the sale of illegal goods but also does not distract from the occasion. The arrangements for addressing this issue are set out below.

12. Trading Standards is also aware of a potential risk that accommodation during the Olympic period will be in short supply and this may present opportunities for miss-selling and "scams". Again, the service is planning a pro-active approach that should identify whether this risk is significant.

Olympic and Paralympic Games

13. The only Olympic / Paralympic events in Thames Valley are rowing / sprint canoeing which are being held in Buckinghamshire (Eton Dorney Lake).

14. However, Oxfordshire County Council still has an extensive involvement. This includes the mutual aid protocols operated by the Emergency Planning Unit and the Fire and Rescue Service (attending any short notice physical SCG meetings on behalf of other Local Authorities) and operation by OFRS of a number of the key national operational assets required to be on close proximity standby. These include:-

    1. Detection Identification and Monitoring (equipment and specialists) - capable of determining any hazardous materials
    2. Interagency Liaison Officers – these security cleared officers are trained to liaise and make tactical decisions in conjunction with other emergency services such as the Police in the event of a terrorist / major incident
    3. Incident Response Unit - for the decontamination of large numbers of people following any contamination event

Financial and Staff Implications (before and during the games)

OFRS and Emergency Planning

15. The build up to the Games / Torch Relay has involved significant preparatory work both in respect to exercises, scenario planning and the provision of specialist operational cover in relation to Oxfordshire Fire and Rescue Service. To this end a senior manager has been tasked specifically with ensuring effective liaison and planning with colleagues in Buckinghamshire and Berkshire Fire and Rescue Services, Thames Valley Police, South Central Ambulance, and Emergency Planning, (who in turn are liaising with OCC Highways and District Councils).

16. Specialist Fire and Rescue Service Detection Identification and Monitoring (DIM) response to any chemical, biological, radiological, nuclear or explosive (collectively known as CBRNe) incident is being resourced throughout the Olympics by OFRS and Bucks FRS using 11 officers drawn from both Services. Additionally, throughout the Torch Relay, OFRS and BFRS will be crewing an additional DIM vehicle provided as part of National Resilience arrangements, with OFRS Officers accompanying the Torch from Luton through to Reading.

17. Throughout the Olympic period OFRS will also be providing security cleared Interagency Liaison Officers (ILOs) – OFRS currently have four officers trained in this role (e.g. Counter Terrorism trained and able to advise Police Counter Terrorism Officers and Ambulance ILOs regarding any Fire Service-specific operations including CBRNe that may impact on simultaneous Police/Ambulance operations). These officers work in conjunction with their Thames Valley colleagues with sixteen Fire Service ILO's being available across Thames Valley to ensure 24/7 duty cover.

18. In the lead up to the Games, OFRS and OCC Emergency Planning have also been heavily involved in training and exercising all levels of their response. This has involved prolonged exercises extending over a number of days and resourced 24/7 with Gold, Silver, Bronze and tactical responses being tested for resilience. Additionally, throughout the Games the SCG will sit, headed by ACC John Campbell supported by Gold Command Officers from the Fire Service and Fire Service ILOs (with the potential for Emergency Planning Officers to provide mutual aid to host local authorities). A structure for command and control arrangements throughout both the Torch Relay and the Games has now been agreed within TV LRF.

19. The leave arrangements of key personnel throughout the period has been carefully managed to ensure resilience and to maintain business as usual. Furthermore, additional capacity has been identified (e.g. suspension of centralised FRS training throughout the Games period) so that officers are available to crew additional Fire Appliance(s) or specialist units, if required.

20. As a consequence of these additional work activities in the run-up to the Olympics, the attendance at any pre-arranged multi-agency group meetings or the responding to unplanned events will place further demands upon staff. For example, at this current time, staff from OCC Emergency Planning unit attend the TVLRF Olympic sub group; the Oxfordshire 2012 Steering Group; a group assessing the Impact of Olympics 2012 on Oxford and Oxfordshire Road Network and the Safety Advisory Groups in each District council area - as well as considering generic response capability through its normal work programme.

21. Emergency Planning are also working alongside OCC Highways as part of the Oxfordshire Road Network Group, to ensure that the Torch Relay route is effectively maintained, appropriate road closures are put in place, as well as working with other licensing authorities and the Fire and Rescue Service to ensure that planned events are effectively licensed and risk assessed.

22. Because of this resourcing burden and the potential reputational risk associated with helping to deliver a "Safe & Secure Olympic Games" – whilst maintaining business as usual - the Olympics and other major summer 2012 events (e.g. Diamond Jubilee) have been included on the OFRS risk register and the Olympics are also included in the 2012/13 Integrated Risk Management Action Plan.

Trading Standards

23. Trading Standards anticipate that the Torch Relay events will attract numerous street venders. Commonly, large scale public events involving music or sport appeal to sellers of counterfeit goods. There is also the risk that cheap and potentially unsafe novelty items will be sold.

24. Trading Standards have discussed planned enforcement activity both in respect of the Torch Relay and advertising of accommodation with relevant

District Councils through the Oxfordshire Better Regulation Group. The Service is also involved with the relevant Safety Advisory Groups to ensure that operational plans link into the management plans for the events.

25. A national network is being established to share intelligence on problems arising with the Torch Relay as it progresses through the country. This will enable Oxfordshire Trading Standards to prepare for the arrival of the Torch in the county and the local events with knowledge of any issues arising at earlier events and the effectiveness of operational strategies that have been deployed.

26. Surveys of Olympics related accommodation advertising are planned in advance of the Olympic and Paralympic Games. These tie into with work being undertaken in London.

Financial effects

27. Overall there is a notable but as yet quantified financial effect in meeting the challenges identified above. No additional staff have been provided and all activity is being managed from within current resource levels. Reprioritisation of certain activities has also taken place to minimise some of the avoidable effects of the additional workload.

Communications and Training

28. Effective channels of communication are being maintained through existing national, regional and local networks and TVLRF is leading in this area to ensure a common communications framework is delivered.

29. All relevant emergency personnel have received training, appropriate to the role they would undertake in the event of a significant incident, as required by the Civil Contingencies Act. All Category One responders (blue light services and emergency planning on behalf of the local authority) are working together to ensure a consistent approach through the LRF and sharing resources whenever possible.

30. The public and key stakeholders are also being engaged through District and Town councils, particularly with regard to the Olympic Torch Relay. Furthermore, local OCC members are being kept fully informed of arrangements, particularly if the torch passes through their constituency area.

Conclusion

31 The Olympics, Paralympics and other events this summer are providing significant workload for a range of OCC officers. Effective preplanning, exercising and training have been undertaken and extensive arrangements are in place for ensuring strategic coordination of the events with other multi agency partners.

32. Whilst the extensive preplanning in part minimises the effects on staff, some unquantifiable financial effects can be anticipated.

