



To: **Members of the Cabinet**

Notice of a Meeting of the Cabinet

Tuesday, 14 March 2017 at 2.00 pm

Rooms 1&2 - County Hall, New Road, Oxford OX1 1ND

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

Peter Clark
Chief Executive

March 2017

Committee Officer: **Sue Whitehead**
Tel: 07393 001213; E-Mail: sue.whitehead@oxfordshire.gov.uk

Membership

Councillors

Ian Hudspeth	<i>Leader of the Council</i>
Rodney Rose	<i>Deputy Leader of the Council</i>
Mrs Judith Heathcoat	<i>Cabinet Member for Adult Social Care</i>
Nick Carter	<i>Cabinet Member for Local Government, Business, ICT & Customer Services</i>
Melinda Tilley	<i>Cabinet Member for Children & Family Services</i>
Steve Harrod	<i>Cabinet Member for Education</i>
Lorraine Lindsay-Gale	<i>Cabinet Member for Property, Cultural & Community Services</i>
David Nimmo Smith	<i>Cabinet Member for Environment</i>
Lawrie Stratford	<i>Cabinet Member for Finance</i>
Hilary Hibbert-Biles	<i>Cabinet Member for Public Health</i>

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Tuesday 21 March 2017 unless called in by that date for review by the appropriate Scrutiny Committee. Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.

Date of next meeting: 25 April 2017

County Hall, New Road, Oxford, OX1 1ND

www.oxfordshire.gov.uk Fax: 01865 783195 Media Enquiries 01865 323870

Declarations of Interest

The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

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

Whose Interests must be included?

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

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

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

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

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

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

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

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

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

List of Disclosable Pecuniary Interests:

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

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

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

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note opposite

3. Minutes (Pages 1 - 14)

To approve the minutes of the meeting held on 21 February 2017 (**CA3**) and to receive information arising from them.

4. Questions from County Councillors

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

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

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

5. Petitions and Public Address

6. Draft Proposal for the Future Organisation of Local Government in Oxfordshire (Pages 15 - 68)

Cabinet Member: Leader
Forward Plan Ref: 2016/156
Contact: Robin Rogers, Strategy Manager Tel: 07789 923206

Report by Chief Executive (**CA6**).

In September 2016, Cabinet considered reports from Grant Thornton and PwC and a

recommendation from the Performance Scrutiny Committee on options for reorganisation of local government within Oxfordshire. Cabinet directed officers to engage with stakeholders and the public to prepare proposals for a new unitary council to cover the whole county.

A discussion document was published in January 2017 to inform an extensive stakeholder and public engagement process. This process has now been completed.

This report introduces the full proposal that has subsequently been developed and recommends that the proposals are submitted to the Secretary of State for Communities and Local Government.

In addition to the report there are a number of annexes:

Annex 1: Bid document

Annex 2: Social and Community Impact Assessment

Annex 3: Summary of the engagement report

Annex 4: Letter of 20th February from Secretary of State for Communities and Local Government

Annex 5: Full engagement report (to follow)

The Cabinet is RECOMMENDED to:

- (a) Note and commend the approach taken by the Leaders of Vale, South Oxfordshire, and the County Council in putting the interests of residents, business and communities first in bringing forward these proposals.***
- (b) Consider the proposals, in particular taking note that 70% of those responding to the representative household survey supported the proposal for a new single unitary council for Oxfordshire***
- (c) Respond to the recent letter from the Secretary of State and submit the proposals for a new unitary council for Oxfordshire, subject to any minor amendments required***
- (d) Delegate the power to make such amendments to the Chief Executive in consultation with the Leader of the County Council and with South Oxfordshire and Vale of White Horse District Councils***
- (e) Ask officers to seek local support from key stakeholders and the wider public to promote the proposals to Government, and respond to any subsequent consultation undertaken by the Secretary of State***
- (f) Agree that the further development of the Area Executive Board model, through the establishment of a Joint Committee, open to all Districts and City Councils across Oxfordshire and the County Council, should be formed as early as possible. This Joint Committee should work with the existing County Council advisory group, local communities, Town and Parish Councils, and key delivery partners to develop detailed proposals that articulate the role, powers, format, scale and responsibilities of the Area Executive Boards which will be submitted to the Implementation Executive for inclusion with the proposed constitution of the new council.***
- (g) Ask officers to take steps to establish the City Convention to work with residents and local stakeholders to design the new model of governance in Oxford.***
- (h) Authorise the Director of Law and Governance to agree the terms of reference of the Joint Committee, which will include making***

recommendations regarding the initial functions of the Implementation Executive, and to make this council's appointments to the Joint Committee.

- (i) In light of the above decisions, and the absence of unanimity among the current local authorities, confirm that the Cabinet does not support the proposals for a Mayor and Combined Authority as being the best structure for Oxfordshire.***

7. Final OFRS Community Risk Management Plan 2017-22 (Pages 69 - 188)

Cabinet Member: Deputy Leader

Forward Plan Ref: 2016/114

Contact: Richard Smith, Review Manager Tel: (01865) 855216

Report by Chief Fire Officer (**CA7**).

This report sets out our new Community Risk Management Plan (CRMP) 2017-22. The plan shows how Oxfordshire Fire & Rescue Service (OFRS) has identified, assessed and evaluated the risks. The CRMP is required by the Fire & Rescue National Framework Document 2012.

Also detailed are a number of projects within the Fire Authority's Community Risk Management Plan (CRMP) action plan for the fiscal year 2017-18. The plan summarises areas where the Service's Senior Leadership Team believe service improvements and/or greater value to the wider OCC corporate priorities may be achieved.

There is little doubt that OFRS has transformed itself from an organisation that just deals with fire response to one that also covers preventative and wider rescue work and, as a consequence, we have succeeded in reducing incidents dramatically over the years. The projects for the CRMP Action Plan 2017-18 reflect the changing nature of risk and demand within the county and recognises the wider role that OFRS will need to continue to undertake in the future.

The projects for the 2017 - 18 action plan are as follows:

Project 1: Review whole-time shift duty system

Project 2: Review / implement changes to key stations and provide area based strategic cover.

Project 3: Removal of second fire engine from Chipping Norton Fire Station.

Project 4: Review opportunities to share resources and assets to improve outcomes for Oxfordshire.

Project 5: Alignment of operational policy across fire and rescue services in the Thames Valley.

The consultation documents were subject to wide ranging consultation from 10 October

2016 to 9 January 2017. A Consultation Responses Report has been prepared to summarise the responses and to provide a management response to them. This report is included to inform Cabinet's decision.

Cabinet is RECOMMENDED to:

Approve the CRMP 2017-22 strategic document and projects within the 2017-18 Action Plan.

8. Forward Plan and Future Business (Pages 189 - 192)

Cabinet Member: All

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

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

The Schedule is for noting, but Cabinet Members may also wish to take this opportunity to identify any further changes they would wish to be incorporated in the next Forward Plan update.

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

Agenda Item 3

CABINET

MINUTES of the meeting held on Tuesday, 21 February 2017 commencing at 2.00 pm and finishing at 3.35 pm.

Present:

Voting Members: Councillor Ian Hudspeth – in the Chair
Councillor Rodney Rose
Councillor Mrs Judith Heathcoat
Councillor Nick Carter
Councillor Melinda Tilley
Councillor Lorraine Lindsay-Gale
Councillor David Nimmo Smith
Councillor Lawrie Stratford
Councillor Hilary Hibbert-Biles

Officers:

Whole of meeting Jonathon McWilliam (Strategic Director for People),
Nick Graham (Director of Law & Governance) and
Deborah Miller.

Part of Meeting
Item
9

Name
Lucy Butler (Director for Children's Services)

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

13/17 APOLOGIES FOR ABSENCE

(Agenda Item. 1)

An Apology for absence was received from Councillor Steve Harrod.

14/17 MINUTES

(Agenda Item. 3)

The Minutes of the meeting held on 24 January 2017 were approved and signed as a correct record.

15/17 QUESTIONS FROM COUNTY COUNCILLORS

(Agenda Item. 4)

Councillor Phillips had given notice of the following question to Councillor Heathcoat at the last meeting of Cabinet:

'Following the motion at the November Council meeting to take up the Local Authority Mental Health Challenge we welcome the email advising that Cllr Heathcoat is the Council's Mental Health Champion.

One requirement of the role is to 'identify at least one priority' and could we be advised of what priority has been identified and how this work will be managed'

Councillor Heathcoat replied:

A full council meeting on 1 Nov 2016 voted unanimously to sign up to the Local Authorities' Mental Health Challenge and to support measures to promote positive mental health in Oxfordshire, enhancing our joint working with our partners in the NHS, the police authority and the voluntary sector." I am delighted to have been asked to lead the council's work across children and adults population in the important area of mental health and wellbeing. Everyone knows these two facts about mental health and wellbeing:

- Our mental health and physical health are closely linked.
- 1 in 4 people in the United Kingdom will experience some form of mental distress during their lifetime. This can include depression, anxiety, panic disorders and eating disorders, as well as forms of psychosis such as bipolar and schizophrenia.

But not everyone knows that there are simple things we can all do to improve our wellbeing. Such as the [Five ways to wellbeing](#) recommended by [Mind](#), the mental health charity (see overleaf for more information):

- Connect
- Be active
- Take notice
- Learn
- Give

In talking to my colleagues across the Council about my new role I have identified three areas for action:

- 1) **Looking after ourselves and our communities** - I want to build on our achievements to date in helping staff employed by us directly (through an extensive Employee assistance programme) or by provider organisations, that we fund, to look after themselves. This can be achieved by raising public mental health awareness through targeted training and publicity campaigns.

This year we will commission Mental Health First Aid training - a two day educational course which teaches people how to identify, understand and help a person who may be developing a mental health issue. We will make it available to our elected members in the first instance acknowledging their front line engagement with the public. By learning these new skills our elected members will be better equipped to approach and assist someone who might be experiencing a mental health issue and encourage them to seek the support they need to recover.

- 2) **Early support for children and young people** - Growing up is not easy, and sometimes it's hard to cope with whatever life throws at you. Child and adolescent mental health services (CAMHS) are tasked to help families, schools and young people themselves to be able to seek support early. These services are undergoing significant transformation nationally and locally.

I want us to play an active part in helping Oxfordshire young people to build their emotional resilience in preparation for adulthood.

- 3) **Living well** - I want us to deliver on Oxfordshire system wide ambition for better life outcomes for people with mental health needs. The council together with the Clinical Commissioning Group invest £36.5 million in the Mental Health Outcomes Based contract that provides health and social care services to around 2,400 people. In reviewing the contract performance in its second year I want to focus on improving access to timely and effective support, embedding the Recovery model and performing better in areas of live that matter to people, such as getting a job and stable affordable housing.

I want to finish with a quote from Professor Stewart-Brown who said: "No-one can give wellbeing to you. It's you who has to take action".

We are here to support people in this endeavour:

"No-one can give wellbeing to you. It's you who has to take action," says Professor Stewart-Brown.

Five steps to mental wellbeing

Below are five things that, according to research, can really help to boost our mental wellbeing:

- **Connect** – connect with the people around you: your family, friends, colleagues and neighbours. Spend time developing these relationships. Learn more in [Connect for mental wellbeing](#).
- **Be active** – you don't have to go to the gym. Take a walk, go cycling or play a game of football. Find an activity that you enjoy and make it a part of your life. Learn more in [Get active for mental wellbeing](#).
- **Keep learning** – learning new skills can give you a sense of achievement and a new confidence. So why not sign up for that cooking course, start learning to play a musical instrument, or figure out how to fix your bike? Find out more in [Learn for mental wellbeing](#).

Councillor Phillips had also indicated that if she had been able to receive an answer at the meeting she would have asked the following supplementary question:

“My supplementary question would be about whether there is scope for a cross party group to discuss how Oxfordshire can effectively respond to the Local Authority Mental Health Challenge?”

Councillor Heathcoat replied:

“I do not believe that a “cross party group” is required to be set up. I am aware that Councillor Glynis Phillips together with the Leader, Councillor Brighthouse is in receipt of an opposition member’s briefing which is a regular occurrence and officers will be able to ensure that the opposition is fully briefed. Equally, I understand, Councillor Janet Godden receives briefings regularly too and thus intelligence on the role and work done will be passed across to her, too. This will ensure that all are fully aware of the measures to promote positive mental health in Oxfordshire. “

Councillor Williams had given notice of the following question to Councillor Hibbert-Biles:

'Having read the document on the reorganisation of the Local NHS would she agree with me that the proposal with their closures, £200 million cuts and continued privatisation are unacceptable to Oxfordshire County Council and will she give me an assurance that the County will be a statutory objector to these proposals and will she write to the secretary of State to State to outline her utter disgust and rejection of these proposals'.

Councillor Hibbert-Biles replied:

“Thank you for your question. Before I answer the specific issues, I need to correct some factual inaccuracies made in the question.

- 1) The plan does not propose to cut £200M, but it is suggested on page 8 of the document that, ‘If healthcare continues as it is today.... there will be a gap in funding of £134M’ by 2020/21. i.e. it is a future projection of

an overspend. I acknowledge that this puts NHS services in a difficult position.

- 2) There are no proposals for privatisation in the document.

With regard to being a statutory objector and referral to the Secretary of State, these are precisely the issues Cabinet will be debating during this meeting. There is also a recommendation from officers that the Cabinet's view should be heard at HOSC and debated in Full Council, so, it would be premature for me to speak for Cabinet as a whole."

Councillor Tanner had given notice of the following question to Councillor Hudspeth

"I understand the County Council has launched a campaign for One Oxfordshire. Could you tell me how much taxpayer's money the County Council is spending on this campaign?"

Councillor Hudspeth replied:

"Information has been freely publicly available for a number of weeks that the overall cost is approximately £200,000, including a detailed financial review and a representative sample of resident views by an independent research organisation. However we are currently spending £400,000 per week on running six councils which we don't need to. Two independent reports – one commissioned by the county council and one by the districts including the city council – agreed on this. This is money that could be spent on day to day public services here in Oxfordshire. This amounts to £100m over five years that could be put in to precisely the local services that Cllr Tanner has had a long and distinguished track record of stoutly defending – on many occasions at previous meetings of this county council cabinet. Cllr Tanner is a strong campaigning politician – perhaps he would like to give further thought to the idea of having one council providing a better, more simple system of local government. This would allow a future brand new council much better choices in terms of available finance for the services that Cllr Tanner and many others value, be that social care, highways, children's centres, daytime support, libraries, housing, leisure or the many others provided by local government in Oxfordshire."

Councillor Tanner then asked the following Supplementary Question:

"Do you not think, given that the prospect of one Oxfordshire is looking slimmer by the day, that it would be far better to spend the money on pot holes, bus subsidies and children's Centres?"

Councillor Hudspeth replied:

"I do not agree that the prospect of one Oxfordshire is "looking slimmer by the day". Given that one Oxfordshire would make savings of £400,000 per week, I think it would be an absolute disgrace if we did not achieve it."

16/17 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 5)

The Chairman had agreed the following requests to address the meeting:

Item 6

Rev Durant, Vicar of St. John's Parish Church in Grove Grove PCC;
Councillor Zoe Patrick, local Councillor for Wantage & Grove;
Helen Evans, on behalf of Donnington Doorstep
Jane Gallagher, on behalf of Florence Park Children's Centre
Councillor Nick Hards, Shadow Cabinet Member for Finance

Item 7

Councillor Charles Mathew, local Councillor for Eynsham;
Councillor Nick Hards, Shadow Cabinet Member for Finance.

Item 8

Dr Ken Williamson, Chair of Oxfordshire Keep Our NHS Public.

Item 9

Councillor Mary Clarkson, City Councillor for the Marston Ward;
Councillor Mark Lygo, Local Councillor for Marston & Northway.

The addresses are shown at the relevant item.

17/17 TRANSITION FUND FOR COMMUNITY INITIATIVES FOR OPEN ACCESS CHILDREN'S SERVICES - FEBRUARY 2017

(Agenda Item. 6)

In February 2016 the Council had agreed to set aside £1m for creating a 'one off' fund to provide pump priming to support Children's Centres. It was agreed that a cross party group of county councillors would consider maximum benefit of this fund and bring proposals back to Cabinet for decision.

The working group had considered the applications under the second round of bids against the criteria outlined in the guidance notes. The Cabinet had before them a Report (CC6) which outlined recommendations for the Cabinets approval.

Reverend Durant, speaking on behalf of the Grove Parochial Church Council welcomed the interim grant and the acknowledgement of the need for provision in Grove and Wantage Children's Centre to continue. However, he expressed grave concern about the sustainability of the Centre if the full 3 years was not awarded as currently the centre was largely supported by volunteers and financially (though not on a sustainable basis) by Grove Parochial Church. He further expressed concern that other sources of income were dependant on a successful bid. He urged the Cabinet to reconsider the bid so that the Centre could expand its services.

Councillor Zoe Patrick, spoke as local member and Chair of Grove and Wantage Children's Centre Community Initiative. She urged the Cabinet to give further consideration to awarding Grove & Wantage a full 3 year commitment, particularly in light of the fact that other funding streams such as Wantage Town Council were dependant on it being 'match funding' She urged officers to provide support to grove and Wantage in order that they might be enlightened further about what would make their bid successful in the next round.

Ms Helen Evans speaking as a resident of Donnington who had been using Doorstep's services for 3 years spoke against the recommendation to reject Donnington Doorstep's bid for transition funding, principally on the grounds that the bid failed to meet the "requirement of funding those centres in danger of closing".

She referred to the Guidance published last year and reiterated in today's paper to Cabinet defining the purpose of transition funding as "pump priming grants to communities to enable them to create sustainable solutions for open access children's services".

She believed that meant the redefined purpose of the fund was to provide pump priming grants for community organisations to deliver universal services previously delivered by centres in danger of closing. In the eligibility criterion there was no requirement for these services to be delivered from the premises of former children's centres, In short, whilst Doorstep retained its status as an independent family centre, it was responsible for delivering open access children's services for two centres one of which - Florence Park - would be closing at the end of this month. Doorstep was now asking for transition funding to continue delivering open access children's services for Florence Park Children's Centre as it faces closure. She asked Cabinet to reconsider the premise for rejecting this bid and that consideration instead given to an interim award to keep services going pending formulation of a revised bid to be submitted in June.

Jane Gallagher spoke on behalf of The Nature Effect, Florence Park Children's Centre. The centre would build on the existing open access provision for families offering families a healthy, welcoming café meeting and making space. She referred to the community engagement with local area and the links to schools. She urged the Cabinet to facilitate a meeting with the City and County to address the issues raised including the existing kiosk in the park and open access children's services provision.

Councillor Nick Hards, Shadow Cabinet Member for Finance welcomed the transition Fund and the support that it would provide for many whilst expressing disappointment and concern over the low percentage (around 50%) of the funding which had been spent to date and of the percentage of the County which still remained without coverage including Banbury, Abingdon, Didcot and Bicester. He urged Cabinet to investigate whether there was any way to delegate Authority to the Cabinet Member for Finance to so that bids could be improved and approved ahead of the new Council.

Councillor Stratford in introducing the report and moving the recommendations thanked everyone who had attended and given comments. He stressed the importance of public money being spent correctly and the need for more information around some of the bids to make them robust. Officers would continue to work hard to make bids successful and would ensure that all interested parties were aware of the deadline of 14th April. He urged the Cabinet to support the bids before them.

Councillor Hibbert-Biles welcomed the bids that were before the Cabinet and the fact that the process would be carefully monitored for a year. Councillor Carter supported helping groups to ensure bids were successful.

Councillor Tilley moved and Councillor Heathcoat seconded that authority be delegated to the Cabinet Member for Finance in consultation with the Director for Children's Services to approve bids following the transition fund meeting on 26 April 2017.

The motion was put to a vote and was agreed nem con.

RESOLVED: (nem con) to:

- (a) Approve for funding the following bids:
 - a. Ace
 - b. Barton Community Association
 - c. Employment Action Group
 - d. Chalgrove Primary School
 - e. Faringdon Town Council
 - f. Kidlington & Hampton Poyle PCC
 - g. Friends of Maple Tree
 - h. Cutteslowe Primary School and Community Association
 - i. D:two
 - j. Wallingford Town Council

- (b) Approve interim funding for the following bids:
 - a. Friends of Britannia Road
 - b. Grove & Wantage

- (c) Ask that further work is conducted to develop more robust business plans and reapply for funding under the next round of applications:
 - a. Aflah Nursery
 - b. The Nature Effect
 - c. Mortimer Hall
 - d. The Kings Church Didcot
 - e. Sunshine Centre
 - f. Witney Methodist Church

- (d) Decline for funding the following bids:
 - a. Donnington Doorstep
 - b. Thomas Gifford Trust

- (e) Approve the maximum 12 months' rent free period for the following buildings:
 - a. Berinsfield
 - b. Britannia Road
 - c. Maple Tree
 - d. Red Kite

- (f) Delegate authority to the Cabinet Member for Finance in consultation with the Director for Children's Services to approve bids following the transition fund meeting on 26 April 2017.

18/17 2016/17 FINANCIAL MONITORING & BUSINESS STRATEGY DELIVERY REPORT - DECEMBER 2016

(Agenda Item. 7)

The Cabinet considered a report (CC7) which focused on the financial management of the 2016/17 budget including projections for revenue, reserves and balances as at the end of December 2016 and Capital Programme monitoring.

Councillor Mathew spoke against the £36.5m A40 Science Transit Phase 2 scheme on the basis that he believed it would be a waste of money and have minimal effect on congestion of the A40; did not have public support and that there had not been a proper survey into the destination of cars on the A40. He urged the Cabinet to build the A44 link to Peartree first; carry out an A40 car destination survey and then to find an innovative 'blue sky' solution to the congestion on the A40.

Councillor Hards referred to the high overspend on the Children, Education & Families Directorate and the need for new facilities for children with SEN to reduce the need to transport them around the County. He welcomed the underspend due to the reduction in Academy conversions, but queried the forecast underspend in the Early Intervention Team suggesting that this would be due to 'scrapping' rather than remodelling services. He further acknowledged ever increasing demands in Children's and Adult Social Care.

Councillor Stratford in moving the recommendations responded to the points raised, noting that the overspend for CEF reflected increased activity. SEN transport continued to be challenging but the Council was working hard to reduce all overspends.

Councillor Hudspeth expressed delight at seeing the long awaited funding for the preliminary and detailed design work of the A40 Bus Scheme. In response to the comments made by Councillor Mathew he confirmed that the A40 solution had to be public transport for the bid and that the scheme provided a real solution to congestion on the A40.

RESOLVED: to:

- (a) note the report;

- (b) approve the use of the High Needs Strategic Planning grant and increase to the Special Educational Needs and Disabilities (SEND) reserve for 2017/18 in paragraph 23;
- (c) approve the virements in annex 2a;
- (d) approve the debt write off detailed in paragraph 49;
- (e) note the Treasury Management lending list at Annex 4;
- (f) approve the creation of an Investment Reserve in paragraph 54;
- (g) approve the supplementary estimate in paragraph 56;
- (h) note the changes to the Capital Programme set out in Annex 7b and 7c;
- (i) approve the release of £3.2m of development funding for the A40 Science Transit Scheme and delegate the release of those funds to the Director of Finance and Strategic Director Communities in £0.5m tranches in line with their approval limits under the Financial Procedure Rules; and
- (j) approve the increase of £1.0m on the Milton Interchange scheme to enable the payment of the final account.

19/17 RESPONSE TO THE NHS CONSULTATION ON THE OXFORDSHIRE TRANSFORMATION PROGRAMME

(Agenda Item. 8)

The Oxfordshire Clinical Commissioning Group had launched the first phase of its consultation on the future of Oxfordshire Health and Care Services on January 16th 2017. The County Council was a consultee in the process. Cabinet had before them a report providing an assessment by the Council Leadership Team on the potential impact the proposals may have on Council services and on the public and proposing an approach for how Cabinet may wish to respond to the consultation and present its views to full Council in March.

Dr Ken Williamson, Chair of Oxfordshire Keep Our NHS Public addressed the Cabinet in support of the Council Leadership Team report and its recommendations, He agreed the consultation was flawed, in that it had only given a partial picture of how services could look in the future; that the consultation document was incoherent, lacked cohesion and failed to acknowledge the domino effect of closures at the Horton and acute beds at the JR.

Keep Our NHS Public believed that the Consultation had also relied on major assumptions, especially about the workforce; that the decisions were

premature; closing beds without viable alternatives in community or home-based settings puts cost cutting way ahead of providing a service to the people of Oxfordshire, particularly the Frail Elderly; that Published plans cannot be workable or sustainable with current chronic underfunding of the local health economy. They believed the Bucks, Oxfordshire and West Berks Sustainability and Transformation Plan (BOB STP) was about making 'savings' not about investing in Health & Social Care services. Its appendices on finance, workforce, activities and service and risk assessments had not been published.

The HOSC's referral of the de facto down grade of Maternity at the Horton to the Secretary of State was applauded as it flagged the down grade of the whole hospital and was sufficient reason to halt phase 1 of the consultation.

A study based on ONS figures showed that year on year increases in the numbers of surviving over-80s had already reversed in the year to July 2015, with a loss of just under 40,000 elderly in England and Wales, continuing the trend since the start of austerity in 2010. He asked whether the Council could allow this to accelerate and whether the Council would increase council tax to partially address the Social care crisis in the face of central government's refusal to do so from general taxation.

He urged the Cabinet to endorse the Leadership Team's report.

Councillor Hibbert-Biles in moving the report endorsed the comments made above and commented that the consultation only presented a partial picture and that it was impossible to separate the impact of phase 1 on phase 2 and vice versa. She expressed grave concern around the comments in relation to the future of midwifery-led obstetric care in the north of the County and in particular the potential loss of those services in Banbury and Chipping Norton and generally about the way the information on maternity services was presented in the consultation.

During discussion Councillor Heathcoat referred to the importance of working with the NHS and of being a consultee allowing us to take account of public opinion. Councillor Carter highlighted the lack of any clarity of the potential 'domino effect' on other services. Councillor Stratford referred to the less than transparent proposals for communities and the public disquiet, particularly in the North of the County.

Councillor Hibbert-Biles moved and Councillor Heathcoat seconded that the recommendations be approved, subject to adding "and that of the public" to the end of the first recommendation.

The recommendation was put to the vote and agreed unanimously.

RESOLVED: (Unanimous) to:

- Welcome the opportunity to comment on this consultation, acknowledge the difficulties faced by NHS services locally as presented in the OCCGs case for change, but on balance not to support the proposals based on the lack of information on the impact on council services and that of the public.
- Present its views and the officer's assessment to the Oxfordshire Health Overview and Scrutiny Committee meeting on 7 March 2017.
- Present a report on its views to the County Council meeting on 21 March 2017 to gather further comment.

20/17 FINANCIAL AND RESOURCE CONTRIBUTION TOWARDS THE SWAN SCHOOL PROJECT IN OXFORD

(Agenda Item. 9)

The Department for Education has approved a proposal to create a new secondary school in Oxford providing 900 places for 11 - 16 year olds plus sixth form. The school will be delivered as part of the DfE's Free School programme with a proposed opening date of September 2019. It will be called The Swan School and will be part of the River Learning Trust. Subject to the necessary planning consents, The Swan School will be located on the Harlow Centre site in Marston which is owned by the Council and currently leased (125 years) to the Radcliffe Academy Trust. The Swan School will provide significant numbers of additional high quality secondary school places to those already available Oxford and will enable the Council to discharge its statutory duty to ensure that there are sufficient school places at a time of growth in the size of the secondary school population in the city.

Cabinet considered a report seeking approval for a financial and resource contribution towards the project.

City Councillor Mary Clarkson, district member for the Marston Ward addressed the Cabinet against the proposal to place the Swan Free School on the Harlow Site on the basis that the site was only 6 hectares when guidance suggested it should be 12 affecting sport and outdoor play; the dangerous and difficult access to the site including the cycle track; congestion to the local area resulting in further pressure on the local hospitals and the fact that the provision of secondary schooling was largely concentrated in the East and the North East of the City already with little provision elsewhere. She urged the Cabinet to reconsider building the school at the Osney Mead Site when it became available, with a short term site at the Cherwell South Site for the first three year groups.

Councillor Mark Lygo, local County Councillor for Marston & Northway endorsed the comments made City Councillor Mary Clarkson and added his concern regarding cyclists around the new proposed site and in particular the number of children cycling to Cherwell School and the possible dangers around this. He questioned what the proposed transport plan for the area

would be and suggested that officers go back to the Local Transport Plan 4. He urged the Cabinet to reconsider and build the new school on the Osney Mead Site.

Councillor Howson referred to the admission arrangements for the new school and the fact that the River Learning Trust (RLT) had no requirement on them to consider pupil place need across Oxford as a whole. He sought assurance that the site was expected to be cost neutral to the County in revenue spend terms on school transport and given that all secondary schools affected were likely to be in charge of their own admission arrangements, questioned how likely it was that the arrangement could be brokered to cater for the extra need. He further raised concerns about traffic and in particular the Marston Ferry link Road and queried whether there had been any discussions with the RLT about possible start and finish times to try and mitigate any further congestion.

Councillor Tilley in introducing the report drew attention to paragraph 16 of the report and stressed the importance of the Secretary of State approval of the Funding Agreement.

Lucy Butler, Director for Children's Services responding to questions around the suitability of the site confirmed that the Education Funding Agency were responsible for selecting the site and that they had carried out an extensive search for an alternatives site but that none could be found. The current option bought £25m capital money with it but that was not without it challenges and difficulties.

RESOLVED: to:

- (a) approve the sale of the Harlow Centre site and buildings to the Department of Education for £1.00; and
- (b) make a contribution of up to £2 million towards the construction costs of The Swan School subject to conditions expressed in paragraph 16 of the report.

21/17 STAFFING REPORT - QUARTER 3 - 2016

(Agenda Item. 10)

Cabinet considered a report that gave an update on staffing numbers and related activity during the period 1 October 2016 to 31 December 2016. It gave details of the actual staffing numbers at 31 March 2016 in terms of Full Time Equivalents. In addition, the report provided information on the cost of posts being covered by agency staff.

Commending the Report Councillor Rose moved the recommendation.

RESOLVED: to note the report.

22/17 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 11)

The Cabinet considered a list of items for the immediately forthcoming meetings of the Cabinet as set out in the report and the schedule of addenda.

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

..... in the Chair

Date of signing

Division(s):

CABINET – 14 March 2017

Proposals for the Future Organisation of Local Government in Oxfordshire

Report by Chief Executive

Introduction

1. At its meeting on 20 September 2016, Cabinet considered independent reports into the future of local government in Oxfordshire prepared by Grant Thornton (commissioned by the county council) and PwC (commissioned by Oxford City Council on behalf of all Oxfordshire District Councils).
2. At the above meeting Cabinet resolved to "ask officers to work with stakeholders, including the public, to develop proposals for a single Oxfordshire unitary council", recognising in particular that work would be required on developing a model for local devolution.
3. Between October and December, officers worked in consultation with key partners to develop draft proposals. A discussion document was published on 19 January 2017 to inform an extensive public and stakeholder engagement exercise. This process is now complete and a summary of engagement feedback is included within this report. A full report on the outcomes of the engagement process is being prepared and will be published as a late paper for Cabinet to consider.
4. In early February 2017, South Oxfordshire District Council (SODC) and Vale of White Horse District Council (VoWHDC) agreed in principle to join with the County Council in submitting a joint bid to government. Subsequently officers representing all three councils have worked together to consider feedback from the public and stakeholders, and use this to improve the proposal, overseen by a Leaders' Working Group to which all council leaders in Oxfordshire were invited.
5. This report sets out how the proposals, now titled 'A new council for a Better Oxfordshire', have been amended in light of the comments received through public and stakeholder engagement and through the joint work of the County Council, South Oxfordshire District Council and Vale of White Horse District Council. A full set of proposals to government is attached at Annex 1.
6. Feedback from the engagement process and the revised bid proposals are being considered at a meeting of the Performance Scrutiny Committee on 9 March, and any recommendations will be available to Cabinet for their meeting on 14 March.

7. Cabinet is now asked to take a decision on the submission of these proposals to the Secretary of State for Communities and Local Government, subject to any required amendments.
8. South Oxfordshire and Vale of White Horse District Councils are undertaking their own decision making processes in early March 2017, and the intention is that a joint bid, on behalf of all three councils, will be submitted to the Secretary of State for Communities and Local Government, subject to any required amendments.

Developing the Evidence Base and Agreeing the Preferred Option

9. In May 2016 Oxfordshire County Council commissioned Grant Thornton to undertake a review of future options for local government in Oxfordshire – including maintaining the status quo. The County Council developed criteria for the review in consultation with local and national stakeholders and with regard to guidance issued in previous rounds of local government reorganisation, taking into account the changed political and economic agenda. The criteria were as follows:
 - Service Delivery and Outcomes: reforms should improve local service delivery and outcomes, particularly for the most vulnerable;
 - Cost Savings and Value For Money: reforms should deliver significant cost savings and drive value for money and long-term financial sustainability;
 - Stronger Leadership: reforms should provide stronger and more accountable strategic and local leadership;
 - Economic Growth and Infrastructure: reforms should drive economic growth and meet the infrastructure challenge; and,
 - Local Engagement and Empowerment: new structures should engage with communities and empower local areas
10. Grant Thornton undertook this work between May and August 2016. Their process including engagement with a range of key local stakeholders and a public call for evidence. The terms of reference were agreed by an independent advisory group chaired by the Right Reverend Colin Fletcher, Bishop of Dorchester, and made up of stakeholders drawn from public, private and voluntary sectors who advised Grant Thornton on the review.
11. Grant Thornton's study was published in August 2016 and identified that a single unitary council covering the whole of Oxfordshire was most able to meet these criteria. It is available at <http://news.oxfordshire.gov.uk/review-of-future-options-for-local-government-in-oxfordshire>

12. During the same period, Oxfordshire's five district and city councils commissioned PwC to undertake a similar study, which is also available online at https://www.oxford.gov.uk/download/downloads/id/2820/pwc_review_of_proposed_unitary_authority_options_with_a_combined_authority.pdf
13. On 20 September 2016, Cabinet received both of these reports along with a recommendation from the Performance Scrutiny Committee. Cabinet agreed the preferred option of a single unitary council and determined that officers should work with stakeholders including the public to develop proposals for the new council. In particular Cabinet directed officers to further explore models to ensure that local areas within the new unitary council could make decisions for their own area, within an overall budget and policy framework set at the strategic level.
14. Subsequently the Leader of the Council committed to publishing a discussion document outlining draft proposals in order to facilitate to the fullest possible extent public and stakeholder engagement in their development.

