

## Notice of a Meeting

### Safer & Stronger Communities Scrutiny Committee

Monday, 10 May 2010 at 10.00 am

County Hall, Oxford, OX1 1ND

#### Membership

Chairman - Councillor Lawrie Stratford

Deputy Chairman - Councillor Carol Viney

#### Councillors:

John Goddard

Patrick Greene

Stewart Lilly

Lorraine Lindsay-

Gale

Sajjad Hussain Malik

Susanna Pressel

Bill Service

Alan Thompson

#### Notes:

A pre-meeting will be held at 9 am in committee room 2 for all members of the committee.

**Date of next meeting: 5 July 2010**

#### What does this Committee review or scrutinise?

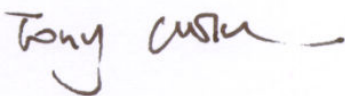
- Community safety; anti-social behaviour; crime and the fear of crime; fire and rescue; consumer protection; emergency planning; police issues; coroner's service; gypsies and travellers; drugs and alcohol awareness; road safety (police, trading standards, fire and rescue); adult learning (oversight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

#### How can I have my say?

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

#### For more information about this Committee please contact:

Chairman	-	Councillor Lawrie Stratford E.Mail: lawrie.stratford@oxfordshire.gov.uk
Committee Officer	-	Kath Coldwell, Tel: (01865) 815902 kath.coldwell@oxfordshire.gov.uk



Tony Cloke

Assistant Head of Legal & Democratic Services

April 2010

## About the County Council

The Oxfordshire County Council is made up of 74 councillors who are democratically elected every four years. The Council provides a range of services to Oxfordshire's 630,000 residents. These include:

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

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

## About Scrutiny

Scrutiny is about:

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

Scrutiny is NOT about:

- Making day to day service decisions
- Investigating individual complaints.

## What does this Committee do?

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

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

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

## AGENDA

1. **Election of Chairman for the Current Council Year**
2. **Election of Deputy Chairman for the Current Council Year**
3. **Apologies for Absence and Temporary Appointments**
4. **Declarations of Interest - see guidance note on the back page**
5. **Minutes** (Pages 1 - 12)

To approve the minutes of the meeting held on 1 February 2010 (**SSC5**) and any matters arising on them.

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

## SCRUTINY MATTERS

**To consider matters where the Committee can provide a challenge to the work of the Authority**

7. **Thames Valley Police Delivery Plan 2010/11: Presentation and Q&A** (Pages 13 - 28)

### 10:15

Published by Thames Valley Police Authority and Thames Valley Police, the Delivery Plan outlines the vision for the Force in the current year. The Delivery Plan 2010-2011 is attached (**SSC7**), and will be supported by the third year of the Strategic Plan 2008-2011 which is due to be published in June. The Delivery Plan outlines the seven strategic objectives, as well as the actions to be undertaken in the coming year to achieve these objectives, and the targets against which performance will be measured.

The presentation from the Chief Constable of Thames Valley Police will cover the strategic plan, with a focus on delivery in 2010-11. All areas within the strategic plan will be covered, including performance in priority crime and other measures such as confidence and satisfaction. The presentation will highlight some key processes that are underway to improve performance and productivity.

Chief Constable Sara Thornton QPM, Chief Superintendent Brendan O'Dowda and Inspector Andy Talbot (Development and Change Manager) (Thames Valley Police) will attend for this item.

***The Committee is invited to question the Chief Constable and her colleagues regarding the Plan.***

**8. Fear of Crime in Oxfordshire (Pages 29 - 58)**

**12:00**

*Contact Officer: Richard Webb, Acting Head of Community Safety and Trading Standards, tel: (01865) 815791*

The following people will present on fear of crime in this order:

- **Jo Cookes, Deputy Head of Community Safety (Government Office for the South East)** to give the public perception survey results broken down across the South East Region by District.
- **Bill Oddy, Head of Community Services (West Oxfordshire District Council) and Oxfordshire Lead on Public Confidence and Supt Amanda Pearson, Local Police Area Commander for Oxford City and TVP lead on Public Confidence** to present on the targets set for Oxfordshire in relation to National Indicator NI 21 (public perception that the police and local councils respond satisfactorily to local concerns around crime and disorder), the police “Confidence” indicator and the plans to deliver the targets.

A briefing on Public Confidence in Oxfordshire is attached (**SSC8**), which covers the work of the Oxfordshire Safer Communities Partnership (OSCP) during the past year. The paper also outlines the Safe & Confident Communities Project that will be implemented during the next six months.

Mr Oddy will take the Committee through the paper. Mr Bowden, the Oxfordshire Safe & Confident Communities Project Manager, will then give a short presentation on the Project.

- **Dan Bowden, Senior Performance Officer, Oxfordshire Basic Command Unit (Thames Valley Police)** to provide the detailed results for Oxfordshire (broken down by Districts) in terms of fear of crime and actual crime and to show how Oxfordshire compares with the rest of the Thames Valley.
- **Katie Pritchett, Corporate Consultation Officer (Oxfordshire County Council)** to present the outcomes of in-depth research exploring residents' views of crime and anti-social behaviour.
- **James Clark, Head of Communications, Marketing and Public Affairs (Oxfordshire County Council)** to present on what his team can do and is planning to do to help tackle fear of crime in Oxfordshire.

**Richard Webb, Acting Head of Community Safety and Trading Standards (Oxfordshire County Council) and Ruth Whyte, Manager – Safer Communities Unit (Oxfordshire County Council)** to answer any general/specific questions arising.

***The Committee is invited to conduct a question and answer session in relation to this area.***

**2.30 – 3.00 SANDWICH LUNCH**

**9. Fire Service Command and Control Room - the FiReControl and FireLink Projects**  
(Pages 59 - 60)

**3:00**

*Contact Officer: Colin Thomas, Assistant Chief Fire Officer and Head of Service Support, Tel: (01865) 855206*

The Assistant Chief Fire Officer and Head of Service Support will provide an update and answer the Committee's questions.

<b>Subject Matter</b>	<b>Document</b>
Written update on progress of the Fire Service Command and Control Room (FiReControl and FireLink Projects)	<b>SSC9</b>

**REVIEW WORK**

**To take evidence, receive progress updates and consider tracking reports.**

**10. Debt Advice Scrutiny Review - Progress Update**

**3:10**

*Contact Officers: Richard Webb, Acting Head of Community Safety and Trading Standards, Tel: (01865) 815791, Dr Imran Alvi, Assistant Corporate Performance and Review Manager, Tel: (01865) 810822*

[Lead Member Review Group comprises Councillors Lawrie Stratford, Bill Service, John Goddard and John Sanders]

***The Committee is invited to receive a progress update from the Lead Member Review Group.***

**SCRUTINY MATTERS**

**To consider matters where the Committee can provide a challenge to the work of the Authority**

**11. Plans for Banbury Library/Mill Arts Centre**

**3:20**

Contact Officer: Richard Munro, Head of Community Services, Tel: (01865) 323579

To receive a verbal update on plans for Banbury Library and the Mill Arts Centre.

Mr Munro will be accompanied by Ms Caroline J. Taylor (County Librarian) and Mr Martyn Brown (County Heritage and Arts Officer).

***The Committee is invited to receive the update and to conduct a question and answer session.***

## **BUSINESS PLANNING**

### **To consider future work items for the Committee**

#### **12. Scrutiny Work Programme (Pages 61 - 62)**

**3:40**

Contact Officer: Dr Imran Alvi, Assistant Corporate Performance and Review Manager,  
Tel: (01865) 810822

To update the attached timeline (**SSC12**).

#### **13. Forward Plan**

**3:50**

The Committee is asked note any items of interest on the current version of the Forward Plan which covers the time period May to August 2010.

#### **14. Tracking Scrutiny Items**

**3:55**

Report back on advice given by this Committee to the Cabinet, full Council, other scrutiny committees, relevant strategic partnership bodies and other organisations where appropriate.

- **Service and Resource Planning 2010/11 – 2014/15**

This Committee had agreed to advise the Cabinet via the Strategy & Partnerships Scrutiny Committee, that whilst recognising that difficult choices had to be made, it supported the proposals for savings as listed within the relevant Directorate Efficiency Strategies.

Councillor Mitchell's response is given below:

The Cabinet thanks the Safer & Stronger Communities Scrutiny Committee for their support for budget savings which they have largely incorporated into the budget and

which has now been agreed by the Council.

- **Integrated Risk Management Action Plan**

This Committee had received a presentation and conducted a question and answer session in relation to proposal (a) of the Draft Fire Authority Integrated Risk Management Action Plan 2010/11 (Day Crewing Review at Abingdon and Didcot Fire Stations) and had agreed the following:

This Committee:

- recognises the detailed work that has already been carried out to prepare the proposal, with particular regard to the close working with staff and the Fire Brigades' Union;
- agrees that the proposal will provide a more robust means of delivering fire service cover across the whole of the county;
- fully supports the proposal and would welcome its implementation next year.

On 16 March the Cabinet agreed:

- (a) to approve all seven of the proposed projects for inclusion in the IRMP action plan 2010/11;
- (b) in light of the concerns expressed through the extensive internal and external consultation, to instruct the Chief Fire Officer to mitigate as far as practicable concerns raised when considering any future duty system;
- (c) in recognising the public concern around the potential impact of project one on attendance times to incidents during specific short periods, to instruct the Chief Fire Officer to report to the full Cabinet, the Cabinet Member for Safer and Stronger Communities and the related Scrutiny Committee on a four monthly basis in the first twelve months after implementation. This report to also include details of the beneficial elements to RDS stations from the staff redeployment of the four Watch Managers; and
- (d) to instruct the Chief Fire Officer to provide performance data relating to the implementation of project one to the South and Vale of White Horse District Councils and Abingdon and Didcot Town Councils.

## INFORMATION SHARE

**4:05**

Listed below are reports for information and links to background information that may be of interest to Members for noting only.

<b>Subject Matter</b>	<b>Document</b>
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<b>The Director for Community Safety &amp; Shared Services and Chief Fire Officer will give a verbal update on key issues including the item below</b>	
<b>Update on actions arising from the HSE Inspection of Oxfordshire Fire &amp; Rescue Service</b>  (Q&A on Executive report and action plans to be held at the July meeting)	<b>SSC14</b>

**15. 4.20 Approx Close of Meeting**



## Declarations of Interest

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

### **The duty to declare ...**

You must always declare any "personal interest" in a matter under consideration, ie where the matter affects (either positively or negatively):

- (i) any of the financial and other interests which you are required to notify for inclusion in the statutory Register of Members' Interests; or
- (ii) your own well-being or financial position or that of any member of your family or any person with whom you have a close association more than it would affect other people in the County.

### **Whose interests are included ...**

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

### **When and what to declare ...**

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

In making a declaration you must state the nature of the interest.

### **Taking part if you have an interest ...**

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

### **"Prejudicial" interests ...**

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

### **What to do if your interest is prejudicial ...**

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

### **Exceptions ...**

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

### **Seeking Advice ...**

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

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## **SAFER & STRONGER COMMUNITIES SCRUTINY COMMITTEE**

**MINUTES** of the meeting held on Monday, 1 February 2010 commencing at 10.00 am and finishing at 1.20 pm

**Present:**

**Voting Members:** Councillor Lawrie Stratford – in the Chair

Councillor Alyas Ahmed  
Councillor Steve Hayward  
Councillor Peter Jones  
Councillor Stewart Lilly  
Councillor Bill Service  
Councillor Carol Viney (Deputy Chairman)  
Councillor John Goddard  
Councillor John Sanders (in place of Councillor Susanna Pressel)

**Other Members in Attendance:** Cabinet Member for Safer & Stronger Communities:  
Councillor Mrs J. Heathcoat

**Officers:**

Whole of meeting Kath Coldwell (Corporate Core); Colin Thomas & Dave Etheridge (Community Safety).

Part of meeting

**Agenda Item**

**Officer Attending**

- |     |   |
|-----|---|
| 5.  | R. Munro & C. J. Taylor (Social & Community Services) |
| 6.  | R. Munro & J. Dixon (Social & Community Services)     |
| 7.  | R. Munro (Social & Community Services)                |
| 8.  | D. Etheridge & C. Thomas (Community Safety)           |
| 9.  | I. Alvi (Corporate Core)                              |
| 10. | I. Alvi (Corporate Core)                              |
| 11. | I. Alvi (Corporate Core)                              |
| 13. | D. Etheridge & C. Thomas (Community Safety)           |

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

**39/10 APOLOGIES FOR ABSENCE AND TEMPORARY APPOINTMENTS**  
(Agenda No. 1)

Councillor John Sanders attended in place of Councillor Susanna Pressel.

#### **40/10 DECLARATIONS OF INTEREST**

(Agenda No. 2)

Councillor Alyas Ahmed declared a personal interest at Agenda Item 2 in relation to Agenda Item 5 by virtue of being a member of The Mill Banbury Management Committee.

Councillor John Sanders declared a personal interest at Agenda Item 2 in relation to Agenda Item 9 by virtue of being a non voting member on the Management Committee of Rose Hill and Donnington Advice Centre.

#### **41/10 MINUTES**

(Agenda No. 3)

The Minutes of the Meeting held on 30 November 2009 were approved and signed subject to the following amendment in strikethrough and bold italics:

Item 33/09 – Service and Resource Planning 2010/11 – 2014/15

CS4 – The proposed IRMP in 2010/11 incorporates a project to examine the operational resilience requirements in terms of appliances and equipment and to review the locations of all of the county's fire stations. An outcome of this review ~~will~~ **could** be an opportunity to remove one fire appliance from the Retained Firefighter Duty system complement, which would have the least impact on service delivery.