33. It is considered that, as far as is possible, Oxfordshire has provided for a "Safe and Secure Games."

Colin Thomas
Deputy Chief Officer

Contact Officer: Nigel Wilson, Oxfordshire Fire and Rescue Service Operations and Resilience Manager Tel: 01865 855206

June 2012

SAFER AND STRONGER COMMUNITIES SCRUTINY COMMITTEE
18 JUNE 2012

AN UPDATE ON ROAD SAFETY

Report by the Chief Fire Officer

1. Background

Oxfordshire County Council (OCC) as the Local Authority has a statutory responsibility under section 39 of the Road Traffic Act 1988 for Road Safety Engineering, Education, Training and Publicity (ETP) which are discharged through both the Environment and Economy and Social and Community Services Directorates.

In addition, Section 8 of 'The Fire and Rescue Services Act 2004' places a statutory duty on Oxfordshire Fire & Rescue Service (OFRS) to respond to and rescue people from Road Traffic Collisions (RTC).

Over the last 10 years, significant progress has been made to reduce the number of people killed or seriously injured on our roads. Collectively, we recognise that more needs to be done through co-ordinated support, integration and partnerships. No agency can be solely responsible for reducing the number and impact of Road Traffic Collisions; consequently, the focus for OFRS, on behalf of the OCC, is to integrate our approach by working with other agencies involved in road safety, and to provide a strategic commitment to this issue at national, regional and local levels. (Appendix 1)

We accept that due to human fallibility, incidents will happen and emergencies will naturally still occur. We recognise that *'prevention is better than cure'* and to support us we now have the advantage of having experienced and professional Road Safety Officers to work with Fire Service Staff in a clearly defined framework.

Fire-fighters are trained to the highest standards with the latest equipment available to enable us to deal with the extrication of people from vehicles. We will continue to prepare our Emergency Response personnel for all potential RTC rescue scenarios, respond as quickly as possible to carry out rescues, make the scene safe and keep the road network flowing which will aid and support the growth of the economy within Oxfordshire. Recent multi-purpose vehicle provision at Didcot and planned for Banbury support this approach. Further actions are being undertaken with automatic defibrillators being provided on all fire engines and enhanced trauma care training provided for selected staff.

Injuries and deaths from RTCs are a global public health concern. Across the world, an estimated 1.2 million people are killed in RTCs each year, and up to 50 million

people are injured.[1] The UN General Assembly proclaimed the UN Decade of Action for Road Safety 2011-2020 with the goal of 'stabilising and then reducing' global road traffic fatalities by 2020. This is primarily aimed at developing countries where the road death and injury rates are very high and it is worthy of note that the UK has and maintains a very good record for road safety.

The Department for Transport (DfT) statistics show that, in 2010, there were 208,648 casualties on the roads of Great Britain, with 22,660 being seriously injured[2] and 1,850 people killed (5 people every day). Each fatal road collision costs the UK £1.8m and each serious injury costs an estimated £180,000[3]. Reducing the number of road casualties by 50% would save the UK £5 billion pounds each year.

RTCs do not affect everyone in the same way and particular groups of people are disproportionately affected. For example RTCs represent the leading cause of death for young adults aged 15-24[4] in the UK, and they account for over a quarter of all deaths in the 15-19 age groups. Drivers under 25 years of age are 7 times more likely to be involved in a collision, especially during their first 2 years of driving.

2. DfT – Strategic Framework for Road Safety 2011.

The Government Department for Transport (DfT) published a new national strategic framework for Road Safety in May 2011. The framework document identifies current issues and challenges and provides the government's vision on Road Safety education and enforcement.

There has been a large reduction in road deaths in recent years in the UK and in particular an unprecedented and very welcome reduction of 25% between 2007 and 2009.

The range of key themes within the framework include activities which are not directly within the County Council areas of responsibilities such as promoting tougher enforcement. Other areas which are clearly priorities for Road Safety education in Oxfordshire include:

- Better education and training for children and for learner and inexperienced drivers.

- More local and community decision making by decentralisation and providing local information to citizens to enable them to challenge priorities.

3. The local picture in Oxfordshire

The nationally recognised target groups are also reflected in our priorities for Oxfordshire which are outlined below:-

a) Car occupants

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[1] World Health Organisation: 'World report on road traffic injury prevention'. Geneva: World Health Organisation 2004.
[2] KSI - Killed and Seriously injured are DfT definitions of injury.
[3] DfT National statistics
[4] Office for National Statistics, register of Deaths, 2007

b) Male drivers (17-24)

c) Motorcyclists

d) Drinking and drugs

e) Pedestrians (Children – Footsteps)

f) Cyclists (children)

g) Speeding.

In 2011/12 there were 1422 Road Traffic Collisions recorded on Oxfordshire roads and it is worth noting that OFRS only attended 362 of these. Comparing this number with the much smaller number of significant property fires attended by ORFS, which is 153, clearly demonstrates the importance of OFRS involvement in reducing the risk to our communities by Road Safety education, training and publicity.

The total number of road traffic collisions in Oxfordshire
(Thames Valley Police data)

The number of fatal road traffic collision in Oxfordshire
(Thames Valley Police data)

The number of serious road traffic collision in Oxfordshire
(Thames Valley Police data)

4. Environment & Economy - Collision Group Breakdown

Indicator	94/98 baseline	2011 actual	% change	2010% OCC Local Target	OCC E&E Local status
All Killed Serious Injury (KSI)	544	355	-35%	-50%	Not met
Child KSI	54	19	-65%	-60%	Met
All Slight	2726	1951	-28%	-20%	Met
Pedestrian	276	188	-32%	-50%	Not met
Pedal cycle	280	286	2%	-50%	Not met
Power Two wheel	295	199	-32%	-20%	Met
Wet Skid	302	155	-49%	-15%	Met

Collision statistics have been collated by the engineering team within Environment and Economy using a 1994 to 1998 baseline for comparison. This data was provided to central government for the production of the national annual report.

Since the formation of new coalition government, the emphasis and direction has been to remove the requirement for local authorities to report back on these previously set national targets (KSI). The E&E engineering team continue to collate KSI information, child KSI and slight casualties and provide this to their management teams and will update the Oxfordshire annual casualty report, with the aim to release this (in electronic format only) when DfT release the national statistics each year. They also provide a more detailed geographic breakdown (including by road user type) in order for this to be monitored within the Local Transport Plan. OFRS is currently working with E&E to review the areas where the targets were not met to ensure the Road Safety education, training and publicity elements are targeting the most appropriate areas.

Over the last few years the overall number of road casualties in Oxfordshire has been at the lowest point since records began. However, with 355 people killed or seriously injured on our roads in 2011 there is still considerable work to be undertaken before we can be satisfied that we have achieved an acceptable level of safety on our roads.

Oxfordshire road casualties 2000 to 2011

Whilst there is a slight rise of incidents from 2010 to 2011[5] it is worth noting that while fatalities have gone down, the slight injuries category has gone slightly up and involves cyclists (children) and pedestrians. This demonstrates the continuing need to maintain our road safety education and training for child cyclists and pedestrians (Footsteps programme) as identified and delivered throughout the period of organisational change. OFRS Road Safety staff will continue with these two programmes and maintain a focus on these for the future.