Developing the Discussion Document

15. In order to ensure that as wide as possible an audience was able to participate in the development of proposals, it was determined that a discussion paper should be published at the earliest possible point on a "white paper" basis, with the draft proposal set out to promote and frame a public and stakeholder conversation.
16. After setting out the case for change and the blueprint for the new council, officers structured a document using the criteria established for the Grant Thornton study seeking to address how the proposed new model would meet the five criteria. A summary of relevant information about Oxfordshire and a summary of the options appraisal process were also included for context. The full independent reports from Grant Thornton and PwC were appended to the discussion document.
17. Throughout the development of the discussion document, the County Council continued to engage with members of the Stakeholder Advisory Group and other key partners in regular individual and group discussions.
18. The discussion document, titled 'One Oxfordshire' was published on 12 January 2017 and is available online at <http://www.oneoxfordshire.org/our-vision>

Engagement Activity

19. The engagement activity was designed to help improve and refine proposals ahead of a decision on submission to the Secretary of State. It included:
 - Commissioning a 500 interview representative door-step survey and an open online questionnaire;

- Holding well-publicised engagement visits to 42 libraries around Oxfordshire, resulting in around 700 conversations with local residents. Throughout the entire engagement period the libraries have also had posters and response boxes with comment forms;
- Continuing to work through the Stakeholder Advisory Group with key local partner organisations. This included holding a further formal meeting of this group as well as multiple individual meetings, telephone calls and presentations to groups and boards;
- Writing to stakeholder organisations when the draft proposals were launched, and since then.
- Creation of a dedicated One Oxfordshire website, holding all relevant information in one place, and where county council website and social media users were directed for information;
- Running digital, radio and print media advertisements to raise awareness of the proposals;
- Engaging with town and parish councils on the detail of the proposal, including four formal events in addition to attendance at individual meetings when requested, and offering articles to community newsletters and small local publications;
- Featuring on the proposals in council circulars such as Your Oxfordshire and the Libraries newsletter;
- E-mailing over 30,000 Oxfordshire Residents; and
- Holding deliberative workshops with members of the public (one per city/district council area) to understand in detail residents' interests and concerns.

Working with District Councils

20. On 9 February 2017 a joint statement was issued by the leaders of Oxfordshire County Council, South Oxfordshire District Council and Vale of White Horse District Council. This set out that *“Having looked at all the evidence, we are convinced that a single unitary council for Oxfordshire provides the best prospect for maintaining high quality services and securing badly needed investment in infrastructure”*.
21. As a result of this, joint work has been undertaken around a number of themes and this is now reflected in the appended proposal. In particular there have been amendments from the discussion document proposals around the localism model, to set out a proposal which commands support across both tiers of local government.
22. Unfortunately, despite invitations to join the discussions, Oxford City Council, West Oxfordshire District Council, and Cherwell District Council have not been prepared to engage in developing a shared proposal and have continued an active public relations campaign, both jointly and individually, against proposals to reform local government in Oxfordshire.

Outcomes of the Engagement Process

23. A full report of the engagement activity will be provided (as Annex 5) in advance of the Cabinet's meeting on 14 March 2017, and through a presentation to Performance Scrutiny Committee on 9 March 2017. A short summary is provided at Annex 3 and key elements set out below.
24. The engagement process shows conflicting views.
25. The representative doorstep survey, provided by the independent company Opinion Research Services, showed 70% ($\pm 5\%$ at a 95% level of confidence) of residents supported the proposals. This includes a majority of residents within each of the five district council areas.
26. This is in line with responses to the call for evidence conducted by Grant Thornton in 2016, which showed a majority believing that a single new unitary for Oxfordshire would be best able to meet the five criteria which were being assessed.
27. The open online questionnaire, open to all residents, in contrast, recorded strong disagreement with the proposals, particularly from Oxford City and West Oxfordshire, which made up a majority of the total responses.
28. The most likely explanation for this difference between the representative household survey and the open online questionnaire was the active campaign by Oxford City Council's leadership among staff, residents, and customers, directing them to complete the poll based on a range of questionable statements about the likely impact of One Oxfordshire, which may have generated unfounded fears for example regarding social housing and employment rights; West Oxfordshire District Council also posted a campaign document to all households asking them to oppose the proposals based on perceived risks to parking policy and council tax levels, and Cherwell District Council mounted an extensive social media campaign. Taken together the three districts are reported to have committed a total of £250,000 to this campaign.
29. Given the robust representative methodology behind the survey of households (set out in paragraphs 20 and 26 above) this is considered to be the more reliable measure of genuine overall public opinion.
30. A majority of attendees supported the proposal at most of the deliberative workshops, but a number of different views were expressed.
31. Some of Oxfordshire's district councils also undertook public engagement work in opposition to the proposals. To date we are aware of an online survey for West Oxfordshire, and a petition established and promoted by Oxford City Council.

The Revised Proposals

32. While the public engagement exercise showed general support for the draft One Oxfordshire proposals, there have been revisions based on detailed stakeholder and public feedback and following engagement with South Oxfordshire District Council and Vale of White Horse District Council.
33. A major element of feedback from the engagement exercise concerned the proposed approach to localism. The discussion document proposed a localism model centred on five area executive boards based on the boundaries of current district councils. Strong feedback from both the public and key partners was that the advantages in maintaining these boundaries – including continuity and existing identity – were outweighed by the fact that the five units would be too large for genuine community governance that addressed local need.
34. Feedback suggested that most residents identify with groups of communities centred on Oxfordshire's thriving market towns, or in the case of Oxford, with the city and areas within the city - rather than with existing district council areas. Feedback also suggested that these boards need to work closely with local partners and take into account more closely partners' geographies – especially the NHS. Therefore these revised proposals describe a model that operates at a more local level than was initially proposed.
35. A table setting out the development of these proposals is set out below.

	Oxfordshire Proposals			
	Outline proposal	Final proposal following engagement	Wiltshire	Cornwall
Name	Executive area boards on current district geography	Executive area boards at a more local level Bespoke arrangements for Oxford City area additional to boards	Area Boards at a local level	Community networks
Description	Localised decision making and budgets – presumption for local decision making	Localised decision making and budgets – presumption for local decision making	Localised decision making and budgets	Localised decision making and budgets, with emphasis on devolution to towns and parishes
Membership	Unitary councillors	Unitary councillors Representatives of towns and parishes and other agencies	Unitary Councillors Representatives of towns and parishes Other partners (eg police, NHS, MoD)	Unitary councillors Representatives of towns and parishes Other partners (eg police, NHS)
Number	5	To be determined but expected to be 15-20	18	19
Status	Committee of the Council	Committee of the Council (only Councillors vote)	Committee of the Council (only Councillors vote)	Informal network community networks
Local planning	Area boards take local planning decisions, with a strategic planning committee for the county	Five local planning committees and a strategic planning committee – to be revised as new planning framework developed	Four local planning committees and a strategic planning committee	Three local planning committees and a strategic planning committee

CA6

<p>Key features of the model</p>	<ul style="list-style-type: none"> • Significant devolved powers, decision making and resources to area boards 	<ul style="list-style-type: none"> • Most local level for decision making • Holding to account council executive, officers and other agencies on local matters • Significant devolved powers, decision making and resources to area boards • Local engagement on unitary-wide proposals 	<ul style="list-style-type: none"> • Community leadership and influence • Community Area grants (community and youth groups) • Consultation and engagement (eg. on local transport) • Minor works budget (~£15k per board) 	<p><i>Community networks</i></p> <ul style="list-style-type: none"> • Public forums • Leadership on local priorities • Providing local voice • Promoting wellbeing of the local area and communities • Relationship building
----------------------------------	---	---	--	---

Table 1: Indicative comparison table for area governance models

36. Feedback was received that Oxford needs a governance model that provides new sovereign decision making capacity separate, and complementary to the unitary council that covers the community, environmental and civic issues that are best managed at the community level. The proposals therefore recommends that a new independent city council is established in under the terms of Part Four of the Local Government and Public Involvement in Health Act 2007. This new local council would be designed to complement and enhance the strategic functions of the unitary council to replace the overlap and conflict inherent to the current model.
37. Following these amendments, updates to the sections on Council Tax have been made. This proposes that the impact of harmonisation is minimised by establishing the new council for Oxford with the capacity to raise a substantial precept to cover the costs of the services determined to be managed by the new council directly, rather than via the unitary council.
38. The planning section has been also been updated and includes clarity on the on-going status of Local Plans through the transition period and until the point that a revised planning framework is in place.
39. The role of the unitary council in direct delivery and management of housing has been expanded to make it clear that the new council would be in a strong position to take an active role in promoting house building through its own actions, including by building housing directly both within and outside of the retained Housing Revenue Account to the benefit of residents from all areas of the county.
40. Advice from government officials has led to an updated transition section with a clearer indication of the likely process that would bring into being the new council.
41. Finally, the original title of the discussion document as “One Oxfordshire” has been renamed as “A New Council for a Better Oxfordshire”. While at one level symbolic, this change does reflect feedback that “One Oxfordshire” does not sufficiently encompass the diversity and difference that these proposals should maintain and promote within a thriving new unitary council.
42. Following submission of the revised proposals, the councils will need to continue to work together on the development of the issues, for example the proposals for local executive boards and the arrangements for implementation and transition. Council is therefore asked to agree to the formation of a joint committee for this purpose.

Devolution

43. There has been some concern expressed by the city and those district councils not supporting the principle of a single new unitary that the unitary proposals prevent Oxfordshire from pursuing proposals for devolution of powers and funding from central government: This is not the case. There are a number of points to note in this regard.

44. The first is that government officials have explicitly been clear that not only are proposals to reform local government and proposals for devolution not in competition, in fact making local government simpler and more efficient could be a significant spur to a devolution deal.
45. This is consistent with statements made on overcoming the challenges for delivering infrastructure, growth and productivity, for example in the National Infrastructure Commission's interim report into the Cambridge-Milton Keynes-Oxford corridor which recognised that governance should be strengthened across the area, potentially through the creation of new unitary authorities.
46. Secondly, the momentum around devolution other than in areas already agreed has significantly reduced, with civil servants emphasising that their priority is the delivery of deals already agreed, notably those cities with mayoral elections in May 2017.
47. Therefore, there is a strong case to be made for focusing on the unitary proposals for improving local government - because this both releases funding and delivers improvements to the process for delivering infrastructure and growth, and because this structure will put Oxfordshire in a stronger position to make a compelling proposal for devolution in the next round. Similar proposals are being progressed in other counties, with the most advanced being Buckinghamshire and Dorset.
48. Joint work between the city, district and county councils has developed much of the substantive content for a deal with government on infrastructure delivery, housing and the skills agenda. However, councils have not been able to agree on what would constitute an effective governance model – there is consensus on what we need and want from Government. However, councils have not been able to agree on what would constitute an effective governance model.
49. A single unitary council would provide the strong platform for a future deal required by government, with robust and accountable leadership in place and the ability to support borrowing and coordinate infrastructure, planning and housing, without the need for a costly additional tier of government to be inserted on top of an already confused and conflicted system.
50. It is therefore proposed that the existing strong suite of devolution proposals on infrastructure, skills and housing delivery are taken forward for discussion with government during the transition period to a new council – but accompanied by a much simpler governance model with the unitary council as its foundation, that strengthens clear strategic and local decision-making, rather than adding a further layer of combined authority governance.
51. In contrast a Mayoral Combined Authority would add an additional tier of administrative complexity and cost to the governance of Oxfordshire, without guaranteeing any devolution would be delivered. Proposals to date continue to enshrine subsidiarity which raises doubt that a mayor could direct strategic

priorities as needed, nor provide the confidence required to commit to the risk of borrowing and investment in strategic infrastructure to unlock growth. Asking government to bridge the financial gap without any contribution to this having been made by local government in Oxfordshire would represent a return to the 'begging bowl' principle, rather than the 'deal-making' principle.

52. In addition there has yet to be a Combined Authority of this kind agreed by government covering a single upper tier county area (the most similar Combined Authority area to Oxfordshire, Cambridgeshire, includes the neighbouring unitary authority of Peterborough).
53. The proposal for local government reform is easier to achieve, as legislation sets out that the introduction of regulations for reorganising local councils require only one relevant council to consent, whereas government have been clear that they will not accept Combined Authority proposals which do not command consensus - something which has led to the collapse of devolution proposals in the North East, Lincolnshire, Hampshire, Suffolk, and it appears also now in Lancashire.

The Better Oxfordshire proposal includes plans for a devolution deal which will seek to deliver:

- A new £1bn rolling infrastructure investment fund;
 - Transformation of skills improvements and investment to meet Oxfordshire's growth needs;
 - A new strategic local plan which takes a long term view on meeting the needs of Oxfordshire and supporting sustainable growth that meets that need through better infrastructure and service integration.
54. In light of these issues Cabinet is also being asked to make clear their position on the proposal for a Mayor and Combined Authority for Oxfordshire.

Legal Implications

55. The procedure for the creation of a unitary authority is set out in Sections 1-7 of the Local Government and Public Involvement in Health Act 2007. Under this procedure, the Secretary of State can 'invite' a proposal. In making any such proposal, the proposing authority or authorities must have regard to any guidance from the Secretary of State as to what a proposal should seek to achieve and the matters that should be taken into account in formulating a proposal (Section 3(4)). The most recent guidance formally issued by the Secretary of State was *Invitation to councils in England to make proposals for future unitary structures* published in 2006. The Department of Communities and Local Government has also actively engaged in conversations and correspondence much more recently with various local authorities about potential submissions under the Section 1-7 procedure, including this Council and Dorset and Buckinghamshire County Councils.
56. For this Council, it is for Cabinet to determine and submit a proposal to the Secretary of State. This is a function of the Cabinet under Section 9D(2) of the

Local Government Act 2000. Once a submission is received by the Secretary of State, the procedures under the 2007 Act say that the Secretary of State *may* seek the advice of the Local Government Boundary Commission on any matter relating to the proposal. The procedures also *require* that the Secretary of State may not make an order implementing a proposal unless he/she has consulted every local authority and such other persons as he considers appropriate. It is for the Secretary of State to determine whether it is applicable or not, in the present case, that Section 15 of the Cities and Local Government Act 2016 allows him/her to 'fast track' any of the processes under Section 1-7 of the 2007 Act.

57. For this Council, the normal procedural requirement is that any bid has had regard to guidance from the Secretary of State (which has been the case though the most recent formal guidance relates to the 2007-9 reorganisation round) and that Cabinet submits the bid to the Secretary of State. Other considerations, after the submission of the bid, are for the Secretary of State to determine as of course is the final decision on whether they are minded to implement a proposal, following which they would formally consult with affect authorities and others, and orders would then be laid before Parliament to give effect to the changes.
58. The Secretary of State has been clear throughout the process that proposals will be welcomed, and reaffirmed this on 20 February in a letter to the leaders of Oxfordshire County Council, and South Oxfordshire and Vale of White Horse District Councils (see Annex 4) stating that

"I am keen to consider proposals from councils for local government reorganisation that will enable better local service delivery, greater value for money, stronger accountability and significant cost-savings.

"We will be ready to consider your final proposals when you are ready to submit them"

Financial and Staff Implications

59. The immediate financial implications relate to continued work on the proposals and working with government in support of a positive decision will mainly require in-house officer time of around 3FTE for a further two months. The long-term financial implications are expected to be average savings of around £20m each year should the government agree to implement the proposal, with one-off transition costs of around £16m.

Equalities Implications

60. A service and community impact assessment has been undertaken for these proposals and is appended as Annex 2. The assessment articulates the impact of this proposal on those groups with protected characteristics which Cabinet will need to consider in detail. In the main, any perceived adverse impact can be mitigated and indeed considerable benefit for those groups can be realised under this proposal.

RECOMMENDATION

61. **The Cabinet is RECOMMENDED to**

- (a) Note and commend the approach taken by the Leaders of Vale, South Oxfordshire, and the County Council in putting the interests of residents, business and communities first in bringing forward these proposals.
- (b) Consider the proposals, in particular taking note that 70% of those responding to the representative household survey supported the proposal for a new single unitary council for Oxfordshire
- (c) Respond to the recent letter from the Secretary of State and submit the proposals for a new unitary council for Oxfordshire, subject to any minor amendments required
- (d) Delegate the power to make such amendments to the Chief Executive in consultation with the Leader of the County Council and with South Oxfordshire and Vale of White Horse District Councils
- (e) Ask officers to seek local support from key stakeholders and the wider public to promote the proposals to Government, and respond to any subsequent consultation undertaken by the Secretary of State
- (f) Agree that the further development of the Area Executive Board model, through the establishment of a Joint Committee, open to all Districts and City Councils across Oxfordshire and the County Council, should be formed as early as possible. This Joint Committee should work with the existing County Council advisory group, local communities, Town and Parish Councils, and key delivery partners to develop detailed proposals that articulate the role, powers, format, scale and responsibilities of the Area Executive Boards which will be submitted to the Implementation Executive for inclusion with the proposed constitution of the new council.
- (g) Ask officers to take steps to establish the City Convention to work with residents and local stakeholders to design the new model of governance in Oxford.
- (h) Authorise the Director of Law and Governance to agree the terms of reference of the Joint Committee, which will include making recommendations regarding the initial functions of the Implementation Executive, and to make this council's appointments to the Joint Committee.
- (i) In light of the above decisions, and the absence of unanimity among the current local authorities, confirm that the Cabinet does not support the proposals for a Mayor and Combined Authority as being the best structure for Oxfordshire

PETER CLARK
Chief Executive

Contact Officer: Robin Rogers, Strategy Manager, robin.rogers@oxfordshire.gov.uk
March 2017

Annex 1: Bid

Annex 2: Social and Community Impact Assessment

Annex 3: Summary of the engagement report

Annex 4: Letter of 20th February from Secretary of State for Communities and Local Government

Annex 5: Full engagement report (to follow)

**A New Council for a Better Oxfordshire – Proposal for
a new council for Oxfordshire**

Printed separately from the main agenda pack

This page is intentionally left blank

Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:

Resources

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

Better Oxfordshire Unitary Proposal

Responsible owner / senior officer:

Ben Threadgold

Date of assessment:

March 2017

Summary of judgement:

The 'A new council for a Better Oxfordshire' proposal, developed jointly between Oxfordshire County Council, South Oxfordshire and Vale of White Horse District Councils sets out a proposal to replace Oxfordshire's county, district and city councils with a single, countywide unitary council, as this will be simpler for residents and businesses; better for services by joining up key functions; more local by devolving decision making; and lower cost by releasing net savings to protect and invest in services.

The decision to implement these proposals is for the Secretary of State for Local Government. The outline process for decision making is set out in detail in chapter 10 of the proposal. The proposals would be subject to considerable further work prior to implementation through discussion with government. Implementation itself is expected to be delivered through the establishment of an Implementation Executive with representation from all current councils to agree detailed plans. The full impact of the proposal will therefore only become apparent when more detailed service changes are put forward, as is usually the case, although the completion of an initial assessment at this stage is important in capturing potential risks, mitigations and benefits to inform decision-makers and the ongoing development of proposals. As such, specific impact assessments will be required at appropriate times that take full account of potential implications and mitigating actions.

However, some potential impacts for people who share protected characteristics (particularly age, disability), live in rural areas or areas of deprivation have been identified along with mitigating actions. These broadly relate to:

- Understanding, awareness and opportunity to help influence the proposals, mitigated by an extensive communication and engagement strategy and approach that includes groups of young people, older people and people with learning disabilities, and changes to the proposals to reflect feedback received, and additional work that is proposed in the bid document itself (for example regarding the establishment of a 'City Convention', with full involvement of local residents and stakeholders, to determine in detail the optimum governance arrangements for the city of Oxford).
- The potential for rationalisation of buildings to negatively impact people's ability to access services, mitigated by a strong emphasis on keeping services local, establishment of new community hubs that are more accessible to all, and on keeping best of all organisations within the new council
- A risk that a new, countywide council would be too remote from local people and not fully understand specific needs, mitigated by a strong local emphasis within the proposal, including presumption for local delivery of services wherever appropriate, retaining local presence in areas, and establishment of area executive boards with local decision-making powers, including an appropriate local council solution for Oxford City, that also ensure the existing City and district council's civic and ceremonial responsibilities are appropriately delivered by the new authority.

Potential implications for staff have also been identified based on uncertainty caused by proposing to replace the existing councils in Oxfordshire, and potential to negatively impact on recruitment, retention and service delivery as a result and during any transitional period. This is being mitigated by a strong communications and engagement strategy that will continue throughout any future transitional arrangements.

Detail of Assessment:

Purpose of assessment:

To assess the potential impact of the proposals to replace the county council and five district / city councils in Oxfordshire with a single, countywide unitary council, and any differential impact on particular individuals or groups that share characteristics.

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

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

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

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

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

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

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality

- religion or belief – this includes lack of belief
- sex
- sexual orientation
- marriage and civil partnership

Social Value

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934¹ might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract.

Context / Background:

Oxfordshire County Council, South Oxfordshire District Council and Vale of White Horse District Council are jointly proposing that a new, single, countywide unitary council is created in Oxfordshire; replacing the existing County Council and the district and city councils in the county.

The purpose of this assessment is to consider any potential differential impacts on individuals or groups who have or share particular characteristics, both in terms of the process of developing the proposals and the potential implementation of the new unitary council should the proposals be accepted by the Secretary of State.

Proposals:

Oxfordshire has six local authorities – one county council plus five district and city councils. This proposal is to replace the six existing councils with a single new unitary council for the whole of Oxfordshire. The full proposal is available at www.betteroxfordshire.org.

The proposal is to create a council with the scale and strategic scope to take the decisions required to meet future challenges, while remaining local enough to respond to the needs and aspirations of our diverse local communities.

In the current two-tier system, decisions in the interests of the whole of Oxfordshire are often not taken because council responsibility is unclear. There is no adequate mechanism currently for resolving differences. The allocation of housing is a good example of this.

¹¹ [EC Procurement Threshold for Services](#)

A single unitary council for Oxfordshire will ensure strong and democratically accountable political leadership, with decisions taken at the most appropriate level.

Joining up the key strategic functions of planning, transport and housing is the best way to unlock Oxfordshire's nationally significant economic growth potential. The significant savings made by eliminating duplication from running six councils could be used to improve public services and protect them from future cuts.

As a result of changes in central government funding, English councils will soon be funded mainly from council tax and business rates. Local government in Oxfordshire should be in a strong position to fund public services locally, but reorganisation is needed urgently if we are to manage the big challenges;

- Meeting the demand for care services from a growing and ageing population
- Tackling an acute housing shortage
- Closing a £1.7bn gap in infrastructure funding

To ensure the new council could respond to different local priorities, significant powers and funding would be delegated to a number of 'area executive boards' based around the communities that people identify with.

New arrangements will be needed in the city of Oxford where governance will need to be designed which reflects the city's historic, political and cultural status and which reflects the centrality of Oxford to the economic success of the wider region.

A new unitary council would be:

Simpler for residents and business: a single point of contact with strong and locally accountable leadership

Better for services: by joining up key functions like housing and social services, and planning and transport;

More local by devolving local decisions and funding to area executive boards and enabling parishes and towns to influence the decisions that affect their own communities

Lower cost by releasing £100m of net savings over five years to protect and improve services in the first five years by eliminating duplication and waste

There is strong local support for change. These proposals have been developed with stakeholders, including an independent advisory group from other public service and business organisations; central government; parishes and town councils, and - most importantly – the people who live here.

Evidence / Intelligence:

The proposal has been developed based on significant evidence, analysis, and engagement with key stakeholders including the public.

About Oxfordshire

Significant analysis of the population and needs of Oxfordshire is undertaken on an annual basis in completing the Joint Strategic Needs Assessment (JSNA). This includes detailed consideration of the varying needs of different parts of the county, and different groups of individuals based on shared characteristics including those protected under equalities legislation. This information has been used to help develop the proposals, and to assess potential impacts later in this assessment.

The JSNA can be seen at: <http://insight.oxfordshire.gov.uk/cms/joint-strategic-needs-assessment>

In summary, key information about Oxfordshire includes:

As of mid-2015, the estimated total population of Oxfordshire was 677,900. Oxfordshire's population is changing:

- The number of residents is increasing - by more than 50,000 in the past 10 years. We expect to see significant future growth, particularly if housing is delivered as articulated in the Strategic Housing Market Assessment which sets out a need for 100,000 additional homes between 2011 and 2031
- The numbers of older people are growing rapidly (for example the numbers of people aged over 85 increased by 10% between 2011 and 2014, and are expected to continue to increase - with the population of those aged 90+ forecast to more than double between 2015 and 2030
- The area is becoming more ethnically diverse with the numbers of black and minority ethnic residents nearly doubling between 2001 and 2011, and now forming 9.2% of the population

Overall, Oxfordshire has relatively low levels of deprivation. It is the 11th least deprived of 152 upper-tier local authorities in England. Residents largely enjoy an excellent quality of life, with good skills levels and employment prospects and higher life expectancy than the national average. While most of the county is relatively affluent, there are a number of small areas that are affected by deprivation levels amongst the highest in England; these are concentrated in parts of Oxford city and Banbury.

Race, ethnicity and language

The age profile of Oxfordshire's population differs significantly by ethnic group (Census 2011). The ethnic minority group with the largest number of people in the older population in Oxfordshire was 'other white' (including people with European backgrounds).

Over the past five years, there has been increase in the number and proportion of pupils age five in Oxfordshire with first language not English.

Religion and belief

Residents in older age groups were significantly more likely to identify themselves as Christian than people in other age groups (Census 2011)

Sexual orientation and gender reassignment

Local data on sexual orientation and gender reassignment remains unavailable

Marriage and civil partnership

Rates of marriage and civil partnership in Oxfordshire were above average (Census 2011)

Pregnancy and maternity

Long term ONS birth statistics for England and Wales show a change in fertility by age group with declining rates in the under 20s and 20-24 age groups and increasing fertility rates for women in their 30s

In 2015 Oxfordshire had a higher proportion of births to older mothers than the national average

Over half of births in Oxford in 2015 were to mothers born outside the UK, the highest proportion of which was to mothers born in Europe

Disability

Rates of disability vary significantly by age and by district.

Oxfordshire had a slightly higher proportion of people aged 85 and over with a disability and the district with the highest rate of disability in this oldest age group was Cherwell followed by Vale of White Horse (Census 2011)

The number of recipients of Attendance Allowance (for people with disabilities) in Oxfordshire has declined in all age groups over the past 5 years, other than for those aged 90 and over. This is similar to the national trend.

Of the districts in Oxfordshire, Cherwell had the greatest number of Attendance Allowance claimants in each age group.

Rural population

As at mid-2015, a third of the total population of Oxfordshire lived in areas defined as "rural" by the Office for National Statistics.

Older people are more likely to live in rural areas than younger age groups.

West Oxfordshire had the highest proportion living in rural areas and the highest proportion of older rural residents.

Armed forces

The district with the largest number residents of Oxfordshire in receipt of Armed Forces Pension, War pension and Armed forces compensation scheme was West Oxfordshire

Carers

Census 2011 analysis shows:

- Oxford had double the national average of young carers (aged under 16)
- Oxford was above the regional South East average on the proportion of working age carers aged 35 to 49
- Cherwell was above the regional South East average on the proportion of carers aged 65 and over.
- Compared with all people aged 65 and over, older people providing significant amounts of care (50 or more hours per week) were more likely to be in “bad” health.
- Cherwell district had the highest rate of people combining full time work and caring (Census 2011).
- The proportion of people providing care by ethnic minority group appears to be lower in Oxfordshire than nationally. This is very likely to be influenced by the age profile of each ethnic group.
- By the end of March 2016, the Oxfordshire Young Carers Service had identified and supported a total of 2,281 children and young adults (aged 0 -25 years) who provide unpaid care to a family member.

Main studies

Grant Thornton and Price waterhouse Coopers LLP (PwC) were commissioned by the county and district councils respectively to consider the most appropriate model for local government in Oxfordshire. These reports both concluded that a single, countywide unitary council would release around £20m per year in running costs that could be better spent on improving local services. These reports, along with a range of other supporting documents, are available at: www.betteroxfordshire.org

Other evidence

In addition to the study commissioned from Grant Thornton, the County Council has undertaken additional research to inform its decision on the preferred approach and develop the proposals in this document.

Work that was undertaken to inform the discussion document that was published in January 2017 included:

- Taking advice from national stakeholders, including the Department of Communities and Local Government, the Local Government Association, the County Council Network, the National Association of Local Councils, Centre for Public Scrutiny, and other advisors.
- Arranging ten meetings in Oxfordshire’s main market towns with local town and parish councils, attended by representatives of over 120 local councils, to consider opportunities around community empowerment and local

devolution. The headline conclusions were:

- * There was strong appetite for greater influence, tempered with scepticism that the voice of local communities can have more impact than it currently does
 - * Many parish representatives have reported feeling as if their views are ignored in the existing planning system
 - * Concern about the capacity to take formal decisions and procurement for delivering services, and call for indemnity to protect volunteers from liabilities
 - * Parishes do not want devolution of powers imposed; they want it offered with real choice
 - * Money is universally recognised as the central issue – improvements to communities and neighbourhoods will come at a cost
- Holding two focus groups with members of the public to understand their perceptions of the current system and what would be important to them in designing a new unitary model. The headline conclusions were:
- * Local accountability should be retained, with local service delivery and local representation by councillors
 - * Two tier council model leads to buck passing with some perception that one body will mean greater accountability
 - * Many see the potential for greater efficiencies, due to a perception that many services may well be duplicated across the different council areas
 - * Many see centralisation as providing an opportunity for economies of scale and combining related services e.g. waste collection with waste disposal
 - * Potential for clearer route of escalation for problems and issues
 - * Savings must translate into better services
 - * Infrastructure should precede housing development
- Engagement with the public at seven events in town centres through an initiative known as 'The great Oxfordshire shake up' to help residents to understand what was being considered. The main aim was check the public's understanding of two tier local government (which was low); raise awareness of the possibility of change, and encourage people to take part in Grant Thornton's call for evidence
- Detailed discussions with many current county councillors, many of whom are also district councillors and have a good understanding across the breadth of local government services

Engagement activity to inform proposals and assessment of impact

Since the publication of the discussion document in January 2017 the county council (with involvement from South and Vale councils from February 2017 when they joined the county in this work) has undertaken a further wide-ranging engagement programme to inform Oxfordshire residents and stakeholders about the county council proposal and to provide a range of opportunities for responses and comments to help inform our proposal. This has included specific actions to directly engage with people from different geographic and demographic groups, including those that share protected characteristics.

Engagement methods

- A primary method of engagement was the One Oxfordshire website which includes contextual info, the proposal documents and background documents, FAQs, myth busters, media releases and online feedback form - www.oneoxfordshire.org -
- Summary discussion document (placed in all libraries, sent to all parishes and town councils, county hall)
- Easy read version (not on website but made available for specific meetings)
- Open survey on www.oneoxfordshire.org
- Hard copies of the open survey with Freepost response in all libraries and at County Hall
- 500 interview household survey using face-to-face interviews, including demographic sampling points and geographic weighting to ensure a cross-section of residents from across the county were interviewed
- 5 deliberative workshops, one per district council area, with 24 people recruited for each that were broadly representative of district on some demographic criteria. Accessible venues were used for all workshops.
- 42 drop-in events in libraries, giving the opportunity to raise awareness of proposal, answer questions and take feedback from people
- Specific events held for town and parish council representatives, including ad-hoc meetings/conversations with town councils who were unable to attend the formal meetings
- Workshop for children and young people to gather views
- Meeting with Oxford 50+ network
- Meeting with Carer's Oxfordshire and Age UK Panel
- Meetings with My Life My Choice and Unlimited (learning and physical disabilities user-led organisations)
- Range of workshops, meetings and communications with key local and national stakeholders, including establishment of a stakeholder advisory group. This has included many of the major public, private, voluntary and community sector organisations in the county and reflects the diversity of local business. The group also included organisations representing specific geographic groupings, and people who share protected characteristics under equalities legislation.
- A wide range of media releases and direct communications across a variety of paper and electronic channels, social media and so on to ensure awareness of the proposal and opportunities to be involved.

Alternatives considered / rejected:

The need for change is clearly articulated in the two reports published in summer 2016 by PwC (commissioned by the city and district councils in Oxfordshire) and Grant Thornton (commissioned by the county council). A short summary of the case for change is provided below:

Since 2010, central government funding for councils has steadily reduced and will continue to do so. In future, council services will mainly be paid for locally from council tax and business rates.

At the same time, the demand for many council services (particularly for children and adult social services) is rising as the county's population grows and people get older.

Oxfordshire currently has a two-tier system of local government. Some services are run by Oxfordshire County Council and others are run by the district or city council for a specific area.

This can be very confusing. For instance, the district councils collect bins and the county council disposes of their contents. The district councils are responsible for housing benefits and social housing, while the county council provides social services.

There are also over 300 town councils and parishes in Oxfordshire. They provide local services in some areas including allotments, cemeteries and crematoria, common land, community centres and village halls.

The proposal sets out the belief that the current six council system is not financially sustainable in the long term. Without change, important local services could be reduced and some may be cut altogether.

One council costs less to run than six councils, with one administration and fewer managers. Two independent studies for the county and the district councils show at least £100m could be saved in the first five years by creating a single council for Oxfordshire.

We believe one council for Oxfordshire would be simpler, better for services, more local and cost less.

Alternatives

Independent studies were commissioned by the county council, and city and district councils. They also looked at splitting the county into two, three or four smaller unitary councils, as well as the 'no change' option.

After looking at the evidence, the county council's Cabinet concluded that replacing the existing six councils with a single unitary council for Oxfordshire is the best way to save money and improve services. The city/district councils' own study accepted that the greatest savings were from a single unitary council for Oxfordshire.

There has been some local debate about the best way to reorganise local government, but One Oxfordshire, and now Better Oxfordshire, is the only firm proposal to have been produced.

More detail about the alternatives and reasons for their rejections can be seen in the proposal document.

Impact Assessment

Impact on Individuals and Communities:

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

All individuals and communities

The main driver of the proposals is to improve the delivery of local services in Oxfordshire, by reducing running costs (particularly in back office services) to help protect and invest in frontline services. It is also anticipated that the creation of a single unitary council will provide further opportunities to innovate in future delivery of services.

The proposals also set out how bringing together key functions currently delivered across different councils will improve outcomes for people and communities, such as the preventative benefits of closer working between housing, leisure, public health and social care for example. Creating a single organisation would also make contacting the council simpler through a single point of contact.

The new council would also have a more local emphasis to decision-making and greater local accountability, ensuring that the specific needs and issues in different areas are understood and responded to appropriately, through the creation of local area executive boards based around the city of Oxford and the larger towns and villages in the county.

As such the proposals should have a positive impact for all individuals and communities, though clearly much of this will depend on the implementation of any changes that will be subject to detailed impact assessments at appropriate times / stages.