#### **ORDER OF BUSINESS**

It was **AGREED** to vary the order of business as indicated in these Minutes.

#### **42/10 OXFORDSHIRE LIBRARIES TRANSFORMATION PROGRAMME**

(Agenda No. 5)

A briefing paper was before the Committee at **SSC5**.

The Cabinet Member for Safer & Stronger Communities, together with Ms Caroline J. Taylor (County Librarian) and Mr Richard Munro (Head of Community Services) attended for this item in order to answer the Committee's questions.

The Committee received a presentation on the Oxfordshire Libraries Transformation Programme from Ms Taylor, a copy of which is attached to the signed Minutes. Key points are listed below:

- a key aspect of Oxfordshire's library service strategy is focused on increasing efficiency;
- a great deal of librarians' work is now cross cutting in that it spans different corporate priorities and Directorates. For example, the Book Start scheme helps to promote the sharing of reading and books with babies and toddlers and to develop early reading skills preparing children for school; the reading groups facilitated with MIND contribute to health and wellbeing and the Six Book Challenge often leads adults to engage in more learning;

## SSC5

- the purpose of the Oxfordshire Libraries Strategy is to sustain core services, be customer driven, secure added value for communities (support literacy and reading skills, support health and wellbeing and independent and successful living) and to improve efficiency;
- the government, through the Department for Culture, Media and Sport (DCMS), was consulting on the future of public libraries, including whether or not they should remain a statutory responsibility, together with national and local governance arrangements. Nation wide it was likely that a mixed economy would develop alongside the public sector, for example, management through Trusts, management by the private sector, cross boundary management arrangements for some libraries and strategic commissioning;
- the change to library buildings as part of the Transformation Programme would be the most obvious change that the public would notice;
- the Transformation Programme would include some new build libraries (for example at Thame and Banbury), RFID self service - to be installed in Oxfordshire's 12 busiest libraries by June 2011, mobile services and community libraries;
- although book issues had risen in the past few years, library usage had declined nation wide over the past 20 years. This reflected competing priorities for the public's attention. The service now needed to understand its customers better in order to mitigate this decline and to meet customer demand. This would involve appealing to new customers as well as keeping traditional users happy. Improvements to book stock and opening hours had been achieved since 2005 and a transformation of library environments was now required to modernise and update them. People now expected to be stimulated and tempted in the same way that they were when shopping (which was now recognised as a leisure pursuit for many customers.) This was why many library services were now organising their stock on the retail model, for example, by displaying new stock at the front of the library to tempt readers, by adapting other bookshop techniques and by making the environment more conducive to quick visits (the average length of stay is 5 to 10 minutes);
- the service tested public satisfaction every three years, including children and young people and received high satisfaction ratings;
- the Oxford Central Library was the UK's 4<sup>th</sup> busiest library in terms of book issues in 2008-09;
- in terms of the mobile libraries, the service needed to consider whether more services should be targeted at specific groups and if other services could be delivered through them. The first phase would involve looking at how best to use the services; the second would be looking at how to do this effectively against a background of needing to identify £83,000 in efficiency savings from 2013 -14.

The Committee then conducted a question and answer session. A selection of the Committee's questions, together with the officers' and Cabinet Member's responses, is given below:

○ **Would 24/7 access to library buildings be a consideration?**

There were a few examples of this in other authorities, for example, a library in Sutton operated using self service on an unstaffed basis but in an otherwise staffed building. Self Service could enable this with a library card functioning as a smart card. Previous feedback had shown that there was not a great deal of demand for this as visiting a library was still viewed as a social activity. Although most public libraries were currently stand alone buildings, in future some might be in shared buildings. Most services would still need some staff presence for security reasons and for practical reasons eg. shelving and tidying returned stock.

○ **Could the library service charge for home delivery?**

Officers would need to act within the legislation (service is free at the point of delivery) and ascertain whether this would be permissible.

○ **How could officers ascertain what people who did not use their library wanted or why they were not using their library?**

A considerable amount of work had been undertaken nationally. The main reasons cited had been:

- that the library wasn't open when they wanted it to be;
- they didn't stock the books that they wanted;
- the buildings and general environment were of poor quality and the staff were not always perceived to be approachable.

Officers were undertaking consultation as part of the Transformation Programme to find out why more people were not using the smaller rural libraries in Oxfordshire. Past research had shown that some under usage was a result of misconception, for example, that libraries were not open on Saturdays.

○ **Could anything be done to help older people to get to grips with new technology where necessary?**

Most libraries had assistive technology such as screen enhancers. All staff were trained and able to help anyone that needed assistance, for example, to set up an email account. They also ran silver surfer sessions to help older people to use the world wide web.

○ **There were a number of areas in the county where there was not any 3G reception. Was this an opportunity to get everyone around the table to talk about joint use of masts for a shared service?**

Ms Taylor undertook to look into this. The Cabinet Member for Safer and Stronger Communities stated that there were already difficulties where masts were shared.

Following the question and answer session the Committee **AGREED** to thank the County Librarian and the Head of Community Services for their informative presentation and briefing paper.

All members of the Committee were asked to note the informal invitation to visit any of the County's new libraries in due course.

**43/10 OXFORDSHIRE ADULT LEARNING**  
(Agenda No. 6)

The Committee had requested the opportunity to consider the provision of adult learning in light of the future abolition of the Learning & Skills Council.

A briefing paper was before the Committee (SSC6).

Ms Jane Dixon, Head of Adult Learning, gave a presentation to the Committee, a copy of which is attached to the signed Minutes.

Key points are listed below:

- Oxfordshire Adult Learning delivers courses, workshops, and individually tailored programmes to 15000 learners per year:
  - from 12 main centres and many other venues;
  - with 150 full time core staff;
  - with 250 sessional tutors;

mainly through LSC funding
- Main areas of work:
  - learning for people with low level skills;
  - workforce development;
  - learning for personal development, health and wellbeing;
  - young people, 16 – 18 years;
  - adults with learning disabilities
- Future Plans:

New leadership team in place focused on:

- income generation – officers were currently looking at a leisure learning scheme which is focused on income generation. Both future governments were looking at putting funding into the 14 – 19 agenda rather than into leisure learning;
- less dependence on government funding;
- premises review – a move towards roving classroom supervisors and having less of an administration base in all centres;
- building a good relationship with the SFA (Skills Funding Agency) and the 14-19 team in Oxfordshire County Council. The funding for 14 – 19 year olds was coming to the Council so this would be a growth area. Apprenticeships would also be lucrative;
- enthusing the whole Service with its vision for the future.

Following the presentation, the Committee conducted a question and answer session.

A selection of the Committee's questions, together with the officers' responses, is given below:

- **Would all of the apprenticeships be run by the County Council?**

The Service delivers apprenticeships within the County Council but also to other employers across Oxfordshire.

- **What was the future of leisure learning for Oxfordshire residents?**

No potential future government had suggested that they would be putting money into leisure learning. There was no clarity after the next few years. Policy documents suggested that people might be given the opportunity to bid for a pot of money in future, for example, to set up a book club. By 2012/13 it was likely that funding for leisure learning would be reduced by approximately 50% and possibly more, which was why the service was now focusing on income generation. People would have to pay more for leisure learning courses.

Members were reminded that this Committee's remit was in relation to having an oversight of the adult learning service in provider mode, whereas the Growth & Infrastructure Scrutiny Committee's focus was on commissioning.

#### **44/10 COGGES MANOR FARM MUSEUM - REVIEW OF PROGRESS TOWARDS TRUST STATUS**

(Agenda No. 7)

As part of its work programme the Committee had agreed that it wished to be kept informed of the progress of Cogges Manor Farm Museum towards Trust status.

A briefing paper was before the Committee (**SSC7**), which included an outline of the background to this decision.

Mr Richard Munro, Head of Community Services, updated the Committee on the progress of Cogges Manor Farm Museum towards Trust status. Officers were on a very tight timescale and it was hoped that the Trust would be in place by the end of March. A Shadow Board had been in place since the middle of the previous year. The individuals involved had been understandably cautious in relation to this new responsibility and had been exercising due diligence. It had not been possible to find a business partner to run the Trust without public subsidy as a heritage attraction and the Trust had not been able to draw up a business model as a heritage attraction. They were now trying to grow the business as outlined in the paper before the Committee. There was a need for capital investment. This would probably be from the Heritage Lottery Fund or a similar source and would probably take a few years to secure.



The Committee noted that funding of £160,000 per annum was to be made available to the Trust for two years (not £180,000 as stated in the report), thanked the Head of Community Services for the update and requested to be informed of Board membership in due course.

Councillor Lilly undertook to provide the Head of Community Services with the name of his contact who was looking for a venue to display his collection of old agricultural tractors and machinery.

**45/10 FIRE SERVICE COMMAND AND CONTROL ROOM - THE FIRECONTROL AND FIRELINK PROJECTS**  
(Agenda No. 8)

Mr Colin Thomas (Assistant Chief Fire Officer and Head of Service Support) provided an update, accompanied by Mr Dave Etheridge (Deputy Chief Fire Officer and Head of Service Delivery). The Committee noted the following information:

- 16 stations had now been equipped with Early Station End Equipment;
- despite the national project delays, Oxfordshire Fire & Rescue Service (OFRS) was committed to its local project programme and all aspects of Station End Mobilising Equipment will have been renewed by the time the project was completed;
- the government select committee was due to meet on 8 February and would hear evidence from a range of people involved in the FiReControl project supported by written submissions. The select committee was causing a degree of speculation for everyone involved with FiReControl;
- Despite this OFRS believed that the most effective way forward was delivering the project against the current timescale and increasing its resilience;
- National clarification was not expected until September or October 2010.

In response to a question from a member of the Committee asking what impact that the new process for Ways of Working (WoW) from the Department for Communities and Local Government (CLG) might have, Mr Thomas stated that information on this had been provided to him and WoW would be renamed. The issue was to ensure that the national systems provided could accommodate local incident risk management plans. For example, OFRS had an innovative approach to reducing false alarms. He added that OFRS might have to change certain minor parts of certain processes in order to agree a national model.

Mr Etheridge stated that regardless of whether OFRS was eventually given a regional or sub regional control room or a different set up, the key priority was to ensure that call mobilising for Oxfordshire remained at least as good as its current standard and as good as it could be.

The Cabinet Member for Safer & Stronger Communities requested that her thanks to Mr Thomas and his team for their hard work be recorded.

## **INFORMATION SHARE**

The Committee had before it a briefing note on various matters relating to Community Safety (Agenda Annex).

Mr Etheridge updated the Committee verbally including the process followed, extent of the response and the main concerns raised during the consultation on the Draft Fire Authority Integrated Risk Management Action Plan 2010/11 (IRMP) as at 29 January 2010 (the consultation had officially concluded on 31 January), including feedback in relation to proposal (a) (Day Crewing Review at Abingdon and Didcot Fire Stations).

Mr Etheridge reported that central government had provided very clear guidance on public consultation, which had been in existence for about six years. Over the years the service had learnt a great deal about public consultation and made contact with over 120 organisations who were representative of a wide range of groups in society as well as its six neighbouring Fire & Rescue Authorities when consulting each year on the IRMP. A mail shot had gone to key stakeholders, all of the relevant details had been put onto the internet and the intranet and there was a questionnaire that could be accessed by the public. Due to the sensitivity of proposal (a), this year the service had also put additional information onto both web sites including the risk analysis and background information. In addition to this, two public meetings about the IRMP were held each year. This year two further public meetings had been held in light of proposal (a). These had been publicised by the Council's Media & Communications Team, by all of the news agencies and by the Fire Brigades' Union (FBU). Press and radio interviews had also been held to publicise these meetings.

Approximately 80 people had attended the meeting in Didcot; predominantly OFRS personnel and their families. A similar pattern had been replicated in Abingdon. OFRS had also given briefings to the Leader of the Council, the Cabinet Member for Safer & Stronger Communities, local members for Abingdon and Didcot, had presented to Scrutiny, had spoken to different District and Town Councils and had held internal briefings with managers and discussions with internal personnel.

As at 29 January 19 questionnaires, 18 emails (regarding non availability) and 2000 letters had been received (standard letters from the FBU Website), predominantly in relation to proposal (a) of the IRMP. The feedback from the public meetings had been that the number one concern was OFRS attendance times, which was always the main concern. Comment had been made regarding the service's over reliance on the retained duty system across the county - including at Abingdon and Didcot, the competency of retained fire fighters and fire fighter safety (from the FBU). Mr Etheridge stated that he could counter all of the above concerns and that if proposal (a) went into the IRMP these concerns could be addressed over time. Mr Etheridge then thanked Scrutiny for their challenge in relation to this matter.

The Cabinet Member for Safer & Stronger Communities stated that she was perturbed by the perception amongst some people that the county's retained fire fighters provided a second class service as this was not the case, especially given that many of the county's fire stations were wholly crewed by retained personnel.

Mr Etheridge further stated that the Audit Commission Organisational Assessment 2009 had noted that fewer people than in the previous year had been satisfied with the length of time it had taken for OFRS to arrive at their home. Therefore the service needed to get to incidents faster. In relation to Proposal (a) third party statistical modelling based on past evidence had predicted that response times would only be missed on three occasions in three years in Didcot and on one occasion over that time period in Abingdon. The present Retained Duty system impacted heavily on the service's ability to meet its response times county wide and this situation was getting worse.