Finally, note that in 2010 there were the two periods (January and December – highlighted in Appendix 6) in which we had untypically long periods of snow and this has probably reduced the overall collision rates across the county due to limited vehicle and pedestrian movements during that period.

5. OFRS Integrated Risk Management and OCC Corporate plan

As reported to Scrutiny, each year OFRS produces an Integrated Risk Management (IRMP) with specific projects for Cabinet to adopt. In 2012/13 project 3 will look specifically at Road Traffic Casualty Reduction, with the aim to improve road safety through our integrated planning approach of Prevention, Protection and Response activities.

The maintenance of low Road Traffic Collisions in Oxfordshire, and where possible their further reduction, by education, training and publicity will directly support the County Council Corporate Plan 2012 – 17 and its delivery goal of a 'Thriving Oxfordshire' by directly linking into these Strategic objectives as identified in Appendix 2.

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[5] Full 5 and 10 year breakdown of Oxfordshire casualty statistics is detailed in Appendix 7

6. An update on the transfer of the Road Safety team to OFRS

Part of this report is to provide an update on Oxfordshire County Council's involvement in road safety education and explain the context, journey and position since the transfer to Oxfordshire Fire & Rescue Service in April 2011. It also aims to provide context and information in order to understand wider road safety involvement at national, regional and local levels and the evolution of existing programmes and local delivery methods.

Our Road Safety team transferred from the Environment and Economy Directorate and now form an integral part of the Oxfordshire Fire & Rescue Service 'Safety Team' which comprises of three functions: Fire Protection, Risk Reduction and Road Safety.

Oxfordshire Fire & Rescue Service is organised on a locality basis and delivers most of its safety programmes via Fire Risk Managers (FRMs) whose geographic areas are generally coterminous with the District Council boundaries. They are statutory partners within Community Safety Partnerships (CSPs) under the Crime and Disorder Act. They are active partners in addressing or helping to solve the wider community problems and are part of the solution to the issues encountered within the city, towns and villages across Oxfordshire. Commonly they are involved in local activities for fire safety awareness and education, arson reduction, road safety education and reducing anti-social behaviour.

It was considered that there was a clear opportunity to provide synergy with existing educational programmes with Fire & Rescue staff and use the specialist skills of the Road Safety Officers and staff to support the on-going and wider prevention agenda particularly within localities. Almost all local Community Safety groups across the county have road safety issues on their agenda from time to time, whether this is related to anti-social behaviour, noise, speeding or the perception of speeding etc.

Upon transfer, the road safety team comprised of four full time Road Safety Officers and a number of part-time and fixed- term contract staff. In addition there were a number of casual employees and a large number of volunteers who were assisting with the delivery of cycle and child pedestrian training.

The tactical team were transferred to OFRS and the strategic and management staff remained within E&E. A £100,000 reduction of the base budget (approximately a third of the budget) required significant business process re-engineering. Changes were made to existing programmes, work conditions and delivery models. All of these were considered thoroughly and Road Safety staff directly involved in the creation of new programmes and systems.

7. Road Safety Team re-alignment – Implementation phase

The new structure consisted of one Team Leader and three Road Safety Officers (RSOs) aligned to geographical Fire Risk areas. FRMs now have the expertise and direct support of a professional RSO to enhance road safety education within the area and provide Road Safety Staff direct ability to input into Community Safety Partnerships

The Team Leader post was introduced to provide line management responsibilities, deliver a road safety plan, liaise with internal and external partners and road safety professionals, and provide leadership, coordination and resilience.

We believed that in order for staff to move forward effectively, they needed to feel part of a clearly defined structure which would allow effective planning and ownership within their specific Fire Risk area to commence. It was recognised that there would be training needs and support required specifically for RSO's and there would be a natural transition period of support provided to achieve this.

RSO's with the support of the team leader, now undertake a supervisory role (appraisals,1-2-1 meetings etc) for the Cycle Examiners, Footsteps Coordinators and provide support to an extended set of volunteers.

It was also considered important that in order to support Fire Risk Managers and localities, the RSO's would be required to become more responsive to individual incidents and more proactive to local issues and needs based on sound evidence and data.

The road safety realignment allowed a new way of delivering the programmes within an existing Fire and Rescue structure and affected a number of existing staff. A comprehensive consultation was undertaken which formally commenced on 12th September 2011 and concluded on 12th October 2011. It was pleasing to note that all staff members were engaged, contributed fully toward the changes and made suggestions for improvement many of which have been implemented.

The scope of the realignment covered the following activities:

- A new management and team structure aligned to Fire Risk Areas

- Revised arrangements for child pedestrian education (Footsteps)

- Revised arrangements for cycle education and training

- The creation of a Road Safety "catalogue" of programmes

- Increased partnership working and focus on localities

The use of a flexible combination of part time staff, casual workers and volunteers for both cycle and pedestrian training (Footsteps) was deemed essential for the efficient delivery of these programmes in the future. Maintenance of relationships primarily with parents[6] and our volunteer base was also considered critical to the delivery of these schemes in the longer term.

There was also a real opportunity to develop a multi-tiered level of expanded programme delivery by staff to include Cycle training, Footsteps training, speed awareness projects etc within the localities supported by road safety professionals.

In developing a new structure five fundamental principles were established by the team:

- **Customer First** – we will never forget that we are here to reduce Road Traffic Collisions, help prevent deaths and injuries and support others to deliver this to the public.
- **Flexibility** – we will maximise our effectiveness by ensuring that where possible we have the right people in the right place at the right time doing the right things for the local communities.

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[6] OCC policy - Road Safety Education in schools - 25th November 1998. See Appendix 4

- **Resilience** – we will realign ourselves to provide resilience to ensure we have each area covered and mutual support to each other is available.
- **Team Working** – we will work together, assist each other and always aim to provide solutions not problems.
- **Clarity of Organisation** – we will have a clear central structure supplemented by working within a 'home' Fire Risk area.

All activities are assessed against these principles.