As set out in the previous sections, significant engagement activity has taken place to ensure that people are aware of the proposals, and have been given a range of opportunities to express their views. This has included extensive activity to target people in different geographic locations, and who share particular characteristics including those protected under equalities legislation.

Potential risks	Mitigations and potential benefits
Lack of support for proposals could lead to negative feelings towards the development of new council, and lack of confidence in the existing councils to continue delivering services / meet needs	<ul style="list-style-type: none"> - Extensive public and stakeholder awareness and engagement campaign including multiple routes to express views - Deliberative approach to engaging residents to ensure people had opportunity to understand proposals

	<p>before forming a view</p> <ul style="list-style-type: none"> - Amendments to proposals as a result of feedback - Ongoing assurance about ability of council to deliver and effectiveness of existing services, including transformation of council to ensure it is fit for the future - Engagement exercise has generated a significant level of public debate locally with extensive media coverage, ensuring high levels of local awareness
<p>Changing boundaries and consolidation of some existing local services in creating a new council could change geographical and eligibility boundaries for some services</p>	<ul style="list-style-type: none"> - Single countywide strategic view of a single organisation will enable better understanding and prioritisation of resources to meet needs including more joined up and improved service delivery - Detailed impact assessments will be undertaken at appropriate times if and when changes to service delivery are proposed
<p>New organisation may feel too remote from local communities, with people not believing they are able to access or influence services</p>	<ul style="list-style-type: none"> - Strong local emphasis within proposal, including presumption for local decision making wherever appropriate with joined up operational teams at the local level, retaining local presence in areas, building on existing local strengths. - Area executive boards able to make decisions based on understanding and prioritising local needs - Single organisation, rather than multiple councils in current format, will make it easier to understand who to contact about services, and single contact routes through a variety of channels (including online) will improve access to services.
<p>Transition to new council may impact on service delivery if not carefully managed, and if staff recruitment and retention is impacted</p>	<ul style="list-style-type: none"> - Careful transition planning will be in place and appropriately resourced, including establishment of shadow management team to ensure smooth transition
<p>Rationalisation of office buildings utilised by new council may make it more difficult for people to access services</p>	<ul style="list-style-type: none"> - The proposals include a strong emphasis on keeping services local and more accessible to all, and on keeping the best of all current organisations and service delivery

	<p>within the new council.</p> <ul style="list-style-type: none"> - Single organisation, rather than multiple councils in current format, will make it easier to understand who to contact about services, and single contact routes through a variety of channels (including online) will improve access to services. - Specific impacts of any changes in the use of buildings will be the subject of individual impact assessments at an appropriate time
--	--

In addition to the potential risks, mitigations and benefits set out above above, the following have also been identified for specific groups:

Age

The proposals are intended to have a significantly positive impact on people of all ages, by bringing together services and functions that are currently delivered by different organisations. For example, a single council with responsibility for public health, housing, leisure, and support for vulnerable children and adults (including older people) could have a more targeted approach to preventing the emergence and escalation of specific needs for care and support, and meeting needs as effectively and efficiently as possible. This will be the subject of detailed strategic and service planning, along with appropriate engagement and impact assessments, as part of transitional arrangements in the event of the proposal being approved.

Potential risks	Mitigations and potential benefits
<p>Rationalisation of office buildings utilised by new council may make it more difficult for people to access services, which could be exacerbated for older people, or people with young children</p>	<ul style="list-style-type: none"> - The proposals include a strong emphasis on keeping services local and more accessible to all, and on keeping the best of all current organisations and service delivery within the new council. - Single organisation, rather than multiple councils in current format, will make it easier to understand who to contact about services, and single contact routes through a variety of channels (including online) will improve access to services. - Specific impacts of any changes in the use of buildings will be the subject of individual impact assessments at an appropriate time.

Disability

The proposals are intended to have a significantly positive impact on people with mental health needs, learning and physical disabilities, by bringing together services and functions that are currently delivered by different organisations. For example, a single council with responsibility for public health, housing, leisure, and support for vulnerable children and adults (including those with disabilities) could have a more targeted approach to preventing the emergence and escalation of specific needs for care and support, and meeting needs as effectively and efficiently as possible. This will be the subject of detailed strategic and service planning, along with appropriate engagement and impact assessments, as part of transitional arrangements in the event of the proposal being approved.

Potential risks	Mitigations and potential benefits
Rationalisation of office buildings utilised by new council may make it more difficult for people to access services, which could be exacerbated for people with disabilities (particularly those with mobility issues)	<ul style="list-style-type: none"> - The proposals include a strong emphasis on keeping services local and more accessible to all, and on keeping the best of all current organisations and service delivery within the new council. - Single organisation, rather than multiple councils in current format, will make it easier to understand who to contact about services, and single contact routes through a variety of channels (including online) will improve access to services. - Specific impacts of any changes in the use of buildings will be the subject of individual impact assessments at an appropriate time.

Race

Potential risks	Mitigations and potential benefits
New organisation does not have sufficient understanding of and focus on specific needs and issues of people with ethnic or national origins, colour or nationality – this could particularly apply in Oxford City given it is significantly more diverse than many other parts of the county, but this could also apply in other areas	<ul style="list-style-type: none"> - Single organisation able to think strategically across county and prioritise resources accordingly, including more joined up and improved service delivery - Area executive boards able to make decisions based on understanding and prioritising local needs - Continued focus on identifying specific needs through Joint Strategic Needs Assessment, including specific chapters for different localities - Appropriate service planning and full consideration of any impacts of changes to delivery in these areas will be undertaken at an appropriate time

	as proposals are developed
--	----------------------------

Urban communities

Potential risks	Mitigations and potential benefits
Particular concern has been raised throughout the engagement exercises about the need to recognise the different priorities and challenges in the city of Oxford, the largest urban area in the county that is effectively the main economic and cultural heart but also has the most diverse population. There is therefore a risk that the new organisation does not have sufficient understanding of and focus on specific needs and issues in the City, and other urban areas.	<ul style="list-style-type: none"> - Single organisation able to think strategically across county and prioritise resources accordingly, including more joined up and improved service delivery - Area executive boards able to prioritise local needs - Development of specific governance arrangements in the city of Oxford that reflect the city's historic, political and cultural status and which reflects the centrality of Oxford to the economic success of the wider region. The establishment of a City Convention with full involvement of residents and stakeholders to guide this new approach. - Continued focus on identifying specific needs through Joint Strategic Needs Assessment, including specific chapters for different localities - Appropriate service planning and full consideration of any impacts of changes to delivery in these areas will be undertaken at an appropriate time as proposals are developed

Rural communities

Potential risks	Mitigations and potential benefits
New organisation does not have sufficient understanding of and focus on specific needs and issues in these areas	<ul style="list-style-type: none"> - Single organisation able to think strategically across county and prioritise resources accordingly, including more joined up and improved service delivery - Area executive boards able to prioritise local needs - Continued focus on identifying specific needs through Joint Strategic Needs Assessment, including specific chapters for different localities - Appropriate service planning and full consideration of any impacts of changes to delivery in these areas will

	be undertaken at an appropriate time as proposals are developed
Rationalisation of office buildings utilised by new council may make it more difficult for people to access services, which could be exacerbated for people with living in rural areas	<ul style="list-style-type: none"> - The proposals include a strong emphasis on keeping services local and more accessible to all, and on keeping the best of all current organisations and service delivery within the new council - Single organisation, rather than multiple councils in current format, will make it easier to understand who to contact about services, and single contact routes through a variety of channels (including online) will improve access to services. - Specific impacts of any changes in the use of buildings will be the subject of individual impact assessments at an appropriate time

Areas of deprivation

Potential risks	Mitigations and potential benefits
New organisation does not have sufficient understanding of and focus on specific needs and issues in these areas	<ul style="list-style-type: none"> - Single organisation able to think strategically across county and prioritise resources accordingly, including more joined up and improved service delivery - Area executive boards able to prioritise local needs, focused on Oxford City and larger market towns and villages in the county. - Continued focus on identifying specific needs through Joint Strategic Needs Assessment, including specific chapters for different localities - Appropriate service planning and full consideration of any impacts of changes to delivery in these areas will be undertaken at an appropriate time as proposals are developed
Rationalisation of office buildings utilised by new council may make it more difficult for people to access services, which could be exacerbated for people on low incomes if required to travel further for example	<ul style="list-style-type: none"> - The proposals include a strong emphasis on keeping services local and more accessible to all, and on keeping the best of all current organisations and service delivery within the new council - Single organisation, rather than multiple councils in current format, will

	<p>make it easier to understand who to contact about services, and single contact routes through a variety of channels (including online) will improve access to services.</p> <ul style="list-style-type: none"> - Specific impacts of any changes in the use of buildings will be the subject of individual impact assessments at an appropriate time
--	--

No additional, specific differential potential impacts have been identified at this stage for people who share the following protected characteristics:

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

Impact on Staff:

The main potential impact on staff is the risk of increased uncertainty, stress and loss of pride in working for an organisation that may no longer exist, and the risk that this may impact on service delivery and the recruitment and retention of staff during a transitional period.

Potential risks	Mitigations and potential benefits
<p>Development of proposals to abolish existing councils, including potential reductions in overall number of people employed, risks creating uncertainty, stress and loss of pride in working for the council, potentially leading to impact on service delivery and increased turnover / challenges in recruiting and retaining staff during transition.</p>	<ul style="list-style-type: none"> - Regular email communications with staff - Briefing sessions for managers, staff led by the Chief Executive - Signposting to public websites and regular press briefings to ensure access to accurate information - Access to range of staff support mechanisms, including training in managing and dealing with change
<p>Significant public debate, including media coverage that is critical of the County Council, risks creating uncertainty, stress and loss of pride in working for the council, potentially leading to impact on service delivery and increased turnover / challenges in recruiting and retaining staff during transition</p>	<ul style="list-style-type: none"> - Briefing sessions for staff led by the Chief Executive - Regular email and Yammer communications with staff - Regular press briefings and statements to ensure accuracy of public information - Signposting to One Oxfordshire / Better Oxfordshire website including

	<p>FAQ's to ensure access to accurate information</p> <ul style="list-style-type: none"> - Access to range of staff support mechanisms, including training in managing and dealing with change
<p>Uncertainty about the future of the County Council could lead to difficulty in recruiting and retaining staff, increasing pressure on other staff in maintaining service delivery</p>	<ul style="list-style-type: none"> - Regular email communications with staff - Briefing sessions for managers, staff lead by the Chief Executive - Signposting to One Oxfordshire / Better Oxfordshire website and regular press briefings to ensure access to accurate information - Access to range of staff support mechanisms, including training in managing and dealing with change - Continued emphasis on positive messages about the Council being a high performing authority and a good place to work
<p>Rationalisation of office buildings may change office bases for staff, and therefore may impact more on certain staff (eg low paid, part-time, those with caring responsibilities)</p>	<ul style="list-style-type: none"> - This may be offset by an increase in flexible working and opportunities to work closer to home at buildings not currently shared across organisations - Full consideration of impacts and mitigations, including communications and consultation with staff as appropriate, will be developed if and when specific proposals are brought forward
<p>Reduction in staffing as a result of moving to a single unitary may disproportionately affect specific groups (eg older people, women) given make up of respective workforces</p>	<ul style="list-style-type: none"> - Full consideration of impacts and mitigations, including communications and consultation with staff as appropriate, will be developed if and when specific proposals are brought forward
<p>Any differences in terms and conditions across the existing councils in Oxfordshire could mean that working for the new council could impact on staff with consequential impacts on recruitment and retention.</p>	<ul style="list-style-type: none"> - Previous guidance issued by government (and any new guidance) on staffing issues through transition should be followed including on following the principles of TUPE - Issues of equal pay across the councils will need to be identified and managed appropriately as part of any transitional arrangements, and may lead to increased pay for some. - Full consideration of impacts and mitigations, including communications and consultation

	with staff as appropriate, will be developed if and when specific proposals are brought forward
--	---

Impact on other Council services:

The proposals will affect all council services equally, in proposing that existing councils are abolished and a single, countywide unitary council established.

As such it is not possible to assess any differential impacts on services until transition to and implementation of the new council, whilst recognising that implementing a new council may lead to differential impacts on services delivered in all councils (such as finance, HR, legal) as opposed to front line services only delivered by one council (such as social care, fire and rescue).

As set out above, it is also possible that uncertainty around the future of the County Council could impact on recruitment and retention of staff, which in turn could have a negative impact on service delivery.

This will be mitigated through regular communications with all staff and the public as set out above, and full engagement in transitional arrangements as appropriate.

Impact on providers:

The most significant potential impact on providers is uncertainty about the security of any contracts beyond the next 2-3 years, ie the likely period of transition to a new authority assuming agreement by the Secretary of State to the proposals.

Potential risks	Mitigations and potential benefits
<p>It is possible that uncertainty about the future of the council, and the future security of any existing or newly procured services, could impact on the ability and willingness of providers to honour existing contracts or to bid for new ones, with potential impact on service delivery</p>	<ul style="list-style-type: none"> - Regular communications with all providers as well as the general public / in the press, including emphasis on the continuing need for the existing range of services irrespective of the model for local government in the county - Engagement of major providers on reference group to ensure concerns are understood and addressed where possible - Appropriate legal advice as transition progresses about arrangements for existing and future contracts - Potential to consolidate existing contracts across multiple organisations both during and

	after transition could provide greater certainty and increased opportunity in having larger and/or more secure contracts
--	--

Social Value

If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area.

How might the proposal improve the economic well-being of the relevant area?

The proposals will mean approximately £20 million per annum is available for reinvestment as determined by the Implementation Executive and new council in frontline services in the local area, infrastructure investment and/or minimising council tax levels, rather than being spent on back office services. This will have a positive impact on the economic wellbeing of the local area, protecting local services and creating more local employment opportunities, offsetting the relatively small reduction in staff numbers employed by the new council that is anticipated.

Chapter 5 of the bid document sets out in detail how the proposals will improve economic well-being. This includes:

- Changing the way we plan – taking decisions at the strategic level that relate to the whole functional economic area of Oxfordshire and its relationship regionally, and using local knowledge to make better local decisions, rather than having multiple strategic plans for smaller areas
- Bringing together decision-making on infrastructure and planning to maximise housing delivery and ensure that associated infrastructure is fit for purpose, directly linking the decisions about where people will live and work in the future with decisions about how they will travel between the two, and where school places will be provided
- Ensuring a strong and accountable decision-making process that is able to take difficult decisions, in the interests of the whole of Oxfordshire
- Taking a far more active role in bringing forward housing developments, clearing barriers, forming new partnerships and housing delivery vehicles, directly delivering homes inside and beyond the HRA and using public land and property strategically
- Finding new ways to invest in infrastructure, including talking to government about the devolution of nationally held funds and pump-priming local financing models and creating a revolving infrastructure fund that could support £1bn of investment

How might the proposal improve the environmental well-being of the relevant area?

At this stage it is not possible to identify any specific improvements to the environmental wellbeing of the area as a result of the proposals, though it is likely

that bringing together services such as planning and waste will enable this to be fully considered in all future decisions and service planning.

Action plan:

Action	By When	Person responsible
Ongoing review of impact assessment as proposals develop, and before submission to Government to ensure implications are mitigated where possible	April 2017	Ben Threadgold
Impact assessment to be reviewed if and when transitional arrangements are instigated	Review in Autumn 2017, if not before	Ben Threadgold

Monitoring and review:

Person responsible for assessment: Ben Threadgold

Version	Date	Notes (e.g. Initial draft, amended following consultation)
1	24 February 2017	Initial Draft

This page is intentionally left blank

One Oxfordshire proposal for local government reorganisation

Public and stakeholder engagement summary

Introduction

- This report is a summary of a public and engagement exercise designed to both inform residents and stakeholders of the key elements of the proposal and to provide a range of opportunities for response and comments to help shape and improve it.
- The report sets out the overall approach and some headline findings. It is a precursor to, not a replacement for, a full independent report of the public and stakeholder engagement that is being prepared by Opinion Research Services for publication in support of the bid.

Key findings

- All county residents and stakeholders have had the opportunity to receive information about the draft proposal by means of a comprehensive communications strategy including: media releases; digital communications; direct communications; advertising; meetings; events and one-to-one conversations.
- Feedback has been received from thousands of individuals, organisations and groups through a variety of channels including:
 - 692 library drop-in session conversations
 - 200,000+ social media reach
 - 5,000 open engagement questionnaire responses (interim figure)
 - 500 door-step interviews
 - Five deliberative resident workshops
 - 4 meetings for parishes and town councils.
- In the representative household survey, public agreement for the single unitary draft proposal is 70% at a +/-5% confidence level. This includes majority public support across all city/district council areas.
- There was majority support for the draft proposal in three of the five deliberative workshops.
- Strong disagreement with the draft proposal is emerging from interim results from the open engagement questionnaire, with high numbers of people in Oxford and West Oxfordshire choosing to express their views through this channel.

- The potential for efficiency, cost effectiveness and the provision of joined-up services are key reasons for public support.
- Further clarity on localism and devolution of power (a key concern for parishes and town councils), service provision and improvements are key to shaping public and stakeholder opinion to counter mitigate expressed in these areas.

1. Background and approach

- 1.1 On 19 January 2017, the county council announced its draft proposal for local government reorganisation: to abolish the existing two-tier structure (one county council and five city and district councils) and to replace it with one, new unitary council for the whole of Oxfordshire. The benefits of this were distilled as:
- simpler for residents and business
 - better, joined up services
 - more local accountability
 - lower cost to run.
- 1.2 A 5 ½ week period of public engagement followed (19 January – 28 February 2017), designed to both inform residents and stakeholders of the key elements of the proposal and to provide a range of opportunities for response and comments to help shape and improve it. The engagement was designed to include a mix of open and deliberative elements, giving everyone the opportunity to have their say while promoting informed engagement via the deliberative workshops and stakeholder meetings.
- 1.3 The county council appointed Opinion Research Services (ORS), a spin-out company from Swansea University with a UK-wide reputation for social research and major statutory consultation, to independently advise on, manage and report on aspects of the engagement activity.
- 1.4 ORS has a strong reputation in this field, having recently supported all nine authorities in Dorset with their significant consultation on local government reorganisation. They are also producing an independent report of the full engagement process on behalf of the council, of which this report is a precursor.

Building on conversations

- 1.5 This latest period of engagement is a continuation of dialogue started in the spring of 2016, when the council was considering the case for unitary government and a detailed options appraisal. This was to explore: perceptions

of the current local government system; opportunities created by devolution; and important factors to consider when designing any new unitary authority.

1.6 This work included:

- communication and conversations with national and local stakeholders including Department for Communities and Local Government, the County Council Network, the National Association of Local Councils, Centre for Public Scrutiny and other advisors
- establishing a Stakeholder Advisory Group comprising key local stakeholder organisations (from Business, the Voluntary and Community Sector, Health, the Emergency Services, Education and others)
- 10 meetings for parishes and town councils and one meeting for city stakeholders
- a public 'call for evidence' (led by consultant Grant Thornton who worked on the options appraisal) resulting in 626 public and stakeholder responses. This showed a majority belief that a single new unitary for Oxfordshire would be best able to meet the five assessment criteria.

1.7 Two public focus groups were held and an initiative called the 'Great Oxfordshire Shake Up' was established involving seven market stall events in town centres, a website and an online game.

2. Engagement Exercise

2.1 By means of a comprehensive communications strategy, all county residents and stakeholders have had the opportunity to receive information about the draft proposal. The strategy has included:

- a dedicated website - www.oneoxfordshire.org
- four media releases, that have been covered by local print and broadcast media
- direct communications to over 45,000 members of the public using regular county council circulars, purchased direct mailing lists and the Oxfordshire Voice Citizens' Panel
- adverts on local radio, newspaper titles and digital channels
- posters and leaflets sent to all councillors, libraries, parishes and town councils
- content for local community media editors for use on their channels
- social media posts/tweets reaching more than 200,000 accounts.

2.2 The engagement process took many forms. The full draft proposal, a summary discussion document, contextual information and an online feedback form were published online at www.oneoxfordshire.org. Paper copies of the documents were placed in all libraries and other county council

buildings for collection and review. These included a summary of the full discussion document and paper copies of the feedback form.

Open engagement questionnaire

- 2.3 The open engagement questionnaire was available for anyone to complete either online or in hard copy with a FREEPOST address between 19 January and 28 February 2017. A link was hosted on the One Oxfordshire website (www.oneoxfordshire.org) and paper copies were available in all libraries and at County Hall.
- 2.4 The open questionnaire was designed to be inclusive as it offers everybody the opportunity to have their say, and it can provide considerable information about the views of particular groups and individuals at very local levels. In common with other such exercises, however, it cannot be expected to represent the overall balance of opinion in the general population as, for example, the more motivated groups or areas will typically be over-represented compared with others.
- 2.5 At the time of writing this report, final results are not available as responses are still being received and processed. The current count is over 5,000 responses with around 50 having been submitted by groups/organisations. A review of the emerging patterns of response shows that there was a particularly high level of response in Oxford and West Oxfordshire.

Representative 'door step' survey

- 2.7 ORS completed 500 quota-controlled door-step interviews with residents aged 16+ between 5th and 19th February. A face-to-face personal interview approach was selected because it is considered by the research industry to be the best approach for surveys (the 'gold standard'), as it is the most inclusive method. It does not suffer from the same problems as telephone or online surveys, where some residents will inevitably be excluded from the sample. We also felt this methodology was particularly suited to this engagement as respondents needed to be provided with detailed information before they could reasonably answer questions.
- 2.8 ORS designed the research methodology to be representative at a county level. The survey featured a set of core questions (the same as the open questionnaire); including opportunities for people to put forward suggestions to improve the proposal as well as suggest an alternative model (including the status quo) for local government in Oxfordshire. Specifically, respondents were informed about the current two-tier system of local government in Oxfordshire and given the details of the draft proposal. At the end of the survey, respondents were asked about the extent to which they agreed or

disagreed that the six councils should be abolished and replaced with a unitary council.

- 2.9 To correct for response bias, ORS has applied statistical weighting to the completed data-set at both a county and district level to ensure the survey is representative of the entire Oxfordshire population aged 16+. Overall, the survey results are statistically reliable to around +/- 5% at the 95% level of confidence. This means that 19 times out of 20 the survey findings will be within 5% points of the result that would have been achieved had everyone in the population been interviewed.
- 2.10 The table below shows the percentage of people who agreed with each question. Please note that the statistical confidence intervals applied for the results at city/district council area are larger and will vary, but even taking the lower end of the confidence interval there is majority agreement for each question across all city/district areas.

	County	Cherwell	Oxford	South	Vale	West
The case for change <i>To what extent do you agree or disagree that there is a need to reorganise local government in Oxfordshire?</i>	70%	70%	70%	67%	70%	73%
The principle of unitary council governance <i>To what extent do you agree or disagree with the principle that a 'unitary council' should provide all council services in your particular area?</i>	67%	66%	68%	67%	70%	62%
If local government was changed in Oxfordshire, how important or unimportant would the following be to you?						
	County	Cherwell	Oxford	South	Vale	West
Simpler local government	87%	90%	81%	88%	86%	89%
Better services	92%	90%	98%	89%	89%	90%
More local accountability	88%	88%	89%	90%	86%	85%
Lower running costs	87%	88%	84%	92%	85%	86%
	County	Cherwell	Oxford	South	Vale	West
The case for a single unitary council <i>To what extent do you agree or disagree with Oxfordshire County Council's draft proposals to ABOLISH six councils and replace them</i>	70%	63%	69%	75%	67%	78%

<i>with ONE new 'unitary council's for the WHOLE of Oxfordshire?</i>						
--	--	--	--	--	--	--

- 2.11 Among those who disagreed with the draft proposal, 31% favoured no change, 15% felt that the draft proposal lacks proof and 10% generally disagreed, with smaller numbers expressing various other concerns or suggesting other alternatives.

The difference between the open questionnaire and residents' survey

- 2.12 The number of responses to any engagement questionnaire will tend to be highest in areas or among groups where there is particular strength of feeling, and may be influenced by any campaigning activities undertaken by strongly motivated groups. For example, Oxford City Council's leadership undertook an active campaign directing staff, residents and customers to complete the questionnaire; West Oxfordshire posted a document to all households asking them to oppose the proposals based on perceived risks to parking policy and tax levels; and Cherwell mounted an extensive social media campaign.
- 2.13 This survey, conducted using a quota based sampling approach, ensured that residents who may be less likely to be engaged with the wider engagement exercise were included and encouraged to give their views about the proposals.
- 2.14 The differences between the results for the representative survey and the open questionnaire should be considered in this context.

Deliberative workshops

- 2.15 ORS designed and facilitated five deliberative workshops, which were attended by 88 Oxfordshire residents between 15 February and 23 February. The workshops were attended by a random selection cross-section of residents in each city/district council, with the group structure designed by ORS to broadly reflect the local population profile.
- 2.16 Each workshop lasted 2.5 hours and was led by an ORS facilitator following a standard presentation. A member of the County Council Leadership Team attended each to act as an 'expert witness' and listen first hand to the discussions.
- 2.17 The deliberative workshops were designed to allow members of the public sufficient time to consider the issues and proposal for change intelligently and critically. Because of their inclusiveness, their outcomes are indicative of how informed opinion would incline on the basis of similar discussions.

- 2.18 Overall, there was a broad division in opinion across the workshops, but generally the final opinions were more positive than negative - except in Cherwell which was the most critical group of all. At the end of the workshops there was majority support from attendees of three of the five deliberative workshops (West Oxfordshire, Oxford City and South Oxfordshire), with a positive shift in opinion during the meetings based on full examination of the council's case for change.
- 2.19 Opinions shifted slightly in the other direction in the Vale of White Horse group due to concerns about the radical nature of the proposal and more markedly in Cherwell because workshop members disliked and rejected key aspects of the county council's case.

Area	Attendees	Reducing no. councils			Single unitary			Shift in favour
		For	Neutral	Against	For	Neutral	Against	
Cherwell	16	6	0	10	1	7	8	-5
Oxford	18	2	11	5	7	5	7	+5
South	17	5	4	8	11	4	2	+6
Vale	19	12	7	0	11	4	3	-1
West	18	4	10	4	10	0	8	+6
Total	88	29	32	27	40	20	28	11

- 2.20 ORS' high level summary of the views expressed in each group is set-out below.

Cherwell workshop (23 February, Banbury Town Hall attended by 16 people)

Initially, six of the 16 participants felt that the number of councils should be reduced from six, but most of them did not think it desirable to reduce to less than four. 10 of the members did not want to reduce the councils at all.

The main reasons for considering a reduction of councils were: to reduce costs and duplication; allow for the abolition of the county council; and protect at least three merged district councils. Those who supported a reduction of councils on these grounds were also keen to protect the interests of rural communities (from urban incursions) through "localism" in policies and local government structures. Those who wanted to keep all six councils were often relatively critical of the county council. Above all, they wanted to minimise centralisation while protecting what they saw as the democracy of the district council structure.

Following full discussion, only one person agreed with the proposal for a single new unitary council for Oxfordshire. Eight were strongly opposed and seven were 'don't knows', though the tone of the discussion overall suggested that they would be hard to convince of the merits of the proposal. The Cherwell workshop was certainly the most critical of the proposals, partly due

to the participants' perception of OCC as a kind of planning 'Big Brother' and participants were not convinced that Area Boards would protect the rural areas from neglect and domination in the planning process. Overall, the workshop was very suspicious of any proposal or structure with an "Oxfordshire" branding and was very concerned about local control.

Oxford City workshop (16 February, County Hall attended by 18 people)

Initially, only two of the 18 participants felt that the number of councils should be reduced from the existing six while five disagreed. The remaining 11 participants were either 'don't knows' or said they were open minded and prepared to listen to OCC's case for a single unitary authority - though it should be noted that the tone of the discussion that followed shortly after the initial 'vote' was mainly critical of the proposals.

The small minority that agreed with the single unitary proposal at the initial stage did so on the basis of financial considerations (what they described as "financial dysfunctionality" currently) and that a unitary system is desirable - whereas the five who initially disagreed were particularly concerned about what they perceived as threats to Oxford because of the differences between the City and the rest of Oxfordshire.

There was some shift of opinion by the end of the session, when seven of the 18 participants agreed with the proposed reduction to one unitary council, seven disagreed and five were either 'don't knows' or remained open minded about possible change. The shift was due mainly to the focus on area boards and some recognition that the population of Oxford City may be too small to sustain an unitary system.

South Oxfordshire workshop (16 February, County Hall attended by 17 people)

Initially, just under a third of the workshop members (5 of 17) favoured a reduction in the number of councils, eight explicitly disagreed and the remaining four participants were 'don't knows'. Those who agreed with the proposal did so on the grounds of efficiency, cost-effectiveness and the provision of more joined-up services. Those who disagreed were concerned about loss of local accountability and identity and that one large unitary authority could not adequately cater for the needs of the differing areas of Oxfordshire.

By the end of the session, there was a considerable shift in opinion. Almost two-thirds of participants (11 of 17) supported creating one unitary authority, though several caveated their support with, for example: the need for proper management to ensure smooth implementation; and the importance of having proper and sufficient 'checks and balances' within the process. Furthermore, the inclusion of Area Boards within the proposal was a persuasive factor for many of the 11 supporters.

Two participants explicitly rejected the proposal and there were four ‘don’t knows’: they remained unconvinced that a new unitary authority would maintain a sufficiently local focus and political diversity, commented on the relatively low savings yielded as a proportion of the total budgets of the six councils and worried about possible councillor “overload” as a result of taking responsibility for more services and, in some cases, more people.

Vale of White Horse (23 February, County Hall attended by 19 people)

Initially, almost two-thirds of participants (12 of 19) favoured a reduction in the number of councils. None explicitly disagreed and the remaining seven were open-minded and prepared to listen to OCC’s case for a single unitary authority. Those who agreed did so on the basis of efficiency, cost-effectiveness and the provision of simpler local government structures. Those who disagreed expressed concerns around the potential remoteness and inaccessibility that can occur as a result of centralisation.

Opinion shifted very slightly to the negative when participants made their final judgements, for 11 supported a reduction from six councils to one unitary authority. Most of those who supported the initial unspecified reduction also supported the One Oxfordshire proposal - though for one person, while the case for change was understood, the actual proposal for change was too “extreme”.

Of the remaining eight participants, five were ‘don’t knows’ as they either desired more information about the precise implications of change in areas such as Wiltshire and Cornwall or because they could see both “pros and cons” to the proposal. The three who opposed the proposed change did so on the grounds that: the predicted savings would not be realised in practice; an unitary authority would not guarantee simpler, more joined-up services; centralisation can result in a loss of local decision-making power; and that reorganisation would be very difficult with only three of the six councils “on board”.

Deliberative workshop for young people

- 2.21 The council also organised a deliberative workshop for young people: 22 young people attended, representing a good cross-section of Oxfordshire’s youth. A member of the County Council Leadership Team was present and answered questions in the capacity of an ‘expert witness’. The workshop was structured around the four pillars of the draft proposal: simpler for residents and business; better, joined up services; more local accountability and lower cost to run.
- 2.22 The young people at this session were very involved and asked probing and insightful questions both about how the current structure of local government works and about the draft proposal.

2.23 Discussion was dominated by the ‘more local’ strand and the importance and of local accountability, identity, size of the proposed council, and local access to services. The young people felt that they needed more detail on the day-to-day workings of the unitary council (including the location of the HQ etc.) in order to intelligently debate the issues. The potential for a single website and greater simplicity in contacting the council were viewed positively, albeit with some scepticism.

Library drop in sessions

2.24 During the engagement period, the council organised 42 drop-in sessions in libraries between 24 January and 21 February. The sessions were advertised online, in the press, through community news channels and via social media. Their primary purpose was to share information about the proposal, answer questions and encourage conversation about its key elements.

2.21 In total, 692 people were reached via this approach: this included 302 in-depth conversations about the draft proposal. The majority of people who took part were library customers, though a small number of people came in especially to share their views.

2.22 As with the deliberative workshops, there was a broad division in opinion (some people were very in favour of the proposal and some very set against), tinged with underlying apathy towards local government and scepticism about change, and the draft proposal. Many people wanted more information, or to consider the available information before giving a view. A number of people had very detailed questions. The main talking points were:

General acceptance/support for change

- Generally a good idea
- Will generate efficiencies, reduce need for cuts, cost-effectiveness
- Good if funding can be redirected to services, cost savings are needed to protect services
- Supportive of joining-up services and simplicity of customer access

Concern/opposition to the draft proposal

- Negative impact of existing county council cuts (bus services, children’s centres, libraries)
- Cost of reorganisation, predicted savings would not be realised
- Potential for degradation of local services, particularly district council services and loss of access to services (HQ, increase travel time etc.)
- The possible loss of local accountability, representation, identity and concerns about differing political ideology (city dominance and vice versa rural dominance)
- Concern about job losses for council employees

- Concern about local issues (e.g. loss of parking in West Oxfordshire, planning), the future role of parishes and town councils, too much/not enough devolution to parishes and town councils

Stakeholder responses

- 2.23 The Stakeholder Advisory Group comprising key local stakeholder organisations (from Business, the Voluntary and Community Sector, Health, the Emergency Services, Education and others) met during the engagement period.
- 2.24 Previously, this group had worked with the Grant Thornton consultants, feeding into their report on options for local government reorganisation for Oxfordshire. Following the publication of Grant Thornton's report and Cabinet's decision to develop draft proposals for a single unitary authority for Oxfordshire (following the then named 'Option 6', later known as the 'Area Board model') the Advisory Group reconvened and continued in its challenge role. The Group also had meetings in late 2016 to help officers 'evolve' the Area Board model, and fed their thinking into the draft proposals published in January of 2017.
- 2.25 A number of stakeholders have chosen to submit detailed written responses on the draft proposal to the county council and some directly to the Secretary of State, copied to the county council. Such submissions are still forthcoming and being considered alongside engagement report.
- 2.26 Following on from the ten events for parishes and town councils in summer 2016, all such councils were directly informed about the draft proposal and invited to have their say. Their attention was directed to the draft proposals for:
- greater influence and involvement of parishes and towns on matters such as environmental services and local planning, including the role of neighbourhood plans
 - opportunities for those parishes and towns that want it, to take on more direct responsibility for services along with the necessary resources and precept raising powers
 - the role of parishes and town councils in a more local approach through democratic structures such as councillor divisions, and area executive boards.
- 2.27 Four meetings for parishes and town councils were organised during the engagement period and these sessions were attended by 68 councils. The role of local councils within any new unitary structure was the primary concern for participants: the desire for more influence on both the implementation and ongoing function of a new authority was clear, as was a perceived need for

improved feedback mechanisms between unitary councillors and town councils and parishes. Clarification was sought around how exactly the devolution of power to town councils and parishes would be achieved - particularly in relation to the funding and resources thought to be needed to enable the provision of additional services.