Other areas of interest were reported as follows:

The Audit Commission Organisational Assessment 2009 had been part of the new Comprehensive Area Assessment (CAA) and the evidence had shown that OFRS is the second joint highest performing of the 46 Brigades in England. Although more people had been injured in fires, this was a national pattern which was due to recording, which was now carried out more professionally.

The formal draft report arising from the Health and Safety Executive (HSE) Inspection was still awaited. Following receipt of the final draft the report would be formalised and the Brigade would be expected to complete an action plan in response. A full report would come to Scrutiny in due course.

A member of the Committee asked if funding for the anticipated recommendations relating to training arising from the above Inspection had been estimated or costed and if so, whether there was sufficient money in the budget.

Mr Thomas stated that the additional training for breathing apparatus revolved around the volume and frequency of certain types of training. The HSE appeared to accept the arrangements which had been made by the service. It was anticipated that some additional cost would be necessary (probably £25k), and was not in the budget, but this cost was likely to be mitigated by internal changes. The investment of 12 watch managers as identified in the budget papers would help to provide the necessary support. If the training recommendation was made, officers would seek ways of funding this effectively from within the training budget. Until the written report had been received and it had been signed off it was still speculation at this stage.

The Cabinet Member for Safer & Stronger Communities requested that her thanks to Mr Etheridge be recorded for his work during the recent snow.

#### **46/10 DEBT ADVICE SCOPING TEMPLATE** (Agenda No. 9)

In October this Committee had agreed its future work programme, including the wish to conduct further scrutiny activity in relation to debt advice.

The intention was to focus on the provision of advice in the County.

A scoping template was attached for the Committee's consideration (SSC9).

The Committee **AGREED** the debt and money advice scoping template and to nominate Councillors Lawrie Stratford, Bill Service, John Goddard and John Sanders to the Lead Member Review Group.

Councillor Stratford undertook to ascertain with Councillor Dr Peter Skolar when the Strategy and Partnerships Scrutiny Committee would be looking at grants in general, and in relation to the delivery and the provision of advice.

#### **47/10 CRIME AND DISORDER SCRUTINY** (Agenda No. 10)

The Committee was reminded that the Home Office had produced guidance relating to the provisions in the Police and Justice Act 2006 on the scrutiny arrangements for crime and disorder. Every local authority must create or designate a crime and disorder committee. This committee may be new or an existing committee may take on this role. The committee may be at county level or be set up as a joint committee with the districts. The Safer and Stronger Communities Scrutiny Committee is currently constituted to take on this role for the County Council.

The purpose of a crime and disorder committee is to:

- a) review or scrutinise decisions made/actions taken by the “responsible authorities” in the exercise of their crime and disorder functions; and
- b) make reports or recommendations to the local authority with respect to the discharge of those functions.

The responsible authorities in Oxfordshire are: Oxfordshire County Council, District Councils, Thames Valley Police, Thames Valley Police Authority, Oxfordshire Fire and Rescue Authority and Oxfordshire Primary Care Trust.

Dr Alvi stated that this committee in its role as a crime and disorder committee would need to look at how the different partners come together and what outcomes they were achieving, rather than focusing on one partner. All of the county’s district councils had already designated committees to scrutinise crime and disorder and there was a widely held view that work should not be duplicated. Therefore information sharing would be needed to ensure that this committee was not covering the same ground already scrutinised by a district council, especially in relation to avoiding questioning the same senior officers, who had many demands on their time. In relation to the Crime and Disorder Reduction Partnerships (CDRPs) it would be natural for this Committee to scrutinise the Oxfordshire Safer Communities Partnership (OSCP) rather than the individual CDRPs, which lent themselves more readily to scrutiny by the district council scrutiny committees.

The Committee discussed its new duty and **AGREED** to consider this in relation to its work programme at its July meeting, when it would undertake further discussion into how to take this new duty forward.

**48/10 SCRUTINY WORK PROGRAMME**

(Agenda No. 11)

Dr Alvi updated the Committee in relation to the latest version of its future work programme timeline (SSC11).

The Committee **AGREED**:

- that it wished to have sight of the facts and figures from Thames Valley Police as early as possible (Thames Valley Police Authority Three Year Strategic Plan 2008-11 would be scrutinised at this Committee’s May meeting);
- that it wished to receive the Health & Safety Executive Inspection report at its July meeting, together with the associated action plans, to enable members to challenge officers regarding their approach.

All members of the Committee were asked to let Ms Coldwell know as soon as possible what information they wished to be provided to them by Thames Valley Police.

**49/10 FORWARD PLAN**

(Agenda No. 12)

No items had been identified for noting.

**50/10 TRACKING SCRUTINY ITEMS**

(Agenda No. 13)

No items had been identified for tracking.

..... in the Chair

Date of signing .....

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# Delivery Plan

2010-2011



Thames Valley  
Police Authority



THAMES VALLEY  
POLICE





## Our aim and values

### Our aim

# Working in partnership to make our community safer

### Our values

To foster the trust and confidence of our community, we will:

- Treat everyone fairly and with respect
- Act with courage and integrity
- Take pride in delivering a high quality service and keeping our promises
- Engage, listen, and respond
- Learn from experience and always seek to improve

# 1 To strengthen neighbourhood policing to respond to local need and increase public confidence

	Action	Chief Officer lead
1.1	Improve local arrangements for community consultation in line with the Policing Pledge and deliver enhanced engagement and problem solving in conjunction with partners.	ACC LP
1.2	Implement a method of identifying those at risk from chronic anti-social behaviour problems in terms of victims, offenders and locations, ensuring that police and partners deliver appropriate interventions.	ACC LP
1.3	Improve the communication between neighbourhood policing teams and our local communities: making best use of community messaging, new technology and newsletters, aligning with partners wherever possible.	ACC LP
1.4	Increase members of the Special Constabulary to 450.	ACC LP
1.5	Take measures to improve confidence and satisfaction levels reported by all our communities, closing the gap where differences are apparent.	ACC LP

**Control Strategy Priorities:**

Tackle anti-social behaviour by focussing on problem families and locations and supporting repeat victims.

## 2 To develop our partnerships to reduce crime and disorder

	Action	Chief Officer lead
2.1	Work with partners to implement effective local integrated offender management that will reduce re-offending amongst an extended group of offenders.	ACC LP
2.2	Ensure our engagement with young people in schools supports our work to tackle anti social behaviour, street crime, knife crime and gangs, is in line with good practice nationally and locally, and that officers and staff engaged in such activity are appropriately trained and resourced.	ACC LP
2.3	Target enforcement activity and preventative measures to reduce the level of serious violence, particularly that associated with gangs and the criminal use of knives.	ACC LP
2.4	Increase prosecutions against drivers who use their vehicles in an anti-social manner in our neighbourhoods, through the effective use of legislation including seizure powers.	ACC O
2.5	Ensure greater use of awareness training and online education schemes for drivers and other road users (e.g. pedestrians and cyclists) to reduce the number of those killed and seriously injured on our roads.	ACC O
2.6	Tackle violent crime offences by improving their investigation, increasing the detection rate and the use of prosecutions.	ACC C&CJ
2.7	Reduce offences and increase detection rates in burglary dwelling, robbery and autocrime by targeting prolific offenders and crime hotspots.	ACC C&CJ

### Control Strategy Priorities:

Tackle violent crime and crimes involving the use of knives and improve our investigation of serious acquisitive crime.

# 3 To improve the service provided to victims, witnesses and the public

	Action	Chief Officer lead
3.1	Enhance the quality of service in relation to victims, witnesses and callers coming into contact with Thames Valley Police by streamlining our processes.	DCC
3.2	Maximise the current mechanisms for receiving information from the public and identify additional effective communication routes using the internet, email and text.	DIST
3.3	Improve compliance with the requirement to keep victims informed about progress of their investigation in line with the Policing Pledge by negotiating/agreeing updates with victims.	ACC C&CJ
3.4	Roll out the national modernising charging project. This will involve the police taking responsibility for more charging decisions.	ACC C&CJ
3.5	In partnership with Health and other agencies establish a Sexual Assault Referral Centre for the Thames Valley to provide a service for the victims of Serious Sexual Assaults.	ACC C&CJ
3.6	Ensure the Force is able to deliver the standards required of the police for mental health and supporting people with learning difficulties as set out in the Bradley Report and forthcoming national guidance.	ACC LP
3.7	Work with partners to reduce repeat victimisation in those domestic abuse cases managed by the Multi-Agency Risk Assessment Conferences.	ACC C&CJ
3.8	Identify and reduce the number of repeat domestic abuse offenders who move from victim to victim through targeted enforcement and preventative activity.	ACC C&CJ

**Control Strategy Priorities:**

Tackle domestic violence and improve our investigation of serious sexual assaults and hate crime.

# 4 To protect communities from the threat of terrorism and organised crime

	Action	Chief Officer lead
4.1	Conduct results analysis for major and serious organised crime in order to monitor the impact of preventative and enforcement activity.	ACC C&CJ
4.2	Increase intelligence gained through communities and to increase the effectiveness of using such intelligence for tackling serious and organised crime.	ACC C&CJ
4.3	Prepare and implement management plans for all identified Organised Crime Groups.	ACC C&CJ
4.4	Engage with other regional and national agencies and partners to support our preventative and enforcement activity against serious and organised crime.	ACC C&CJ
4.5	Develop partnerships with the business community to support our preventative and enforcement activity against serious and organised crime.	ACC C&CJ
4.6	Prepare and protect against terrorist attack in partnership with our Local Resilience Forum partners.	ACC O
4.7	Conduct a counter-terrorism exercise to test the Force and partner agency response to terrorist incidents.	DCC

**Control Strategy Priorities:**

Continue to disrupt organised crime groups, tackle those engaged in drug supply and violence, and reduce the threat of terrorism.

# 5 To use information and intelligence to be more effective

	Action	Chief Officer lead
5.1	Implement the Guardian Crime System across the Force and introduce effective business change in order to facilitate maximum operational benefit.	DIST
5.2	Further improve Information Management tools and processes to enable efficient access to key data, information and organisational knowledge.	DIST
5.3	Meet the specified requirements in order to connect to the Police National Database and introduce effective business processes so as to maximise the additional intelligence opportunities.	DIST
5.4	Implement a future-proof cost-effective ICT infrastructure that provides staff secure access to key systems and applications in any location so as to improve our customer service.	DIST
5.5	Introduce Identity Access technology controls and compliance with the ACPO Information Assurance Maturity Model to enhance Force Information systems' security.	DIST
5.6	Introduce further Information Assurance controls across the organisation to facilitate effective information sharing with partners and to minimise risk around data transfer.	DIST
5.7	Implement recommendations from the force review of intelligence that will improve and streamline our processes.	ACC C&CJ

# 6 To develop our people to give the best service

	Action	Chief Officer lead
6.1	Promote leadership and embed professional values in our people.	DoR
6.2	Implement actions developed in response to the staff survey.	DCC
6.3	Take positive action in the recruitment, development, promotion and retention of under-represented groups in TVP. Specifically to: <ul style="list-style-type: none"> <li>a. Achieve an annual recruitment target of 10% Black &amp; Minority Ethnic (BME) officers, police staff and Police Community Support Officers (PCSOs).</li> <li>b. Achieve the Police Authority's locally agreed targets for overall representation of female and BME police officers, police staff and PCSOs.</li> <li>c. Reduce under-representation in departments.</li> <li>d. Monitor career progression of female and BME officers.</li> </ul>	DoR
6.4	Strengthen the quality of individual performance management by marketing the PDR matrix and guidance.	DoR

# 7 To improve the use of our resources

	Action	Chief Officer lead
7.1	Implement the agreed actions of the productivity plan.	DCC
7.2	Identify and implement collaborative opportunities that will improve service delivery and/or deliver savings.	DCC
7.3	Ensure that appropriate gaps in the Protective Services Improvement Plan are closed.	DCC
7.4	Ensure that identified benefits are realised and risks managed through the Change Management process across the organisation.	DCC
7.5	Improve the management and analysis of performance data through effective use of systems and processes.	DCC
7.6	Progress asset management opportunities and priorities.	DoR
7.7	Identify the Force's environmental impact and develop actions to achieve future improvements.	DoR
7.8	Through ICT collaboration with Hampshire constabulary and working with Forces in the SE region ensure compliance with the NPIA Information Systems Improvement Strategy.	DIST
7.9	Develop a strategy to bridge the funding gap identified from 2011 to 2014 and publish details in the Value for Money Statement.	DCC
7.10	Use the Productivity Framework to drive sustainable improvement in quality of service and efficiency.	DCC



## Delivery Plan Targets

### **To strengthen Neighbourhood Policing to respond to local need and increase public confidence**

- Increase the percentage of people who agree that the police and local councils are dealing with anti-social behaviour and crime issues that matter in their area to 68% (provisional).
- Increase the number of Special Constables to 450
- Increase the satisfaction level with the overall service provided to 86% (provisional).