8. Specific Objectives and Measures

In order to focus on high performance, locality focused and fit for purpose outputs and outcomes the following aims, objectives and measures are used:

Aims	Objectives	Activities/ Interactions aimed at:	Measures
Reduce deaths and serious injuries on the roads in Oxfordshire.	To promote road safety awareness across the county. To support communities and provide knowledge and skills with an aim to effect behavioural changes. To raise awareness via the website, face to face contact and education through literature and promotion.	• Car occupants (seatbelts, mobile phones etc) • Male drivers (17 -24 years) • Motorcyclists • Drinking and Drugs • Pedestrians (children) • Cyclists (children) • Speeding (a widespread perception problem in localities based on Parish and CDRP feedback) • Supporting the UN Decade of Action road safety activities via Chief Fire Officers Association (CFOA)	• Annual E&E Road Safety statistics • Quarterly 365 alive statistics and data • Other feedback via areas and localities
Assist with supporting the World Class economy in Oxfordshire	Provide skills training and information to the public on the potential risks as road users	• Reduce economic burden on health services due to injury (both mental and physical) • Reduce the impact on employers and the loss of economy by employees involved in RTCs. • Reduce congestion on the network following an RTC, the impact on all sectors of the economy who use the road	• Annual E&E Road safety data which includes TVP and Health.

		network by missed appointments, delays etc.	
Assist with Healthy and Thriving communities and Environment and Climate change	Encourage the population of Oxfordshire to change their driving habits and become fitter and more active.	• Promote and publicise the benefits of cycling and walking. • Assisting with the reduction of CO_2 emissions and levels of congestion across the county.	• Annual E&E data • Annual OCC emission reduction targets.

9. Changes and development of new programmes

Following consultation and discussions with staff there are a number of positive changes which have been or are planned to be made to the programmes and methods of delivery as outlined below and further detailed in Appendix 4:-

- A new online Cycle test booking system
- A review of child pedestrian training (Footsteps)
- A new Road Safety Strategy
- A new Road Safety catalogue
- Development of the new Driver Initiative for young offenders.
- A new Community Speed-watch programme

10.   Performance management and measures

Performance management and measures are common place with OFRS and for the first time, a new suite of OFRS performance targets and measures will be used to capture Road Safety activities across the county enabling comparisons to be made and areas of greater need to be identified. Performance is reported to and assessed by the OFRS Strategic Management Team quarterly. Appendix 5 identifies the chosen measures.

11.   Conclusion

The transfer of the Road Safety Team occurred on the 1st April 2011 and the team has brought a wealth of knowledge and experience about road safety with them. This experience has already proven to be beneficial and they can only enhance the level of Service delivered to the public within Fire Risk areas in the future.

Road safety is a multi-agency environment in which OFRS on behalf of OCC fully recognises our collective responsibilities and are now, with the direct support and involvement of professional road safety staff, are able to undertake or role nationally, regionally and locally. With the Road Safety staff working alongside Fire & Rescue personnel it forms a collective of likeminded people aiming to reducing deaths and injuries on the road network.

The organisational and financial changes provided an opportunity to review and explore the many road safety programmes and activities that were previously being

delivered. We believe the new programme is appropriately targeted and will over time be shown to be effective in further reducing incident numbers.

In order to provide a wider road safety role in the future we have widened the delivery of Road Safety education beyond the school environment. We aim to become more 'reactive' to the cause of road traffic collisions, identify trends, map collisions and then look to provide targeted options to provide local solutions.

Fire Risk Managers are delivering similar solutions for fire related matters. A similar approach with area based Road Safety teams providing professional and expert advice will allow a greater overall outcome.

The national and local trends identify a number of challenges that remain. These will continue to be worked on via partnership working arrangements. Examples include wearing of seat belts, use of mobile phone whilst driving, driving under the influence of drink and drugs, speeding and driver fatigue.

Fire & Rescue has a unique and neutral brand that is trusted and respected within the community. The addition to the team of professional Road Safety experts allow us to provide more effective programmes and interactions with those who remain at risk from road use and misuse.

12.   Recommendations

The Safer and Stronger Scrutiny Committee is recommended to:

1. **Note the contents of this report and to note the progress on the overall programme and team redesign.**

2. **Commend the Road Safety Staff in the flexibility and professionalism they have demonstrated during a period of uncertainty and change.**

3. **To make any comments that could be incorporated into further improvements in the programme or delivery methods.**

David Etheridge
Chief Fire Officer

Background papers: Attached as Annexes

Contact Officer: Peter Cleary
June 2012

Appendix 1

The wider engagement and involvement in Road Safety

Oxfordshire Fire and Rescue service is one of 46 Fire and Rescue services within the UK and also one of the 13 which are County Council Fire and Rescue services. OFRS is one of the first in the UK to start to manage the Local Authority Road Safety team and therefore as part of the Local Authority, now has statutory responsibilities for Road Safety education, training and publicity (ETP). Fire and Rescue management of Road Safety has been followed more recently by Cornwall and Isle of Wight both of which are County Council Fire and Rescue services.

In recent months, CFO David Etheridge has taken on a national responsibility for Road Safety as a dedicated work-stream within the Chief Fire Officers Association (CFOA). He chairs the National Road Safety Executive Board and works closely with DfT, Ministerial advisors, ACPO, DSA, Highways Agency and other Road Safety bodies. This CFOA forum provides national direction, leadership, influences and where necessary lobbies government from a fire and road safety sector perspective.

The national CFOA Road Safety group launched the fire sector support to the UN "Decade of Action" by coordinating events over the entire major roads network of the United Kingdom in 2011. Locally OFRS participated in this event at the launch and is planning further campaigns throughout the year. Road safety campaigns and ideas within the fire sector are shared and discussed at national, regional and local levels. A road safety catalogue has been produced by CFOA which provides a number of programmes and initiatives for Fire & Rescue Services to share across the UK.

It is intended that the use of this resource, exploiting the unique trusted and visible "brand" of the Fire and Rescue Service along with the Road Safety staff's professional expertise will maximise synergy and deliver more effective local outcomes.

The OFRS Area Manager Safety sits on the CFOA National Executive Road Safety Board representing the nine Fire and Rescue services in the South East[7]. The role has expanded recently to include representation on the government's new national Road Safety Observatory project where an online portal will be available for the public to view, scrutinise and compare data across areas.

In addition, the Area Manager Safety and the Road Safety Team leader now jointly attend the Local Authority Road Safety Officers (Road Safety GB) meetings both regionally and nationally in order to assist with communication and understanding of the role that Fire & Rescue services have to play in Road Safety education, training and publicity (ETP). The benefits of being a County Council are that we have statutory responsibility and means that shared views and effective communication is enhanced at both regional and national levels which assists in developing common goals and sharing information with wider road safety professionals.

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[7] South East Fire and Rescue Services – Oxfordshire, Buckinghamshire, Royal Berkshire, Hampshire, Isle of Wight, East Sussex, West Sussex, Surrey and Kent.

Appendix 2

Integrated Risk Management Plan 2012 /13

Project 3

Objective: To utilise the experience and knowledge of our Road Safety Team in determining & delivering a comprehensive Road Safety strategy which complements the '365 alive vision' and the 'Travelling in confidence' strand within the business strategy.

Outcome: Improved safety education and operational response to RTCs, contributing to the reduction of injuries and fatalities from road related hazards and a societal and financial cost saving to the county of Oxfordshire.

Road Traffic Collisions (RTCs) continue to cause a substantial number of deaths and serious injuries on our roads each year. Although the numbers of road collision fatalities have shown a decline in recent successive years, there are approximately 50 people killed on Oxfordshire roads annually, some of these unfortunate deaths clearly could have been avoided. It is our aim to utilise our Road Safety Team & volunteer organisations to determine and deliver a comprehensive road safety strategy that complements our '365 Alive' 10 year vision to further reduce road casualties and deaths.