- 2.27 For some, the possible loss of democratic accountability was an issue: they felt that one unitary council would be too geographically and socially remote from its residents. Discussions ensued about the potential for the council to become too Oxford-centric if councillor numbers were to be based on population.
- 2.28 There was some discussion about potential implementation difficulties given only two of the district councils are “on board”, though the fact that South Oxfordshire and Vale of White Horse are involved was considered positive.



Department for
Communities and
Local Government

The Rt Hon Sajid Javid MP
*Secretary of State for Communities and Local
Government*

**Department for Communities and Local
Government**

Fry Building
2 Marsham Street
London
SW1P 4DF

Tel: 0303 444 3450
Fax: 020 7035 0018
Email: sajid.javid@communities.gsi.gov.uk

www.gov.uk/dclg

Our Ref:3148158

22 February 2017

D - Mather, John + Lani,

Thank you for your letter of 4th February, regarding your plans to submit a joint proposal to create a new unitary council in Oxfordshire.

As you are aware I am keen to consider proposals from councils for local government reorganisation that will enable better local service delivery, greater value for money, stronger and more accountable local leadership and significant cost-savings.

We will be ready to consider your final proposals when you are ready to submit them.

RT HON SAJID JAVID MP

This page is intentionally left blank

Division(s):

CABINET - 14 MARCH 2017

OXFORDSHIRE COUNTY COUNCIL FIRE AND RESCUE SERVICE COMMUNITY RISK MANAGEMENT PLAN– CRMP CONSULTATION RESPONSES REPORT, CRMP 2017-22 and ACTION PLAN 2017-18

Report by the Chief Fire Officer – Fire & Rescue Service

Introduction

1. This report sets out our new Community Risk Management Plan (CRMP) 2017-22. The report shows how OFRS has identified, assessed and evaluated risk within Oxfordshire. As required by the Fire and Rescue National Framework Document 2012.
2. The Fire and Rescue National Framework requires each Fire and Rescue Authority to produce a publicly available Integrated Risk Management Plan (IRMP), (in the case of Oxfordshire our CRMP) covering at least a three-year time span which:
 - Demonstrates how prevention, protection and response activities will best be used to mitigate the impact of risk on communities, through authorities working either individually or collectively, in a cost effective way.
 - Sets out its management strategy and risk based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat.
 - Is easily accessible and publicly available.
 - Reflects effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies, and partners.
 - Is reviewed and revised as often as it is necessary to ensure that fire and rescue authorities are able to deliver the requirements set out in this Framework.
 - Reflects up to date risk analyses and the evaluation of service delivery outcomes.
3. The current CRMP 2013-18 needs to be refreshed due to our new 365alive Vision, with links to the County Council Strategic Priorities and changes to the risks within Oxfordshire.

4. Oxfordshire Fire and Rescue Service (OFRS) have developed a CRMP Action Plan for the fiscal year 2017-18. The projects in the action plan identify areas where the Service's Senior Leadership Team believe service improvements and /or greater value to the wider OCC corporate priorities may be achieved. To meet the requirements of the CRMP process, each project will be supported by evidence, validating both their inclusion and their contribution to improved community outcomes and community/firefighter safety. Similarly, each proposal recognises the prevailing economic constraints.
5. The CRMP documents also include reference to collaboration with other emergency services, prior to forthcoming changes in legislation. With a new legal duty to collaborate in order to provide more efficient and effective services to the public.
6. The draft CRMP 2017-22 and the CRMP Action plan 2017-18 were subject to full consultation from the 10 October 2016 to 9 January 2017. During this period, 110 consultation responses were received. OFRS have worked closely with our representative bodies throughout the CRMP process and the full consultation responses were made available to them to demonstrate our commitment to transparency.
7. Senior Management from OFRS have considered the consultation feedback and amended the CRMP documents accordingly. A Consultation Responses Report has been prepared which summarises the responses and provides a management response to the feedback from each of the consultation questions. This document is included to inform Cabinet's decision. The Consultation Responses Report will be published on the internet for public access.
8. The main change we have made as a result of the consultation has been to change the scope of CRMP Action Plan Project 1 from 'Implement changes to the whole time duty systems following 2016 review' to 'Review whole-time shift duty system'. We will now establish a working group to fully engage with our employees in order to identify the most flexible, efficient and effective use of our whole-time shift resources to deliver our prevention, protection and response activities across the county.
9. OFRS has transformed itself from an organisation that deals with fire response to one that also covers preventative and wider rescue work and, as a consequence, we have succeeded in reducing incidents dramatically over the years. The projects within the CRMP Action Plan 2017-18 reflect the changing nature of risk and demand within the county and recognises the wider role that OFRS will need to continue to undertake in the future.
10. The following projects are contained within the CRMP Action Plan 2017-18:

Project 1: Review whole-time shift duty system

Project 2: Review / implement changes to key stations and provide area based strategic cover.

Project 3: Removal of second fire engine from Chipping Norton Fire Station.

Project 4: Review opportunities to share resources and assets to improve outcomes for Oxfordshire.

Project 5: Alignment of operational policy across fire and rescue services in the Thames Valley.

Financial and Staff Implications

11. The CRMP findings and proposed projects will be budgeted and will fully recognise the prevailing economic constraints, delivering efficiencies or allowing existing/additional services to be delivered more effectively. The proposals will ensure that the savings for the Fire & Rescue Service in the existing Medium Term Financial plan are achieved.

Equalities Implications

12. A Service and Community Impact Assessment has been undertaken with regards to the CRMP and proposed projects. This does not identify any issues with regards to equality.

RECOMMENDATION

13. **Cabinet is RECOMMENDED to:**

Approve the CRMP 2017-22 strategic document and projects within the 2017-18 Action Plan.

DAVID ETHERIDGE
Chief Fire Officer

Background papers:

National Framework document for the Fire and Rescue Service 2012
Oxfordshire Fire Authority Integrated Risk Management Plan 2013-18

Contact Officer: Simon Furlong 01865 855206

This page is intentionally left blank

Oxfordshire County Council
Fire and Rescue Service

365alive
Think Safety
365alive.co.uk

Community Risk Management Plan

2017-22



Securing a safer Oxfordshire

Contents page

Welcome and foreword	2
Introduction	3
Going forward: Our 365alive 2016-22 vision	8
Our values.....	11
Risk management process.....	15
Step 1 - Identify and understand local risk	16
Step 2 - Assess the current FRS arrangements for managing risk	29
Step 3 - Evaluate the resources that are available to continue managing risk	33
Step 4 - Reset the arrangements to manage this risk, taking into account current arrangements and finance.....	53
Step 5 - Monitor, audit and review the arrangements.....	60
Appendix: A Our strategies	62
Appendix: B Glossary of terms	69
Appendix: C Fire and rescue service statutory responsibilities	70
Appendix: D Additional sources of information.....	72
Appendix: E Incident data (1 October 2010 to 30 September 2015)	73
Appendix: F Response standards monthly summary April 2015 – March 2016	75
Appendix: G On-call recruitment	76

Welcome and foreword



Councillor
Rodney Rose
Cabinet member for
the fire and rescue
service



Chief Fire Officer
David Etheridge
OBE

Welcome to Oxfordshire County Council Fire and Rescue Service's (OFRS) Community Risk Management Plan (CRMP) 2017-22. As the Cabinet Member and Chief Fire Officer for Oxfordshire we are pleased to be able to provide this five year plan for our local communities. It identifies our current and future risks within the county, identifies emerging trends and outlines how we propose to address them.

During 2015 we achieved the stretch targets set in our 365alive 10 year vision 2006-16. Not only has this resulted in significant financial savings to the public of Oxfordshire, it has kept more people safe in their own homes, at work and on the county's roads. This document details our new 365alive vision to continue on our improvement journey.

We continue to transform our service which has enabled us to deliver financial savings year on year whilst maintaining a high performing fire and rescue service.

The successful implementation of Thames Valley Fire Control Service (TVFCS) in April 2015 has provided the catalyst for further collaboration with Royal Berkshire and Buckinghamshire and Milton Keynes fire and rescue services. A collaborative partnership has been established and will deliver savings and standardisation across the three services

Safeguarding vulnerable adults and children is one of our key concerns. OFRS staff enter people's homes every day to prevent fires through our Safer and Wellbeing Visits and are therefore well placed to identify risks and provide support. Residents of Oxfordshire can be at risk of harm in many different ways and we need to be ambitious in how we deal with the wider prevention agenda across the county. We are extremely proud of all our staff who have contributed towards our achievements and are firmly committed to achieving excellence and further improving public and firefighter safety through this CRMP.



Introduction

This five year Strategic Community Risk Management Plan 2017-22 is OFRS's analysis of the county's community risk profile, together with our strategic approach of how we intend to effectively manage those risks over the period.

The Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework to which fire authorities must have regard when discharging their functions. The 2012 framework requires us to produce a publicly available Integrated Risk Management Plan (IRMP) that identifies and assesses foreseeable fire and rescue related risk that could affect its community, including those of a cross border, multi authority and / or national nature.

Within Oxfordshire this is known as a CRMP in order to highlight that as an organisation we address risks as part of an integrated network of partnerships in order to make the communities of Oxfordshire safer as a whole.

- [National Framework Document Published July 2012](#)

The strategic CRMP document is supported by an Annual CRMP Action Plan that will deliver projects in carrying out CRMP actions. The 2017-18 CRMP Action Plan will be the first in a series of action plans to complement this plan. This will set out a number of priorities and projects to ensure that residents and businesses are safer, whilst at the same time delivering an efficient and effective emergency response when necessary.

The CRMP process is an integrated approach between prevention, protection and emergency response (intervention), following the national fire and rescue service strategic priorities of:

- Reducing the number of fires and other emergency incidents.
- Reducing the loss of life in fires and other emergency incidents.
- Reducing the number and severity of injuries in fires and other emergency incidents.
- Safeguarding the natural and built environment and our heritage for the future.
- Reducing the commercial, economic and social impact of fires and other emergency incidents.
- Securing value for money.

The draft CRMP 2017-22 was approved by the Cabinet member for the fire and rescue service and the Performance Scrutiny Committee of Oxfordshire County Council in September 2016. The CRMP 2017-22 was subject to a full consultation

period from 10 October 2016 to 9 January 2017. A summary of the consultation responses can be found in the CRMP 2017-22 Consultation Responses Report.

Cabinet will consider the proposed CRMP 2017-22 on 14 March 2017.

Further information on OFRS legal responsibilities and how OFRS is assured, can be found in our Statement of Assurance. Detailed performance information is reported in the OFRS Annual Report. Both of these documents can be found at:

[Oxfordshire Fire and Rescue Service performance | Oxfordshire County Council](#)

Your fire and rescue authority

OFRS is proud to be part of OCC in delivering a range of services used by all residents in Oxfordshire, including some of the most vulnerable people in our society.

This is different from the majority of fire and rescue services in England, where the local authority and fire and rescue authority are separate.

Oxfordshire Fire and Rescue Authority (FRA) is the full council of elected members from the County Council and OFRS is directly responsible to the FRA, many of the governance functions are delegated to the OCC Cabinet. Other business is managed through the Audit, Scrutiny and other committees.

The [Cabinet](#) is made up of the Leader of the council and eight OCC Councilors, who are responsible for key decisions within the policy framework set by the full County Council. Councilor Rodney Rose is the Cabinet Member with responsibility for OFRS and is Deputy Leader of OCC.

Your fire and rescue service

Leadership and management are provided through a Strategic Leadership Team (SLT) with clear lines of responsibility and direction.

The Chief Fire Officer (CFO) is a director on the County Council Management Team (CCMT) with accountability for the fire and rescue service. With responsibilities for:

- Trading Standards
- Gypsies and Travellers Service
- Community Safety
- Emergency Planning Unit.

The Deputy Chief Fire Officer (DCFO) has responsibilities for:

- The business support functions, service performance.
- The strategic lead for collaboration across the emergency services / other local authority public sector bodies.

This will allow the service to be positioned in order to take forward any opportunities associated with the forthcoming legal requirement where we will have a duty to collaborate. The DCFO will also undertake the wider corporate role as a member of the Extended CCMT and also part of the Transformation Board of the County Council managing transformational change across OCC.

The Assistant Chief Fire Officer (ACFO) is responsible for:

- Risk Reduction
- Protection
- Emergency Response
- Trading Standards
- Emergency Planning Unit
- Gypsy and Traveller Service
- Commercial Training Service.

SLT strongly believe that our approach will enable OFRS and our Community Safety Services to continue to go from strength to strength, enhance the delivery to the public, and also enable us to take advantage of any opportunities that present themselves through both the local and national changing landscape.

We are a high performing service focused on preventing all emergencies, through information and education. The success of this work has meant the number of emergencies we need to attend have gone down dramatically over the last ten years. During 2015-16 we attended 5885 emergencies, including co-responder and over the border calls, from our 24 fire stations across the county.

In the last few years we have dealt with an unprecedented number of large scale emergency incidents and periods of high demand caused by flooding. We have continued to deliver a highly professional service for all our communities that have been affected, and formed part of the national response to incidents country wide. We also provide emergency medical response via a co-responder scheme at a number of fire stations. That supports the ambulance service and saves lives in our communities.

Our recent achievements that have delivered improvements through our Community Risk Management Planning and made Oxfordshire safer include:

- The conclusion of our 365alive 10 year vision on 31 March 2016. Resulted in 496 people saved, £178,013,280 saved to society, and 1,298,939 people made safer.

- Implementing Emergency Medical Support Services in collaboration with South Central Ambulance Service (SCAS), on a trial basis. In the first year we have responded to 716 medical emergencies.
- A review of our adverse weather arrangements with Emergency Planning Unit and other partners, resulting in revised resilience plans.
- The trial of emergency cover review recommendations in the Carterton area. The use of dedicated whole-time personnel based at Bampton has enhanced response times to emergencies in this area.
- Identified opportunities to work with partners to improve health, safety and wellbeing in local communities, through safer and wellbeing visits to homes. During 2015-16 we have made 3478 safety visits to vulnerable homes across Oxfordshire.
- A new Thames Valley Fire Control Service (TVFCS), mobilising the fastest available resources to emergency incidents. This has resulted in improved response times and ensured we have met our performance pledge standards for response to emergency incidents.
- During 2015-16 OFRS made 145 Safeguarding referrals, ensuring an integrated approach to supporting those most vulnerable.
- The Thames Valley FRS's Collaborative partnership has been established and will deliver savings and standardisation across the 3 services, to provide a more effective service to the public.
- In 2015-16, our area based fire safety inspectors carried out 419 audits. During this period we responded to 57 alleged contraventions and 703 Building Regulations consultations.

By working with both individuals and communities we help them to continuously improve their resilience. Safeguarding is always at the forefront of our minds and we are trained to identify exploitation within our communities. We also have new duties to educate people in preventing vulnerable adults and children from being drawn into terrorism.

Through the CRMP process we have modelled the future growth of the county and our fire stations are well placed to deal with the emergencies that we currently face. As part of this modelling we identified the benefit of a new community fire station in Carterton and have secured investment to proceed with this project.

Going forward: Our 365alive 2016-22 vision

Our six core strategies are designed to contribute towards our new 365alive vision; 'Working together, every day, to save and improve the lives of people across Oxfordshire'. The fire and rescue vision is supported by the whole of community safety including; Road Safety, Trading Standards, Emergency Planning Unit, Commercial Training Service and Gypsy and Travellers Service.

This 365alive vision has been designed to ensure we are contributing towards the strategic ambition of a 'Thriving Oxfordshire' as detailed in the [Oxfordshire County Council Corporate Plan](#) and we will make sure all our activities align with the strategic priorities of the plan.



The new 365alive vision describes the strategic outputs that we aim to achieve by 2022:

- 6,000 more people will be alive because of our prevention, protection and emergency response activities. This supports the OCC strategic Priority: Efficient public services.
- 85,000 children and young adults better educated to lead safer and healthier lives. This supports the OCC strategic Priority: Protection for vulnerable people.
- 37,500 vulnerable children and adults helped to lead more secure and independent lives supported by safe and well-being visits. This supports the OCC strategic Priority: Protection for vulnerable people.
- 20,000 businesses given advice and support to grow. This supports the OCC strategic Priority: A thriving economy.

- We have set a social media reach target of 1.6 million interactions across various social media platforms. This supports the OCC strategic Priority: Protection for vulnerable people.



- [365alive website](#)

Our operational strategies are based on the delivery of our prevention, protection and operational response functions. These are supported by the organisational development strategy, the asset management strategy and the financial plan.

During the currency of this CRMP 2017-22 document, our six core strategies will evolve to meet the demands of the ever changing world around us and the strategies will be updated accordingly.

Our key strategic documents are shown in the following diagram and fully detailed in [Appendix A](#).

Key strategic documents



Our values

OFRS fully supports the underpinning values of the County Council, as well as those agreed nationally by the Chief Fire Officers' Association (CFOA), the Fire Brigades Union (FBU), UNISON and a number of other fire and rescue services. These combined values provide a central focus on the standards and principles we expect our employees to promote, uphold and maintain.

We value **service to the community** by:

- focusing on our customers' needs
- working with all groups to reduce risks
- treating everyone fairly and with respect
- being accountable to those we serve
- striving for excellence in all we do.

We value **diversity** in the Service and community by:

- treating everyone with dignity and respect
- providing varying solutions for different needs and expectations
- promoting equality of opportunity in employment and progression within the service
- challenging prejudice and discrimination.



We value **each other** by practising and promoting:

- fairness and respect
- recognition of merit
- honesty, integrity and mutual trust
- personal development
- 'can-do' attitude, co-operative and inclusive working
- one-team approach.

We value **improvement** at all levels of the Service by:

- taking responsibility for our performance
- promoting and supporting innovation
- embedding efficiency and effectiveness in all we do
- being open-minded
- responding positively to feedback
- learning from others
- consulting others.

Fire and rescue service statutory responsibilities

The functions of a Fire and Rescue Service (FRS) are, to an extent, pre-determined through statutory responsibilities set out in law. Our main responsibilities are found in the following pieces of legislation and full details can be found in [Appendix C](#):

- [The Fire and Rescue Services Act 2004](#)
- [The Regulatory Reform \(Fire Safety\) Order 2005](#)
- [The Civil Contingencies Act 2004](#)
- [Health and Safety at Work Act 1974](#)

Government expectations of fire and rescue authorities

The Fire and Rescue National Framework for England was published in 2012 and explains the government's priorities and objectives for fire and rescue authorities in England. The Framework sets out high-level expectations but does not go into detail about how each individual fire and rescue service should conduct its day-to-day business; that is a job for the fire and rescue authority, in consultation with the community it serves.

The priorities in the Framework are for fire and rescue authorities to:

1. Identify and assess 'foreseeable risks', make provision for prevention and protection activities and respond to incidents appropriately.
2. Work in partnership with local communities and partners.
3. Be accountable to communities.

The National Framework states that each fire and rescue authority must produce an IRMP (CRMP in Oxfordshire). The plan must identify and assess all foreseeable fire and rescue related risks that could affect its community, including those of a cross-border, multi-authority and / or national nature.

What is a foreseeable risk?

An important phrase in the Fire and Rescue National Framework is foreseeable risks. Foreseeable is something that you can predict in advance. In the context of the Framework this refers to events that we expect to happen and that the fire and rescue service would expect to respond to. The fire and rescue service should try to prevent it happening, reduce the impact if it does happen, and afterwards assist those people who have been affected.

There is a question about the extent to which, for the fire and rescue service, risks are 'reasonably foreseeable' or just 'foreseeable'.

Reasonably foreseeable fire and rescue service risks in Oxfordshire are those that happen regularly and include house fires, road traffic collisions, flash flooding and dry summers with the associated grass and field fires. It is also reasonably foreseeable that several emergencies could occur at the same time and that a number of them may last for an extended period of time, days or even weeks.

Risks that are 'foreseeable' but not classed as 'reasonably so' are those that happen very rarely and may include a terrorist attack or a large aircraft crash. It is foreseeable that they may happen, but the historical evidence suggests these are rare events.

The Home Office has set out a Fire Reform Programme that will provide transformation of fire and rescue services to:

- Deliver efficiencies and savings.
- Introduce a new rigorous and independent inspection regime to replace the current peer review system.
- Challenge services to transform the diversity of a firefighter workforce.
- Publish comparative procurement data from every fire and rescue authority in England and to encourage services to pool their purchasing power and buy collectively.
- Legislate to give Police and Crime Commissioners the ability to take on responsibility for fire and rescue services.
- Legal duty to collaborate with emergency services.

Risk management in OFRS

To simplify the approach to risk management, we have used the following definitions:

Risk: The likelihood of harm being caused and the severity of the potential consequences.

For example; the risk associated with flooding may be likely to happen every two years and the consequences / harm expected would be minor property damage and potential injuries.

Risk appetite: The amount of risk that an organisation is prepared to accept, tolerate, or be exposed to at any point in time.

The mitigating factors influencing the risk appetite of the fire and rescue authority are informed by five main factors:

1. Prevention and Protection activity
2. Emergency response demand
3. Fire and rescue service emergency response times
4. The weight of response to emergencies
5. Resilience of the service that remains available when fire engines and firefighters are committed to on-going incidents.

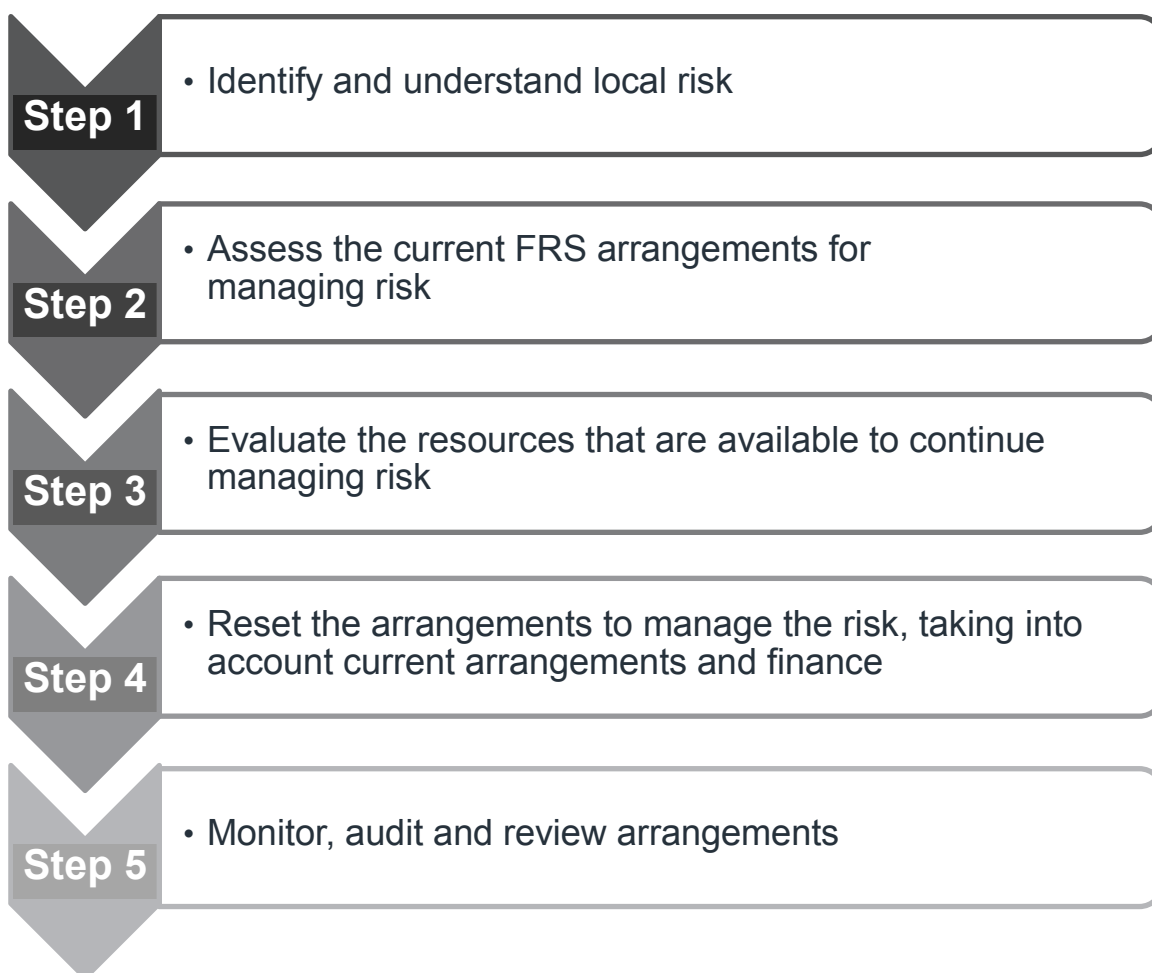
Any significant change to these factors would reflect a change in the risk appetite of the fire and rescue authority. These factors have also been used to help define the potential options for consideration in future plans.

Risk management process

What is Integrated Risk Management Planning?

All fire and rescue services have a finite amount of people and equipment to manage local, regional and national risks. Judgements have to be made about the extent to which these risks are managed. Integrated Risk Management Planning is not about dealing with each risk in isolation, but instead understanding the full range of risks and having plans, people and equipment to manage them in an effective and efficient way. In basic terms the planning process is a way for us to identify measure and mitigate the social and economic impact of fires and other emergencies.

Our Community Risk Management Planning follows the five step process:



We have followed the five steps process to create this draft CRMP for consultation, and set out our rationale and options using this approach in the remainder of this document.

Step 1 - Identify and understand local risk

What creates risk in Oxfordshire?

We have used the Fire Services Emergency Cover Toolkit (FSEC), OCC / government data and professional judgement to identify risks within the county. These risks have been categorised into people, ethnicity, deprivation, employment / risks at work, housing / risks at home, heritage, natural environment and transport.

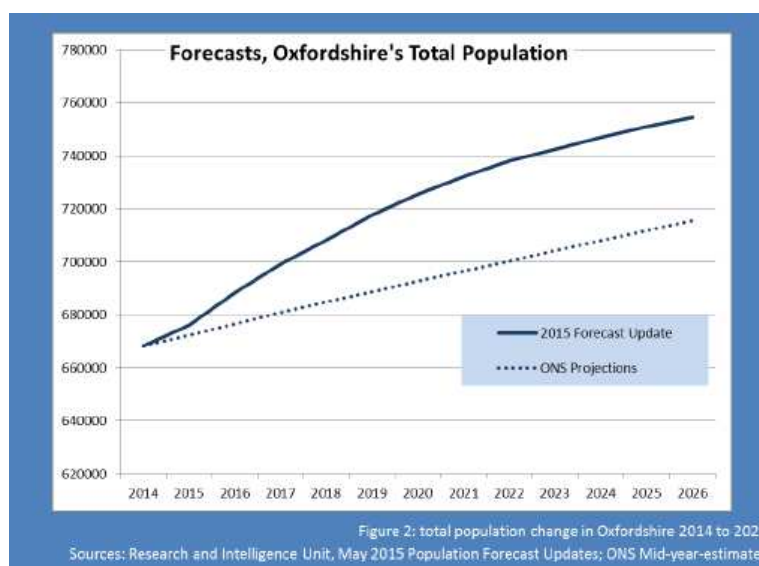
People

Oxfordshire is home to around 672,500 people, many of whom live in rural towns and villages, across 1,006 square miles, with 23 percent living in Oxford City. The population is increasing and is forecast to rise to 754,000 residents by 2026. This is because the number of births is forecast to exceed the number of deaths by 36,000, life expectancy is increasing and 52,000 more people are forecast to move into Oxfordshire than move out. The largest rises are expected within the older population groups, meaning the number of people aged over 75 are projected to have grown by 66 percent between 2011 and 2026.

The data on population forecasts has been provided by the OCC Research and Intelligence Unit in May 2015. These are a minor update of previous forecasts, in particular reflecting significant changes in national fertility expectations (those published by Office for National Statistics). The full report and Oxfordshire population story can be found at:

[Oxfordshire County Council Population Forecasts](#)
[Data story: Oxfordshire Population](#)

The following chart identifies how the overall population is expected to rise:

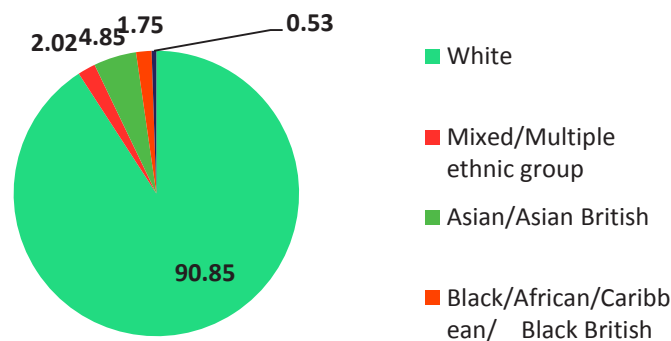


Our prevention strategy going forward will need to ensure we target the most at risk groups. This will include the elderly through our safer and wellbeing visits, identifying vulnerable people through OCC and partner agencies. Working together to create a safer Oxfordshire and reduce deaths and injuries.

Ethnicity in Oxfordshire

Approximately 9 percent of Oxfordshire's population are from Black and Minority Ethnic (BME) groups, of which Oxford city hosts the most ethnically diverse population, with 33,900 people (22 percent of residents). This compares with 7.8 percent in Cherwell, 5.1 percent in Vale of White Horse, 3.9 percent in South Oxfordshire, and 3.2 percent in West Oxfordshire.

Ethnicity in Oxfordshire (2011 Census)



Risks posed

From analysis we have not seen a direct correlation with a higher number of incidents affecting these groups. Although through our BME specialist community safety advisor we provide safety information within these communities.

We have very few fire deaths and injuries in Oxfordshire due to our success at educating and informing the public, as demonstrated by our 365alive targets. However, any loss of life is a tragedy and we aim for no fire deaths or serious injuries at all. We continue to actively engage in fire prevention education and targeted assistance to vulnerable residents.

We also use Experian's Mosaic Lifestyle data for analysis of households and their related lifestyle category against incidents. From analysing the past five years of incident data (Sept 2009 to Sept 2015) we have identified those most at risk of a fire in the home. This is summarised in [Appendix E](#).

This data is used to assist our prevention work targeting of vulnerable groups.

OFRS also use Fire Services Emergency Cover Toolkit FSEC to assist in identifying 'at risk' groups and high risk maps are produced to assist with our prevention strategies, this identifies:

- Lone pensioners
- Rented accommodation
- Single parents
- Limiting long term illness.

Data analysis of incidents from our Incident Recording System (IRS) summarises the following findings for Oxfordshire:

Key points

- Females aged 21-30 and males aged 41-50 are most likely to be fire victims.
- The probability of fire death increases with age. The government fire statistics report 2014-15 shows that 41 percent of all fatalities from fires in England were people over 65 years old.
- Large number of female victims with injury aged 22-32.
- Comparatively large number of female rescue, injury and fatalities aged 77- 99.
- Comparatively large number of males recorded as rescue, injury and fatalities aged 66-87.

Significant data in relation to victims involved in fires

- Greatest concern for females aged 88-98 and males aged 77-87 who suffer injury in fires.
- There is a low recording for males and females aged 0-10 years and risk of fatalities for this age range are very low; also for males 44-54 year old and females 33-43 year old groups.

Deprivation

The Index of Multiple Deprivation 2010 is published by the Department for Communities and Local Government and provides a way of comparing relative wealth across the country. A range of economic, social and housing indicators are combined into a single score for each defined area.

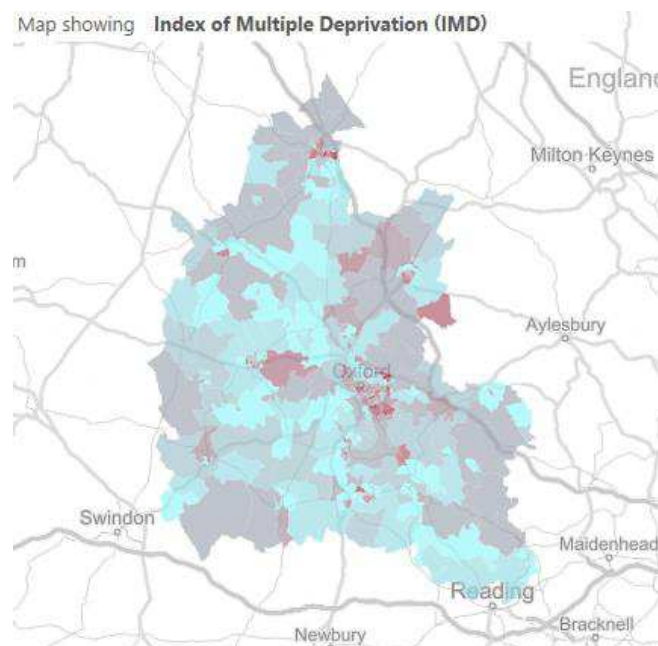
The score is an absolute measure of deprivation, allowing 32,482 areas in England to be ranked relative to one another. This is the third version of the Index (previously published in 2004 and 2007) and changes over time can therefore be evidenced.

- Oxfordshire is the 10th least deprived of 152 local authorities in England - up from 12th in 2010.
- Oxfordshire is less deprived than average on six out of seven types of deprivation. It is slightly more deprived than average in the 'barriers to housing and services' domain.
- Most of the 407 small areas in the county are less deprived than the national average. But two in Oxford City are in the 10 percent most deprived nationally – up from one in 2010. A further 13 small areas are in the 10-20 percent most deprived nationally – down from 17 in 2010.

Risks posed

In summary Oxfordshire is a rural county with limited areas of deprivation, which can be seen in the following map and this is explained further in the interactive mapping tool. Through analysis we have not seen a high number of incidents affecting these areas.

OFRS in partnership with other agencies use deprivation information to help target Prevention and Protection activities aimed at reducing community risk. Using crime and health statistics in conjunction with our own incident data we can identify those most at risk of harm. This enables us to target our efforts to improve the health and wellbeing of these individuals whilst reducing their risk of fire death and serious injuries.



The darker the colour the higher the deprivation factor as per above report.

To further explore the deprivation data in greater detail, using the interactive mapping tool: [Interactive map showing deprivation in Oxfordshire](#)

Employment / risks at work

The county has consistently high levels of employment (unemployment is recorded as 3.8 percent of 16-64 year olds in Oxfordshire in the 12 months to September 2015, against the national average of 5.5 percent). With the workforce amongst the most highly-qualified in the country, and many high tech businesses located in Oxfordshire.

The planned economic growth forecasts suggest that a further 27,750 direct jobs and 10,500 indirect jobs could be created in the county by 2031. This is due to proposals relating to the Science Vale Enterprise Zone, Oxfordshire City Deal, NW Bicester Eco Town and other planned infrastructure investment. Meaning a total increase in employment of around 88,000 between 2011-31, or 4,400 pa (1% pa).