### **To develop our partnerships to reduce crime and disorder**

- Increase the detection rate for Violence against the Person with Injury (including domestic abuse) to 35%
- Reduce the level of Serious Acquisitive Crime (domestic burglary, theft of a vehicle, theft from a vehicle and robbery) by 2%
- Increase the detection rate for Serious Acquisitive Crime to 12%
- Achieve a 25% detection rate for Serious Sexual Offences

### **To improve the services provided to victims, witnesses and the public**

- Reduce the level of repeat victimisation, compared to 2009/10, for victims of domestic abuse assessed by the police as 'High Risk' and managed by Multi-Agency Risk Assessment Conferences
- 90% of 999 calls to be answered within national target of 10 seconds
- 90% of Non-emergency calls received within the PECs to be answered within the national target of 40 seconds

### **To protect communities from the threat of terrorism and organised crime**

- Disrupt 20 High Risk Organised Crime Groups
- Increase the number of confiscation orders by 10%

## Diagnostic Indicators

### **To strengthen Neighbourhood Policing to respond to local need and increase public confidence**

- The disparity in the white and BME satisfaction levels with the overall service provided by the police

### **To develop our partnerships to reduce crime and disorder**

- The level of Most Serious Violent Crime compared to Most Similar Force Group
- The detection rate for Most Serious Violent Crime compared to Most Similar Force Group
- The detection rate for Assault Less Serious Injury compared to Most Similar Force Group
- The detection rate for Burglary in a Dwelling compared to the Most Similar Force Group
- The detection rate for Theft from Vehicle compared to Most Similar Force Group
- The detection rate for Theft of Vehicle compared to Most Similar Force Group
- The detection rate for Robbery compared to Most Similar Force Group
- The detection rate for hate crime

## Key to Abbreviations

CC	Chief Constable
DCC	Deputy Chief Constable
ACC LP	Assistant Chief Constable, Local Policing
ACC C&CJ	Assistant Chief Constable, Crime & Criminal Justice
ACC O	Assistant Chief Constable, Operations
DoR	Director of Resources
DIST	Director of Information, Science & Technology







**Oxfordshire County Council**  
**Safer & Stronger Communities Scrutiny Committee**  
**10 May 2010**

**Public Confidence**

***Dealing with concerns about anti-social behaviour and crime by the local council and police (National Indicator 21 (NI21))***

**Purpose**

The purpose of this briefing is to:

- (i) Inform the Safer & Stronger Communities Scrutiny Committee of progress to increase public confidence made by the Oxfordshire Safer Communities Partnership (OSCP) during the last year (2009/10); and
- (ii) to outline the Oxfordshire Safer Confident Communities Project that will take place during the next six months; and
- (iii) to enable the Safer & Stronger Communities Scrutiny Committee to ask questions of Bill Oddy (Oxfordshire Public Confidence Lead), Superintendent Amanda Pearson (TVP Oxfordshire Confidence Lead), and Dan Bowden (Oxfordshire Safer Confident Communities Project Manager)

**Recommendations**

- (a) That the Safer & Stronger Communities Scrutiny Committee notes the content of the briefing; and
- (b) The progress made by the Oxfordshire Safer Communities Partnership (OSCP) with the delivery of the Confidence Delivery Plan 2009/10, attached as **Appendix A**; and
- (c) That the Safer & Stronger Communities Scrutiny Committee notes the information contained in the report and attached as **Appendix B** regarding the Safer Confident Communities Project; and
- (d) Receives a presentation on the information contained in the report at the meeting.

**Background**

Local Authorities were provided with the results of the first Place Survey in April 2009. This information enabled the Oxfordshire Partnership to negotiate with the Government Office of the South East (GOSE) and agree the Oxfordshire NI 21 target. The table in **Appendix C** outlines the baseline data in each Local Strategic Partnership (LSP) in the Thames Valley and shows that in Oxfordshire 28.1% of people who were consulted “tend to agree” (24%) or “strongly agree” (4%) that local councils and the police are effectively dealing with local concerns about anti-social behaviour and crime. Although the baseline appears low it compares well with other areas and Oxfordshire has the second highest baseline in the Thames Valley. The

results in Oxfordshire also indicate that a large number of responders (51%) stated they either “don’t know” or “neither agree nor disagree” with the statement. This may provide a large number of people that could be influenced by the effective implementation of a delivery plan and enhanced partnership working.

The table in **Appendix C** shows that a target of a 5% increase (33.1% by March 2011) in public confidence was agreed and adopted in Oxfordshire.

A chart in **Appendix D** shows the NI 21 baseline data for each district area in Oxfordshire. This indicates a higher baseline in Oxford City (32.6%) with other areas in the county achieving significantly lower (average of 26.5%) levels of public confidence.

Nationally each police force has been set a ‘top down’ confidence target by the Home Office which will be measured by the British Crime Survey (BCS). For Thames Valley Police the target is 59.2% by the end of March 2012 with an expectation that they will meet 54.2% by the end of March 2011. The TVP baseline was 46.0%.

Although both indicators (Place Survey and British Crime Survey) will be measured using different surveys and each has its own target and timescale it is critical for Thames Valley Police and local authorities in Oxfordshire to work effectively together to achieve these targets.

### **Progress during the last year**

In April 2009 an Oxfordshire Confidence Steering Group (NI 21 Steering Group) containing communications staff and community safety managers was established. The group developed a Delivery Plan which was adopted by OSCP in September 09. The plan, attached as **Appendix A**, contained actions that have been delivered at neighbourhood, district, and county level. There were a total of 29 actions contained in the plan under the following four objectives:

- Dealing with things that matter to communities in Oxfordshire
- Treat people fairly and with respect
- Improve public perception of levels of crime and anti social behaviour in Oxfordshire
- Provide a satisfactory response to crime and anti social behaviour in Oxfordshire

The Delivery Plan contained three phases. The first included actions to put in place ‘building blocks’ and included training, and ensured ‘minimum neighbourhood standards’ were achieved in all 78 neighbourhoods in Oxfordshire. The second phase included a pilot in each district in Oxfordshire using a range of intervention methods, broadly split into (i) tackling perception; and (ii) the effectiveness of the response, with the intention of:

- Evaluating the effectiveness of these interventions in the five pilot areas; and



- Developing a tactical menu of options for improving confidence in 2010, prior to the next Place Survey

Based on the Place Survey results and local knowledge, Local Police Area Commanders and Local Authority Community Safety Managers nominated the following areas for the pilots:

- |                                  |                         |
|----------------------------------|-------------------------|
| ➤ Ruscote, Neithrop and Hardwick | Cherwell                |
| ➤ Blackbird Leys                 | Oxford City             |
| ➤ Faringdon                      | Vale of the White Horse |
| ➤ Wallingford                    | South Oxfordshire       |
| ➤ Carterton                      | West Oxfordshire        |

Phase two of the delivery plan also included more detailed consultation. Oxfordshire Voice, the County Council and Primary Care Trust's residents' panel were used for this exercise. The Consultation and Involvement Team at Oxfordshire County Council held three focus groups in December which provided a greater understanding of resident's views. The following areas were explored:

- What participants knew about what public services are doing in response and where did they find out
- Whether participants agree/ disagree/ don't know (NI 21) and why
- Expectations of which public services should deal with these issues and how they should deal with them
- Perceived prioritisation of issues to be addressed
- Level of interest in knowing more and public service response
- Explore views on communications approaches
- Explore views on policing interventions
- What would have the biggest impact

The information from the five pilots and the consultation is now contained in detailed reports that have been used by the Confidence Steering Group to decide what is the most effective way to increase public confidence. These reports are available on request.

A total of 28 of the 29 actions contained in the Confidence Delivery Plan have now been achieved. This is a significant achievement and provides Oxfordshire with good foundations to increase public confidence over the next few years. The work of the Confidence Steering Group including the implementation of the delivery plan, the pilots and consultation, and reports to OSCP during the last year provides an audit trail and evidence to support what Oxfordshire has done to achieve the LAA target.

In addition, the work being undertaken on Public Confidence in Oxfordshire has been acknowledged by the Home Office and National Police Improvement Agency (NPIA) and information has been shared with Hampshire and Kent. Oxfordshire has also set up a Confidence Forum on the IDeA Communities of Practice Website - <http://www.communities.idea.gov.uk>. This has over 100 members from across the UK, sharing information about public confidence.

## **Safe & Confident Communities Project**

The final action in the Confidence Delivery Plan, and phase three, was to implement a campaign to increase public confidence. The work that has now been completed in Oxfordshire in the last year provides the County with a very exciting opportunity. Historically organisations and partnerships have used traditional methods to communicate with the public, often using the local media, without any information about the individuals and neighbourhoods they are communicating with. As a result of the analysis work that has been completed in Oxfordshire the way that public services communicate with communities could change in the future. Analysis of Experian Mosaic data provides information at census output area level (50 - 200 premises) and will be used to determine what is important to local residents and the most effective method to communicate with them.

Dan Bowden from Thames Valley Police will be attending the meeting to give an overview of the Experian Mosaic data that has been analysed and will be used to increase public confidence. More information is available on how this data is used in the public sector is on the Experian website - [http://publicsector.experian.co.uk/Products/~media/Brochures/MosaicPublicSector\\_Brochure\\_final.ashx](http://publicsector.experian.co.uk/Products/~media/Brochures/MosaicPublicSector_Brochure_final.ashx)

The campaign to increase public confidence in Oxfordshire will be called **Safer Confident Communities**. This project will not follow the normal public sector campaign format because the evidence from the five confidence pilots is that this approach has limited impact on public confidence. The campaign will change the way public services communicate with the public, using the neighbourhood structure as the delivery mechanism. The project will give public services in Oxfordshire information about what is important in small geographical areas and how to communicate with residents in these areas.

The Project Implementation Document (PID) is attached as **Appendix B**. This outlines the strategic intentions of the project, the resource framework, risks, and key milestones.

Dan Bowden from Thames Valley Police has been seconded to be the Safer Confident Communities Project Manager, working for the Partnership between April and Sept 2010.

### **Public Confidence - Safer Confident Communities Group**

The Oxfordshire Public Confidence Steering Group was established with a specific role to increase public confidence in Oxfordshire. This report outlines the achievement of the group during its first year of operation and what it intends to do during the next six months. The OSCP will be considering the role of the Confidence Group in the future when it meets on the 20 May.

The confident agenda will continue in the future, each police force has 'top down' targets until 2012. The Total Place, neighbourhood management framework, including neighbourhood agreements is likely to develop during the next few years. Anti social behaviour, which includes a broad range of quality of life issues will

continue to be a priority nationally, in Oxfordshire, and for each of the new (2011-14) Community Safety Strategies in the county. Anti social behaviour is also a priority in Oxfordshire 2030.

Each of these issues is delivered locally but could benefit from a county-wide coordination. The intention is not to interfere with local service delivery but to assist Community Safety Partnerships, share information, implement 'minimum standards', and benchmark services.

### **Financial Implications**

The work of the Oxfordshire Public Confidence Group has been completed by officers from each District Council, Thames Valley Police, Thames Valley Probation Trust, Oxfordshire County Council, and Oxfordshire Primary Care Trust.

Oxfordshire Safer Communities Partnership has agreed to fund the Safer Confident Communities Project with £35,000 from the Tackling not Tolerating Government Funding.

### **Risks**

1. Oxfordshire is well placed to deliver the NI21 LAA target. It has carried out research and created a project framework to assist in the delivery of the target.
2. It is difficult to establish if the agreed target of 5% will be challenging although compared with other areas in the Thames Valley it appears to be realistic. The Thames Valley Police Neighbourhood Survey indicates that public confidence in Oxfordshire has increased by 6.1% during the last year.
3. The next 'Place Survey' will be conducted in September 2010, the results will be published in 2011. Events nationally or locally prior to the Place Survey could have a negative impact on residents opinions.

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26 April 2010

# Oxfordshire Public Confidence Delivery Plan 2009/10

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*... A Delivery Plan to increase public confidence in the way local councils and the police in Oxfordshire are dealing with local concerns about anti-social behaviour and crime*  
(National Indicator 21)

## Background

Confidence in how the police and local authorities tackle crime and anti social is a national priority and The Oxfordshire Partnership has adopted National Indicator 21 (NI 21) as one of its targets in the Local Area Agreement (LAA2)<sup>1</sup>. The indicators chosen for the Local Area Agreement (LAA) are directly related to the priorities identified in the Sustainable Community Strategy which has been developed by the Oxfordshire Partnership following extensive community engagement.

The Home Office has set intentionally stretching targets for each police in England and Wales which when achieved would mean that, nationally, 60% of people will be confident that the police and partners are addressing the antisocial behaviour and crime issues that matter locally - a 15% point increase from the current position. For Thames Valley Police the final target is 59.2% by the end of March 2012 with an expectation that the force will meet 54.2% by the end of March 2011. The current baseline is 46.0%.