We are committed to creating and implementing this strategy and by utilising the skills and experience of our staff we will improve our safety education to those at most risk.

This will contribute to the reduction of injuries and fatalities from road related hazards enabling people to travel in confidence throughout the county of Oxfordshire.

OFRS Integrated planning approach to Road Safety

Prevention

❖ We will develop our education and engagement programmes with all road users, ensuring that we are working with our partners to target this engagement activity in a cost effective way, taking cognisance of the most at risk groups.

❖ We will work with our data analysts within Environment and Economy Directorate to map all RTC's and then explore opportunities to map all of our Road Safety prevention activities as they occur to high risk groups and in geographical areas.

❖ We will provide Road Safety education to target groups, including pedestrian (Footsteps) and cycle safety to children, road safety for older people, and will help to promote motorcycle safety schemes across the county.

❖ We will ensure that there is a consistent programme of engagement across all Fire Risk areas and will support and enhance existing work being carried out by our partners.

❖ We will develop and review a range of on-line educational resources and training packages to ensure that our Road Safety officers, volunteers and operational fire fighters are equipped to deliver these effectively at a local level.

❖ We will support schemes which divert drivers found guilty of less serious driving offences onto educational courses as an alternative to prosecution. We will examine options to work closer with the police to deliver education to drivers stopped for not wearing their seatbelts, using a mobile phone or speeding.

❖ We will aim to give our staff a clear communications route and trigger mechanism within their specific areas of work which will feed into wider actions within the localities. One example could be traffic and parking issues outside schools which can be picked up early and fed through to RSOs and FRM area offices where discussions and solutions can be found with partners at Parish, Town and District Council level. Other examples will be 'signposting' members of the public to services such as concerns about potholes and street lighting via the OCC website.

❖ We will continue to support the joint OCC Parking Programme, which has been developed jointly with the Travel Choices team from E&E. It uses a team of young people, typically members of the School Council or Eco Council, who agree to become a S.T.A.R.S (School Travel And Road Safety) team. The S.T.A.R.S communicate with parents, local residents and community groups to try to resolve the issues of inappropriate or obstructive parking near school by promoting walking and/or Park and Walk sites. They are supported in this by OFRS Road Safety team, the Travel Choices team, Thames Valley Police Neighbourhood teams and PCSO's. In addition schools are encouraged to put sustainable and safer travel information in their school policies, brochures and on their websites.

❖ We will work with the police and other partners on national, regional and local Road Safety programmes and campaigns as they arise throughout the year, for example Community Speed-watch, Safe Drive Stay Alive, Tyre safe, BRAKE safety week, summer and Christmas drink driving, drug driving, driver fatigue and link in with the national Road Safety day initiatives.

Protection

❖ We will work with other Fire and Rescue Services (FRS) and partners under the leadership of the Chief Fire Officers Association (CFOA) to learn about and influence car manufacturers and other companies involved in modern vehicle design and production. We will work with our partners and aim to influence developments to improve vehicle safety design, including the procurement of the wide range of fire service vehicles.

❖ We will continue to work closely with E&E to provide relevant information following an RTC, to engineers involved in road maintenance with an aim to constantly improve the safety of the road network (such as road signs and furniture, overhanging trees and hedges which may have obscured junctions at RTC's). Where possible we will use our influence to help improve the built environment to protect people, property and the environment from the harm associated with RTCs.

❖ We will support the police and E&E in the implementation of education and make a balanced operational response to traffic calming schemes.

Response

❖ The Fire & Rescue Services Act is clear and explicit in requiring OFRS to maintain an effective response capability in the event of RTCs. OFRS provides specialist equipment and training to our personnel in extrication techniques, trauma / casualty care and incident management. We will continue to discuss and consult with our Emergency Response crews that regularly attend RTCs to review equipment, training and any latest developments or issues raised in vehicle design during the extrication phase.

❖ All OFRS staff who have to drive under 'Blue Light Conditions' are required to undertake a specific advanced driving course, and refreshers are conducted at regular intervals to ensure skills are maintained. We will continually review the training of our staff in relation to 'blue light' emergency response.

❖ Following attendance at a traumatic incident such as a serious RTC, our emergency response staff is provided with support in line with our 'Critical Incident Debrief Policy'. This policy aims to reduce the emotional and psychological effects that could be experienced by staff following an incident.

❖ The experience our Emergency Response crews have in rescuing casualties from RTCs gives them credibility to assist in delivering road safety messages and demonstrations to key target groups.

Supporting OCC Corporate plan

The reduction of Road Traffic Collisions in Oxfordshire by education, training and publicity will directly support the County Council Corporate Plan 2012 – 17.

We will support the delivery goal of a 'Thriving Oxfordshire' by directly linking into the Strategic objectives as outlined below:-

- **World Class Economy** – we will deliver targeted education programmes to those people most at risk and by working with partners will aim to reduce RTC's in the first instance. We will also strive to keep the county on the move at operational incidents by ensuring that the road network is cleared of obstructions as soon as practicably safe to do so to ensure that the local economy in Oxfordshire is not hampered by undue delays.

- **Healthy and Thriving Communities** – we will continue to target vulnerable people providing prevention education to the 'at risk' groups identified earlier in this report though our successful 365 alive 10 year campaign to try to reduce them from being killed or seriously injured at Road Traffic Collisions.

- **Efficient Public Services**. – We will continue to engage and provide leadership within partnerships both nationally, regionally and locally. The Oxfordshire Safer Communities Partnership Business managers group is chaired and led by the Chief Fire Officer and essential links are made with the police, Community Safety managers and health teams to work jointly to reduce the impact of Road Traffic Collisions within the county.

Appendix 3

Extract from Education Management Sub-Committee

Meeting 25th November 1998

Road Safety Education in Schools
(Agenda Item 8)

Resolved

(On a motion by Councillor Richardson, seconded by Councillor Green, amended at the suggestion of Councillor Morton, with consent of the proposer and seconder and carried by 6 votes to 0) to:

(a) note the findings of the joint working initiative on road safety education in schools (Annex 1);

(b) agree that the existing cycle training programme should be maintained and continue to be expanded wherever possible;

(c) adopt the principle for road safety education in schools that parents would have primary responsibility for road safety training for their children, and that the Authority would encourage opportunities to support this work through road safety related activities within and outside the curriculum appropriate to the age and experience of the child;

(d) ensure that all schools were informed of the new policy statement and respond to it as appropriate and urge schools to consult parents, pupils and staff with the view to achieving a substantial increase in the number of children walking or cycling to school; and

(e) advise the Highways and Road Safety Sub-Committee accordingly and consult Teachers Joint Committee, Oxford Governors Associations and Oxfordshire Parent/Teacher Associations on the Policy Statement.