Retail development projects in Oxfordshire include:

- Abingdon: Completion of the town centre retail development.
- Banbury: Various sites around the town centre are identified in the local plan for redevelopment / regeneration for town centre uses including retail.
- Bicester: Including further expansion of retail and other services in the town centre, as well as proposed expansion of Bicester Village Outlet Centre.
- Botley: The West Way shopping centre development.
- Didcot: Phase 2 of the town centre retail development and other schemes proposed in South Oxfordshire.
- Oxford: Redevelopment and expansion of the Westgate Centre.
- Witney: At least two national supermarket chains are seeking to establish in the town.

Across Oxfordshire there are over 30,000 non domestic and commercial premises, this includes some special risks such as:

- Landsdowne Chemicals, Carterton
- RAF Brize Norton
- Fireworks store, Upper Heyford
- Power stations that include wind and solar installations
- Ministry of Defence (MOD) facilities at Abingdon, Bicester and Shrivenham
- Harwell and Culham science areas.
- NHS hospitals
- Oxford University Science area, Oxford.
- Bullingdon and Huntercombe HM Prisons / Campsfield House Immigration centre.
- BMW Mini car factory, Cowley
- Ardley waste incinerator, Ardley
- Food factories - Jacobs Douwe Egberts, Banbury.

These special risk sites require carefully prepared operational plans to be developed, so that we can effectively deal with any incident should it occur at one of these sites.

Risks posed

On average we only have around four fires per week involving publicly or commercially owned premises. All incidents are investigated and we analyse local and national trends to identify those who are most at risk from fire whilst at work or when using public or commercial facilities.

Premises that process or store waste / recycling products can present a fire hazard and as seen nationally do catch fire. Due to the large quantities of materials stored, fires can have a damaging effect on the environment and take a large amount of resources to extinguish.

Some notable recent incidents involving commercial building's in Oxfordshire include:

- South Oxfordshire District Council Offices, fire – January 2015
- Carluccio's Restaurant, Bicester Village, fire – April 2015
- Randolph Hotel, Oxford, fire – April 2015
- Magdalen College School, fire – June 2015
- Recycling Site, Finmere, large fire – February 2016.

Housing / risks at home

There were just over 272,000 homes in Oxfordshire in 2011, comprising of:

- 65.5 percent privately owned
- 19.2 percent private rental
- 14.2 percent social rental.

A much higher proportion of households in Oxford are rented (52 percent) compared to the other districts, where most households are owner occupiers.

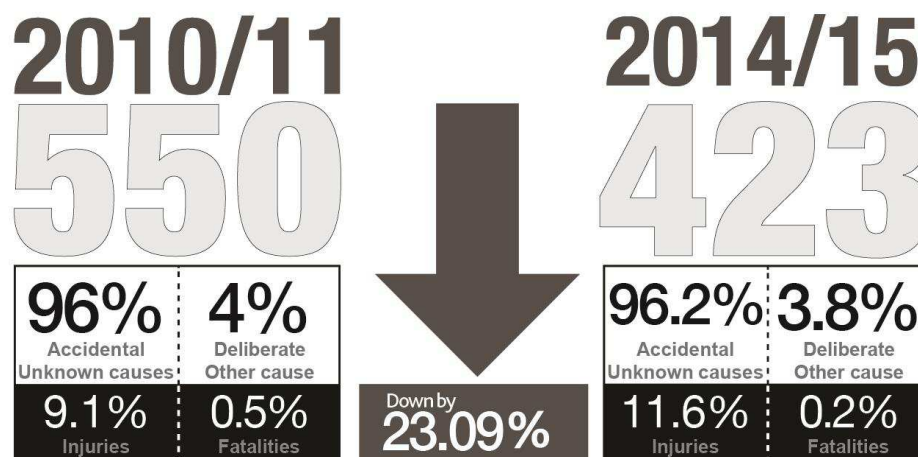
With projected growth rates there is a need for 4,678 – 5,328 additional homes to be built across Oxfordshire every year. New homes are being built across Oxfordshire, but particular growth areas include Banbury, Bicester, Carterton, Didcot, Oxford and Wantage.

Risks posed

Oxfordshire is home to approximately 1,300 thatched cottages. Occasionally we have to deal with fires involving thatched properties. These types of incident come with their own unique problems associated with their roof construction. Due to the scale of operations required in removing the thatch, incidents of this type usually require large numbers of firefighters, fire engines and specialist equipment to deal with the fire. Due to the prevalence of the risk and our experience in dealing with thatch fires we send six fire appliances and specialist equipment to such incidents.

The following table shows the downward trend of dwelling fires and casualties.

Dwelling fire & casualties



The full data table showing numbers of dwelling fires and injuries for 2010-15 can be found in [Appendix E](#).

Key points

- Greater incidence of accidental fires in single occupancy homes.
- Small refuse fires most common location for deliberate fires.
- Small refuse fires are the second most common location for accidental fires in the last year.

Heritage sites

Oxfordshire has over 12,000 listed buildings, 390 of these are Grade 1 listed. We have many sites of historical importance relating to our national heritage. The city of Oxford is internationally famous for its 'dreaming spires' within the university and college buildings, campus sites and hall of residence, some of which date back to medieval times. Blenheim Palace was the birthplace of Sir Winston Churchill and heads up a list of stately homes and country houses which are spread throughout the county. The National Trust has properties including Chastleton House, Greys Court and Nuffield Place.

Risks posed

Heritage buildings have their own unique risks, including, loss of historically important artefacts, damage to nationally important buildings and often unique construction methods. These pose greater risks to firefighters and the opportunity for faster fire growth. They are often resource intensive due to the scale of operation required to assist in salvage and damage control.

Natural environment

The county includes three areas of outstanding natural beauty:

- The Cotswolds
- The Chilterns
- The North Wessex Downs and areas of woodland, this includes:
 - The Ridgeway
 - Oxfordshire Way
 - Shotover Country Park
 - Blenheim estate
 - White Horse Hill (site of scientific interest)
 - Oxford canal / river Thames walks.

Oxfordshire has a network of rivers, streams and canals, fed from the source of the Thames in the west and from the Cherwell in the north which surround the city of Oxford before travelling down further south to Abingdon, Wallingford and Henley on Thames.

Risks posed

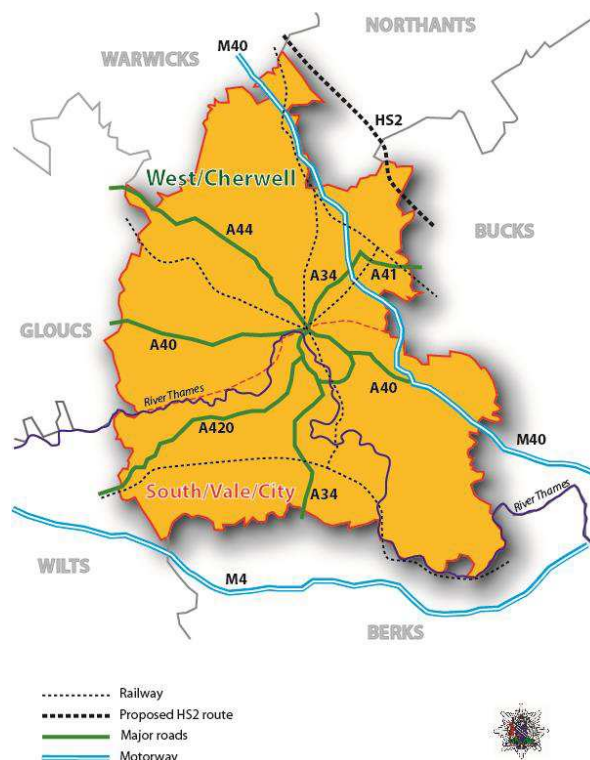
These areas can be prone to wild fires in heatwave conditions, due to climate change. These types of incident can require large responses in order to stop them escalating and destroying these important areas.

Some of the rivers are liable to flooding and in recent years have centred around Oxford and low lying areas. The main reservoir is at Farmoor and other lakes / open water can be found across the county, waterways come with inherent problems such as access which requires a specialist response in order to safely and effectively deal with an incident, such as rescues from water or on ice.

Transport

Rail

There are two major rail arteries running through our county. One main line runs east to west from London through Didcot Parkway where one line splits to Bristol and Wales and the other to Oxford and further North. The rail line between Didcot and London is being upgraded to overhead electric lines. There is also a Chiltern line which runs from London to the Midlands, which passes through Bicester, Ardley rail tunnel and Banbury. The new High Speed 2 (HS2) route is planned to marginally pass through Oxfordshire near Finmere.



Risks posed

Any incident involving the railways causes severe disruption to travel as lines have to be closed to ensure safety to firefighters. Incidents may involve train fires, crashes or other incidents near the railway line.

Air

We have several main air corridors which cross our county. An international airport and flight training school at Kidlington and three sizeable military airfields:

- RAF Brize Norton, a main hub for overseas military deployment.
- RAF Benson.
- Dalton Barracks, Abingdon.

Risks posed

Air accidents are rare, but when they occur they usually involve casualties and large numbers of resources to deal with the incident.

Risk on the roads

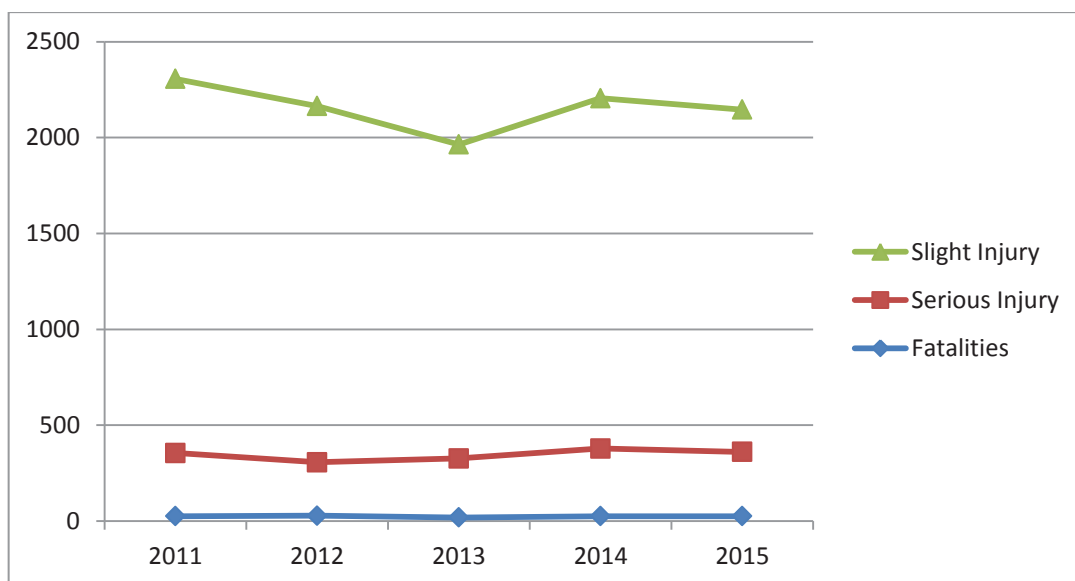
Most of Oxfordshire's road systems are rural but we also have a number of strategic roads linking Oxford to the rest of the country. The M40 motorway is a main arterial network route between London and Birmingham. The A34 is a busy major road network link and important freight route between the port of Southampton and the Midlands used by many large goods vehicles travelling from the continent as well as the rest of the UK.

Risks posed

More people die and are injured on the roads in Oxfordshire than in fires, so OFRS ensures road safety is included in our prevention campaigns to assist in reducing casualty numbers.

Thames Valley Police (TVP) road traffic collision casualty data for Oxfordshire over the period 2011-15.

	2011	2012	2013	2014	2015	Total
Fatalities	26	28	19	26	26	125
Serious injuries	329	279	308	353	335	1604
Slight injuries	1951	1857	1637	1826	1785	9056



Nationally, there has been a recognised spike in road traffic collisions (RTCs) since early 2014 and the Department for Transport produced an interim document in June 2014 in an attempt to explain why.

There was anecdotal evidence that the following factors may have contributed to the spike in statistics:

- The end of the longest recession in living memory, leading to more disposable income, leading to more vehicles on the road.
- A fall in fuel prices to a nine year low. Meaning less concern for both speed (lower speed = better fuel efficiency) and an increase in vehicle use for shorter journeys.

More vehicles + more journeys + higher speeds = more collisions.

The figures then plateaued across 2015, with the county's figures static by December 2015.

Against the national picture, the rate of killed and seriously injured (KSI) per head of population in Oxfordshire is slightly higher than the national average. We believe this is due to the volume of rural roads within the county, where higher speed and more challenging conditions are likely. When comparing casualty rates per billion vehicle miles, Oxfordshire's casualty rate has been consistently below national and regional averages.

Between 2011 and 2015 we have seen a traffic increase of 5.5 percent within Oxfordshire.

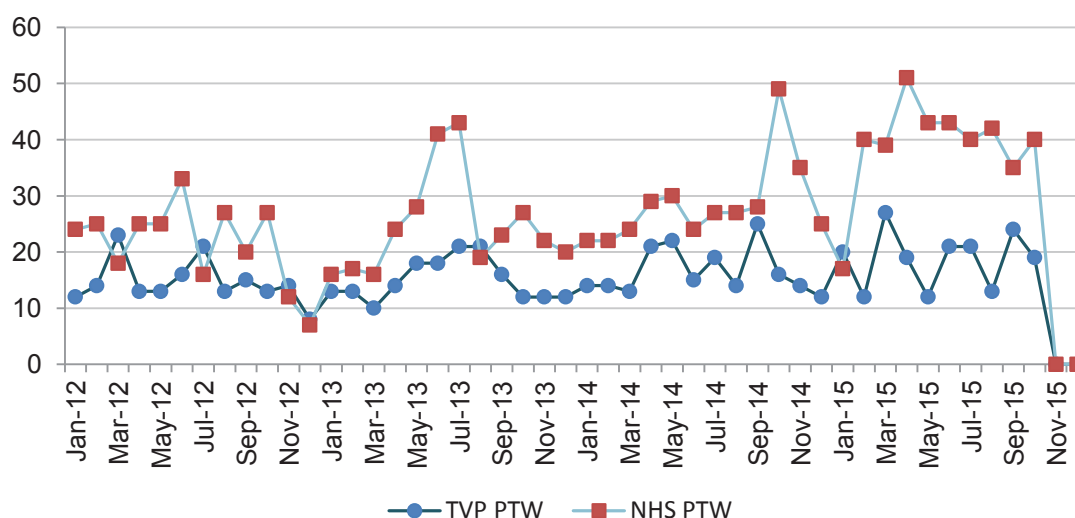


Motorbike and moped accidents

- The two main categories most at risk for powered two wheel accidents are:
 - Younger people on lower powered motorcycles
 - Older individuals on powerful machines.
- There are spikes in incidents during warmer periods (May – September.)
- 2013 was an all-time low for low powered two wheeler accidents, but unfortunately the trend is steadily rising.
- However, fatalities are at a 10 year low.
- UK figures suggest men make up around 92 percent of all motorcycle user casualties.
- 76 percent of casualties occurred during the day.
- 56 percent occurred on urban roads.
- 63 percent occurred at a junction.

Within the Thames Valley we use both TVP and NHS data to compare and analyse findings. This data varies because TVP do not attend all accidents on the road, so by using hospital admissions for road accidents we can obtain a clearer picture of casualties. This is then fed into our road safety campaigns to reduce accidents on the roads.

POWERED-TWO-WHEEL (PTW) CASUALTY NUMBERS



Other risks within the community

In addition to attending emergency calls, in our prevention / protection roles we take a wider view of risk of where we can make a difference and make Oxfordshire safer.

As an integrated part of OCC we support them in delivering priorities such as preventing child sexual exploitation, promoting public health and supporting looked after children. This often means taking an active role in reducing crime, attending medical emergencies, safeguarding of the vulnerable, making homes safer not just from fire, promoting business and community resilience and creating a healthy society.

The overall reduction in public service funding has set the context for our aim to reduce the costs of public services in Oxfordshire through reshaping our Safer and Wellbeing visits and undertaking co-responding.

Through our partnership working with other agencies we identify and assist with tackling other community risks that include:-

- Crime – to include arson, doorstep crime, safeguarding issues etc.
- Health issues – including smoking, diet, mobility, disabilities etc.
- Risks in the home – slips, trips, falls, lack of heating, hoarding, safeguarding matters, security, etc.
- Medical emergencies – assisting the Ambulance Service with co-responder services.

Step 2 - Assess the current FRS arrangements for managing risk

So how do we assess the level of risk within Oxfordshire?

Risk is assessed at three main levels national, regional and county. We use this data to correlate against incident data for Oxfordshire, to ensure we continue to reduce risk and incidents.

National - UK government – National Risk Assessment and Register

The risks the UK faces are continually changing. The government monitors the most significant emergencies that the UK and its citizens could face over the next five years through the National Risk Assessment (NRA). This is a confidential assessment, conducted every year that draws on expertise from a wide range of departments and agencies of government. The National Risk Register (NRR) is the public version of the assessment.

The NRA and NRR are intended to capture the range of emergencies that might have a major impact on all, or significant parts of, the UK. These are events which could result in significant harm to human welfare: casualties, damage to property, essential services and disruption to everyday life. The risks cover three broad categories: natural events, major accidents and malicious attacks.

To assist with national and local planning, the government provides a confidential list of the common consequences identified in the NRA that cover the maximum scale, duration and impact that could reasonably be expected to occur as a result of emergencies. These consequences are referred to in the National Resilience Planning Assumptions.

Taking into account both the likelihood of occurrence and the impact if they do occur, the government considers the highest priority risks to be:

- Pandemic influenza
- Coastal flooding
- Widespread electricity failure
- Catastrophic terrorist event.

A number of the key risks identified are dealt with by the fire and rescue service, with the larger emergencies being tackled through a multi-agency response.

[The national risk assessment](#)

Regional -Thames Valley

Thames Valley Local Resilience Forum - Community Risk Register

OFRS is a member of the Thames Valley Local Resilience Forum (LRF). The forum ensures that events or situations which threaten serious damage to the people of Oxfordshire or our environment are identified and, where possible, controlled or mitigated.

To do this the forum produces the Thames Valley Community Risk Register. This shows the risks that have been identified for the Thames Valley, the assessment of impact for each risk if it were to happen, and the likelihood of it happening. These judgements are scored and a rating applied. The register currently shows the highest risks to the Thames Valley are:

- Storms and gales
- Local accident on motorways and major trunk roads
- Low temperatures and heavy snow
- Flooding
- Pandemic influenza
- Actual or threatened significant disruption to fuel supplies
- International disruption to oil supply
- Utilities and infrastructure failure.

[The Thames Valley Community Risk Register](#)

County level

Oxfordshire Fire and Rescue Service - Emergency Plans and Operating Procedures

In addition to the multi-agency plans that are developed with partner organisations through the LRF, OFRS has a range of emergency plans (Tactical Fire Plans) to deal with particular sites or risks across Oxfordshire.

These plans include, but are not exclusive to:

- Landsdowne Chemicals, Carterton
- Farmoor reservoir
- Ardley Rail Tunnel
- Worcester College, Oxford
- JR Hospital
- BMW Mini Plant Cowley
- Blenheim Palace.

The site plans are supported by a suite of Tactical Operational Guidance documents that provide guidance to firefighters in how to safely and effectively deal with identified national emergency types. For example, OFRS has procedures, based on national best practice, for dealing with:

- Fires in complex premises such as high rise buildings and shopping centres
- Rescues from height
- Rescues at road traffic collisions
- Chemical incidents.

In total there are 142 incident types, and 65 operational risk assessments have been created. 35 incident types do not require risk assessments and for the remaining 42 incident types, risk assessments are currently being developed.

These service risk assessments are informed by an analysis of operational data in a range of different areas. For this CRMP we have used data on all incidents attended over a five year period from 1 October 2010 to 30 September 2015. From this data we ensure our prevention and protection campaigns are focused and our operational training aligns to keep our firefighters safe.

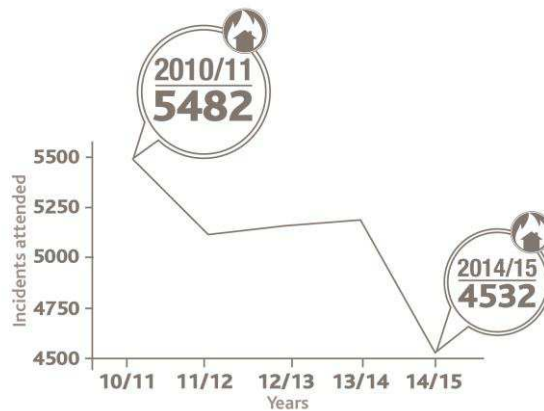
The Fire Services Emergency Cover (FSEC) toolkit breaks down the incidents we attend into incident types. A chart showing full incident details attended within Oxfordshire between 1 October 2010 and 30 September 2015 can be found in [Appendix E](#).

Our significant experience gained over the last 10 years in reducing both the incidence and severity of many emergencies is now recognised nationally.

The most notable achievement during the sustained period of community safety programmes is our hugely successful 365alive vision. We have achieved a reduction in our emergency call numbers from 5482 in 2010-11 to 4532 in 2014-15, and this is despite the population increasing by 46,000.

In the past five years alone we have seen a reduction in calls from 5482 in 2010-11 to 4532 in 2014-15.

Incident Numbers



This fall in the number of emergency calls attended, is largely due to a significant shift in our focus towards preventing fires and providing education and advice to raise awareness about risk reduction, both in the home and on our roads.

Our broad range of community safety activities are targeted at both adults and children, especially those who are vulnerable and at greater risk. We work with both individuals and communities to make them more resilient in the future, and have a well performing organisation which is focussed primarily on preventing all emergencies, through information and education.

Even with calls reducing year on year we continually review our incident data to look for trends in incident numbers against time of day, this allows us to plan how best to use our resources available.

Incidents by time of day



Step 3 - Evaluate the resources that are available to continue managing risk

So what people and equipment do we need to manage the risk in Oxfordshire?

Having identified these risks we now need to evaluate what these risks mean to OFRS. We have considered the impact of the emergency incidents we attend and also the wider community risks facing Oxfordshire.

Our structure and resources

There are currently 24 fire stations in Oxfordshire, which are staffed by a mix of whole-time (full time) and on-call (retained) firefighters. They offer safety advice, education and a response to emergencies calls.

We currently have a front-line fleet of 34 fire engines, plus a resilience appliance and a number of specialist vehicles. This includes a hydraulic platform for performing rescues at height, a specialist rescue vehicle for attending road traffic collisions and other specialist rescues, an environmental protection unit (provided in partnership with the Environment Agency) and two mobile command units.

OFRS employs 229 whole-time personnel (including middle and senior operational managers), and 321 on-call firefighters. These are supported by 77 specialist and administrative staff (figures taken March 2016). Emergency calls are taken by the TVFCS based in Reading.

We are organised around two Fire Risk Areas based upon the five district council areas:

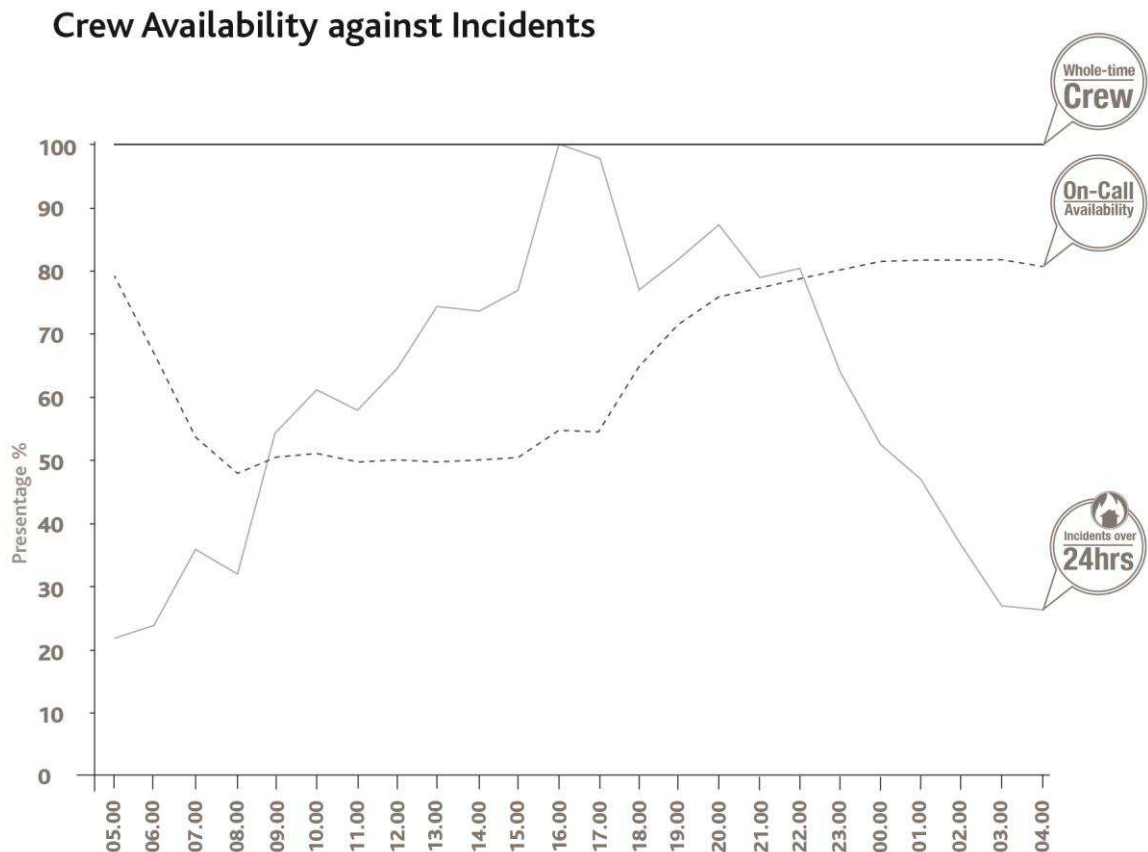
- West / Cherwell
- City / South / Vale.

Our whole-time uniformed resourcing provides the same level of operational cover 24/7 365 days per year. The on-call resourcing varies due to availability and we have fewer resources available during the working day. This is the part of day where we get most emergency calls.

We currently have a number of 'key' on-call fire stations in Oxfordshire based on historic incident data and perceived risk in the station area. These are located at Chipping Norton, Bicester, Witney, Faringdon, Henley on Thames and Thame. We intend to review incident data and risk at these and surrounding fire stations to determine if changes to existing fire cover provision is required.

The reduction in the on-call availability at the start of the day coincides with the change of watch at our whole-time fire stations. This means that it is difficult to cover the on-call stations with whole-time resources during this period.

The diagram below indicates the calls we attended between October 2010 and September 2015 by time of day and the percentage of on-call availability over 24 hours 2015-16. This data highlights that we attend fewer calls during the night time period as residents tend to be less active being at home rather than driving or at work.



It was also found that our busiest time of day responding to incidents is in the early evening, which coincides with the shift change at whole time stations. This results in additional appliance movements / expenditure to cover on-call key stations and reliefs at incidents.

Emergency response

Our approach to emergency response is to ensure we have the right firefighters and fire engines, in the right place, at the right time, delivering the right standards of response to emergencies. We have a statutory duty to respond to fires, road traffic collisions and other emergencies and also have plans in place to deal with other incidents such as terrorist threats. When we respond we will:

- Send the right number of fire engines and firefighters to safely deal with the emergency.
- Make sure our firefighters are safe by being professionally trained and prepared for the range of emergencies that we are likely to face.
- Make sure our fire engines, the equipment they carry and the personal protective equipment our firefighters wear is the best we can provide and are suitable for the types of emergencies they are likely to be used at.

Whilst our statutory response duties are limited to fires and road traffic collisions, we respond to many other emergencies such as chemical spillages, water-related incidents and animal rescues.

It is important we are aware of changes in risk within the county to deal with the range of emergencies we are likely to be called to. When we identify new or emerging risks we make changes that reflect them, which may add to our response capabilities. For example our response to medical emergencies (co-responding) is where we can make a difference and save lives, assisting our Ambulance Service colleagues.

Speed of response – response standards

When an emergency occurs, we aim to get the right amount of fire engines and specialist vehicles there as safely and quickly as possible. Depending on the information given by the caller, we will send an appropriate number of fire engines and firefighters with the required skills and equipment to that incident type at that type of property, this is known as the Pre-Determined Attendance (PDA).

At the scene, the incident commander will assess the situation and request more resources if they are needed. The speed we arrive at the emergency will depend on many factors which include the accuracy of information given, the location of the incident, weather and traffic conditions.

For example, at least two fire engines will be sent to all fires in residential buildings, at least three fire engines will be sent if people could be trapped inside. In remote areas, where the location makes it difficult to arrive quickly, we carry out targeted risk

reduction and prevention work to reduce the chances of incidents occurring and limit the impact of the incident until we arrive.

Under normal circumstances, when an emergency occurs a fire engine will be sent from the nearest fire station. Our state of the art mobilising system identifies the fire engines that can respond the quickest using Global Positioning System (GPS). We aim to arrive at 80 percent of emergencies within 11 minutes and 95 percent of emergencies in 14 minutes or less.

The time is measured from when the fire engine is alerted to when it arrives at the address or location given by the caller. Our performance is constantly reviewed by our senior managers to ensure we continue to strive to meet these targets.

The resilience levels of the service, our ability to respond to emergencies quickly, with the right equipment, skills and people, is then determined by the location of the fire engines that remain available across the county.

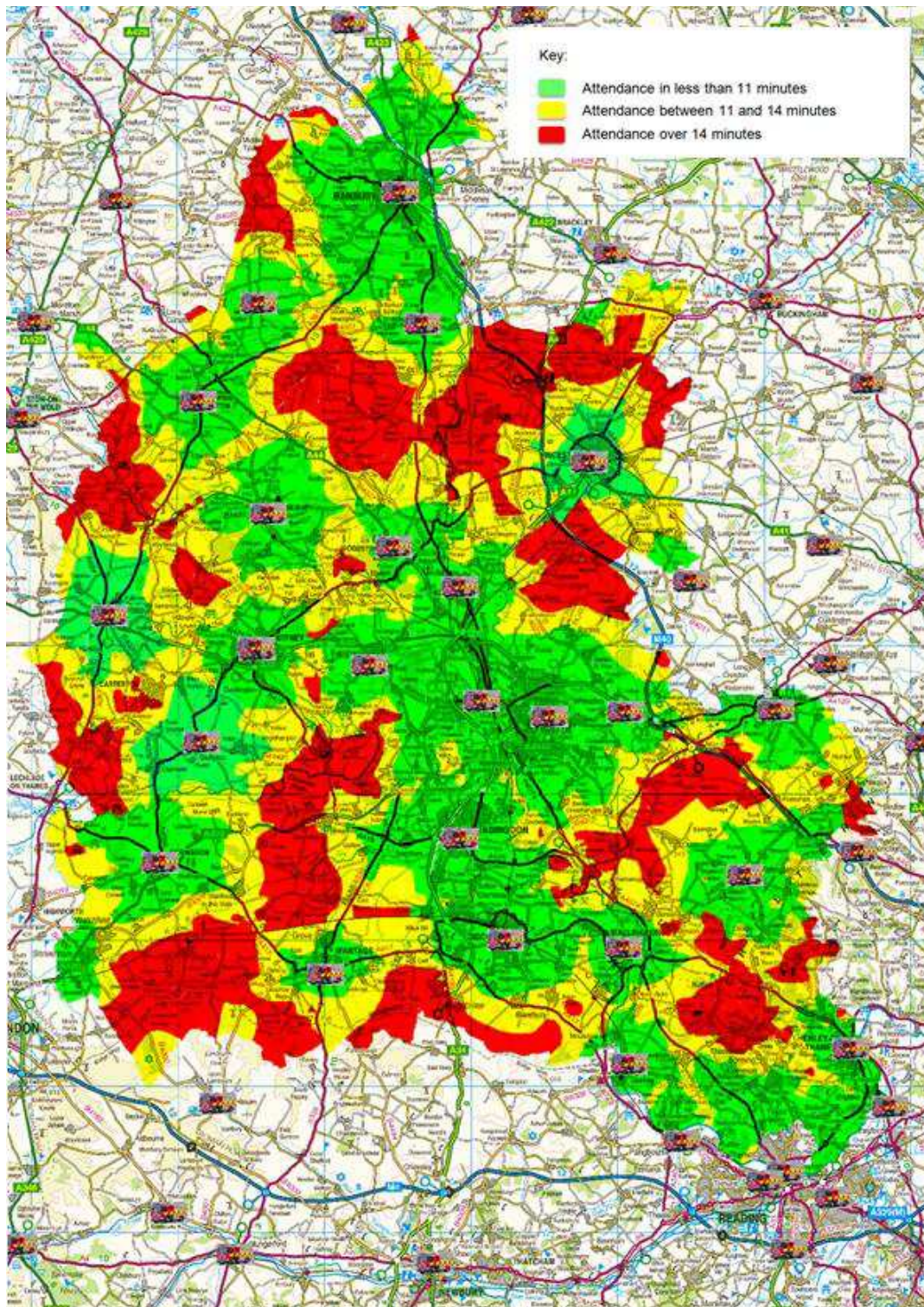
On most occasions these resources would remain at their usual fire station. However in the event that a larger number of fire engines were at an incident or incidents, remaining fire engines may be strategically moved to different fire stations to maintain an acceptable level of availability across the county.

The fewer the number of fire engines available to maintain this cover, the longer it will take to respond to new 999 emergency calls therefore we have an agreement with all neighbouring FRS's whereby fire engines from them can also be called upon to provide support where this is needed.

In 2015-16 our average response times for the year exceeded our targets, with the first fire engine arriving within 11 minutes 88.6 percent of the time, and within 14 minutes 96.3 percent of the time. Our average response time for 2015-16 was 7 minutes 9 seconds.

Our full response standards monthly summary 2015-16 can be found in [Appendix F](#).

Map of Oxfordshire showing response times based on the quickest available resources from their home stations.



The areas marked in red indicate areas where our arrival at an emergency may be over 14 minutes (depending on the actual location of a fire engine at the time of call). This is where we carry out targeted prevention work, such as Safer and Wellbeing visits, to assist in minimising the risk.

Responding to fires

Fires can vary in size with small fires being dealt with by firefighters from your local fire station but there are occasions when the fire is larger or more complex and firefighters from surrounding fire stations or neighboring fire services are required to assist.

Adverse weather such as heatwave conditions and prolonged drought increase the risk of fire, from standing crops, forests and heathland and these require specialist resources to tackle, such as the fleet of 4x4 vehicles available within OFRS.