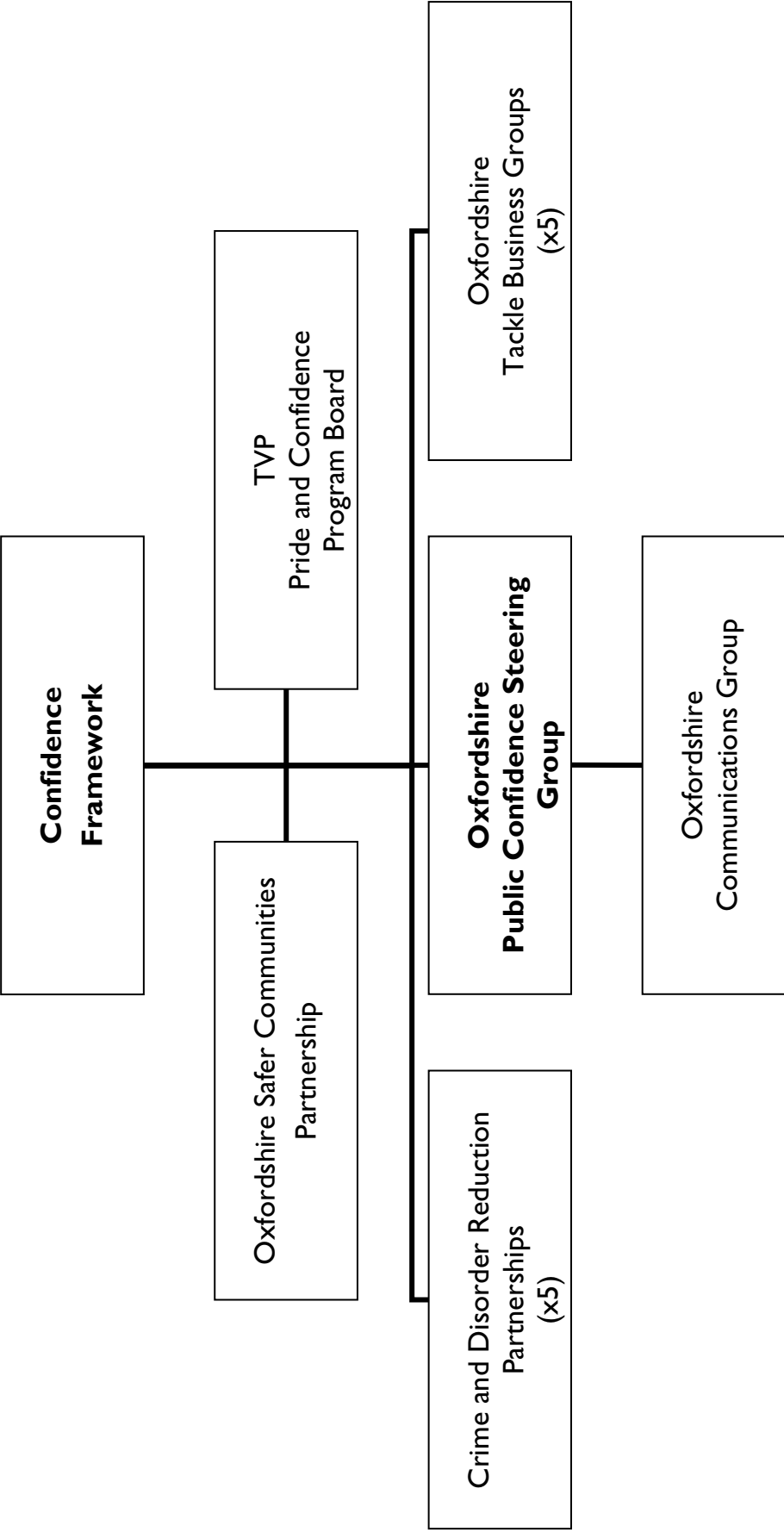
In Oxfordshire the target is measured using a different survey called the 'Place Survey'. The baseline in Oxfordshire for NI 21 is 28.1%. The target agreed with GOSE is 5% (33.1% by March 2011).

The key to delivering these targets will be for a coordinated approach and this delivery plan is intended to support Thames Valley Police deliver its Pride and Confidence Program and the Policing Pledge as well as improving confidence in Oxfordshire.


The structure chart on page 3 shows the framework that exists to support the confidence work in Oxfordshire

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<sup>1</sup> <http://portal.oxfordshire.gov.uk/content/public/oxfordshirepartnership/NewLAA/OxfordshirerefreshedLAA180509.pdf>









### Overview of Delivery Plan – April 2010

Total Number of Actions	29
Number of Project Completed 	28
Number of Project On Track 	1
Number of Projects At Risk 	0









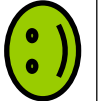
## Objective 1 – Dealing with things that matter to communities in Oxfordshire

Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
1.1	SMART, geographically specific, NH priorities – Ensure that all neighbourhood priorities are specific rather than generic so that they can demonstrate tangible progress against local priorities.	Neighbourhood	<b>TVP / LA</b> NH Inspectors / Community Safety Managers	Movement in BCS and Place Surveys Feedback from NAGs Solutions to include (where appropriate) visible action, such as environmental improvements.	Jan 2010	All Oxfordshire NH's now have specific NH Priorities. Those that don't have an explanation on the website as to why not [ie very recent engagement and NAG have not started the problem solving process]	
1.2	Every Neighbourhood to have an effective engagement plan, (Pledge 7): Meetings and other engagement opportunities to be advertised on NH internet pages and elsewhere as appropriate. (For Future development - All NAGs to incorporate public participation into the meetings.)	Neighbourhood	<b>TVP / LA</b> NH Inspectors / Community Safety Managers	Monitoring/Review of engagement plans Monitoring of NH Internet pages and website Audit	July 2009	Every NH has an Engagement Plan and are now advertising public meetings on the TVP website under the branding of 'Have your say'	
1.3	Local patrol plans will be in place for every neighbourhood police team based on priorities. These will incorporate partner agencies where appropriate. Plans to be submitted to BCU SPOC to enable identification of good practice and the collation of a 'menu of options' for effective patrol plans.	Neighbourhood	<b>TVP</b> NH Inspectors	Monitoring / Review of patrol plans Activity Analysis for NHP teams via Blackberry	July 2009	All Oxfordshire NH teams have been trained in new Oxon Patrol Plan. Part of TVP Performance Group framework and BCU/LPA Inspection process	




Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
1.4	<p>Maximise the visibility and activity of NHP teams, by:</p> <p>Identifying specific opportunities for maximising visibility (ie. Village fetes, community events, patrol plans to include high foot-fall times/locations.) These will incorporate partner agencies where appropriate.</p>	County	<p><b>TVP</b></p> <p>Insp Talbot</p> <p>NH Inspectors</p> <p>Andy Prescott</p>	<p>Training to all NHP Teams.</p> <p>Produce an vents calendar for Oxfordshire</p>	October 2009	<p>Maximising visibility is part of the Policing Pledge training that has now been delivered to all Oxon NH Teams. BCU Operations now produce an events calendar for Oxfordshire</p>	
1.5	<p>Develop problem solving skills and opportunities:</p> <p>Maximising opportunities for sharing good practice between NH teams and improving organisational memory.</p> <p>Strengthening local arrangements for joint agency problem solving</p> <p>Seeking to involve members of the public in local problem solving activities</p>	District	<p><b>CDRP</b></p> <p>Insp Talbot</p> <p>LPA Commanders / Community Safety Managers</p>	<p>Monitoring / Collation of NH action plans</p> <p>Oxfordshire Learning Exchange event taken place</p>	January 2010	<p>There is a brief input on problem solving training on policing pledge training. In addition NH Teams on all LPA's have had input from Sandy Nicholson</p> <p>Oxfordshire Learning Exchange event taken place – Sept 09</p>	
1.6	<p>Communications training to be provided for all NH teams, NH administrators and NAG chairs / NAG Comms Leads</p>	County	<p><b>TVP / LA</b></p> <p>Jamie Carlin / Claire Gourlay</p>	<p>Training package developed and delivered</p>	March 2010	<p>3 out of 5 NH Administrators have received Comms trn and Comms Dept also provide an input during Policing Pledge Trn.</p>	





## Objective 2 – Treat People Fairly and with Respect




Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
2.1	<p>Review physical access to front counters</p> <p>Identifying opportunities to improve Police front counter opening times to meet customer needs (ie. By remaining open at peak times such as lunchtimes</p> <p>Complete and Audit of ASB services in Oxfordshire</p> <p>Adapting services to meet specific local needs (ie. Ensuring information is accessible for people who are deaf, partially sighted, or for whom English is not their first language)</p>	District	<p><b>TVP / LA</b></p> <p>LPA Commanders / Community Safety Managers</p>	<p>Audit of ASB services in Oxfordshire complete and presented to Oxfordshire Safer Communities Partnership</p>	March 2010	<p>All front counters in TVP assessed for DDA compliance. Force wide public consultation exercise on opening times to commence shortly. New standard referral process in place for reports of ASB at front counters.</p> <p>Police communication boards and language line available in all front counters</p> <p>Audit of ASB Services completed in each CDRP in Oxfordshire</p> <p>Ongoing</p>	
2.2	<p>Deliver Serving with Pride and Confidence training to all members of TVP staff.</p>	County	<p><b>TVP</b></p> <p>Jamie Carlin</p>	<p>Numbers of staff trained</p> <p>Impact on public confidence measures, Public surveys, complaints, staff surveys</p>	March 2010	Ongoing	
2.3	<p>Review quality of service data (quantitative and qualitative) BCU level to identify indicators of disproportionality or poor service</p>	County	<p><b>TVP</b></p> <p>Supt Pearson</p>	<p>Impact on public confidence measures, Public surveys, complaints, staff surveys</p>	Ongoing	<p>Review of Data completed by TVP BCU Diversity Board in Dec 09</p>	

Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
2.4	Identify any areas of disproportionality arising from local surveys.	County	<b>TVP / LA</b> LPA Commanders / Community Safety Managers	Impact on public confidence measures, Public surveys, complaints, staff surveys	Ongoing	TVP Neighbourhood Survey now completed every month.  Citizen Panel Surveys completed in SODC, WODC, Oxford City.  Place Survey completed across Oxfordshire.  Ongoing	
2.5	Ensure that complaints are effectively dealt with by: Establishing, in each LPA, a process for reviewing and managing reports and complaints of incivility/rudeness. Establishing a BCU SPOC to collate and review reports of incivility/rudeness and ensure action is taken (eg organisational learning, training and discipline)	District	<b>TVP</b> LPA Commanders / BCU SPOC (Rob Angel)	Impact on public confidence measures, Public surveys, complaints, staff surveys	October 2009	Part of Performance Group review process.  Ongoing	
2.6	Implement 'Professional Judgement' across the BCU to encourage the risk-based use of discretion when responding to calls for service	County	<b>TVP</b> Supt Pearson Jamie Carlin	Numbers of staff trained Impact on public confidence measures, Public surveys, complaints, staff surveys	February 2010	Ongoing	
2.7	CADO Champion to be appointed to review Public Confidence Delivery activity to ensure diverse needs of individuals and communities are adequately accommodated.	County	<b>TVP</b> CADO	Assessment (EIA) Completed	December 2010	EIA Completed	




## Objective 3 – Improve Public perception of levels of crime and anti social behaviour in Oxfordshire

Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
3.1	<p>Improve local community confidence by:</p> <ol style="list-style-type: none"> <li>Using local surveys (Ref 2.4) and demographic data to identify communities where confidence is low and targeting reassurance campaigns towards those communities</li> <li>Incorporating community confidence into TVP / CDRP / OSCP performance management process</li> </ol>	District / County	<p><b>CDRP</b> Community Safety Managers / LPA Commanders</p>	<p>Movement in BCS and Place Surveys</p>	March 2010	<p>Pilots completed 5 locations in Oxfordshire and evaluation presented to Confidence Steering Group in March</p>	
3.2	<p>Increase and improve consultation and engagement activity, by:</p> <ol style="list-style-type: none"> <li>Adapting engagement activity to meet local needs, and</li> <li>Adapting activity to engage with hard-to-reach members of the community (ie. young people and the business community.</li> </ol>	Neighbourhood	<p><b>TVP</b> NH Inspectors / Community Safety Managers</p>	<p>Review of NH Engagement plans Feedback from consultation events. Number of consultation events</p>	March 2010	<p>Pilots completed 5 locations in Oxfordshire and evaluation presented to Confidence Steering Group in March</p>	
3.3	<p>Develop and implement an 'improving confidence' communications plan for each CDRP and the County, including:</p> <ol style="list-style-type: none"> <li>The establishment of monthly CDRP communication meetings to evaluate press coverage and plan future communication messages</li> <li>Increase the amount of information provided to the public about positive policing and LA activity, using the full range of communication methods and local media support.</li> </ol>	District / County	<p><b>TVP / CDRP</b> <b>Victoria Brandon</b> Community Safety Managers / LPA Commanders</p>	<p>Survey and satisfaction data Number of joint initiatives. Positive media coverage: use of community messaging; number of community publications Positive media coverage, including features and input from local TV, radio and newspaper; use of community messaging; number of community publications.</p>	March 2010	<p>ASB funding of 35k agreed. Budget agreed and confidence project PID drafted for approval by Confidence Steering Group in April for implementation between April-Sept.</p>	



Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
3.4	Introduce 'We asked – You said – We did' initiative.	District / Neighbourhood	<b>CDRP</b> Community Safety Managers / LPA Commanders	Survey and satisfaction data Number of joint initiatives. Positive media coverage: use of community messaging; number of community publications Positive media coverage, including features and input from local TV, radio and newspapers; use of community messaging; number of community publications.	March 2010	ASB funding of 35k agreed. Budget agreed and confidence project PID drafted for approval by Confidence Steering Group in April for implementation between April-Sept.	
3.5	Improve the quality of NH monthly neighbourhood police updates	Neighbourhood	<b>TVP</b> NH Inspectors / Claire Gourlay	Number of NP monthly updates which are compliant	June 2009	Training is provided to NH Administrators and Comms provide an input to NH Teams during Policing Pledge Trn. Part of TVP Performance Group framework and BCU/LPA Inspection process	
3.6	Ensure all appropriate correspondence to members of the public includes an insert referring to the Policing Pledge and NP.	District	<b>TVP</b> BCU / LPA Commanders	Survey and satisfaction data	March 2010	Guidance sent to all LPA Commanders Ongoing Operation Confidence launched in Oct 2010	
3.7	Reinvigorate the Force-wide campaigns with partners focused on burglary and robbery (Safer Homes/Safer Streets)	District	<b>TVP</b> Claire Gourlay / Crime Reduction Officers	Objectives of the campaign achieved. Serious acquisitive crime reduced.	Ongoing	Operation Breaker in October 2010 Ongoing	


Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
3.8	Develop and implement An Oxfordshire wide campaign on anti-social behaviour	County / District	NI 21 Steering Group / Oxfordshire Comms Group / CDRP Victoria Bartlett	Objectives of the campaign achieved. Anti-social behaviour reduced	March 2010	ASB funding of 35k agreed. Budget agreed and confidence project PID drafted for approval by Confidence Steering Group in April for implementation between April-Sept.	
3.9	Reinvigorate the Operation Falcon branding for all drugs related activity	County	TVP Claire Gourlay / Leigh Thompson	Objectives of the campaign achieved. Anti-social behaviour reduced	Jan 2010	Operation Falcon is now considered as part of any drugs related initiatives in Oxfordshire CDRPs have attended Home Office Confidence Training - Nov 09	
3.11	Increase numbers of TVP / Partnership staff willing and able to talk to media through targeted media training.	County	TVP Jamie Carlin	Staff attending media training.	March 2010	TVP Probationers receive media input. Planned ICE Training in 2010 TVP staff attend Media training Ongoing	




## Objective 4 - Provide a satisfactory response to crime and anti social behaviour in Oxfordshire

Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
4.1	Establish monitoring around the Policing Pledge to include compliance visits conducted jointly with TVPA	District	<b>TVP</b> LPA Commanders	Compliance measures contained within the plan	January 2010	Part of TVP Performance Group framework and BCU/LPA Inspection process Ongoing	
4.2	Dip sampling of crime reports by first line supervisors and senior managers to evaluate quality of police investigations and contact with the public to ensure Policing Pledge compliance. Pledge 8	District	<b>TVP</b> LPA Commanders	Customer survey feedback	Ongoing	Part of TVP Performance Group framework and BCU/LPA Inspection process Ongoing	
4.3	Ensure compliance with the Victims Code and Witness charter in a way that meets individual expectations and is Policing Pledge compliant Pledge 9	District	<b>TVP</b> LPA Commanders	Complaints and satisfaction data	March 2010	Part of TVP Performance Group framework and BCU/LPA Inspection process Ongoing	



Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
4.4	<p>Review the routing/ownership/response process for calls/messages, including:</p> <ol style="list-style-type: none"> <li>A process for providing an initial response in the event that the NH team is not on duty.</li> <li>Agreements with callers to manage expectations and explain how their query will be dealt with.</li> <li>A review of ASB customer services and Response (Ref 21.1)</li> </ol>	County	<p><b>TVP / LA</b> LPA Commanders / Community Safety Managers</p>	<p>Satisfaction data</p> <p>Audit of ASB services in Oxfordshire complete and presented to Oxfordshire Safer Communities Partnership</p>	December 2009	<p>Part of TVP Performance Group framework and BCU/LPA Inspection process</p> <p>Audit of ASB Services completed in each CDRP in Oxfordshire</p> <p>Information sent to the Home Office by Supt Blake.</p> <p>Ongoing</p>	
4.5	<p>Analysis ASB offences (police and council data) and survey results and then implement appropriate responses in accordance with Pledge 8, including:</p> <ol style="list-style-type: none"> <li>Work to establish what information communities want.</li> <li>Timely updates/results, showing what has happened to local offenders or offences of interest</li> </ol>	District	<p><b>TVP / LA</b> Emma Hatlan / Dan Bowden / Claire Gourlay LPA Commanders / Community Safety Managers</p>	<p>Satisfaction data</p> <p>Neighbourhood surveys</p>	<p>March 2010</p> <p>Ongoing</p>	Ongoing	

Action Ref	Action	Neighbourhood / District / County / National	Owner	Measure	Timescale	Update	RAG Status
4.6	Ensure that arrangements are in place to identify and support those subject to repeat ASB reports in accordance with Pledge 9	District	<b>TVP / LA</b> LPA Commanders / Community Safety Manager	Satisfaction data Neighbourhood surveys	December 2009	Part of TVP Performance Group framework and BCU/LPA Inspection process  Audit of ASB Services completed in each CDRP in Oxfordshire  Monthly analysis of repeat ASB distributed to all LPAs and CDRPs in Oxfordshire	

RAG Status Key	
Completed	
On Track	
At Risk	

## Project Initiation Document (PID) For The Oxfordshire *Safe & Confident Communities* Project

**Key Objective:** To successfully implement a campaign in Oxfordshire to increase public confidence that the police and local authorities are effectively tackling crime and anti social behaviour.

### Strategic Intentions:

- i. To ensure a public confidence campaign is coordinated and key milestones are achieved.
- ii. To increase public confidence, assisting the Local Strategic Partnership to achieve its local area agreement target (NI21) to increase public confidence by 5% (33.1% by March 2011).
- iii. To effectively use human and financial resources to support the project.

### Control Sheet

<b>Project Sponsor:</b>	Bill Oddy (WODC) and Amanda Pearson (TVP)
<b>Project Manager:</b>	Daniel Bowden (TVP)
<b>Project Staff:</b>	<ul style="list-style-type: none"> <li>• Vicky Brandon (Communications)</li> <li>• Danielle Hilton (Communications)</li> <li>• Chris Kearny (Communications)</li> <li>• Claire Gourlay (Communications)</li> <li>• Andy Heath (Communications)</li> <li>• Project Assistant (TBD)</li> </ul>
<b>Planned Start Date:</b>	April 2010
<b>Planned Completion Date:</b>	August 2010
<b>Approval Sign-Off:</b>	By Project Sponsors
<b>Distribution:</b>	<p>Only to the following:</p> <ul style="list-style-type: none"> <li>• Project Sponsor</li> <li>• Project Manager</li> <li>• Project Staff (X6)</li> <li>• Oxfordshire Public Confidence Steering Group</li> <li>• Nigel Strick (OCC)</li> <li>• Brendan Odowda (TVP)</li> </ul>

<b>Version No.</b>	<b>Date</b>	<b>Author(s)</b>	<b>Notes on Revisions</b>
01	23 March 2010	Bill Oddy / Daniel Bowden	First draft for approval
02	29 March 2010	Bill Oddy / Daniel Bowden	Change of area for Communication Team
03	6 April 2010	Bill Oddy / Daniel Bowden	Update of Project Team diagram
04	21 April 2010	Bill Oddy / Daniel Bowden	Change of project name

## I. Background

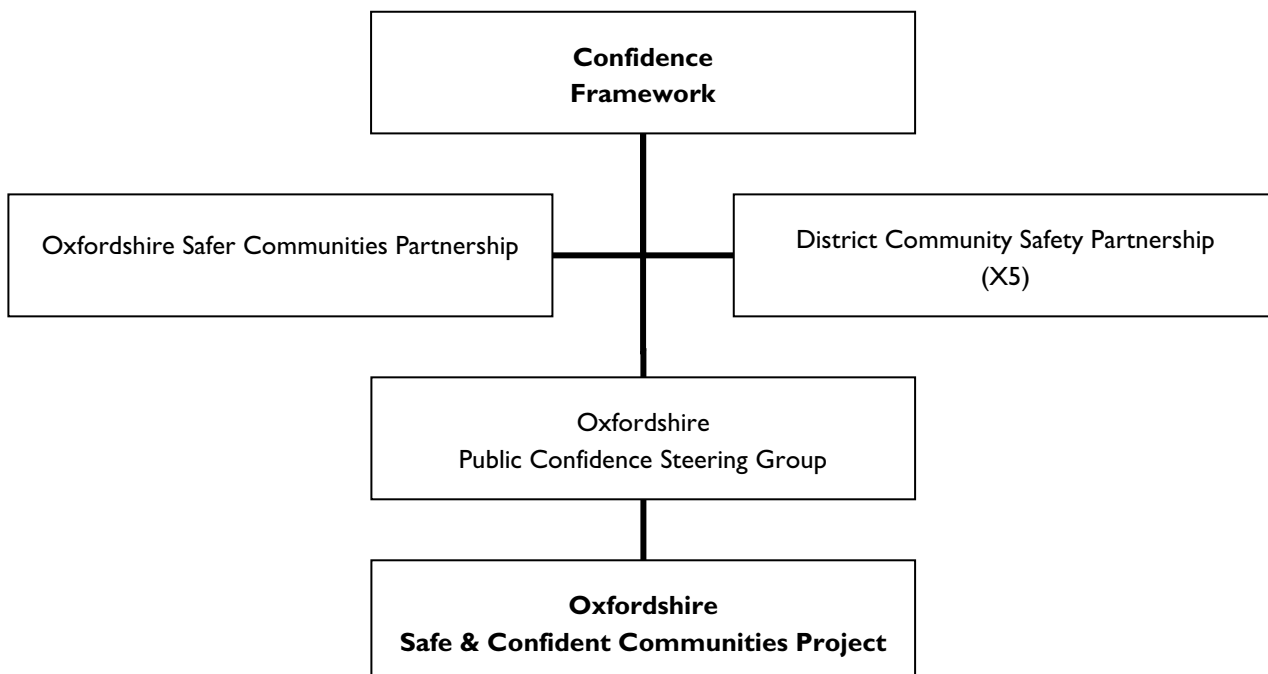
Confidence in how the police and local authorities tackle crime and anti social is a national priority and The Oxfordshire Partnership has adopted National Indicator 21 (NI 21) as one of its targets in the Local Area Agreement (LAA2)<sup>2</sup>. The indicators chosen for the Local Area Agreement (LAA) are directly related to the priorities identified in the Sustainable Community Strategy which has been developed by the Oxfordshire Partnership following extensive community engagement.

The Home Office has set 'top down' targets for each police in England and Wales which when achieved would mean that, nationally, 60% of people will be confident that the police and partners are addressing the anti social behaviour and crime issues that matter locally - a 15% point increase from the current position. For Thames Valley Police the final target is 59.2% by the end of March 2012 with an expectation that the force will meet 54.2% by the end of March 2011 (The baseline is 46.0%).

In Oxfordshire the target is measured using a different survey called the 'Place Survey'. The baseline in Oxfordshire for NI 21 is 28.1%. The target agreed with GOSE is 5% (33.1% by March 2011).

The key to delivering these targets will be for a coordinated approach and the Oxfordshire Public Confidence Steering Group was established by the Oxfordshire Safer Communities Partnership to develop and monitor a delivery plan in 2009/10. The delivery plan contained 29 actions and 27 of these have been achieved. The final two actions relate to a public confidence campaign across Oxfordshire prior to the Place Survey that will be conducted in September 2010 with the results being published in Spring 2011.

This Project Implementation Document outlines the project objectives, the strategic intentions, project structure, planned activity (see Project Plan), risks, financial implications (See project Budget). It also outlines the resources that are required to deliver the Oxfordshire Safe & Confident Communities Project.

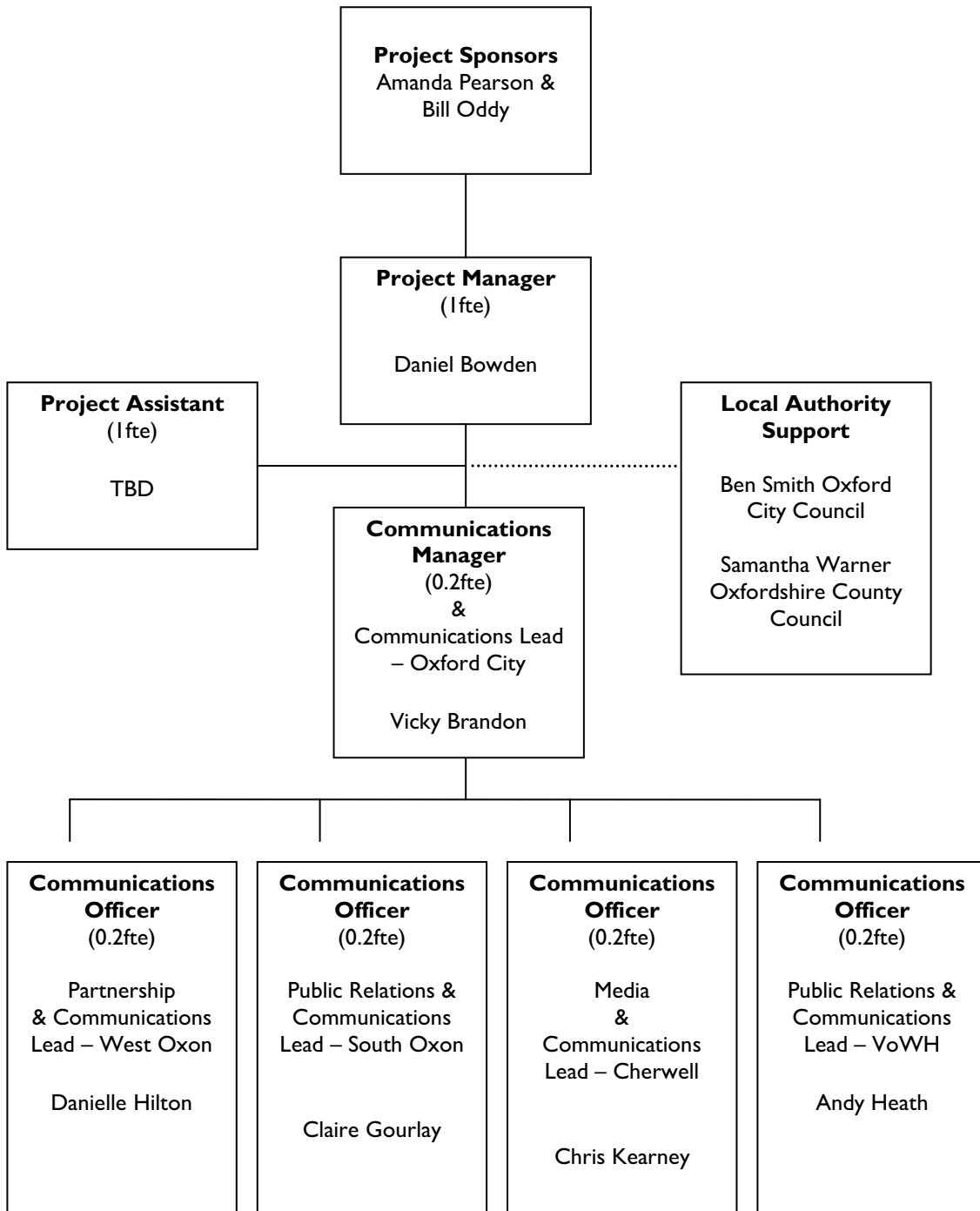


<sup>2</sup> <http://portal.oxfordshire.gov.uk/content/public/oxfordshirepartnership/NewLAA/OxfordshirerefreshedLAA180509.pdf>

## 2. Project Definition & Scope

1. To put in place a project structure and governance arrangements to manage risks
2. To coordinate project activity
3. To manage financial and human resources

The project structure is contained in the chart below.