Appendix 4

Development and changes to delivery programmes

Theatre in Education

Some programmes such as the Theatre in Education (TIE) productions were delivered by external theatre companies costing approximately £40,000 per year.

Due to the base budget and financial pressures, the initial priority for the service was to review all existing programmes and activities against cost. The previous model relied on OCC to fund the productions and the schools receive the events at no cost. This was a significant financial expenditure and whilst these productions were informative and interesting to the children they were replicating essential safety messages that were delivered in later years in the curriculum.

Therefore due to this significant financial pressure, a decision was made to suspend the activity and implement an annual review process whereby if future funding arrangements allow this could be reintroduced relatively easily.

Whole School assemblies – Cycle Helmets

There were also some changes made to the attendance of road safety staff at 'whole school assemblies' where they raised the awareness and the importance of wearing cycle helmets to school children. Whilst this message was and is important, the size of the school assembly was not deemed to be practical to keep the attention of young children and the costs associated with travelling and resources was deemed to be not cost effective. This information and education however, has now been reviewed and is now delivered at a more local level and is included in the revised cycle examiners and trainers syllabus.

Travel and Mileage review

- Previous arrangements involved RSO's working across the county within their specific areas of expertise
- Following the realignment, all teams were allocated a Fire Risk area which resulted in significant reduction in travel.
- A full review was undertaken of all vehicle movements, associated mileage costs and postage and where necessary adjusted and reduced by better diary management and communications.
- In addition, the road safety team now have access to the existing internal OFRS daily delivery system which transports essential operational fire-fighting equipment to the 24 fire stations across the county thereby providing some efficiency.

Cycle Training

The long established free cycle training programme offers and provides education and training to all primary, secondary, independent and special needs schools within the county. The function involves close and active engagement with schools, examiners and volunteers in order to deliver the free cycle training to school children.

The original team comprised one part time, term time cycle training examiner supported by eleven casual working cycle training examiners, coordinated by one of the full time RSO's. This team trained up and educated approximately 700 volunteers (mainly parents) who delivered the cycle training to their children within their localities and schools reaching approximately 4000 children annually.

The proposal for the realignment to Fire Risk areas and localities meant that the workload was to be shifted from one RSO having countywide responsibility and line management and workload was to be shared equally between the three RSO's in their areas.

It was noted that the eleven casual cycle examiners did not provide adequate resilience and the task of matching up schools and examination tests with cycle examiners was in some cases slightly chaotic. A decision was made early in the process to convert the eleven casual roles into five part time permanent roles and a recruitment and selection process was undertaken. This increased the establishment, provided extra resilience and offered the original casual staff a guaranteed and regular income.

New Cycle Test Timetable.

We considered that one of our primary aims for cycle training was to try and manage the process more effectively. The system in the past worked but it was very reactive to volunteers and school needs and appeared to be somewhat chaotic at times with limited or no real control. It appeared to react to last minute changes which we consider could be anticipated, reduced or avoided in the future. We accepted that there would always be some last minute changes and requirements due to individual circumstances at the time, but we needed to look to reduce this where possible. To achieve this aim, a structured widely available test timetable would place us in control of our resources to allow effective planning and identify pressures or shortfalls in advance.
We considered that the emphasis would be similar to booking a car driving test and that examiners would benefit from a transparent electronic booking system which would greatly assist them with their other home / work commitments and planning. We also anticipated that, once communicated effectively, schools and volunteers would also find the booking process useful for their own planning purposes.

The additional option of having a pool of casual cycle examiners (which was in place previously) would also be beneficial as a fall-back mechanism for peak times or to provide some extra resilience.

The feedback from staff during the consultation phase for changes to a cycle examination timetable was that in order for any changes to be made it should be communicated effectively to schools and volunteers and should therefore start at the beginning on the new academic year (September 2012) A new online cycle test

booking system is now in the process of being developed and will be available in time for the new academic year in 2012.

This timeframe will allow and facilitate an initial 'bedding in' process for staff working within a new area and with a new RSO before the change is made.

Road Safety Strategy and Catalogue

As part of the published IRMP project for 2012/13, a road safety strategy will be developed and published. Over the years there has been significant investment and development of specific road safety programmes and during 2012 a number of these programmes are planned to be placed into a road safety catalogue for use by the RSO within their locality areas as and when they need them or are requested to undertake a specific programme based on area needs.

This 'off the shelf' catalogue of programmes is being developed and will be advertised internally for staff awareness and externally on the OCC and 365alive websites for the public to view and download to use in their localities.

Child Pedestrian Training (Footsteps Programme)

The Footsteps programme was offered to all children in all educational establishments and to Early Years practitioners. The aim of Footsteps is to encourage children to think about roads and traffic by developing their sense of what is safe and unsafe and raise their awareness of their surroundings as they grow up in a practical context i.e. at the road side.

A network of volunteers has traditionally been used across this programme and they have assisted children to make choices and decisions by asking questions at the roadside. These road safety lessons have formed part of the child's overall education, as they provide language, social abilities, judgement, observation, and often early mathematical and geographical skills.

Originally there were six part time Footsteps Coordinators; over the last 12 months due to staff leaving and natural wastage, this number has reduced to two across the county. This has provided an opportunity to review the programme further and open up some opportunities for Cycle Examiners to multi-role in child road safety education, leading to professional development and increased capacity.

Based on the feedback from the Co-ordinators on the lack of value that the loan equipment provided (small pelican/ zebra crossings and small traffic lights) some further changes were made to cease offering or delivering this equipment to establishments. This also provided a reduction in mileage costs of 46% on the original delivery arrangements.

The changes below have been made following the consultation, recommendations, advice and reduction / capacity of staff within the Footsteps programme:-

1. **Pre-schools and Child-minders** – All the information will be made available online and it is expected that parents and volunteers will manage their own Footsteps programme using the online support available to them. The Co-ordinators will be remotely available if required for limited support and advice.

2. **Foundation (4-5 yrs.)** - All the information will be made available online and it is expected that parents and volunteers will manage their own Footsteps programme using the online support available to them. The Co-ordinators will provide limited availability if required for additional support and advice.

3. **Year 1 (5-6 yrs.)** – This will be the main area of activity and the team will continue to engage with the active Year 1 age group and be reactive to requests either generated by an annual letter/email or contact etc.

4. **Year 2 (7-9 yrs.)** - The majority of school children in Year 1 will be offered Footsteps so would normally have participated in the practical sessions previously. If establishments would like to use the programme for Year 2 pupils they can do so via the online manuals and the Co-ordinators will be remote and reactive to requests and support if required.

Other options were to stop year 1 and 2 but it was deemed that these age groups were more receptive to education and would retain the information longer.
We have therefore used our limited resources to the best and most efficient effect to support this programme and engage more people in Road Safety education.