Transport incidents

Transport incidents form an increasing part of the firefighter role. Incidents occur mostly on the roads, but also on the railways, in the air and on the water.

The impact of transport incidents is often not only significant for those directly involved but also for the wider community and business who suffer the consequences of the associated traffic disruption. OFRS and our Emergency Planning Unit work closely with other agencies to deal with transport-related incidents, and minimise any disruption.

Within the county all of our front line appliances are capable of dealing with transport incidents should they occur, equipped with state of the art hydraulic equipment which enables crews to quickly reach trapped casualties. We also have a number of Enhanced Rescue Vehicles (ERVs) strategically placed around the county, One north, one south, one out to the West and our Specialist Rescue Tender in the Middle.

These vehicles can provide specialist equipment, such as HGV access platforms to incidents and are crewed by firefighters who have an even more advanced knowledge of transport incidents of any size or type. The location of these appliances, allows us to deploy this specialist advice and equipment in the fastest time possible to any incident.

Currently some front line appliances and the ERVs / Specialist Rescue vehicle carry eHydraulic rescue equipment. This has the same capabilities for rescue as the standard hydraulic rescue tools but is battery operated. It is faster to get operating and easier to handle, especially in confined spaces and around vehicles that are not easily accessible.

Flooding and water rescue

Although the fire and rescue service has no statutory responsibility to deal with flooding or water rescue OFRS has invested in equipment and training as the general public expects the service to respond and provide assistance at events such as local and wide area flooding.

The service provides support and carries out rescues following accidents on / in the water and for people and animals stuck on ice / in mud. Each front line appliance carries a water rescue capability, including floating lines to throw to people and inflation equipment for our hose to allow us to deliver it to people in need of rescue, each appliance also carries dry suits and associated equipment to allow us to enter water and life jackets to allow us to operate safely in and around bodies of water.

This capability is enhanced by our specialist water rescue crew, based at Kidlington. They are trained to the highest level and are capable of swimming to casualties or accessing them via boat in order to rescue them.

During times of mass flooding we can also call upon a resilience stock of equipment held at Abingdon Fire Station, this equipment is delivered by the station to where ever it is needed and can include, extra lifejackets and dry suits, inflatable rescue sleds, used to ferry people to safety.

Adverse weather

During freezing, storm, flood and snow conditions OFRS takes a wider role in ensuring OCC services continue to operate. For example, by assisting with transportation of care workers, clearing fallen trees on roads.

We have a fleet of 4x4 vehicles available to transport vital personnel and equipment around the county and we have an agreement with a voluntary organisation for provision of more 4x4's and experienced drivers should we require an even larger number. All of our brigade response vehicles including officers are equipped with 'snow socks' which allow them to efficiently negotiate roads when they are snow covered.

OFRS has business continuity plans in place to continue to deliver a service in the event of flooding and other catastrophic events affecting its own fire stations.

We work closely with other agencies including the Environment Agency, district councils, other County Council departments and the Thames Valley Local Resilience Forum (LRF) to ensure that plans for responding to incidents and dealing with the

recovery are developed, trained, tested and reviewed. This ensures we reduce the impact of, adverse weather events such as flooding and alterations are in place to mitigate these effects for residents.

Industrial incidents

There are many industrial sites in Oxfordshire with hazardous processes in operation, sometimes involving the use or storage of dangerous substances.

Whilst the businesses themselves have a responsibility to plan for reasonably foreseeable events, on many occasions they will call on the fire and rescue service to provide professional assistance in the event of an emergency.

OFRS has a programme of site risk visits by local firefighters to ensure familiarity with local risks. Within OFRS all Firefighters are trained in dealing with chemical incidents safely and effectively, we also have a number of Hazardous Material and Environmental Protection Advisors who can be called upon at any hazardous materials incident for specialist advice. These specialist officers can also call upon precise scientific advice from the National Chemical Emergency Centre (NCEC) and other partner agencies through standing agreements.

Should firefighters need decontaminating, OFRS have our own decontamination unit based at Didcot Fire Station and crewed by specially trained staff.

Due to the potentially catastrophic consequences of chemicals or other hazardous material coming into contact with our natural environment we have, in partnership with the Environment Agency (EA), equipped all of our front line appliances with equipment capable of preventing this from happening. This initial capability can be enhanced by using our Environmental Protection Pod based at Rewley Road Fire Station. This demountable unit was designed and equipped in partnership with the EA and contains specialist equipment for environmental protection.

Chemical, biological, radiological and nuclear events

Events of this nature are rare, although they can occur from time to time. Their consequences can be very serious and the circumstances are likely to be less familiar to most firefighters.

An event of this nature will almost certainly attract a national fire service response together with many other agencies. The impact is likely to be sustained for some time, causing significant disruption to the normal delivery of the fire and rescue service. All firefighters are trained in identifying and initially dealing with this type of incident as per national guidance and standards, we are also responsible for staffing

and maintaining the Thames Valley Detection, Identification and Monitoring (DIM) vehicle, this vehicle has the capability of identifying chemicals present at an incident and monitoring the effects of these in terms of spread. Our DIM unit is staffed by specialist officers from all of the Thames Valley Brigades but is led by OFRS.

We also work closely with other agencies through the Thames Valley Local Resilience Forum to make sure that plans for responding to incidents are developed, trained, tested and reviewed.

National resilience

National Resilience is defined in the National Framework document as 'the capacity and capability of fire and rescue authorities to work together with other responders to deliver a sustained, effective response to major incidents, emergencies and disruptive challenges, such as those in the National Risk Assessment'.

National resilience incidents that have had a significant impact on the fire and rescue service include wide-scale flooding events, the fire at the Buncefield oil depot and the 7/7 terrorist attacks in London.

We have the responsibility for staffing three specialist vehicles and equipment to deal with this type of incident, these vehicles include the DIM vehicle, high volume pumping vehicle and hose layer. The vehicles are based at Bicester and Banbury Fire Stations and are available for use within Oxfordshire as well as regionally and nationally.

Other fire and rescue services in the south east region have vehicles and equipment to deal with, urban search and rescue, mass public decontamination and marauding terrorist firearms incidents.

An important part of national resilience is the ability of different fire services and other responding organisations to work together, known as interoperability. OFRS is part of the national Joint Emergency Services Interoperability Programme led by the Home Office. OFRS also has nationally-trained Inter-agency Liaison Officers and Strategic Multi-agency 'Gold' Command Officers to facilitate this joined-up working.

Other emergencies

There are a wide range of other incidents that firefighters attend. These include animal rescues, rescues from height, requests for assistance from other blue light services and agencies and a variety of other unusual events. We have at our immediate disposal staff trained to the highest level of line rescue (rescuing people

with ropes and climbing equipment), animal rescue and currently we are also assisting SCAS with both medical incidents (co-responding) and gaining access to premises where there are access issues. We also assist in recovery of casualties from places where ambulance crews may find difficulty such as in confined spaces.

As part of our animal rescue capability, we regularly train our firefighters in working with and around animals and our specialist regularly train with local vets and colleges in animal behavior and rescue techniques. Our control room can also call upon these vets out of hour should one be needed at an incident to assist with animal welfare.

Data sources from partner agencies

OFRS works in partnership with many organisations and as part of our integrated approach within OCC. We use and share data from many sources to assist in our approach to community safety with a single view of risk including:

- Exeter data: A national register of doctors patients over 65 years old (100,000 people).
- NHS road safety data: This includes casualty data where TVP did not attend the scene of accident.
- NHS oxygen user database.
- OCC Social and Community Services client list.
- Trading Standards scams and doorstep crime victims list.
- OCC looked after children: List of 580 children with foster parents.
- SCAS top 50 users / priority clients.

The service uses the incident data highlighted in forming its prevention and protection strategies and this then is fed into Station Risk Management Plans that address the risks locally for each station area.

We manage the risk in Oxfordshire through a balanced approach of Prevention, Protection and Emergency Response activity. Our main aim is to prevent emergencies from happening in the first place. However, we recognise that this is not always possible so we aim to ensure that, should an emergency occur, people are able to escape from buildings safely and that we are able to respond effectively to each and every emergency.

Prevention

Prevention is a key function of OFRS and we have statutory obligations under Section 6 of the Fire and Rescue Services Act 2004 and the duty of care as community safety lead for OCC. Our policies and strategy include:

- Concentrating on making safer, people and communities that are most vulnerable.
- Improving the understanding of the risks to our communities.
- Promoting engagement with partners to reduce the incidence of inappropriate lifestyle choices that result in increased vulnerability.
- Promoting economic growth and healthier lifestyles through better regulation
- Applying the lessons learnt from fire investigations.
- Reducing the number of deliberate fires (arson).
- Lobbying for greater use of sprinklers especially in social housing and high rise buildings.
- Working with partners to improve safety within social housing.
- Working to reduce fires caused by unsafe consumer products.
- Using technology to protect consumers within their homes.

Preventing emergencies is particularly important in the context of an ageing population and the increased demands that this trend is placing on adult social care services. Moreover, greater awareness of the needs of vulnerable children has increased the demand for children's social care with the number of child protection cases in Oxfordshire having grown by 84 percent over the last five years.

Safeguarding vulnerable adults and children is a key concern for OFRS. We enter people's homes every day to prevent fires through our Safer and Wellbeing Visits and therefore are well placed to identify risks and provide support.

Case studies

Phoenix Project

The Phoenix Project is a collaborative partnership between OFRS and the OCC Early Intervention Service.

This partnership involves staff working together to benefit school children who are in need of additional support to discourage them from engaging in anti-social behaviour and entering into the Youth Justice System.

It provides an opportunity for young people to obtain an insight into the work of the fire and rescue service, boosting confidence and self-esteem through an intensive week of educational sessions in fire prevention and road safety and to take part in team building exercises combined with practical hose and ladder training drills similar to those undertaken by firefighters.

The scheme operates at selected fire stations throughout the county on a monthly basis, each course running for five days catering for 12 11-14 year olds and is delivered utilising equipment provided by OFRS.

We have now capitalised on the success of Phoenix and developed the Phoenix Plus program, a six week course aimed at preventing family breakdowns as part of the Thriving Families initiative designed to engage both the parents and young persons for two hours a week allowing for relationship strengthening through team building exercises and practical activities.

Phoenix quote:

“I myself felt that the course was superb, and had the pleasure of witnessing how all those young people grow, in their sense of self-esteem and pride. A lot of them had probably never felt this before, and I know that they were sad that the course had to come to an end!” – Early Intervention worker.

Junior Citizens Trust

The Junior Citizens Trust is a well-established initiative that endeavors to equip every Year 6 school pupil from across Oxfordshire with the skills to recognise risk whilst building confidence and resilience.

During their two hour visit the children learn about safety by experiencing risk in the controlled, engaging and interactive environment of the Franklin-Vermeulen Safety Centre at Rewley Road Fire Station, Oxford.

Fire and rescue personnel and representatives from partner agencies engage with the children through eight different scenarios which generate discussion and increases awareness surrounding issues such as road safety, water safety, stranger danger, and online internet safety.

By the end of the session each child will have had a chance to practice making a 999 telephone call which adds to a very memorable experience that ensures the messages will have a lasting impact.

Every year on average 4,500 children benefit from Junior Citizens Trust which equates to 85 percent of all state primary schools from across Oxfordshire.

Community health

OFRS are working closely with Public Health England (PHE) and Oxfordshire Clinical Commissioning Group (OCCG) on the wider health and wellbeing agenda to improve the lifestyles of persons in Oxfordshire paying particular attention to vulnerable and young people.

One of the key activities is our Safer and Wellbeing Visits, which include:

- Smoking Cessation
- Drugs and alcohol abuse
- Healthier lifestyles
- Mobility Issues
- Sensory Impairment
- Mental health
- Oxfordshire Affordable Warmth Scheme
- Door Step Crime
- Scamming.

Work in this area is continuing to identify how these visits can be expanded.

As the 'eyes and ears' in the community we can also be alert to other forms of abuse and provide a direct link into social services for those requiring support, especially vulnerable people.

We need to be ambitious in how we deal with the wider prevention agenda across the county. OFRS Recognise that people in Oxfordshire can be at risk of harm in many different ways.

Risks to the safety and well-being of people in Oxfordshire include:

- Domestic abuse
- Radicalisation
- Exploitation
- Hate crime
- Ill-health due to fuel poverty
- Unsafe consumer products and workplaces
- Vulnerability to falls in the home and many others

OFRS can make a positive contribution to reducing all of these risks.

Our education programmes, undertaken in schools, colleges, community centres, events and at our fire stations, look to reduce a large array of risk factors.

These include in the home, on the roads, near water and railways, as well as the dangers of going off with strangers and the use of social media. They contribute towards a thriving, safer community.

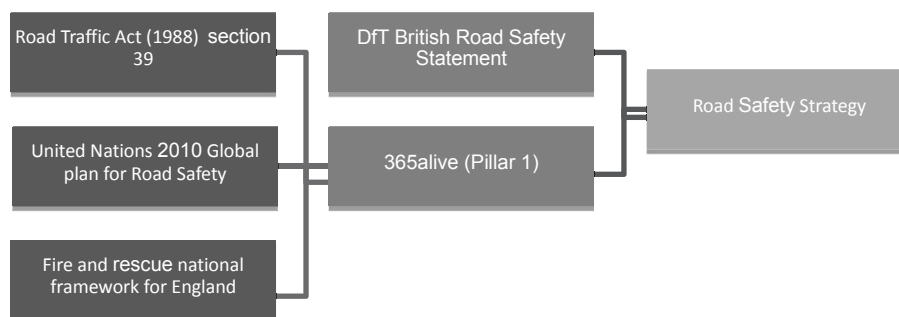
Our young people are the adults of tomorrow and the more we can raise their awareness to keeping themselves safe, then the more likely they will achieve positive outcomes for themselves.

Road safety

Our Road Safety Education Team (RSET) is responsible for delivering the service’s statutory duty under Section 39 of the Road Traffic Act, requiring local authorities to provide road safety information and training.

RSET offers real value for money to the county by focusing its resources on vulnerable road users through targeted education, training and publicity. For example our work with motorcycle riders (Biker Down) and cycle safety (Cycle Proficiency) for young people.

The chart below shows how international, national and local strategies feed into our road safety strategy.



Top four priority groups to 2022

1. Motorcyclists, particularly aged 34-55
2. Cyclists
3. Pedestrians
4. Young drivers aged 17-24.

The increase in the built environment to include approximately 106,000 new houses by 2031 will impact on the volume of traffic on Oxfordshire’s roads.

OFRS have fully embraced the United Nations’ 2010 Global Plan for Road Safety which promotes a five pillar strategic approach for managing road safety; the elements will be the foundation of OFRS’s 2016 Road Safety Strategic document.

Protection

The economic cost to the county from fires is significant. The impact of a fire can have devastating consequences for a business and the economy in the local area. A large proportion of businesses that suffer a significant fire never fully recover and either close or relocate to another area.

On behalf of OCC, we have statutory duties to undertake and enforce a range of legislation within the county. In meeting these statutory responsibilities, the organisation provides important support to individuals, communities and businesses in Oxfordshire by:

- Reducing, as far as possible, the risks and economic costs of fire criminality and other dangers.
- Supporting businesses to develop continuity plans to help them cope with incidents which could threaten the business' survival.
- Providing advice and support to help businesses meet regulatory requirements and reduce risks without undue cost or burden.
- Supporting economic growth.
- Tackling unfair business practices that undermine legitimate businesses.
- Providing protection so that people can buy goods and services with confidence and security.

Our Protection Services consist of the Fire Protection and Business Safety Team and the Trading Standards Service.

The Fire Protection and Business Safety Team provide for the enforcement of fire safety legislation, namely the Regulatory Reform (Fire Safety) Order 2005. This team works with businesses to proactively protect Oxfordshire's world class economy, its communities and its environment by reducing the incidence of fire and other emergencies and their consequences.

The Fire Protection and Business Safety Team provides for:

- The enforcement of national fire safety legislation for the protection of Oxfordshire's communities.
- Support to Building Control bodies to secure a safer built environment for all.
- Support to local business through the provision of advice and assistance with respect to fire safety and business continuity.
- The provision of operational risk information that ensures the safety of fire-fighters and reduces the impact of fires on business.
- The protection of Oxfordshire's internationally famous heritage and its associated economic benefits.

The Trading Standards Service fulfils the County Council's responsibilities for the enforcement of a wide range of consumer protection legislation controlling the advertising, marketing, production, distribution and supply of goods and services throughout the manufacturing, importation, distribution and service delivery chain. The responsibilities of the service are widespread and include:

- Licensing and inspection of explosives and petroleum storage facilities.
- Safety certification of sports grounds.

Our enforcement activities adhere to the principles of better regulation contained in the Enforcement Concordat and Regulators Code. Supporting legitimate businesses and other responsible persons through the provision of advice and guidance.

We seek to identify 'rogue' businesses that undermine fair competition and put people at risk of harm or economic loss. Where it is absolutely necessary, we will take enforcement action and will only consider prosecution where it is in the public's best interest.

Case studies

Oxford's historic Covered Market saved by sprinkler system

On 28 December 2015 OFRS attended a fire at the historic Covered Market in Oxford. The sprinkler system had operated and totally extinguished a fire involving a fridge in a café within the market. OFRS have always promoted the use of sprinkler systems through our partnership working with building control consultations and businesses / heritage protection.

The outcome highlights the benefits provided by automatic water suppression systems and why the building owner's investment has proved invaluable, because without it we could have been tackling a significant fire with huge potential spread to involve a large portion of the city centre properties and businesses.

Local firm and business operator fined for placing employees at risk of fire

Fire Safety Inspectors from OFRS issued a Prohibition Notice restricting use of the factory premises in Didcot after an inspection found the dangerous practices and inadequate fire safety measures to ensure the safety of the workforce.

The company director was taken to court by OFRS and the fines amounted to almost £9000, they were also ordered to pay costs totalling £5000, plus a victim surcharge of £126 and the Prohibition Notice remained in force.

Emergency Planning Unit (EPU)

The EPU carries out statutory functions under Civil Contingencies Act 2004, Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPPIR), and Control of Major-Accident Hazards involving dangerous substances 2015 (COMAH) and Major Accident Control Regulations (MACR).

Duties of the department include ensuring that OCC and its suppliers have robust business continuity processes to reduce risk during any disruption. Working with:

- Individuals to ensure that those most vulnerable are identified and prepared for an emergency.
- Businesses to improve business continuity and communities to improve county wide resilience and produce community emergency plans.

We are responsible for working with voluntary agencies, blue light services, Local Authorities and Category 2 responders such as utility and transport providers to train exercise and prepare for multi-agency response to disruption whilst keeping the community warned and informed.

There is a suite of information leaflets and over twenty plans to assist with planning and response for incidents including flooding, adverse weather, utility failure, strategic road disruption and crowded places as well as specific risk plans for known risk sites.

The team works with Thames Valley Local Resilience Forum to produce additional plans, training and exercising covering the Thames Valley area.

There is 24/7 availability with an officer on call as a link into Local Authority departments. Working out of hours and to provide an activation process to scale up a Local Authority response should it be needed, including co-ordinating the County Council Emergency Operations Centre. The EPU also provides a horizon scanning function highlighting risks such as incidents in neighbouring areas, weather and flood warnings and risks associated with events through the Safety Advisory Groups.

Health and safety

Firefighter safety is key to OFRS and is paramount in our response to emergencies, preparation during training and day to day activities. In order to achieve this we use the following national Firefighter Safety Maxim:

‘At every incident the greater the potential benefit of fire and rescue actions, the greater the risk that is accepted by commanders and Firefighters.

Activities that present a high risk to safety are limited to those that have the potential to save life or to prevent rapid and significant escalation of the incident.’

- The Incident Commander bears the overall responsibility for the management of health and safety at an incident.
- They may delegate some responsibility for health and safety to relevant command and supervisory officers.
- It must be remembered that all personnel are expected to exercise due diligence in the performance of the tasks devolved to them – the ‘Safe Person Principle’.

To enable the service to achieve improved health, safety and welfare performance and to comply with corresponding legislation, we investigate all safety events; accidents, near misses and occupational ill health and produce reports. These reports and statistical data are used to develop action plans and organisational strategies to prevent, reduce or limit future unsafe situations / practices.

The Health Safety and Welfare Team work closely with the Tactical Operational Guidance Team to ensure that every incident type is supported by an up to date risk assessment and these are held on our database.

Our health and safety approach ensures we have firefighters who can help the public in emergencies in a safe, effective way and reduce risk.

Organisational development

We recognise that our people are our most important assets and we are committed to investing in their knowledge, skills and abilities. This ensures we have people who are risk focussed and can deal with emergency incidents in a competent way.

There is a plan for the development of all our people so they have the skills they need for the future. We will also identify and develop our talented individuals. This is achieved by recruiting the right staff, retention and development of our workforce and succession planning for the future.

The County Council has an Organisational Development Team that supports our service and is responsible for organisational development initiatives across the county such as the Future Leaders Programme.

Learning and development

A key driver of learning and development within OFRS (and other UK fire and rescue services) is the reduced demand on core emergency services and therefore, the reduced opportunities for experiential learning available to our operational workforce.

To overcome this, the organisation creates opportunities for simulated experiential learning at the Fire Service College and ensures an appropriate balance between virtual and practical simulated learning experiences.

Furthermore, OFRS will continue to develop systems to support the local delivery of training which will, in particular, support the ability of on-call stations to make effective use of their opportunities to train.

Operational competence in all core skills, and principally in incident command, are risk critical areas of our fire and rescue service and rightly attract significant investment and organisational focus.

However, this also demands continuous improvement to ensure effective and efficient delivery. We have also developed a new four year training cycle for our operational core skills to complement our training competency framework.

Whether courses are delivered internally or by external organisations such as the Fire Service College, we must consider whether we need to adopt formal qualifications in specific areas which will normally result in additional organisational costs.

Such decisions will be taken based on risk to firefighter safety, value added, statutory requirements and the ability and need of the service to be able to benchmark the quality of training provided by third parties.

Call management and incident support

OFRS joined Royal Berkshire Fire and Rescue Service (RBFRS), and Buckinghamshire and Milton Keynes Fire and Rescue Service (BMKFRS) to create a new state of the art joint fire control centre, based at RBFRS HQ in Calcot, near Reading which went live in April 2015.

The TVFCS answers 999 calls and mobilises resources on behalf of the three FRS's to incidents across the Thames Valley, serving a combined population of around 2.2 million people.

The TVFCS features the most up-to-date technology. This includes a new mobilising system, which enables control operators to identify the exact geographic location of an incident more quickly and pinpoint the precise position of each available fire appliance, specialist vehicle and officer via Global Positioning System (GPS). This

allows the quickest available fire appliance to be used, irrespective of whether it is based in Berkshire, Oxfordshire or Buckinghamshire and Milton Keynes which has improved OFRS attendance times.

Every fire engine across the three FRS's has been fitted with a Mobile Data Terminals (MDT) which is an on board computer. These display incidents on a mapping system, enabling fire crews to see their location and that of the incident in real-time. MDTs also provide the crews with risk-critical information such as individual building design and details about any special hazards at a particular location.

As a back-up for the TVFCS control at Reading, a non-staffed secondary control room has also been created and is being maintained at OFRS' headquarters in Kidlington. In the unlikely event that the TVFCS control fails or needs to be evacuated, North Yorkshire Fire and Rescue Service will take 999 calls and mobilise resources on behalf of the TVFCS for the short period of time needed to transfer control staff to the secondary control in Kidlington.

During the first year, TVFCS staff answered over 30,000 emergency calls. These included assistance required to a number of significant, large-scale incidents, such as a serious hotel fire at Wokefield Park, Berkshire and the collapse of a building at Didcot Power Station in Oxfordshire, which attracted national and international media interest.

Buckinghamshire has also dealt with serious fires notably two large scale incidents at the same time that required TVFCS and Buckinghamshire and Milton Keynes Fire and Rescue Service (BMKFRS) working very closely to resource and manage the incident whilst providing business as usual cover for the county. In addition, TVFCS have answered and dealt with in excess of 80,000 administrative calls.

Step 4 - Reset the arrangements to manage this risk, taking into account current arrangements and finance

Looking forward 5 Year CRMP Plan – future opportunities

The strategies as found in [Appendix A](#), set out our strategic direction for the coming five years and will be reviewed as community risks change.

The key risks as identified as part of this CRMP process include:

- Increasing population, particularly with the younger and older age groups.
- Growth in housing provision.
- Job creation and business expansion.
- Traffic and travel increases.
- Greater social needs in relation to health and wellbeing.
- Climate change and its impact on the environment.

These factors will be recognised in delivering the strategic CRMP objectives as below:

- Reducing the number of fires and other emergency incidents.
- Reducing the loss of life in fires and other emergency incidents.
- Reducing the number and severity of injuries in fires and other emergency incidents.
- Safeguarding the natural and built environment and our heritage for the future.
- Reducing the commercial, economic and social impact of fires and other emergency incidents.
- Securing value for money.

Health and Wellbeing

The organisation will continue to broaden our prevention skills to include health and wellbeing risks as part of our integrated approach with Public Health within the County Council, and through our wider partnership working with other public sector organisations to help reduce demand for their services where we can. We will capitalise on the opportunities resulting from our high levels of contact with the

public to support the police and our community safety partners to tackle crime and protect communities.

OFRS will actively contribute towards the county's corporate parent responsibilities and specifically target looked after children with age appropriate initiatives to improve life opportunities.

Prevention

Moving forward, we need to be ambitious in how we deal with the wider prevention and protection agenda across the county. By developing the capacity and capability to target our activities using an evidence-based approach to identify priority risk factors, related not only to the fire and rescue service but also those of our key partners we aim to improve the overall value we deliver to local communities.

Our prevention and protection services will focus on where we can positively help to reduce the vulnerability of individuals, businesses and local communities to a broad range of risk factors. Through integrating the OFRS prevention services with that of the Trading Standards service we will adopt a holistic approach to supporting vulnerable people.

Using information and intelligence to understand risk faced by people living, working or travelling in Oxfordshire we will seek to prevent incidents that could lead to harm or loss and protect people in the event that an incident does occur.

To achieve our aims we will need to be more creative in the way we think. Deploying our resources in a more flexible way, increasing our scope and reach through extending our pool of volunteers, and utilising the improvements in technology to support our prevention and protection delivery models.

This approach needs to be informed by credible management information, supported by the experience, knowledge and judgement of the senior managers across all the organisations we work with in partnership.

Protection

OFRS recognise the importance of economic growth to Oxfordshire's future, and the role that regulatory services can play both to support business growth and to reduce burdens.

We will promote a joined up approach to regulation in Oxfordshire through working with other regulators, in particular District Councils and through working with the Local Economic Partnership and business support forums. In particular we will aim to integrate the OFRS Fire Protection and Business Safety Team and the Trading Standards to provide a single interface for businesses with both regulatory functions.

The team will provide a range of business support services that are tailored to the needs of Oxfordshire's businesses, which offer real value and support those

businesses to grow. Providing opportunities for businesses to enter into Primary Authority Partnerships with us where such a partnership will help them achieve their aims.

We recognise the importance of seeking businesses views on our services and engaging in meaningful dialogue about how we can best support businesses and reduce burdens.

Utilising the contact we have with businesses as opportunities for OCC to engage with the business sector. Providing a broader range of information and advice to support corporate priorities as well as seeking views from businesses. In doing so we will reduce risks for people at work and attending events and will ensure that OFRS has robust information on premises risk which will aid emergency response and ensure firefighter safety.

We will target our proactive work with businesses, our inspections and audits through use of intelligence and risk analysis to identify the priority for risk reduction. Intelligence and risk profiling will also inform our approach to identifying and tackling 'rogue' businesses that undermine legitimate businesses and create risks for consumers. We will also seek to protect Oxfordshire's internationally famous heritage and its associated economic benefits and to promote and secure a safer built environment.

Emergency response

To ensure that we maintain an effective emergency response to meet current and future risk and demand, we intend to continue to invest in new firefighting and rescue equipment and appliances. This ensures that our service keeps pace with new developments in firefighting and rescue technology and the investment improves both our response to emergency incidents and the safety of our firefighters.

As a largely rural fire and rescue service we rely heavily on the service provided by on-call firefighters, supported by full-time colleagues. We will review the fire cover arrangements at our on call stations to ensure resilience when crews are not available. This could take into account the cover provided by adjacent fire stations and neighbouring fire and rescue services.

The availability of on-call firefighters remains challenging particularly during the day time, when some of our on call firefighters are not available due to their primary employment. By continuing to evaluate ways in which we can crew fire engines differently, we will seek out opportunities to improve the availability of on-call firefighters, and respond appropriately and safely to emergencies in local, rural communities.

There are a number of 'key' on-call fire stations in Oxfordshire based on historic incident data and perceived risk in the station area. We intend to review incident data and risk at these and surrounding fire stations to determine if changes to existing fire cover provision is required.

Our full-time firefighters, middle and senior managers work a variety of different shift systems and rota patterns to ensure we are able to maintain a 24/7 response to emergencies. We intend to continue to review all of the rota systems and shift patterns to ensure that we are operating in the most efficient and effective manner to meet call demand.

OFRS are participating in the Emergency Services Mobile Communications Project which will replace our current system of communication between all emergency services. This is a major national project involving all emergency services to replace the current Airwave system.

We are undertaking a collaborative purchase of a number of new appliances in a bid to try and reduce costs and standardise the appliances used across the Thames Valley. This will further enhance our resilience due to all crews within the Thames Valley operating in a similar method with similar equipment and will also assist with reducing costs per vehicle thus producing a saving to the public.

Through collaboration with SCAS we may expand our co-responding initiative from the current three co-responding models that are being trialled over the three duty systems, to possibly include appliance and officer responses to cardiac arrests throughout the whole county.

Drones and unmanned aerial vehicles are an emerging risk to our communities both nationally and locally. Threats such as accidental collisions with buildings and commercial aeroplanes and the use of these vehicles by terrorists in order to deliver some form of harmful device to unsuspecting members of the public are all possibilities. Further research will take place in collaboration with partner agencies.

Drones and unmanned aerial vehicles do though also offer some potential benefits to us as a fire and rescue service. Their use at larger or more complex incidents can be a vital set of eyes and ears for the incident commander. They can assist the emergency services to plan their multi agency response. We will look to further cement this capability through collaborative working within the Thames Valley.

Other possible areas of development for new service provision include:

- Underwater search and rescue team, to assist TVP.
- A fire investigation dog.

- Using staff to transport patients to routine hospital appointments where they are unable to make their own way there.

These ideas will be investigated as to their potential benefits as part of our commitment to wider collaborative working.

Data and systems

Central government support for FSEC ceases in December 2016. A replacement software solution has been sourced to provide OFRS with a robust geographical informational system for modelling fire cover and risk, in order to meet CRMP and prevention requirements.

A system called Cadcorp has been procured in August 2016 it will be implemented and developed throughout 2017. This will be in conjunction with our Thames Valley FRS partners and other agencies in sharing risk data and analysis. It will also then assist our prevention activities in targeting at risk communities.

Organisational development

In order to improve efficiency and effectiveness we must continue to provide a flexible workforce going forward. We must consider the most effective way of staffing future roles whether this will be uniformed staff, non- uniformed staff or the use of volunteers in a full or part-time capacity.

In 2017-18 we will be reviewing our duty systems to ensure they are the optimised to help tackle our current and emerging risks and incident trends as effectively as possible.

The use of volunteers for OFRS will form a pilot project which aims to introduce Community Safety Volunteers - One team of volunteers with three specific roles:

- Safer & Wellbeing Visit: Offering a light touch visit to low risk homes.
- Doorstep crime and scams prevention: Raising awareness of risk and offering on- going support to victims.
- Safety Centre volunteers: Supporting the delivery of the Junior Citizens Trust programme.

Collaboration

The implementation of TVFCS has been the catalyst for further collaboration within the Thames Valley area. We will focus our attention on the delivery of the four main agreed areas of collaboration:

1. Transition Plan associated with the outcome of The Gateway Review of TVFCS.
2. Operational Alignment work stream associated with TVFCS which will lead to the delivery of a single operational cell across the Thames Valley.
3. Training Analytical work stream with Capita / The Fire Service College to examine all of the training costs associated with the three services across the Thames Valley.
4. The design and procurement spec around a Single Type B Fire Appliance and associated equipment for the Thames Valley.

With the forthcoming duty to collaborate with emergency services, we will explore all opportunities and collaborate where possible. For example, the sharing of premises and closer partnership working with TVP.

Value for money

As an integral part of OCC we will continue to make efficiency savings by delivering the wider projects associated with the areas identified within our Medium Term Financial Plan.

Each February the council formally approves a [Medium Term Financial Plan](#) for the next four years, including a detailed revenue budget for the financial year commencing that April.

The document link above contains Directorate Business Strategies and detailed financial information for the fire and rescue service under the Social and Community Services section.

We will explore any identified opportunities for income generation where appropriate.

The budget and efficiencies – what your money is spent on

The final budget spend for the fire and rescue service for 2015-16 was £25,774,813.

The budget for 2016-17 has been reduced following efficiency savings to £23,900,000.

TVFCS cost in the region of £5.4 million to set up, this was funded by the three Services' combined grants from central Government. TVFCS delivers increased resilience, efficiency and improved performance which will result in collective savings of over £1 million per year for the next 15 years.

Employees are becoming more fully engaged in increasing efficiencies and eliminating waste within the organisation through performance.

In 2016 we are undertaking a zero based budget approach across all departments. So that the services and activities we provide are fully understood in terms of contributing to the strategic aims of the service, ensuring that we can understand the activity based costing.

The Medium Term Financial Plan will focus more on the long term year on year savings rather than in year savings. Value for money will be achieved through continued challenges to existing organisational structures and arrangements.

We use benchmarking to compare OFRS with other similar FRS's in order to ensure that we provide value for money. For example 'Expenditure per head of population'. The cost of providing the fire and rescue service in 2014-15 was approximately 10p per day for each person within Oxfordshire.

The cost per head of population for 2014-15 was £38.62 compared to the average cost of:

- South east region fire and rescue services = £41.09.
- Family group fire and rescue services = £38.02.
- All English fire and rescue services = £40.46.
- County Council fire and rescue services = £38.59.

Step 5 - Monitor, audit and review the arrangements

This CRMP covers a 5 year period (April 2017 to March 2022) and will be monitored on a regular basis. It will be formally reviewed and, if necessary, refreshed and republished to:

- Reflect re-assessment of existing risk.
- Recognise and assess new and emerging risk.
- Detail any changes to the service's response to risk.

Each year the CRMP will be reviewed and an action plan will be created to carry out a number of projects to deliver changes in reducing risk and making Oxfordshire safer.