## 2.1 Relationships / interdependencies with other projects

The Project will be managed by a dedicated Project Manager who will report to the two Project Sponsors (one from the police and one from local government). The project will have a project assistant post and there will be a dedicated communications officer for each local police area/community safety partnership.

The Project Manager will regularly update the Confidence Steering Group of Project Progress.

The project will also involve liaising with a number of organisations that will be able to assist; these include:

- Local Authorities (Community Safety Managers)
- Local Authorities (Communications Officers)
- TVP HQ (Local Policing)
- TVP (Corporate Communications)
- TVP Oxfordshire BCU (Resources)
- TVP Local Police Areas (Area Commanders)
- The local media

A project Directory contains contact details of the officers involved in the project will be published.

## 2.2 Costs / Resources

The project has a budget of £35,000. Any proposed expenditure up to £2,000 must be approved in advance by the Project Manager and one of the project sponsors. Any proposed expenditure above £2,000 must be approved in advance by the Project Manager and both the project sponsors. The budget will be reviewed every month by the Project Manager who will report to the Project Sponsors.

The Project Manager will be seconded to the project from the 12/4 – 1/9 and the costs associated with a member of staff 'back filling' this post will be met from the project budget. The exact time the Project Manager is allocated to the project will be agreed at the start of the project and reviewed every monthly.

The Project Assistant will be seconded to the project from the 19/4 – 1/9 and the costs associated will be met from the project budget. The exact time the Project Assistant is allocated to the project will be agreed at the start of the project and reviewed every month.

There are five communications specialists who will be allocated to the project as outlined on Page 4. The exact time the communications specialists will be allocated to the project will be agreed at the start of the project and reviewed every month. Each communications specialists will have responsibility for a geographical area (City, West, South, Vale, Cherwell)

## 2.3 Key Deliverables / Milestones including Quality Outcomes

Set these at the outset, so they can be measured on an ongoing basis and reviewed at the end.

Key Deliverables / Milestones	When	Lead Officer	Quality Outcomes
Agreement of PID	1/4/10	BO	Project structure achieved
create Project budget	1/4/10	BO	Audit and accountability systems in place
Identify and record key tasks	1/4/10	DB	SMART project tasks
Create project plan with key tasks (Deliverables / Milestones)	1/4/10	DB	Project timeline established
Campaign launch	18/5/10	VB	Campaign brand launched



## 2.4 Key Risks

A full risk assessment of the project will be completed by the Project Manager. The document will be a 'living assessment' that will be reviewed by the Project Management every month.

The project documentation (PID, Project Plan, Project risk assessment, budget) have been approved by the Project Sponsors.

## 3. Project Controls & Reporting

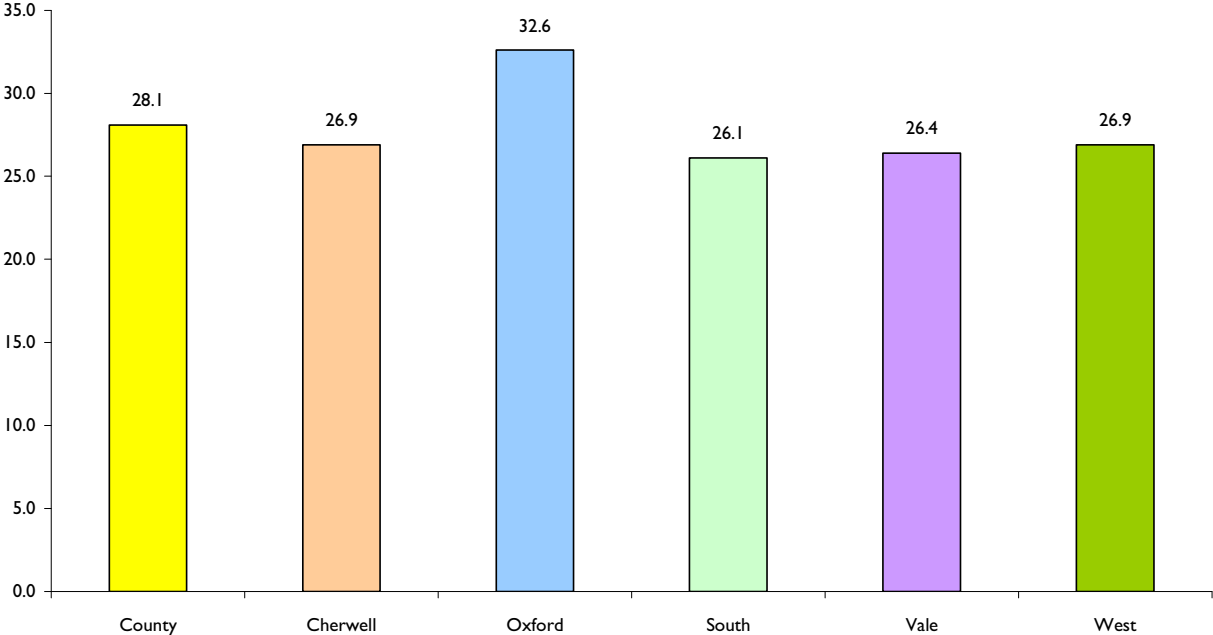
1. The PID will be approved by the project sponsors.
2. The Project Management Group (Project Manager and Project Sponsors) will review the project plan, risk assessment, and budget monthly.

## 4. Quality Checklist

Ref	Quality Activity	Responsibility
01	Documentation check. E.g. All documents needed to manage the project are in place, approved and have correct version status.	Daniel Bowden
02	Project plan reviewed every week and progress updated	Daniel Bowden
03	The Project Management Group (Project Manager and Project Sponsors) will review the project plan, risk assessment, and budget monthly	Amanda Pearson / Bill Oddy / Daniel Bowden

<b>Area</b>	<b>Place Survey Baseline</b>	<b>Agreed total % Increase</b>	<b>March 2011 Target</b>
Bracknell Forest	26.2%	6.0%	32.2%
Buckinghamshire	23.1%	6.0%	29.1%
Milton Keynes	22.8%	8.2%	31.0%
<b>Oxfordshire</b>	<b>28.1%</b>	<b>5.0%</b>	<b>33.1%</b>
Reading	25.4%	8.2%	33.6%
West Berkshire	22.6%	6.4%	29.0%
Windsor and Maidenhead	25.1%	6.3%	31.4%
Wokingham	28.7%	6.2%	34.9%

NI21 - Dealing with local concerns about anti-social behaviour and crime by the local council and police



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## SAFER & STRONGER COMMUNITIES SCRUTINY COMMITTEE 10 MAY 2010

### FIRE SERVICE COMMAND AND CONTROL ROOM – THE FiReControl AND FireLink PROJECTS

Report by Assistant Chief Fire Officer Colin Thomas (Oxfordshire's Senior User for the FiReControl and FireLink Projects and Joint Regional Project Board Member)

#### Project Summary

- **CLG Project Planning Review** Following on from an announcement that the supplier of the mobilising system had been changed the Department for Communities and Local Government (CLG) is carrying out a comprehensive review of the planning assumptions for the FiReControl project. The results of this work are expected to be known in June 2010. The outcome could require a further delay to implementation. The final decision will rest with Ministers and any announcement could be further delayed as a result of the election. Meanwhile Oxfordshire continue to work to the current plan with a cutover to the Regional Control Centre (RCC) in July 2012. Contingency planning based on a mid 2013 cutover continues.
- **Select Committee** The report from the Communities and Local Government (CLG) Select Committee review of the progress of the FiReControl project was issued in April 2010. It is highly critical of both CLG and EADS management of the project (the prime contractor for FiReControl) but does not criticise the supporting role of Fire and Rescue Authorities (FRAs). However, while critical of performance so far, it concludes that it is still better to proceed, putting in place the necessary improvement in CLG and contractor performance, rather than cancel the project. The report is available on the CLG website and links to this have been placed on the project pages on the internal and public Oxfordshire County Council (OCC) website.
- **Consultation** The next SE Consultation Forum will take place in May 2010. The "Reasonableness" policy for TUPE is currently being consulted on and the expectation is that a process to determine the Control staff preferences as part of the TUPE work will take place later this year with each individual staff member potentially impacted by the project being involved. This is a vital element of the project and we continue to ensure our staff and their representative bodies are fully engaged in this process. In addition a review of current support to these staff is underway.
- **Early Station End Equipment (ESEE)** The installation of the FiReControl ESEE equipment at all our fire stations was completed in March 2010. The programme ran to time and budget producing high quality replacement station ends. OFRS will have integrated all the new terminal equipment with our mobilising system by the end of April 2010. This is part of our ongoing commitment to ensure that all relevant Oxfordshire Fire & Rescue Service (OFRS) mobilising and communications equipment and systems are refreshed or replaced in preparation to cut over.

- **Current Resilience** Detailed planning for the partial replacement of our existing call concentrator system (the software and hardware that “presents” and integrates incoming telephone and radio calls to the Fire Control Operator) has commenced with a goal that the replacement system will be operational by the end of the year.
- **Data Migration** As part of the planning review CLG has tasked all FRSs with reviewing their migration planning and developing the supporting business processes. This is a major piece of work. This task was issued in April and CLG have given a target date of 2 June 2010 to complete activity. Following assessment OFRS have informed CLG that this is unachievable with our current workload. Discussions are underway to agree a revised deadline.
- **Ways of Working (WoW)** We are supporting the South East workshops in support of the new CLG process but remain concerned over the ongoing delay to the release of documentation.
- **Early Deployment of Mobile Data Terminals (MDTs)** Roll-out of the programme to fit Mobile Data Terminals started in our appliances on 19 April 2010. This initial hardware deployment phase is planned to be completed on 16 July 2010. A detailed project plan involving vehicle movements, fitting testing and the training of all staff is in place. The MDTs will have a core capability of mapping with hydrant data (with GPS), hazardous material information and car safety information for crash recovery work. Full operational capability, including local risk information and standard operating procedures will be developed over the following months following a period of initial roll out evaluation.
- **South East Fire Regional Control Centre LTD (SEFRCC) Activity** Councillor Rodney Rose remains as the nominated Director on the SEFRCC Board. Recent activity has been to authorise consultation (including with individual Fire Authorities) over several Human Resource policies which will determine aspects of the organisational design and processes for the “Staffing for Go Live” Plan which is a key determinant of successful transfer of function. Councillor Rose is the lead Director for Health and Safety matters and has been overseeing the actions of the SEFRCC Service Support Manager in creating the Safety Management System for the Regional Control Centre. Staff from Oxfordshire are providing support where appropriate.

COLIN THOMAS

Assistant Chief Fire Officer - FiReControl & Firelink Senior User

Tel: (01865) 855206

April 2010

## Work Programme Timeline (April 2010)

	14 September 2009	26 October 2009	30 November 2009	1 February 2010	May 2010	July 2010
<b>Community Pride</b>						Select Committee
<b>Fear of Crime</b>					Presentation on crime data and Oxfordshire Voice results	
<b>Crime &amp; Disorder Scrutiny</b>						Member discussion
<b>TVPA 3 year strategic plan 0811</b>					Q&A	
<b>Road Safety</b>						
<b>Grant co-ordination</b>						
<b>Debt</b>				Scoping	Progress update	
<b>Libraries Transformation Programme</b>				Libraries Transformation programme		
<b>Mill Arts Centre Development</b>					Plans for Banbury Library/Mill Arts	
<b>Provision of Adult Learning</b>				Abolition of LSC		
<b>Cogges Museum</b>				Review of progress against trust status		Update
<b>Budget</b>			Budget Scrutiny			
<b>IRMP</b>			Draft IRMP plan		IRMP report	
<b>Fire Control &amp; Fire Link</b>	Update	Update	Update	Update	Update	Update

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Division(s): All

## **SAFER & STRONGER COMMUNITIES SCRUTINY COMMITTEE 10 MAY 2010**

### **UPDATE ON ACTIONS ARISING FROM THE HEALTH AND SAFETY EXECUTIVE INSPECTION OF THE OXFORDSHIRE FIRE AND RESCUE SERVICE**

**Report by Director for Community Safety & Shared Services and  
Chief Fire Officer**

#### **Introduction**

1. The Health and Safety Executive (HSE) have conducted inspections of eight Fire and Rescue Services (FRSs) across the UK, including Scotland and Wales. The chosen Services were intended to be representative of the variety of sizes and governance structures of UK FRSs. The inspections began in 2009 and concluded in 2010. Oxfordshire were one of the eight and were inspected by a team of four HSE inspectors during November 2009. The inspection team were provided with an extensive range of pre inspection materials including policy and procedural documents. They were present in the Service for a total of three days during which they visited a number of sites and conducted approximately twenty five interviews ranging from the Chief Fire Officer to Retained Fire-fighters. The inspection resulted in a report which was finalised and received in March. The overarching result of the national programme of eight inspections will be the production of a national report which is expected before summer 2010.