The emphasis for the Footsteps programme in 2012 and beyond is to reconfirm the OCC policy (Appendix 4) by trying to empower parents to take some and better responsibility for their children's safety and set some good examples that children will learn from. Children learn to cope with varying difficult situations and use both looking and listening skills to help interpret the road environment.

New Driver Initiative - Youth Offending intervention

In order to target the young inexperienced drivers who are nationally highlighted as being one of the most at risk of being involved in collisions. Oxfordshire Fire and Rescue service have been working closely with the OCC Youth Offending team since 2009 on a 'New Driver Initiative' to take young drivers who have been involved in motoring offences and raise their awareness of the consequences of their driving actions. The results have been impressive and rewarding and as of the 1st January 2012 there have been 59 young people who have attended the diversion course and only 3 have reoffended with motoring offences.

Community Speed-watch

To support local residents within localities, OFRS is purchasing two sets of Speed-Watch monitoring equipment, this partnership between RSO's and TVP will enable and empower local residents to monitor speeding within their towns and villages and engage in a process which directly reports offenders to the police. The police upon notification will provide a formal staged level of response to motorists initially via letter and culminating in a visit by a police traffic officer to their home address.

Appendix 5

OFRS Scorecard measures Road Safety 2012/13

Footsteps 1	Child pedestrian training All primary schools will receive Footsteps information to parents
Footsteps 2	The percentage of primary schools who actively promote Footsteps to parents
Road Safety public events	The total number of partnership public events involving road safety education eg Motorcycles, seatbelts, speeding, mobile phones, fatigue, alcohol/ drugs, child car seats etc per year.
# Road Safety Press releases Published	The number of specific and targeted press releases on road safety activities completed within an area per year.
% Choices and Consequences presentation delivered	The 'Choices and Consequences' presentation delivered to every secondary school in the county.
% Primary schools receiving Cycle training	Maintain and deliver cycle training and examinations in all primary schools

Appendix 6

2011 Collision statistics Oxfordshire 2007 – 2011(over 5 years)

Table 1 - Accidents by Month

	2007	2008	2009	2010	2011	Total
January	160	149	132	111	145	697
February	163	158	120	124	133	698
March	141	152	128	118	116	655
April	145	130	133	121	151	680
May	182	158	130	156	135	761
June	161	159	135	137	162	754
July	190	167	148	159	143	807
August	185	129	138	113	128	693
September	164	171	140	131	152	758
October	158	179	172	171	144	824
November	185	153	174	195	152	859
December	150	142	150	116	137	695
TOTAL	1984	1847	1700	1652	1698	8881

Note - January and December – snowfall may have reduced vehicle miles travelled

Table 2 - Casualties by month

	2007	2008	2009	2010	2011	Total
January	213	197	186	141	185	922
February	209	212	156	162	182	921
March	186	198	161	156	150	851
April	208	175	183	168	202	936
May	236	194	164	221	180	995
June	215	210	186	183	240	1034
July	258	215	202	211	193	1079
August	259	167	172	174	173	945
September	236	215	176	186	213	1026
October	209	241	227	231	204	1112
November	229	209	225	237	191	1091
December	194	186	230	172	193	975
TOTAL	2652	2419	2268	2242	2306	11887

Note - January and December – snowfall may have reduced vehicle miles travelled

Table 3 - Accidents by severity

	2007	2008	2009	2010	2011	Total
Fatal	32	40	28	40	24	164
Serious	300	267	290	312	300	1469
Slight	1652	1540	1382	1300	1374	7248
TOTAL	1984	1847	1700	1652	1698	8881

Table 4 - Casualties by severity

	2007	2008	2009	2010	2011	Total
Fatal	34	42	30	41	26	173
Serious	340	301	315	354	329	1639
Slight	2278	2076	1923	1847	1951	10075
TOTAL	2652	2419	2268	2242	2306	11887

Table 5 – Pedestrians by severity

	2007	2008	2009	2010	2011	Total
Fatal	10	4	3	7	3	27
Serious	41	39	51	53	45	229
Slight	160	163	125	103	130	681
TOTAL	211	206	179	163	178	937

Table 6 – Cycle accidents by severity

	2007	2008	2009	2010	2011	Total
Fatal	5	2	4	2	1	14
Serious	45	50	53	61	65	274
Slight	230	250	219	182	233	1114
TOTAL	280	302	276	245	299	1402

Table 7 – Motor vehicle only accidents by severity

	2007	2008	2009	2010	2011	Total
Fatal	17	34	21	31	20	123
Serious	216	179	187	200	193	975
Slight	1268	1132	1041	1016	1016	5473
TOTAL	1501	1345	1249	1247	1229	6571

Table 8 – OAP accidents by severity

	2007	2008	2009	2010	2011	Total
Fatal	9	8	4	11	6	38
Serious	49	40	54	51	54	248
Slight	191	166	172	188	189	906
TOTAL	249	214	230	250	249	1192

Table 9 – Child accidents by severity

	2007	2008	2009	2010	2011	Total
Fatal	3	1	2	1	0	7
Serious	25	32	26	28	22	133
Slight	152	138	110	110	124	634
TOTAL	180	171	138	139	146	774

Table 10 – Road Traffic Accidents per month 2003 – 2012 (over 10 years)

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
January	181	189	130	180	160	149	132	111	145	130	1507
February	152	119	145	138	163	158	120	124	133	126	1378
March	195	153	161	201	141	152	128	118	116	128	1493
April	171	157	150	137	145	130	133	121	151	109	1404
May	-	-	-	-	-	-	-	-	-	-	0
June	-	-	-	-	-	-	-	-	-	-	0
July	-	-	-	-	-	-	-	-	-	-	0
August	-	-	-	-	-	-	-	-	-	-	0
September	-	-	-	-	-	-	-	-	-	-	0
October	-	-	-	-	-	-	-	-	-	-	0
November	-	-	-	-	-	-	-	-	-	-	0
December	-	-	-	-	-	-	-	-	-	-	0
TOTAL	**699**	**618**	**586**	**656**	**609**	**589**	**513**	**474**	**545**	**493**	**5782**

Casualties by Month

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
January	253	251	169	233	213	197	186	141	185	161	1989
February	214	149	190	186	209	212	156	162	182	171	1831
March	264	196	226	272	186	198	161	156	150	174	1983
April	224	203	190	197	208	175	183	168	202	142	1892
May	-	-	-	-	-	-	-	-	-	-	0
June	-	-	-	-	-	-	-	-	-	-	0
July	-	-	-	-	-	-	-	-	-	-	0
August	-	-	-	-	-	-	-	-	-	-	0
September	-	-	-	-	-	-	-	-	-	-	0
October	-	-	-	-	-	-	-	-	-	-	0
November	-	-	-	-	-	-	-	-	-	-	0
December	-	-	-	-	-	-	-	-	-	-	0
TOTAL	**955**	**799**	**775**	**888**	**816**	**782**	**686**	**627**	**719**	**648**	**7695**