Assurance

OFRS Strategic Risk and Assurance Team undertake audits of the service and provide the Statement of Assurance as required by the National Framework Document. This assurance process ensures value for money is attained across the service. It is also supported by the Annual Benchmarking Survey that compares costs against Family Group, South East, County Council and Thames Valley Fire and Rescue Services.

OFRS undertook a successful Operational Peer Assessment in 2014 through the CFOA / LGA Peer Review (OpA) process. The report is available to view on our website, along with the OFRS Annual Report:

[Oxfordshire Fire and Rescue Service performance | Oxfordshire County Council](#)

Responsibility for the fire and rescue service moved from Department of Communities and Local Government to the Home Office during 2016 which will result in a change to the Op A process in future.

Our Customer Satisfaction Rates are independently assessed through Opinion Research Services (ORS) and these are consistently high with the 2015 survey returning an excellent satisfaction rate of over 91percent across most measures. Each year the results can be found in the Annual Report as published on the OCC website.

OFRS maintains the Customer Services Excellence Award (CSE) and this is reassessed annually for reaccreditation, against the government standard.

Managing performance

OFRS Key Performance Indicators (KPI's) are reported to the CCMT these include:

- The 365alive vision targets
- Response standards.

At a national level the performance of the service is managed in several ways, these include:

1. Analysis of [national performance reports](#) on speed of response and incident data.
2. Benchmarking analysis by the [Chartered Institute for Public Finance and Accountancy \(CIPFA\)](#) who provide comparative reports for different fire and rescue services and other local authority bodies.
3. Publication of the [Oxfordshire Fire and Rescue Authority Annual Statement of Assurance](#), as a requirement of government.

Appendix: A Our strategies

1 Prevention and Protection Strategy

Changes have been made to how we resource and support our statutory prevention and protection services. This has increased efficiency whilst maintaining our effectiveness. We understand the need to be more creative in the way we think. Deploying our resources in a more flexible way and utilise the improvements in technology to support our prevention and protection delivery models. The service is integrating Trading Standards with prevention and protection, recognising the commonality between these teams and their customers. Our approach needs to be informed by credible management information, supported by the experience, knowledge and judgement of people across all our partnership organisations.

We aim to make Oxfordshire a safer place by reducing, as far as possible, the risks and economic costs of fires, criminality, and other dangers, without imposing unnecessary burden upon local business. Our enforcement activities adhere to the principles of better regulation contained in the Regulators Code and we aim to support business and other responsible persons through education and the provision of advice and guidance and adoption of Primary Authority Partnerships. Where it is absolutely necessary, we will take enforcement action and will only consider legal action where it is in the public's interest.

1.1 The wider health agenda – health and well-being

One of OFRS's core objectives is to reach vulnerable members of our communities and help make real improvements in their lives. Vulnerable residents are often happy to engage with us, even when they are reluctant to engage with other agencies and we have the skills, experience and methods to support them and prevent both illness and injuries.

The FRS already enters the homes of Oxfordshire's residents on a daily basis to provide advice and support on safety in the home. Trading Standards prioritises the protection of vulnerable people from scams, doorstep crime and financial abuse. The work of these teams prevents loneliness and social isolation amongst vulnerable people through the provision of advice, and support links into a broader range of support that is already available. This work provides us with the unique opportunity to build a relationship with our local communities and make homes safer. Combine

this with our basic medical training, we have the skills, knowledge and experience to support vulnerable people in the home, and broaden our remit to prevent illness and injury and to provide practical support.

We will work closely with the Oxfordshire Clinical Commissioning Group, SCAS and Public Health to develop services that meet the needs of our communities. Together, we can make a real difference to the health and well-being of vulnerable people.

1.2 Prevention and Protection Objectives

We will:

1. Provide a safety net to reduce risks to the community and particularly the vulnerable.
2. Reduce risks for people travelling in Oxfordshire.
3. Work with or for our key partners to provide services that support health, well-being and independence.
4. Reduce the demand on health, social care and criminal justice services through our prevention work.
5. Provide business support services that support safe economic growth in Oxfordshire.
6. Use appropriate technology to improve the protection we provide to people and communities.
7. Maximise our outputs and capacity through the use of innovative staffing solutions.

2 Response and Resilience Strategy

Changes have been made to our crewing and support structures to become more efficient whilst maintaining our effectiveness. We need to be more creative in the way we use our resources and will use developments in technology to support our response models.

Being more flexible in the way we deal with risk across the county. By working with our colleagues in the Thames Valley, we will develop the ability to scale up or scale down our resources needed at different times and different areas to match the risks. This will be done using professional expertise and analysis of relevant data.

2.1 Response and Resilience Strategy Objectives

We will:

1. Send the quickest fire engines to safely and effectively deal with all emergencies.
Take on new activities to reduce the risk in our communities.
2. Use appropriate technology and new techniques to improve our emergency response.
3. Work closely with all emergency responders to ensure that incidents are managed effectively.
4. Continue to develop our emergency medical response model to support the local community.
5. Make sure we are prepared to deal with large scale emergencies and prolonged weather events when they occur.
6. Work collaboratively with the other Fire and Rescue Services in the Thames Valley to transform our service.

3 Organisational Development Strategy

We recognise that our people are our most important assets and are committed to investing in their knowledge, skills and abilities. Planning for the development of our people so they have the skills they need for the future, and identifying and develop our talented individuals.

The County Council has an Organisational Development Team that supports our service and is responsible for organisational development initiatives across the organisation.

Our strategy has four themes:

- Leadership
- Safety and Well-being
- Engagement
- Performance.

3.1 Organisational Development Strategy Objectives

Leadership

- Develop leadership at all levels throughout the service.
- Support managers so they can get the best out of their teams.

Safety and Well-being

- Provide our people with a safe working environment.
- Support managers in creating this safe working environment.
- Promote and support the health, fitness and well-being of our people.
- Provide experiential learning for our operational personnel through virtual and simulated exercises.
- Provide training courses at venues across the county which will reduce the distance and time people may need to travel to a single training centre.

Engagement

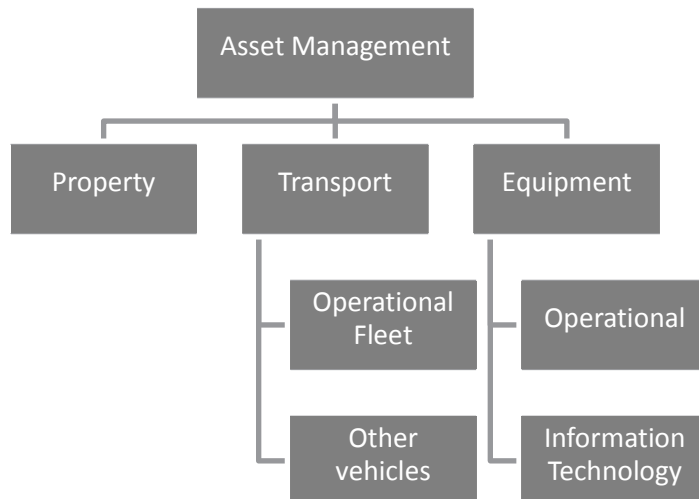
- Encourage engagement and communication between people across all levels of the service.

Performance

- Plan for the progression of our people and the transformation in the service's organisational structure.
- Support our managers in making sure that the HR policies are consistently used.
- Make sure our recruitment processes attract and recruit the right people, at the right time.
- For each element of our training, we will choose the training delivery models that give us the most benefit including outsourcing and insourcing.
- Support stations to make best use of their limited training opportunities.
- Develop a quality management system for our training.
- Through the analysis of learning needs, we will make sure our people have the right competencies to do their role.

4 Asset Management Strategy

Our Asset Management Strategy can be broken down into areas shown in the chart below. We are led by overarching strategies within the council which include the Asset Management Plan,



Fire and Rescue Asset Categories

Our property portfolio including fire stations falls under a Corporate Landlord Structure and is delivered by our corporate partner Carillion. Therefore this strategy aligns and supports the overarching [Asset Management Plan 2014-15](#).

The current condition of our building stock varies. Most of it was built between the 1950's and 1970's and is in need of refurbishment. Funding constraints mean we do not have a formal programme in place to update these properties. However we are updating and refurbishing stations that are not meeting modern legislative requirements.

We have an excellent fleet of fire engines and specialist vehicles. Through collaboration with the other Thames Valley FRS's, we will jointly procure future vehicles which will make working together easier and provide better value for money. This will make sure we provide our firefighters with the most suitable equipment for the risks they face.

Our Information Technology assets are provided largely by the County Council and we support them as they look to make improvements. We will also make sure our fire engines have the most suitable technology and communication equipment to deal with emergency incidents.

4.1 Asset Management Strategic Objectives

Our property

- Ensure our property is fit for purpose.
- Make our fire stations and offices available for use by the wider council and other partners.
- Collaborate with other organisations to establish community hubs at existing fire stations and where we develop new property.
- Reduce the environmental impact of our properties.

Our transport

- Make sure we have the right vehicles in the right place to support all our activities.
- Together with our Thames Valley fire and rescue partners, we will buy new fire engines so that we have a standard fleet across the region improving cost and efficiency.
- Reduce the amount of fuel we use saving money and reducing the impact on the environment.
- Provide effective and efficient vehicle maintenance.
- Reduce the environmental impact of our vehicles.

Our equipment

- Start the standardisation of all our operational equipment across the Thames Valley which will improve efficiency and costs.
- Introduce new technology where it effectively reduces the risk in our community and improves firefighter safety.
- Reduce the environmental impact of our equipment.

Our Information Technology and Systems

- Align our system with other partners to improve compatibility and reduce future costs.

5 Medium term financial plan

Each February the council formally approves a [Medium Term Financial Plan](#) for the next four years, including a detailed revenue budget for the financial year commencing that April.

This document linked above contains Directorate Business Strategies and detailed financial information for the fire and rescue service under the Social and Community Services section.

6 Communication Strategy

Working closely with both the internal and external OCC Communications Teams we will make sure we communicate effectively with our external partners, media organisations and our own people.

Agreeing our external communications priorities annually, these are published by the Communications Team as part of the corporate Communications Plan.

Our internal communications aim to engage everyone in the service and inform us about our direction and priorities. We want to create a sense of collective identity across the service which brings us closer to our County Council colleagues. Helping to make sure everyone is aware of must-know information that will allow them to do their jobs effectively.

Our internal communications will help everyone understand the need for the transformation in the service and help us to support and engage with these changes.

Our communications will:

- Enable and encourage two way communications up, down and across the service.
- Raise awareness of how we can work more effectively.
- Instil a sense of pride and a 'one council' ethos.
- Explain our purpose and support us to contribute to our goals.
- Support us to comply with policies and procedures.
- Focus on well-being and support us to be resilient and positively adapt to change.
- Support managers to manage their people well.
- Support the improvement of our performance, productivity and resilience.

Appendix: B Glossary of terms

Pre-determined Attendance (PDA): The pre-set number of fire engines that are sent to different categories of 999 call.

Primary Fire: Fires with one or more of the following characteristics:

- All fires in buildings and vehicles that are not derelict or in some outdoor structures.
- Any fire involving casualties or rescues.
- Any fire attended by five or more appliances.

Secondary Fire: The majority of outdoor fires including grassland and refuse fires, unless these involve casualties or rescues, property loss or five or more appliances attend. It includes fires in derelict buildings.

Special Service: Are non-fire incidents such as rescue of persons in various situations, flooding, hazardous material incidents, water leaks, persons locked in or out and rescue of animals in distress.

False Alarms: Are incidents in which the fire and rescue service believes they are called to a reportable fire and find there is no incident.

On-call (retained) firefighter: A firefighter who is a part time employee and carries an alerter. They are available to respond to 999 calls for a certain number of hours each week. During the time they are available they remain within approximately five minutes of the fire station and are alerted as required and subsequently respond to the fire station and then to the emergency.

Full-time firefighter: A firefighter who is a whole-time employee and, when on duty, is located at the fire station and available to respond immediately to a 999 call.

Appendix C: Fire and rescue service statutory responsibilities

Fire and Rescue Services Act 2004

The [Fire and Rescue Services Act 2004](#) sets out the functions of fire and rescue authorities:

- Promote fire safety, to the 'extent that it considers reasonable'.
- Extinguish fires and protect life and property from fires, to 'meet all normal requirements'.
- Rescue people and protect people from serious harm in road traffic collisions, to 'meet all normal requirements'.
- Remove chemical, biological, or radio-active contaminants from people in the event of such a release.
- Rescue people who may become trapped following a building or other collapse, or an emergency involving a train or aircraft.

What is a Normal Requirement?

An important phrase in the Act is 'to meet all normal requirements'. There is no longer a national standard that defines this. It is for the local fire and rescue authority to decide what 'normal requirements' are for their local area, taking account of the known risks and the arrangements already in place to respond to those risks. This CRMP plays an important part in providing information to support that judgement.

In Oxfordshire the interpretation of a 'normal requirement' is an incident that firefighters regularly respond to; for example a house fire or a fire in the open. A 'normal requirement' would also be a series of emergencies including reasonably large simultaneous incidents, one or more of which may be ongoing for a long period of time. Therefore, there is a requirement for us to plan for and respond to several simultaneous emergencies. The number and trend of emergencies over a five-year period is reviewed, along with the risk profile, to establish resource needs.

The service also responds to unusual requirements; these might include incidents such as terrorist attacks or wide area flooding. This type of emergency would normally require the assistance of many different agencies and other UK fire services to support the local fire service in its response.

Regulatory Reform (Fire Safety) Order 2005

The [Regulatory Reform \(Fire Safety\) Order 2005](#) replaced many disparate pieces of fire safety legislation. It streamlined the old legislation and placed responsibility for fire safety matters firmly with those who are best-placed to tackle them; employers, building owners and employees.

The fire and rescue service has legislative powers to inspect, advise, direct and, where necessary, enforce actions to be taken by those who are responsible for ensuring the safety of others in cases of fire.

Civil Contingencies Act 2004

The [Civil Contingencies Act 2004](#) divides 'responders' into two categories, expecting each to carry out different responsibilities. Category 1 responders are the main organisations responsible for attending the scene of the emergency. Category 2 responders are cooperating bodies that will be involved primarily in incidents that affect their sector.

Fire and rescue services, together with the police, ambulance services and Local Authorities, are Category 1 responders. The Act requires them to work with other responders to assess the risk of an emergency occurring, to maintain plans to respond to an emergency, to publish the relevant assessments and plans, and to maintain arrangements to warn, inform and advise members of the public.

Health and Safety at Work Act 1974

The [Act](#) requires employers to secure the health, safety and welfare of people whilst they are at work. It also requires employers to protect people, other than those at work, against risks arising out of activities by persons at work.

Appendix D: Additional sources of information

[Fire and Rescue National Framework for England](#)

[Fire and Rescue Services Act 2004](#)

[Regulatory Reform Fire Safety Order 2005](#)

[Civil Contingencies Act 2004](#)

[Health and Safety at Work Act 1974](#)

[DCLG Fire Incident Response Times](#)

[DCLG Fire Statistics](#)

[National Risk Register](#)

Appendix E: Incident data (1 October 2010 to 30 September 2015)

Experian's Mosaic Lifestyle Data against incidents

	Total Households Matched	Percentage of Households	Dwelling Fires	Percentage of Dwelling Fires	Ratio
A Country Living	39958	14%	211	13%	1:183
B Prestige Positions	30243	11%	119	7%	1:254
C City Prosperity	9982	3%	53	3%	1:118
D Domestic Success	27166	10%	111	7%	1:245
E Suburban Stability	19425	7%	80	5%	1:243
F Senior Security	19552	7%	71	4%	1:275
G Rural Reality	21530	8%	108	7%	1:199
H Aspiring Homemakers	29950	11%	140	8%	1:214
I Urban Cohesion	10308	4%	82	5%	1:126
J Rental Hubs	27181	10%	199	12%	1:135
K Modest Traditions	6461	2%	39	2%	1:166
L Transient Renters	7775	3%	81	5%	1:96
M Family Basics	13333	5%	147	9%	1:91
N Vintage Value	10387	4%	158	10%	1:66
O Municipal Challenge	3020	1%	53	3%	1:57

Totals 276271 1652

□

Number of dwelling fires and associated injuries

Year	Total no. of fires	Accidental or unknown cause	Deliberate or other cause	Injuries due to fire	Fatalities
2010-11	550	528	22	50	3
2011-12	504	475	29	47	3
2012-13	517	497	20	64	3
2013-14	432	416	16	49	3
2014-15	423	407	16	49	1

All incidents by category

Incident by category	2010-11	2011-12	2012-13	2013-14	2014-15	Total per incident type
Dwelling	337	326	321	294	285	1563
Other Buildings	248	236	332	224	214	1254
Other inc. vehicles	424	414	370	323	308	1839
Non-dwelling fires	679	465	489	442	511	2586
Chimney fires	219	182	188	148	151	888
RTCs	374	375	344	394	393	1880
Extrications	63	58	74	61	23	279
Lift rescues	86	83	75	96	96	436
Lock in/outs	127	126	135	129	123	640
Hazchem	41	53	63	69	51	277
Line rescues	2	1	0	2	1	6
Ladder rescues	14	11	11	12	7	55
Water rescues	79	85	38	75	21	298
Other Special service calls	308	299	395	448	326	1776
False Alarms - Deliberate	56	65	61	63	46	291
False alarm - Good intent	823	810	865	822	785	4105
False alarm - system fault	1541	1487	1477	1517	1422	7444
Totals per year	5421	5076	5238	5119	4763	

Appendix: F Response standards monthly summary April 2015 – March 2016

2015-16 by month	Total emergency incidents in scope	Incidents responded to <11mins	% response standards <11mins	Incidents responded to <14mins	% response standards <14mins
April 15	234	187	79.91%	219	93.59%
May 15	378	337	89.15%	368	97.35%
June 15	366	329	89.89%	352	96.17%
July 15	445	387	86.97%	427	95.96%
August 15	389	346	88.95%	375	96.40%
September 15	372	326	87.63%	352	94.62%
October 15	380	332	87.37%	360	94.74%
November 15	449	397	88.42%	427	95.10%
December 15	381	345	90.55%	377	98.95%
January 16	391	360	92.07%	385	98.47%
February 16	375	334	89.07%	360	96.00%
March 16	437	393	89.93%	425	97.25%
Totals	4597	4073	88.6%	4427	96.30%

(The figures above do not include the Thame co-responding car, which attended 209 calls)

Breakdown of Response Standards by District April 2015 – March 2016

Districts	Total emergency incidents	Incidents responded to <11mins	% response standards <11mins	Incidents responded to <14mins	% response standards <14mins
City	1712	1669	97.49%	1701	99.36%
West	560	447	79.82%	522	93.21%
Cherwell	878	729	83.03%	828	94.31%
South	810	691	85.31%	776	95.80%
Vale	637	537	84.30%	600	94.19%

Breakdown of Response Standards by Area April 2015 – March 2016

Areas	Total emergency incidents	Incidents responded to <11mins	% response standards <11mins	Incidents responded to <14mins	% response standards <14mins
City	1712	1669	97.49%	1701	99.36%
Cherwell & West	1438	1176	81.78%	1350	93.88%
South & Vale	1447	1228	84.87%	1376	95.09%

Appendix: G On-call recruitment

Do you want to become an on-call firefighter?

There is currently a shortage of on-call firefighters at some fire stations in OFRS. This is particularly the case in our small towns and rural areas because today there are fewer people who live and work in their local towns and villages. You might be just the person to fill the gap.

Where do you work?

First of all, you need to live or work near to a fire station because you have to be able to get there within a few minutes of a call. Secondly, because we can't predict when you'll be called out, you have to be flexible in your work. The chances are that you'll be working at home, self-employed or for a community-minded employer who can let you off from time to time.

Are you fit for the job?

To apply to join the fire and rescue service you don't need any formal qualifications. You must be at least 18, with good all-round fitness. You will be asked to take a straightforward physical test as part of the process, and just as important are qualities like common sense, commitment and enthusiasm.

How often will you be needed?

On average, you will be called out two or three times a week for a couple of hours. If you cannot be available all the time, that's not a problem. You can be paid for being "on-call" for only part of the day or week. There is a particular shortage of people who are available during weekends, but you would have some evenings and weekends free if you need to, and still do a valuable and worthwhile job. If you really can't be on-call - for example because of a holiday or a deadline at work - you can take time off.

What do you get out of it?

Apart from the excitement, the challenge and the satisfaction of a job well done, your on-going training will assist you in becoming more self-reliant and confident. After all, if you can cope in a real emergency, you are ready for anything else which life might throw at you. You will meet a lot of people in your local community and earn their confidence and respect. You will also get continual, on-going training in the use of equipment and in other more general life skills including first aid. Added to all this, you get paid! You get paid a basic retainer, plus a fee for call-outs and another fee for going into action. You also get paid for training and duties like equipment maintenance.

If you think you've got what it takes to join the team, contact your local fire station for further information, or check out our vacancies pages which can be found on the fire and rescue service pages on oxfordshire.gov.uk.

Oxfordshire County Council
Fire and Rescue Service

365alive
Think Safety
365alive.co.uk

Community Risk Management Action Plan

2017-18



Securing a safer Oxfordshire

Contents page

Welcome and forward	2
Introduction	3
Going forward: 365alive 2016-22 vision	4
Projects	6
Appendix: A On-call recruitment.....	12

Welcome and forward



Councillor
Rodney Rose

Cabinet Member for
the Fire and Rescue
Service



Chief Fire Officer
David Etheridge
OBE

We are very pleased to present Oxfordshire County Council Fire and Rescue Service's Community Risk Management Action Plan for 2017-18. This highlights the key projects we are proposing to undertake during this period, which will lead to a safer Oxfordshire.

The service has already exceeded the targets set in our 365alive 10 year vision 2006-16. Not only has this resulted in significant financial savings to the public of Oxfordshire, it has kept more people safe in their own homes, at work and on the county's roads.

With the launch of our new 365alive vision 2016-22, we will ensure an effective response to emergencies in a wider life-saving role, which includes medical calls, to support the ambulance service. We will strive to mitigate the social, economic and environmental consequences of incidents.

The service is committed to delivering a high performing fire and rescue service which provides excellent value for money to the tax payers. Our integration within the wider county council and collaboration with partners enables us to ensure that we are joined up in delivering solutions to the key issues affecting our communities. These include safer and wellbeing visits, safeguarding of vulnerable people, whilst helping to deliver a thriving Oxfordshire.

We are extremely proud of Oxfordshire County Council Fire and Rescue Service (OFRS) and of our achievements during recent years on keeping people in the county safe in their homes, at work and on our roads. This Community Risk Management Action Plan will assist us to meet the challenges ahead, by continuing to provide an efficient and effective public service.



INVESTOR IN PEOPLE



Introduction

The Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework to which fire authorities must have regard when discharging their functions.

The 2012 Framework requires each fire and rescue authority to produce a publicly available Integrated Risk Management Plan (IRMP). Within OFRS we have called this our Community Risk Management Plan (CRMP) to make it more meaningful to the public.

The Framework also states that fire and rescue authorities should review the effectiveness of 'cross-border' integration arrangements with neighbouring authorities and set these out appropriately in their IRMPs. Each fire and rescue authority should ensure that the IRMP:

- Is regularly reviewed and revised and reflects up-to-date risk information and evaluation of service delivery outcomes.
- Has regard to the risk analyses completed by Local and Regional Resilience Forums including those reported in external community risk registers and internal risk registers, to ensure that civil and terrorist contingencies are captured in their IRMP.
- Reflects effective consultation during its development and at all review stages with representatives of all sections of the community and stakeholders.
- Demonstrates how prevention, protection and response activities will be best used to mitigate the impact of risk on communities in a cost effective way.
- Provides details of how fire and rescue authorities deliver their objectives and meet the needs of communities through working with partners.
- Has undergone an effective equality impact assessment process.

Going forward: 365alive 2016-22 vision

Our new 365alive vision is ‘working together, every day, to save and improve the lives of people across Oxfordshire’. The fire and rescue vision is supported by the whole of community safety including; Road Safety, Trading Standards, Emergency Planning Unit, Commercial Training Services and Gypsy and Travellers Services.

The vision describes the strategic outputs we will have achieved by 2022:

- 6,000 more people will be alive because of our prevention, protection and emergency response activities.
- 85,000 children and young adults better educated to lead safer and healthier lives.
- 37,500 vulnerable children and adults helped to lead more secure and independent lives supported by safe and well-being visits.
- 25,000 businesses given advice and support to grow.
- We have set a social media reach target of 1.6 million interactions across various social media platforms.



[365alive website](#)

Key strategic documents and links to the CRMP

1 Departmental & Station Plans

These plans are specific to functional departments and communities. They detail what we will do and how we will make sure it gets done.

2 Strategic Documents

Our strategic documents set out our intentions to develop and improve all areas of the service

PREVENTION, PROTECTION	RESPONSE, RESILIENCE
ORGANISATIONAL DEVELOPMENT	ASSET MANAGEMENT
COMMUNICATION STRATEGY	FINANCIAL PLAN

4 365alive: Our Strategic Aims & Targets

PREVENTION, PROTECTION & EMERGENCY RESPONSE 6,000 more people alive as a result of our prevention, protection and emergency response activities.	EDUCATION 85,000 children and young adults (to include looked after children) to be better educated to lead safer and healthier lives.	VULNERABLE / LOOKED AFTER CHILDREN & ADULTS 37,500 vulnerable children and adults helped to lead more secure and independent lives supported by safe and well-being visits.	BUSINESSES 20,000 businesses given advice and support to grow.
--	--	---	--

1.6 Million Safety Messages

3 Community Risk Management Planning

This identifies the risks to our communities. It states how we can provide an efficient service that reduces these risks and deals with emergencies.

Community Risk Management Plan 2017-22	Community Risk Management Annual Action Plans
--	---

OUR PURPOSE

Working every day to save and improve lives of people across Oxfordshire.

Our Performance Pledge
 This document tells the community what level of performance and service they should expect from us.

Oxfordshire County Council Ambition - A Thriving Oxfordshire

- A thriving economy
- Protection of the vulnerable
- Efficient public services

Projects

The following projects will be included within the fire authority's CRMP for the fiscal year 2017-18:

- Project 1: Review whole-time shift duty system
- Project 2: Review / implement changes to key stations and provide area based strategic cover.
- Project 3: Removal of second fire engine from Chipping Norton Fire Station.
- Project 4: Review opportunities to share resources and assets to improve outcomes for Oxfordshire.
- Project 5: Alignment of operational policy across fire and rescue services in the Thames Valley.

The project proposals were approved by the Cabinet member for the fire and rescue service and the Performance Scrutiny Committee of Oxfordshire County Council in September 2016. The agreed proposals within the action plan for 2017-18 were subject to a full consultation from 10 October 2016 to 9 January 2017.

Cabinet will consider the proposed CRMP Action Plan 2017-18 on 14 March 2017.

Our medium term financial plan and supporting business strategies underpin the proposals within our CRMP action plan.

Project 1: Review whole-time shift duty system

Responsible manager: Area Manager David Heycock

Purpose

Our aim is to have the right number of people on duty, at the right time and in the right place. OFRS has investigated the many different duty systems in use across the UK Fire and rescue service's as well as looking into the needs of the Oxfordshire to deliver prevention, protection and response for the county.

Our busiest time of day responding to incidents is in the early evening, which coincides with the shift change at whole time stations. This results in additional appliance movements / expenditure to cover on-call key stations and reliefs at incidents.

The reduction in on-call availability at the start of the day coincides with the change of watch at our whole time shift fire stations. This means that it is difficult to cover on-call stations with whole time resources during this period.

Objectives

Establish a working group to;

- Look at the wholetime shift duty system to ensure the most efficient and effective use of our resources whilst complying with relevant regulations for working time.
- Provide a flexible resource to be able to deliver response, prevention and protection activities across the county.

Outcome

- We will ensure that we are using our whole-time resources in the most flexible, effective and efficient way possible in order to deliver prevention, protection and response activities across the county.

Project 2: Review / implement changes to key stations and provide area based strategic cover

Responsible manager: Area Manager Mat Carlile

Purpose

The public expect OFRS to maintain an efficient and effective emergency response to those that live, work and travel in Oxfordshire. We currently have a number of 'key' on-call fire stations in Oxfordshire based on historic incident data and perceived risk in the station area. These are located at Chipping Norton, Bicester, Witney, Faringdon, Henley on Thames and Thame.

When on-call crews are not available to provide cover at these station we currently send additional resources to maintain fire cover.

The purpose of this project is to review incident data and risk at these and surrounding fire stations to determine if changes to existing fire cover provision is required as we believe resources can be utilised more effectively to areas of risk.

Objectives

Determine a set of principles of a 'key' fire station using the following criteria:

- Risks in the fire station ground i.e. industry, housing, infrastructure etc.
- Revised analysis of incident data across a wide range of incidents that the fire service attends to include incident type, frequency and time of day that an incident occurs.

Outcomes

A new set of key stations will be identified. OFRS will allocate resources throughout the county, in the most effective way possible, in order to provide an effective emergency response.

Project 3: Removal of second fire engine from Chipping Norton Fire Station

Responsible manager: Area Manager Mat Carlile

Purpose

Chipping Norton has historically been a two pump fire engine on-call station due to it being classified as a key station when it was built. Over recent years the availability of personnel to crew the second fire appliances has been very low due to difficulties in recruiting and retaining on-call firefighters from the local area.

The number of calls for the second fire appliance has been very low, six calls in 2014-15. Our aim is to permanently remove the second fire appliance from Chipping Norton Fire Station, reducing the OFRS fire appliance fleet from 34 to 33 and therefore achieving associated cost savings.

Objectives

- To permanently remove the second fire appliance from Chipping Norton Fire Station.
- Ensure that the remaining fire cover provides appropriate response arrangements for Chipping Norton and that strategic fire and rescue cover arrangements for the county are maintained.

Outcomes

Appropriate fire and rescue cover arrangements are maintained and efficiency savings are realised.

Project 4: Review opportunities to share resources and assets to improve outcomes for Oxfordshire

Responsible manager: Deputy Chief Fire Officer
Simon Furlong

Purpose

Exploring the use of our resources and assets to assist any community service activity. By increasing its efficiency or effectiveness and improve the outcomes for the residents of Oxfordshire. OFRS have a unique set of skills, human assets and equipment available 24 hours a day.

Objectives

- Identify and investigate opportunities with potential partners.
- Decide which services to take forward and how they will improve public services.
- Determine which opportunities are to be prioritised for trial and develop an implementation plan.
- Initiate trials of services and evaluate their success.

Outcomes

We are able to take on services that allow us to add real value to the people of Oxfordshire while providing efficiencies or income for us or our public sector partners

Project 5: Alignment of Operational Policy Across Fire and Rescue Services in the Thames Valley

Responsible manager: Area Manager Mat Carlile

Purpose

To work with our Thames Valley fire and rescue partners to deliver operational alignment. This will allow us to continue to improve our emergency response service across the whole region by using the correct amount of resources while recognising our local risks.

By making sure we do things the same way we can have a more efficient command structure and realise savings in procurement, training and the maintenance of equipment from fire engines down to small hand tools. This work started with the implementation of the Thames Valley Fire Control Service and the alignment of operational policy will allow us to deliver further collaboration across the services in the future.

Objectives

- Prioritise all areas for consideration.
- Produce a plan for the work to be completed.
- Deliver against first the year of the plan.
- Evaluate the success of initial work and feedback into future work.

Outcomes

Fire and rescue services in the Thames Valley will work in the same way and be able to work across counties boundaries under a single command structure. People in Oxfordshire will continue to receive a first class emergency service but we will be able to do this more efficiently.

Appendix: A On-call recruitment

Do you want to become an on-call firefighter?

There is currently a shortage of on-call firefighters at some fire stations in OFRS. This is particularly the case in our small towns and rural areas because today there are fewer people who live and work in their local towns and villages. You might be just the person to fill the gap.

Where do you work?

First of all, you need to live or work near to a fire station because you have to be able to get there within a few minutes of a call. Secondly, because we can't predict when you'll be called out, you have to be flexible in your work. The chances are that you'll be working at home, self-employed or for a community-minded employer who can let you off from time to time.

Are you fit for the job?

To apply to join the fire and rescue service you don't need any formal qualifications. You must be at least 18, with good all-round fitness. You will be asked to take a straightforward physical test as part of the process, and just as important are qualities like common sense, commitment and enthusiasm.

How often will you be needed?

On average, you will be called out two or three times a week for a couple of hours. If you cannot be available all the time, that's not a problem. You can be paid for being "on-call" for only part of the day or week. There is a particular shortage of people who are available during weekends, but you would have some evenings and weekends free if you need to, and still do a valuable and worthwhile job. If you really can't be on-call - for example because of a holiday or a deadline at work - you can take time off.

What do you get out of it?

Apart from the excitement, the challenge and the satisfaction of a job well done, your on-going training will assist you in becoming more self-reliant and confident. After all, if you can cope in a real emergency, you are ready for anything else which life might throw at you. You will meet a lot of people in your local community and earn their confidence and respect. You will also get continual, on-going training in the use of equipment and in other more general life skills including first aid. Added to all this, you get paid! You get paid a basic retainer, plus a fee for call-outs and another fee for going into action. You also get paid for training and duties like equipment maintenance.

If you think you've got what it takes to join the team, contact your local fire station for further information, or check out our vacancies pages which can be found on the fire and rescue service pages on oxfordshire.gov.uk.

This page is intentionally left blank

Oxfordshire County Council
Fire and Rescue Service

Community Risk Management Plan 2017-22 and Action Plan 2017-18 Consultation Responses Report



Securing a safer Oxfordshire

Contents

Introduction.....	3
Consultation and responses	5

Introduction

Oxfordshire County Council Fire and Rescue Service would like to express their sincere thanks to all those who have taken the time to engage with the Community Risk Management Plan (CRMP). Your contribution will help to shape the future direction of the service going forward to 2022.

The Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework to which fire authorities must have regard when discharging their functions. The 2012 framework requires us to produce a publicly available Integrated Risk Management Plan (IRMP) that identifies and assesses foreseeable fire and rescue related risk that could affect its community, including those of a cross border, multi authority and / or national nature.

Within Oxfordshire this is known as our Community Risk Management Plan in order to highlight that as an organisation we address risks as part of an integrated network of partnerships in order to make the communities of Oxfordshire safer as a whole.

Each fire and rescue authority should ensure that the IRMP:

- Is regularly reviewed and revised and reflects up-to-date risk information and evaluation of service delivery outcomes.
- Has regard to the risk analyses completed by Local and Regional Resilience Forums including those reported in external Community Risk Registers (CRRs) and internal risk registers, to ensure that civil and terrorist contingencies are captured in their IRMP.
- Reflects effective consultation during its development and at all review stages with representatives of all sections of the community and stakeholders.
- Demonstrates how prevention, protection and response activities will be best used to mitigate the impact of risk on communities in a cost effective way.
- Provides details of how fire and rescue authorities deliver their objectives and meet the needs of communities through working with partners.
- Has undergone an effective equality impact assessment process.