All Accidents by Severity

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
Fatal	22	7	8	14	11	12	7	8	7	9	105
Serious	120	92	93	86	89	73	96	91	93	68	901
Slight	557	519	485	556	509	504	410	375	445	416	4776
TOTAL	699	618	586	656	609	589	513	474	545	493	5782

Casualties by Severity

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
Fatal	22	7	9	15	11	12	9	9	7	9	110
Serious	150	97	103	100	101	81	104	100	96	71	1003
Slight	783	695	663	773	704	689	573	518	616	568	6582
TOTAL	955	799	775	888	816	782	686	627	719	648	7695

Pedestrian Accidents by Severity

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
Fatal	6	3	0	1	5	1	1	2	1	1	21
Serious	15	19	19	9	12	11	19	12	14	10	140
Slight	49	58	50	53	61	57	45	27	38	30	468
TOTAL	70	80	69	63	78	69	65	41	53	41	629

Cycle Accidents by Severity

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
Fatal	0	0	0	0	2	0	2	0	0	0	4
Serious	7	13	6	15	14	13	19	13	23	15	138
Slight	82	74	51	46	64	70	60	52	77	70	646
TOTAL	89	87	57	61	80	83	81	65	100	85	788

Motor Vehicle Only Accidents by Severity

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
Fatal	16	4	8	13	4	11	4	6	6	8	80
Serious	98	60	68	62	63	49	58	66	58	44	626
Slight	427	388	385	459	387	378	307	296	331	316	3674
TOTAL	541	452	461	534	454	438	369	368	395	368	4380

OAP Accidents by Severity

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
Fatal	3	0	2	3	3	2	2	3	3	2	23
Serious	17	10	12	14	14	14	20	16	16	12	145
Slight	55	60	40	48	53	65	51	52	56	56	536
TOTAL	75	70	54	65	70	81	73	71	75	70	704

Child Accidents by Severity

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
Fatal	1	2	0	0	1	0	0	1	0	1	6
Serious	15	4	9	5	6	8	7	5	5	5	69
Slight	47	48	55	44	56	41	32	23	41	33	420
TOTAL	63	54	64	49	63	49	39	29	46	39	495

Equality Act and Equality Duty - Briefing for Safer & Stronger Communities Scrutiny Committee

Purpose

This note is to provide the Committee with information about the Equality Act 2010 and the Equality Duty, and the possible impacts of these for the Committee.

The Equality Act 2010

The Equality Act 2010 (the Act) replaces the previous anti-discrimination laws with a single Act. It simplifies the law, removing inconsistencies and making it easier for people to understand and comply with it. It also strengthens the law to help tackle discrimination and inequality. The majority of the Act came into force on 1 October 2010.

The Equality Duty

The new Equality Duty is a duty on public bodies and others carrying out public functions. The Equality Duty is designed to reduce bureaucracy while ensuring public bodies play their part in making society fairer by tackling discrimination and providing equality of opportunity for all. It ensures that public bodies consider the needs of all individuals in their day to day work – in shaping policy, in delivering services, and in relation to their own employees.

The new Equality Duty supports good decision-making – it encourages public bodies to understand how different people will be affected by their activities so that policies and services are appropriate and accessible to all and meet different people's needs. By understanding the effect of their activities on different people, and how inclusive public services can support and open up people's opportunities, public bodies are better placed to deliver policies and services that are efficient and effective. The Equality Duty therefore helps public bodies to deliver the Government's overall objectives for public services.

The new Equality Duty replaces the three previous public sector equality duties – for race, disability and gender. The new Equality Duty covers the following protected characteristics:

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

It also applies to marriage and civil partnership, but only in respect of the requirement to have due regard to the need to eliminate discrimination.

The Equality Duty has three aims. It requires public bodies to have *due regard* to the need to:

- **eliminate unlawful discrimination**, harassment, victimisation and any other conduct prohibited by the Act;
- **advance equality of opportunity** between people who share a protected characteristic and people who do not share it; and
- **foster good relations** between people who share a protected characteristic and people who do not share it.

Having *due regard* means consciously thinking about the three aims of the Equality Duty as part of the process of decision-making. This means that consideration of equality issues must influence the decisions reached by public bodies – such as in how they act as employers; how they develop, evaluate and review policy; how they design, deliver and evaluate services, and how they commission and procure from others.

Having due regard to the need to **advance equality of opportunity** involves considering the need to:

- remove or minimise disadvantages suffered by people due to their protected characteristics;
- meet the needs of people with protected characteristics; and
- encourage people with protected characteristics to participate in public life or in other activities where their participation is low.

Fostering good relations involves tackling prejudice and promoting understanding between people who share a protected characteristic and others.

Complying with the Equality Duty may involve treating some people better than others, as far as this is allowed by discrimination law. For example, it may involve making use of an exception or the positive action provisions in order to provide a service in a way which is appropriate for people who share a protected characteristic – such as providing computer training to older people to help them access information and services.

Service and Community Impact Assessments

The Equality Act 2010 requires all public authorities to assess the impact of their policies on communities. In this context, 'policies' is a general term that could include strategies, projects or contracts.

In Oxfordshire County Council, this process is termed Service and Community Impact Assessments (SCIA). A SCIA is intended to ensure policies meet the diverse needs of individuals and communities.

- Assessments are available to Councillors when making a decision on whether to agree a new policy or not.

- Any new or amended policies, strategies, projects and contracts should have an initial assessment. This should be proportionate to the significance of the change and the potential impact.

- For example, a small change in procedure may require only one page, whereas a significant budgetary decision should have a full assessment. This must demonstrate what data or research has been used, feedback from consultations with affected groups and an action plan to mitigate any impacts. Partners, staff or stakeholders should also be involved to check the assumptions match the experience on-the-ground.

- Assessments should demonstrate that the impact on groups has been considered, identify risks and any explain mitigating actions that will be taken if the policy is implemented.

- We assess the impact of decisions on any relevant community, but with particular emphasis on:
  o Groups that share the nine protected characteristics
  o Rural communities
  o Areas of deprivation

- We also assess the impact on:
  o Staff
  o Other council services
  o Other providers of council services

- Once a decision is made the assessments are updated and then reviewed on a regular basis over the implementation of the project or policy or contract to ensure that the initial assessments were accurate, and that the impact of any changes in approach and learning from implementation are included.

- Completed Service and Community Impact Assessments are published on the public website at: www.oxfordshire.gov.uk/cms/public-site/equality-and-cohesion

Key Points for Consideration

- Meeting the Equality Duty does not mean difficult decisions can't be taken, or mean that impacts on particular groups can always be avoided.
- However, we must be able to demonstrate we have considered the impact as part of decision-making, and that proportionate actions are being taken to mitigate the potential impact as much as possible.
- All reports should include information about how they contribute to meeting the three aims of the Equality Duty.
- Significant changes in policy should be accompanied by a Service and Community Impact Assessment that demonstrates that consideration has been given to the potential impact and mitigating actions.

Ben Threadgold
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