The CRMP process is an integrated approach between prevention, protection and emergency response (intervention), following the national fire and rescue service strategic priorities of:

- Reducing the number of fires and other emergency incidents.
- Reducing the loss of life in fires and other emergency incidents.
- Reducing the number and severity of injuries in fires and other emergency incidents.
- Safeguarding the natural and built environment and our heritage for the future.

- Reducing the commercial, economic and social impact of fires and other emergency incidents.
- Securing value for money.

As part of the CRMP review process, a new five year Strategic Community Risk Management Plan 2017-22 was drafted for consultation. This incorporates our analysis of the county's community risk profile, together with our strategic approach of how we intend to effectively manage those risks over the period.

The strategic CRMP document is supported by an Annual CRMP Action Plan that will deliver projects in carrying out CRMP actions. The 2017-18 CRMP Action Plan will be the first in a series of action plans to complement this plan. This sets out a number of priorities and projects to ensure that residents and businesses are safer, whilst at the same time delivering an efficient and effective emergency response when necessary.

The following projects were proposed to be included within the fire authority's CRMP for the fiscal year 2017-18:

- Project 1: Implement changes to whole-time duty systems following 2016 review.
- Project 2: Review / implement changes to key stations and provide area based strategic cover.
- Project 3: Removal of second fire engine from Chipping Norton Fire Station.
- Project 4: Review opportunities to share resources and assets to improve outcomes for Oxfordshire.
- Project 5: Alignment of operational policy across fire and rescue services in the Thames Valley.

The draft strategic CRMP 2017-22 and the 2017-18 CRMP Action Plan documents were submitted for approval to Cabinet Member for the fire and rescue service and the Performance Scrutiny Committee of Oxfordshire County Council (OCC), following pre-consultation with key stakeholders.

The agreed proposals within the strategic plan and action plan have been subjected to full internal and external consultation 13 week period from 10 October 2016 up to 9 January 2017. This report summarises the feedback to our consultation.

Oxfordshire Fire & Rescue Service (OFRS) senior management have responded to the consultation comments and following a further meeting with representative bodies the scope of project 1 has been amended.

Our medium term financial plan and supporting business strategies underpin the proposals within our CRMP action plan.

Consultation and responses

Consultation on the draft strategic CRMP 2017-22 and the 2017-18 CRMP Action Plan documents commenced on 10 October 2017 and concluded on 9 January 2017. Based on advice from the Consultation Institute the OCC CRMP communications plan was formulated, to obtain the widest spectrum of responses, using several different means of capturing opinions and ideas. This focusses on OCC's six key principles of consultation:

- Keep an open mind and run consultations in an open and honest way.
- Be clear about what we are consulting on and what we will do with the findings.
- Give all relevant parties the chance to have their say.
- Provide sufficient time and information to enable people to engage.
- Take views expressed in consultations into account when we make decisions.
- Provide effective and timely consultation feedback.

The consultation focussed internally and externally, and included the following key stakeholders:

- Community / public of Oxfordshire.
- Members of Parliament (MPs) and Councillors.
- Oxfordshire Fire & Rescue (OFRS) staff – both uniformed and non-uniformed.
- Other OCC Directorates and staff.
- Tactical and Strategic Leadership Teams (TLT & SLT), County Council.
- Fire Brigades Union (FBU) and other representative bodies.
- South Central Ambulance Service (SCAS).
- Thames Valley Police (TVP).
- Oxford University Hospitals.
- Environment Agency.
- Parish, town and district councils in Oxfordshire.
- Highways England.
- National Trust– heritage risks.
- Chamber of commerce.
- Surrounding Fire Rescue Services (Royal Berkshire, Buckinghamshire and Milton Keynes, Gloucestershire, Hampshire, Northamptonshire, Warwickshire & Wiltshire).
- Ministry of Defence (MOD) sites in Oxfordshire.
- Lead / large businesses in Oxfordshire.
- Places of education.
- Prisons and detention centres.

The consultation responses were collated through the OCC online E-consult portal, and all stakeholders have been encouraged to use this as a primary method. This was communicated through:

- Mail Chimp electronic invites to external / key stakeholders.
- Email invites to all internal FRS staff and councillors.
- An invite to participate in the consultation was promulgated in Oxfordshire Fire & Rescue Service weekly newsletter (Routine Orders).
- The consultation documents were published on both the Intranet & Internet.
- Presentations were delivered to OFRS teams, watches and stations.
- Presentation to Chipping Norton Town Council.

A total of 110 responses were received and are broken down as follows:

- 9 hard copy responses.
- 94 responses via OCC E Consult.
- 6 email responses, including Buckinghamshire and Milton Keynes FRS and Royal Berkshire FRS.
- 1 response from representative bodies - Fire Brigades Union (FBU).

The following section summarises the strategic CRMP 2017-22 and the 2017-18 CRMP Action Plan projects that were consulted on. This includes a consultation response summary and OFRS senior management response summary.

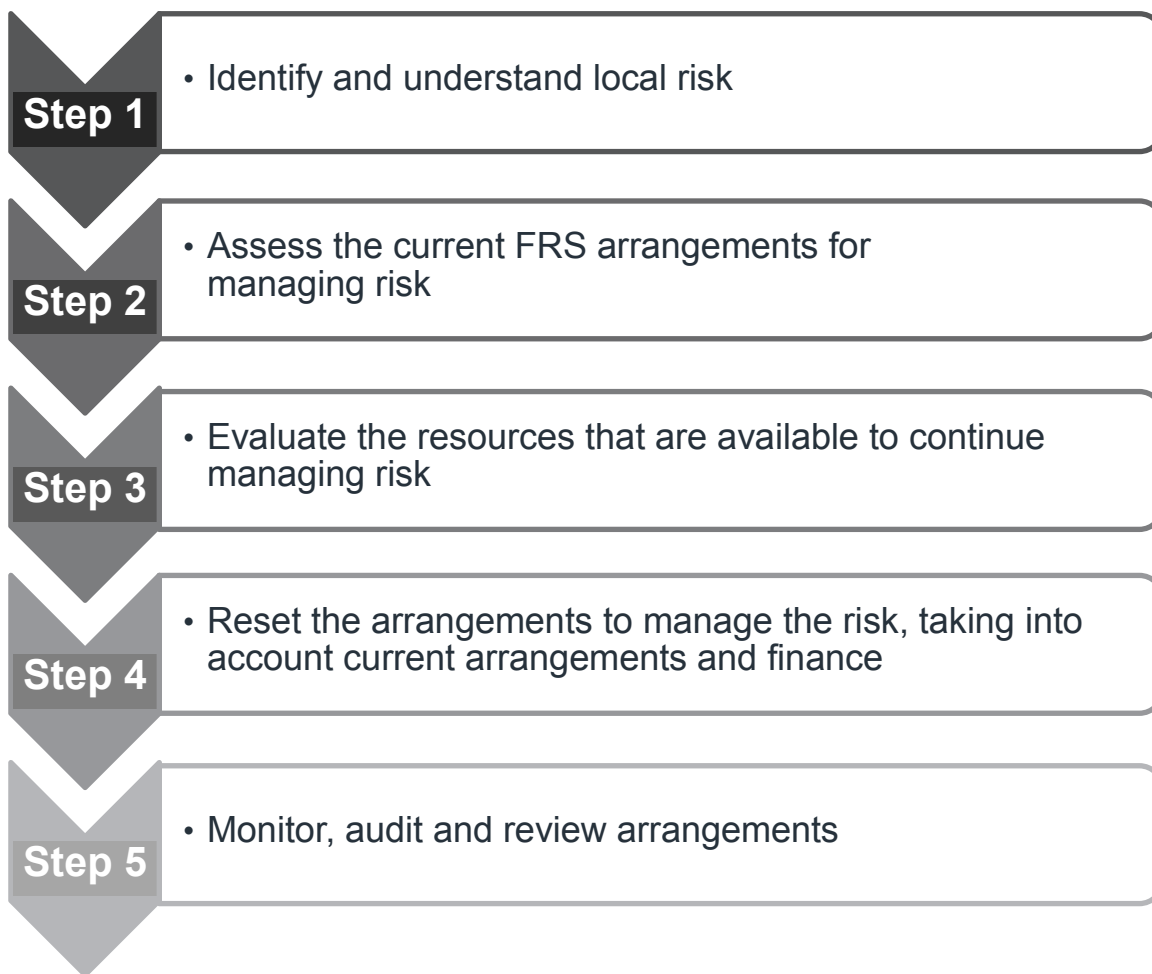
A formal management meeting has taken place with the representative bodies (FBU) to reply specifically to points raised. A full set of comments detailing all consultation responses has been sent to the representative bodies to ensure transparency within the consultation process.

Through the Thames Valley FRS IRMP collaborative meetings we will provide further feedback to consultation on over the border comments.

Strategic CRMP 2017-22

The consultation asked for feedback on the community risks that had been identified for Oxfordshire, through the five step process. Asking are these the right risks and is anything missing? We also sought comments on our proposed plans to address these risks and any ideas for what we could do differently?

Our Community Risk Management Planning follows the five step process:



Question 1

Step 1 of the proposed Community Risk Management Plan 2017-22 (CRMP) (pages 17 - 29) sets out how Oxfordshire Fire & Rescue Service (OFRS) identify and understand risk.

What are your views on the risks we have identified?

Consultation summary

A total of 51 responses were received for this question. Of these 45 percent agreed, 8 percent disagreed, 37 percent remain neutral and 10 percent had no opinion.

The majority of the responses acknowledge that we have clearly identified that there is a growing risk within the county due to increased population and vulnerable groups. They consider that the plan has identified the heritage risk to the historic building within our county, such as the Randolph Hotel.

Some of the feedback suggests that we should focus more on the increasing risk on our roads, such as the A34.

Several responses expressed concern about the risk in Banbury of moving a whole time fire engine from Banbury to cover the On-call fire station at Chipping Norton.

Management response

OFRS were pleased that the responses to this question acknowledged that the CRMP has captured all the major risks within the county, including population growth and vulnerable groups. Through our 365alive vision we aim to ensure more people are alive as a result of our activities such as road safety partnership initiatives, which include major roads.

We acknowledge the concerns raised regarding moving the whole time fire engine from Banbury to provide temporary cover at Chipping Norton fire station. This will be addressed in project 2 of the CRMP Action Plan 2017-18.

Question 2

Step 2 of the proposed CRMP (pages 30 - 33) takes account of our current arrangements for assessing and managing risk.

What are your views on our current arrangements?

Consultation summary

A total of 51 responses were received for this question. Of these 49 percent agreed, 12 percent disagreed, 29 percent remain neutral and 10 percent had no opinion.

The majority of the responses acknowledge that we have taken account of our current arrangements for managing the risk, through collaboration with the Local Resilience Forum (LRF) and good use of risk registers.

The responses stated that the Tactical Operational Guidance (TOG) and operational risk information is working well.

Concerns were expressed about moving a whole time fire appliance from Rewley Road, Oxford to provide temporary cover at other On-call stations within the county.

The responses accepted that we were already assessing the risks, but question how we would predict any increase in emergency calls due to population increase and traffic growth.

Management response

OFRS previously used the Fire Service Emergency Cover Toolkit (FSEC) to produce our CRMP's. We have recently invested in new fire risk modelling software in order to enable us to maintain robust arrangements for managing risk across the three Thames Valley FRS's.

Going forward the TOG Programme will develop into the National Operational Guidance (NOG) Programme and this will be implemented on a collaborative basis.

We acknowledge the concerns raised regarding moving the whole time fire engine from Rewley Road to provide temporary cover at other On-call fire stations. This will be addressed in project 2 of the CRMP Action Plan 2017-18.

Question 3

Step 3 of the proposed CRMP (pages 34 -53) evaluate the resources that are available to continue to manage these risks.

What are your views on the approach we have identified?

Consultation summary

A total of 49 responses were received for this question. Of these 35 percent agreed, 22 percent disagreed, 33 percent remain neutral and 10 percent had no opinion.

The feedback identified that the draft CRMP document states that we have 24 stations staffed 24 hours per day 365 days per year and asks if this is a fair comment as on-call stations are sometimes not available. Several comments were received regarding the lack of on-call availability. One response praises the resilience appliances approach to providing cover at on-call stations.

Management response

We have removed the reference to all stations being available 24 hours per day in the CRMP document in order to recognise that on-call stations are sometimes not available due to crewing deficiencies.

A new centrally driven on-call recruitment campaign is currently being piloted to improve on-call recruitment. We are increasing the number of on-call recruitment courses from four to five during 2018.

The resilience pump initiative has proved to be a good example of how we utilise our resources in a flexible manner in order to provide strategic fire cover throughout the county. This is supported by our Resource Management Team (RMT) who's role is to coordinate the movement of personnel and resources to maximise countywide fire cover provision.

Question 4

Step 4 of the proposed CRMP (pages 54 - 60) sets out how OFRS will reset the arrangements to manage the risk, taking into account the current arrangements and finance.

What are your views on how OFRS intend to reset the arrangements to manage the risks?

Consultation summary

A total of 51 responses were received for this question. Of these 37 percent agreed, 14 percent disagreed, 39 percent remain neutral and 10 percent had no opinion.

There was support for new appliances, working with other agencies, effective use of partnerships, a new whole time recruits course and the forward thinking of the organisation.

It was highlighted that with the increase in people and housing within the county; would this not generate additional funding to OFRS? Concerns were also raised around the availability of On-call personnel, safe and well visit training of firefighters and canter fire appliances.

Management response

We have a well-managed fleet and replacement programme that needs to secure value for money, going forward this will include Thames Valley wide procurement of vehicles and equipment.

Our safe and well visits into homes through our partner agency working, will make homes safer in more ways and firefighters are being trained to carry out this role.

OFRS recognises that Oxfordshire is changing in terms of population, demographics, housing developments, industry and increased traffic which has to be reflected in future planning for the service.

Question 5

Step 5 of the proposed CRMP (pages 61 - 62) sets out how OFRS will monitor, audit and review the CRMP.

What are your views on how OFRS will monitor, audit and review the CRMP?

Consultation summary

A total of 49 responses were received for this question. Of these 51 percent agreed, 6 percent disagreed, 31 percent remain neutral and 12 percent had no opinion.

There was overall support and agreement for our approach, including use of the peer review process and comparison against family groups. There was a challenge on how we can measure the multiple activities we do?

Management response

OFRS have a dedicated Strategic Risk and Assurance Team that facilitates a peer review process every 3 years and provide the Annual Performance Report / Statement of Assurance. The team also carry out specific themed audits across the organisation. The CRMP is reviewed on an annual basis and the CRMP Action Plan is produced each year.

Operational incidents are monitored through the monitoring process by officers and debriefed, with any learning identified and actioned by the service.

Question 6

We have undertaken an assessment of the impact on individuals and groups of the CRMP 2017-22. These are outlined in the accompanying draft Service and Community Impact Assessment (SCIA).

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

Consultation summary

A total of 37 responses were received for this question. 86 percent of those responding did not wish to comment and 14 percent made comments. A summary of the comments can be found below:

The question was related to the main 2017-22 CRMP document and a response did highlight that all groups and people had been considered. There was comment around how some of the workforce felt following pay freezes and limited pay rises, creating low morale. This was mainly linked to Project 1 and not relevant to this question.

Management response

The SCIA was completed to ensure the CRMP had a positive effect on the community and staff. All aspects of organisational change are communicated through briefings and benefits outlined through the delivery of our 365alive vision and strategies. Our prevention campaigns are targeted across the community to ensure we reach vulnerable and underrepresented groups.

Question 7

Do you have any other comments on the draft CRMP 2017-22 as set out in the consultation documents?

Consultation summary

A total of 39 responses were received for this question. 87 percent of those responding did not wish to comment and 13 percent made comments. A summary of the comments can be found below:

The comments were mixed with positive aspects including:

- Very supportive of our 365alive vision.
- Further opportunities to widen the types of prevention work offered, i.e. rail level crossing safety.
- Comprehensive risk assessment based on an appropriate structure and methodology.
- Opportunity to harmonise response standards across the Thames Valley.

Although concerns / queries were raised around:

- How we evaluate success in areas such as youth intervention?
- How effective are volunteers in preventative work?
- The ratio of officer to firefighter numbers was questioned.
- How is On-call resilience being addressed?

Management response

Our prevention agenda is wide to ensure we reach as many vulnerable groups as possible and deliver a wider integrated OCC approach with partners to create a safer Oxfordshire. This work will be evaluated and reviewed to ensure effectiveness and it is the most appropriate means to deliver safety messages.

The number of management posts has been reviewed and reductions have already been made in area manager, group manager, station manager and watch manager posts. In the future we may look explore further collaborative opportunities to share posts across the Thames Valley, for example the recent principle officer vacancies.

A new centrally driven on-call recruitment campaign is currently being piloted to improve on-call recruitment. We are increasing the number of on-call recruitment courses from four to five during 2018.

Question 8

The proposed CRMP Action Plan 2017-18 sets out projects that we propose to address in year one of the CRMP 2017-22.

We would like your thoughts on the projects we have identified.

- a) Should any additional projects be added?
- b) And should any projects be removed?
- c) We have undertaken an assessment of the impact on individuals and groups of the CRMP Action Plan 2017-18. These are outlined in the accompanying draft Service and Community Impact Assessment (SCIA).

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

Consultation summary

Question 8a: Should any additional projects be added?

A total of 43 responses were received for this question. Of these 77 percent stated that no further projects should be added and 23 percent suggested further projects should be added. A summary of these comments can be found below:

- Remove second fire engine from Thame Fire Station.

- Do we have the capacity for more projects?
- More whole time firefighters and new strategic whole time fire stations.
- Review of response standards.

Concerns were also raised that the current arrangement for recruiting wholetime firefighters from existing on-call staff as this diminishes the on-call availability cover. Issues regarding on-call recruitment and retention were also raised.

Question 8b: Should any projects be removed?

A total of 43 responses were received for this question. Of these 67 percent stated that no projects should be removed and 33 percent suggested projects that should be removed. A summary of these comments can be found below:

All comments relate removing project 1 except one comment seeking to remove project 3, but did not provide any rationale.

Question 8c Please give us your views on the impacts we have identified. Have we missed anything with the SCIA?

A total of 40 responses were received for this question. 83 percent of those responding did not wish to comment and 17 percent made comments. A summary of the comments can be found below:

The SCIA only identifies the negative impacts but positives aspects should also be included. There is concern that the proposed project 1 has potential to cause real distress for the employees affected.

Management response

OFRS acknowledges that no additional CRMP projects will be undertaken due to current capacity during 2017-18.

Response standards may be subject to review in the future as part of the CRMP review process.

OFRS acknowledges concerns raised regarding whole time recruitment from existing on-call staff. We intend to explore other alternative whole time recruitment models in the future however this will not exclude our on-call staff.

A new centrally driven on-call recruitment campaign is currently being piloted to improve on-call recruitment. We are increasing the number of on-call recruitment courses from four to five during 2018.

There is no current intention to remove second fire engine from Thame fire station.

SCIA – Any new policy that results from the implementation of the CRMP and its projects will be subject to a full equality impact assessment.

Project 1: Project number 1 - Implement changes to the whole-time duty systems following 2016 review

Responsible manager

Area Manager TBC

Objectives

- The project will look to align shift start and finish times across whole-time duty systems.
- To change our shift duration from 14 hour night shifts and 10 hour day shifts to 12 hour shifts both day and night. This will ensure the most efficient use of our resources whilst complying with relevant regulations for working time.
- OFRS to provide a flexible resource to be able to deliver response, prevention and protection activities across the county.

Question 9a: Asked for general comments on project 1

As part of the Project 1 we ran a separate consultation for staff currently or considering working the whole-time four watch shift duty system.

Question 1: If the service were to implement a 12 hour shift system what would be your preferred start time?

In Order of priority

- 8am -8pm / 8pm -8am
- 10am -10pm / 10pm - 10am

Question 2: Would you be in favour of lengthening the current day duty period to increase community safety activity?

Question 3: What additional benefits could you see from lengthening the current day duty period?

Question 4: Do have any views or questions on the proposed shift change?

Consultation summary

A total of 24 responses were made on the online consultation and hard copies received in relation to Project 1 and are summarised in the general comments below.

General comments

Overall opinion was opposed to twelve hour shifts as these are too tiring and not family friendly. There were several suggestions of moving to 24 hours on / 72 hours off shifts as used by other FRS's. Some responses suggested that this project would be 'change for changes sake'. Some of the questions raised during the consultation related to will changes to the whole time shift system affect the current day crewing system?

A total of 51 responses were received to the separate online consultation specific to Project 1. A considerable amount of feedback was received in relation to this project which can be viewed in full in Appendix A. The following paragraphs summarise the key themes of the feedback in order to provide a flavour of the overall views received.

Question 1

The majority of feedback received was opposed to 12 hour shifts and therefore did not wish to express a preference for start of shift times. Only 13 responses specifically stated a preferred start time as follows:

- 0600 hours, 1 response
- 0630 hours, 2 responses
- 0700 hours, 5 responses
- 0800 hours, 2 responses
- 0815 hours, 2 responses
- 1000 hours 1 response.

The consultation responses expressed a fear that the proposed 12 hour shifts would be aligned to the resilience pump shift times (0630hrs to 1830hrs) which were said to be tiring and not family friendly.

Question 2

A total of 32 responses were received. 91 percent were opposed to lengthening the current day duty period and only 9 percent supported it. Overall staff do not support

lengthening the current day shift, as they think the current shift provides enough time to carry out community safety activities. These activities can't be undertaken during the early morning period whilst families are preparing to start work or school etc. Staff do not generally want to be travelling to work at a very early hour in the morning and is not family friendly.

Question 3

A total of 40 responses were received. 85 percent could not see any additional benefits from lengthening the current day duty period and 15 percent could see some benefits which are summarised below:

- If start and finish times are outside rush hour traffic, travel times to and from work may be reduced.
- There will be a longer period of positive working hours during the day.
- Being able to cover On-call stations for the hours when they are not available early mornings.

Although negative aspects include:

- HSE research show that the accident rates may increase with longer shifts.
- Childcare costs increased and difficulty in finding care outside normal working hours.
- Whole time On-call staff will reduce On-call cover in early morning period.
- Staff working the existing 12 hour shift on the resilience appliance testify that the shifts are exhausting and too long.

Management response

We welcome the extensive feedback received from the consultation responses, which we have listened to and considered. Following further consultation with the representative bodies we have amended the project scope, the revised project scope can be found in the CRMP Action Plan 2017-18. We will now establish a working group to fully engage with our employees in order to identify the most flexible, efficient and effective use of our whole time shift resources to deliver our prevention, protection and response activities across the county.

The scope of this project does not include the current day crewing shift system.

The scope of the project will not include considering moving to '24hrs on / 72hours off' shifts as used by other FRSs as this does not fit with our current Prevention and Protection strategies.

The project will be fully consulted upon with representative bodies in order to gain the balance between family friendly working and the needs of the organisation.

Project 2: Review / implement changes to key stations and provide area based strategic cover

Responsible manager

Area Manager Mat Carlile

Objectives

Determine a set of principles of a 'key' fire station using the following criteria:

- Risks in the fire station ground i.e. industry, housing, infrastructure etc.
- Revised analysis of incident data across a wide range of incidents that the fire service attends to include incident type, frequency and time of day that an incident occurs.

Question 9b: Consultation summary

The majority of the consultation feedback overwhelmingly supported this project, feeling it was long overdue and welcomed the affect it would have on reduced standby cover moves for whole time appliances. Some of the positive aspects and comments include:

- Will both the city stations remain key stations and be covered separately?
- It was also identified that On-call availability should be the responsibility of the station itself.
- The service will then have the right resources in the right places at the right times.
- Moving to area based assessment of resource will improve overall cover.
- Responses from neighbouring services highlighted joint working and sharing of resources.

Areas of concern included:

- What about the additional time it would take for an appliance to reach Chipping Norton, if covered from elsewhere?
- So we must then review our 11 and 14 minute response targets?
- Yes key areas, but will we be able to hit our response times?
- Some key station areas are growing due to the rise in housing developments.

Management response

This project will be implemented and new set of key stations will be identified. OFRS will allocate resources throughout the county, in the most effective way possible, in order to provide an effective emergency response.

Collaborative work with neighboring services takes place through the Thames Valley IRMP and data workshops.

Feedback and further consultation takes place via senior management meetings and a specific meeting on feedback to the CRMP has taken place.

All whole time fire stations will remain as separate key stations.

Key stations were based on historical data and any future changes to arrangements will be modelled using risk modelling software. This has already been supported by actual timed runs.

Due to the proactive education and risk reduction activities undertaken by FRS nationally, there has been a 50 percent reduction in fires. Any new housing developments within the area will not significantly increase the risk profile of the area due to the higher standard of fire safety provisions imposed by modern building regulations.

Response standards may be subject to review in the future as part of the CRMP review process.

Project 3: Removal of second fire engine from Chipping Norton Fire Station

Responsible manager

Area Manager Mat Carlile

Objectives

- To permanently remove the second fire appliance from Chipping Norton Fire Station.
- Ensure that the remaining fire cover provides appropriate response arrangements for Chipping Norton and that strategic fire and rescue cover arrangements for the county are maintained.

Question 9c: Consultation summary

The majority of the consultation feedback overwhelmingly supported this project. Some of the positive aspects and comments include:

- This makes sense; it has not been available for years.
- The appliance is currently a wasted asset.
- Makes financial sense.
- A suggestion was made that rather than removing the appliance, Chipping Norton could be used as a base for the resilience appliance.

Areas of concern or comment included:

- It was accepted there was a problem with the crewing, and not that the risks in the area are reducing. We should address the failure in recruitment and retention, instead of or alongside the need for a second appliance.
- What determined that Chipping Norton had 2 pumps originally / what has changed?
- Several responses stated that the fire engine had already gone.

Management response

This project will be implemented during 2017-18, with appropriate fire and rescue cover arrangements being maintained and efficiency savings realised.

The second fire engine from Chipping Norton Fire Station was temporarily relocated in 2016 to support a shortage within the fleet. This had no impact on fire cover arrangements on the area as there were insufficient personnel available to crew the appliance.

The suggestion to relocate the resilience appliance will be considered however the findings from the key station review will have an impact on this decision.

Key stations with two fire engines were based on historical arrangements and any future changes will be modelled using risk modelling software.

Project 4: Review opportunities to share resources and assets to improve outcomes for Oxfordshire

Responsible manager

Deputy Chief Fire Officer Simon Furlong

Objectives

- Identify and investigate opportunities with potential partners.
- Decide which services to take forward and how they will improve public services.
- Determine which opportunities are to be prioritised for trial and develop an implementation plan.
- Initiate trials of services and evaluate their success.

Question 9d: Consultation summary

The majority of the consultation feedback overwhelmingly supported this project. Some of the positive aspects and comments include:

- Collaborate in areas mutually beneficial.
- Share assets with the Ambulance Service and Social Services.
- Look at the number of principle officers across the Thames Valley.
- Better outcomes for service users in terms of prevention, protection or emergency response.
- This must not have a negative impact on fire cover.
- Cost savings in sharing premises.
- We must involve all staff, so they understand what the outcomes will be.
- Share training a good idea, but share an aerial appliance a bad idea.
- I think it could be beneficial as a cost saving exercise to share premises but we have some specialised roles that shouldn't and couldn't be shared.

Management response

This project will go ahead and we will take on services that allow us to add real value to the people of Oxfordshire while providing efficiencies or income for us or our public sector partners.

In the future we may look explore further collaborative opportunities to share responsibilities across the Thames Valley, for example the job responsibilities as advertised within the recent principle officer vacancies.

The three Chief Fire Officers of the Thames Valley FRS's are fully committed to the collaboration agenda and this will be driven through the steering group in delivering efficiencies.

Some of our specialist roles are already shared across the Thames Valley for example Fire Safety Inspectors, Fire Investigators and Hazardous Material Environmental Protection Officers.

Project 5: Alignment of operational policy across fire and rescue services in the Thames Valley

Responsible manager

Area Manager Mat Carlile

Objectives

- Prioritise all areas for consideration.
- Produce a plan for the work to be completed.
- Deliver against first the year of the plan.
- Evaluate the success of initial work and feedback into future work.

Question 9e: Consultation summary

The majority of the consultation feedback overwhelmingly supported this project. Some of the positive aspects and comments include:

- Collaboration between fire and rescue services within the Thames Valley area raises infinite possibilities to deliver what is already a first class service in an even more efficient manner.
- This makes sense as fire engines frequently go across the border to assist with incidents, so if we all work to the same policy this would create safer systems of work.
- Issues arise when fire appliances are not kitted out the same.

- This is a good idea for further collaboration, but lessons should be learned from the teething problems experienced with the TVFCS project.
- This would be a good opportunity to engage operational crews to develop operational policy.
- As previously mentioned, all signed up parties must adhere to the alignments if they are to work effectively. Firefighter safety is paramount in all areas and no shortcuts in policy or equipment are acceptable.
- Consider use of NOG's as this may save time and duplication.

Management response

This project will proceed and the fire and rescue services in the Thames Valley will work in the same way and be able to work across counties boundaries under a single command structure. People in Oxfordshire will continue to receive a first class emergency service but we will be able to do this more efficiently.

OFRS now have joint procurement of fire engines and equipment across the Thames Valley and this is a step towards achieving our goal of standard inventories.

OFRS intends to make use of NOG's going forward in 2017, utilising best practice to ensure firefighter safety at all times.

The three Chief Fire Officers of the Thames Valley FRS's are fully committed and signed up to the collaboration agenda and this will be driven through the steering group in delivering efficiencies.

Question 10

Do you have any other comments on the draft CRMP Action Plan 2017-18 as set out in the consultation document?

Consultation summary

A total of 37 responses were received for this question. 84 percent did not have any further comments on the draft CRMP. 16 percent made further comments which are summarised below:

- There is a lot of talk about alignment with the Thames Valley, Is there a possibility of a Thames Valley Fire service in the future? If you were to change working shift patterns etc... this may have a negative impact further down the line if you were to try and align the 3 services?

- In both documents there is no real serious indication of any new strategy to challenge the issue of poor recruitment and retention of on-call in rural areas. This has to be addressed for the long term in mind as I fear the system will only become worst to accommodate.
- Projects 2-4 certainly offer opportunities for potential collaboration on risk mapping and modelling.

Management response

Collaboration is the first consideration in all our activities across the Thames Valley. We currently are working on operational alignment which supports the operation of the TVFCS in their ways of working, to enable an efficient and effective response and conclusion to incidents.

A new centrally driven on-call recruitment campaign is currently being piloted to improve on-call recruitment. We are increasing the number of on-call recruitment courses from four to five during 2018.

We have set up a Thames Valley IRMP working group to risk model and share data across services.

This page is intentionally left blank

Division(s): N/A

CABINET – 14 MARCH 2017

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
Cabinet, 25 April 2017	
<p>§ Delegated Powers - April 2017 To report on a quarterly basis any executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for scrutiny to call in.</p>	Cabinet, Leader 2016/131
<p>§ Fit for Future Progress Report To provide an update on the Fit for Future Programme.</p>	Cabinet, Deputy Leader 2017/013
<p>§ Business Management & Monitoring Report for Quarter 3 - April 2017 To note a seek agreement of the report.</p>	Cabinet, Deputy Leader 2016/130
<p>§ Adopt Thames Valley To confirm that Oxfordshire should host the new regional adoption agency.</p>	Cabinet, Children & Family Services 2017/012
<p>§ 2016/17 Financial Monitoring & Business Strategy Delivery Report - February 2017 Financial report on revenue and capital spending against budget allocations, including virements between budget heads.</p>	Cabinet, Finance 2016/129
Cabinet Member for Adult Social Care, 19 April 2017	
<p>§ Daytime Support Transition Grant Awards To seek agreement of the award of Daytime Support Transition Grant Funding, as per the agreed cross-party panel decision making process.</p>	Cabinet Member for Adult Social Care, 2017/030

Cabinet Member for Education, 25 April 2017

§	Specification for New Primary School for Southam Road, Banbury	Cabinet Member for Education,
	Whether or not to approve an educational specification for a new primary school in Banbury.	2017/008

Cabinet Member for Environment, 27 April 2017

§	New Design Guidance for Walking and Cycling	Cabinet Member for Environment,
	To seek approval of the updated Design Guidance for cycling and walking in Oxfordshire.	2016/149
§	Proposed Amendments to Waiting Restrictions and Bus Gate - Access to Headington Scheme	Cabinet Member for Environment,
	To seek approval of the proposals.	2016/138
§	Proposed Waiting Restrictions - Cattlemarket and Waterloo Drive Areas, Banbury	Cabinet Member for Environment,
	To seek approval of the proposals.	2016/146
§	Proposed Puffin Crossing and Double Yellow Lines - London Road, Wheatley	Cabinet Member for Environment,
	To seek approval of the proposals.	2016/105
§	Proposed ULEV Charging Point Bays - Various CPZ Areas	Cabinet Member for Environment,
	To seek approval of the proposals.	2016/141
§	Proposed Extension to Double Yellow Lines - Rock Road, Carterton	Cabinet Member for Environment,
	To seek approval of the proposals.	2016/135
§	Proposed Extension of 30mph Speed Limit - Coxwell Road, Faringdon and Great Coxwell	Cabinet Member for Environment,
	To seek approval of the proposals.	2017/004
§	Proposed Toucan Crossing - A361 Bloxham Road, Banbury	Cabinet Member for Environment,
	To seek approval of the proposals.	2017/005
§	Proposed Waiting Restrictions - Pettiwell, Garsington	Cabinet Member for Environment,
	To seek approval of the proposals.	2017/006

- | | |
|--|---|
| <p>§ Proposed Double Yellow Lines and Puffin Crossing - Wenman Road, Thame
To seek approval of the proposals.</p> | <p>Cabinet Member
for Environment,
2016/143</p> |
| <p>§ Proposed Waiting Restrictions - Cromwell Way and Water Eaton Lane, Gosford & Water Eaton
To seek approval of the proposals.</p> | <p>Cabinet Member
for Environment,
2016/153</p> |
| <p>§ New Disabled Bays in South and Vale and Removal of a Permit Holders Bay in Collins Street, Oxford
To seek approval of the proposals.</p> | <p>Cabinet Member
for Environment,
2017/009</p> |
| <p>§ Proposed 40mph Speed Limit - B4017 between Drayton and Abingdon
To seek approval of the proposals.</p> | <p>Cabinet Member
for Environment,
2017/011</p> |

This page is intentionally left blank