#### **Inspection Scope**

2. The framework for the inspection was the guidance published by the Health and Safety Executive in '*Successful Health and Safety Management*' (HSG65).
3. As part of the overall assessment of the FRS's health and safety risk management systems, the inspection concentrated on the following issues:
  - (a) Training and competency in core fire fighter skills including Breathing Apparatus (BA), associated procedures and training associated with how fires develop in compartments ( ie: rooms, homes, factories etc)
  - (b) Competence for incident command; and
  - (c) Provision of risk critical information to inform operational decision making.

## Report Summary and Conclusions

4. Quoting directly from the report:

“The findings of this inspection lead us to believe that Oxfordshire Fire and Rescue Service has a positive health and safety culture which it is striving to improve. The Service has a particular strength in the area of communication of information and had already started to introduce quality systems to improve consistency.”

5. However, as a result of the inspection, HSE made 18 recommendations. They indicated the following key recommendations needing improvement at this time are:
- (a) Implementation of the training policy in a more coordinated and consistent way;
  - (b) Ensuring the competence of those delivering operational training;
  - (c) Ensuring that the new BA refresher training programme achieves the same outcomes as those envisaged by CLG Fire Service Circular 17/1970, which gives detail about training course content and duration; and
  - (d) Undertaking health and safety planning at a more strategic level.
6. The HSE indicate that the Oxfordshire Fire and Rescue Service should now produce an action plan to identify how and when it will implement the recommendations made in this report.

## Detailed Recommendations

7. The report has eighteen specific recommendations within it. These are reproduced below with commentary and actions listed. The HSE detailed action plan to close out the recommendations is currently being prepared and will be available for the next meeting of the Safer and Stronger Communities Scrutiny Committee. The HSE will comment on the action plan and will formally monitor its discharge.

Recommendations	Comments and actions
1. The Management of Health and Safety at Work policy document, currently in draft, needs to be updated, expanded to adequately describe how your arrangements link in with operational activities, and issued.	The Service has a Health and Safety policy in place which will be amended to directly link it to our operational activity. This work had already begun before the inspection and the policy was already in draft format. The policy will now enter the consultation process before being ratified formally by the OFRS Strategic Leadership Team (SLT).
2. A policy, or set of policies, describing how all operational training will be organised, delivered and evaluated should be issued.	The majority of centralised training activities were covered by existing individual policies and procedures. The main identified shortfall being explicit policy and procedures for training that is carried out on stations and the

	relation between that training and centrally delivered training. Work has already begun and a number of documents have been produced since the visit ended in November.
3. Organisational arrangements need to be put in place to deliver operational training policy in a coordinated and consistent way.	In addition to centrally organised training some aspects of training provision have been developed and delivered by the Service Delivery function or other specialists. In order to ensure consistency of approach in terms of capacity management, prioritisation, delivery, review and assessment methodology, overall planning, co-ordination and control arrangements require to be formalised. The existing training department will be charged with ensuring consistency.
4. The resourcing of the health and safety team should be reviewed to ensure that the SLT receives sufficient advice on strategic health and safety matters.	The H&S team consists of a uniformed Group Manager, a Technical Assistant and a half FTE admin assistant. As well as H&S the Group Manager has responsibility for the Brigade Engineer and the fleet. The technical assistant is a Directorate lead from the Shared Service H&S team and has wider Directorate responsibilities outside of the Fire Service. The Service will complete the review and act on the outcomes.
5. The project to introduce a training competency framework needs to be progressed according to the stated timescale.	This extensive project reviewing and documenting all areas of training competencies required for all operational activities and major items of equipment was already underway at the time of the inspection. The HSE reviewed the existing project plan and this recommendation formalises the requirement to introduce it. There are non recurrent financial implications which are being met by existing OFRS budget. The project is on target with the timescales that have been set and SLT recently endorsed the appointment of 3 temporary FTE to ensure the workload can be completed within this financial year.
6. The Service needs to put in place systems to assess the competence of: <ul style="list-style-type: none"> <li>a) those delivering operational training at station level</li> <li>b) those delivering operational training at the training school.</li> </ul>	This is a significant and challenging recommendation. <ul style="list-style-type: none"> <li>a) Station training is normally delivered by the local Crew Manager, Watch Manager or the allocated Station Manager. Informal instruction and some ad hoc activities are undertaken to equip these personnel in delivery of training to their crews. However this recommendation takes this further and</li> </ul>

	<p>requires the OFRS to assess the competence of those delivering training. So as to allow consistent assessment it is necessary to formalise all competencies required and identify training inputs (achieved via the implementation of the training competency framework) and performance outputs and outcomes. This latter aspect will be partially discharged through the introduction of formal “development modules” which will facilitate individuals who are identified as having the “potential to develop” with a formalised route to acquire and apply the skills required to deliver training to others.</p> <p>b) Our Training Centre instructors are trained to instructor level attending recognised national courses. Ongoing competency in delivering the various specialist training courses has not previously been formally undertaken, relying on peer review, trainee feedback and line management supervision. This recommendation now requires formalisation of this process. A Thames Valley collaborative approach is being progressed to meet this need.</p> <p>It should be noted that there are a number of outcome assessments of the Service. These include operational audits, incident command assessments, and assessments during centrally delivered training. Therefore the scope and level of assessment of training input to meet this recommendation needs to recognise these additional safeguards.</p>
<p>7. The Service must ensure that adequate training is provided to maintain competencies in safety-critical areas. The outcome of the Retained Duty System training-needs review should assist in this.</p>	<p>One of the priorities in our Integrated Risk Management Plan for 2009/10 was to review the arrangements around our Retained Duty System (RDS) in terms of operational experience and training. The initial draft of this report is due to be delivered in April 2010 and the outcomes will be recorded against this recommendation. It has been established via the creation of the training competency framework that the current time available for training RDS staff (an absolute maximum of 2 hours per week) is insufficient to meet the training burden using current training systems. It is probable that additional resources will have to be directed</p>

	<p>to the RDS staff to meet the identified demands. This is being quantified and current training mechanisms re-examined.</p>
<p>8. The action plan to meet the requirements of FSC 18/2009 by 1<sup>st</sup> April 2010 needs to be implemented in line with the timescales contained within it and the Service should ensure that the content of the BA refresher training courses achieves the same outcomes as those envisaged by FSC 17/1970.</p>	<p>The Fire Service Circular 17/1970 states that all fire-fighters should have a one day refresher in breathing apparatus (BA) every year. Our arrangements, which had evolved over a prolonged period of time, did not meet this basic, if somewhat dated, requirement, having being modified to meet other requirements to train specifically for compartment fire-fighting. At the time of the inspection our RDS staff were only in receipt of 2-3 hours a year with the addition of a three yearly, day long, compartment fire training course. Over a three year average they received 13 hours training rather than the 24 hours required by the circular and provided for wholetime staff. The HSE are explicit in the attached report stating that they considered issuing an improvement notice on this shortfall and only as a result of managerial action did they choose not to do so. A detailed action plan has been devised and implemented in a new training programme in relation to BA which ensures that everyone receives a one day refresher every year. This is a substantial increase on training time, instructors and costs. Adjustments to internal arrangements and prioritisation have been made to release funds and savings but there is still a financial shortfall of £25k per annum to cover this specific increase in training.</p>
<p>9. The Incident Command Development procedure should be reviewed and updated to describe the current training system.</p>	<p>Incident Command Development is a relatively new area of work. It has been operating within the Service for four years and is a vital area covering operational decision making which is directly linked to fire-fighter and public safety. It is well established now (with its recent move to a specialist suite at Slade Fire Station) but the associated policies and procedures need to be brought in line with the work being completed. This is underway.</p>
<p>10. The Incident Command training programme needs to be progressed in line with the timescales set out in the Training Department Action Plan.</p>	<p>An action plan existed prior to the inspection occurring. The plan, covering all supervisory roles, up to and including the Chief Fire Officer, requires individuals being subject to the assessment and development process.</p>

	This is currently underway and in line with the timescales set in the relevant action plan.
11. The Service needs to draw up a strategic health and safety plan to develop a more systematic approach to the management of risk and establishing priorities.	This work was already underway before the inspection and is at an advanced stage. The Strategic H&S plan for the Service will be presented to the SLT on 10 <sup>th</sup> May 2010.
12. The Service should explore the potential of the National Land and Property Gazetteer (NLPG) as part of a more proactive approach to seeking out previously unidentified sites which present potentially serious risks to firefighters.	The NLPG is a universal property gazetteer and is controlled and populated by district councils. It makes use of standardised property types (descriptions) which can give incident commanders a potential insight into the risks they may face whilst en-route to the incident. The initial assessment is that the NLPG is not wholly sufficient in providing effective information to incident commanders. Whilst further research is underway, it is accepted that the Service should be more pro-active in identifying and assessing the risk posed to our crews by buildings and processes in fire situations. A review of all potential sources of risk information is underway.
13. All staff who collect and assess risk information need to be adequately trained for the task.	The way that OFRS create risk information has recently been adjusted to fit into a South East regional approach. All staff were trained in order to do this but the evidence from the HSE is that detailed knowledge was not universal in this relatively new process. A national approach is being developed and is due to be released in summer 2010. Once this has been released the OFRS policy and procedure documentation and associated training packages will be updated and all personnel required to collect and assess risk information will be adequately retrained for the task.
14. Greater use should be made of the information from training needs forms to analyse and identify Service-wide trends and training needs.	The training needs forms are issued on an individual basis when performance is not demonstrated to the required standard. These are followed up and closed out through additional training but have not previously been analysed for Service wide trends. This will now occur and the reporting route will be through the Service Delivery/Training meetings that are held every two months. In addition to review at each meeting of recent training needs forms these minuted meetings will undertake an annual review.

<p>15. The Service should review the audit officer arrangements to ensure that they receive sufficient training to carry out their role effectively.</p>	<p>OFRS undertake themed audits and standard audits that look at specific areas of performance at operational incidents. These audits are completed by operational officers. Initial training for this activity is dated. Updated audit training is being delivered during July 2010 and the requirement for this in the future will be built into the annual training plan for relevant officers and documented in policies and procedures.</p>
<p>16. The procedures for initiating, inviting attendees and conducting formal operational debriefs should be reviewed to ensure that the Service is getting the maximum amount of learning from these events.</p>	<p>Operational de-briefs occur after major incidents and at defined incident criteria. This approach has been commended in the past in various operational assessments of the Service and therefore the recommendation is unexpected. The Service will review the process to maximise learning outcomes and will review the current arrangements and make the changes needed and record this by updating the associated policies and procedures.</p>
<p>17. The content of the analytical risk assessment records should be reviewed to ensure that they contain meaningful and useful information.</p> <p>Note: Following discussion with the HSE it has become clear that the issue is not the content and format of the proforma documentation provided but relates to the information added to the form by those undertaking the ARA process.</p>	<p>Analytical Risk Assessments (ARA) are completed during operational incidents to consider the risks posed as the incident continues and any risks that have changed and to identify suitable control measures. They are completed by an experienced supervisory manager (or an experienced fire-fighter holding a relevant qualification) and signed for by the Incident Commander. They take time and resource to complete and OFRS need to ensure that they are providing added value. If a safety event were to occur at an incident they would be part of an evidence bundle. The system is the result of a Thames Valley collaboration and has previously been commended as good practice. OFRS have no intention to change the proforma contents but recognise that additional training for those undertaking the process is required to ensure that the system is used by them to identify and record safety related information that adds value to the Incident Commanders responsibility to create an overall safe system of work. This training has already been planned. Future reviews of the information being recorded by the users of this system are being undertaken and recorded through amendments to policies and procedures.</p>

<p>18. Operational audit summary reports must adequately highlight any failings identified and should not focus solely on statistics.</p>	<p>When an operational audit is completed the results are collated and analysed. This information is brought together into a report which is presented to the SLT. The inspection highlighted that areas of underperformance even if statistically insignificant need to be specifically highlighted. This may be more important where this is the exception to overall good performance and care must be taken not to mislead through over reliance on the use of statistics. This is being addressed and the new approach will be evident in the next audit report.</p>
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### **Risk Analysis**

8. The HSE will be formally monitoring activity and progress against their recommendations. They considered formal enforcement action against the requirements of recommendation number eight during the inspection. If they feel it is necessary because of managerial avoidance or lack of progress then there is the risk of future enforcement action. This would have reputational consequences and would require the immediate allocation of finances and prioritisation of activity to the identified areas. It would effectively remove control of the discharge of the action plan away from the Authority.
9. The likelihood of this risk occurring is considered minimal, subject to active management of the action plan. Arrangements for this are fully developed with the Assistant Chief Fire Officer reporting to the Strategic Leadership Team at pre identified times. Discharge of the action plan is reliant upon sufficient resources including finance and experienced staff to complete the necessary actions.

### **Financial and Staff Implications**

10. Some activities that are required to close out the recommendations were already underway prior to the inspection and will be met from existing budgets. However, there are some recommendations where additional resources are required to ensure effective discharge of the action plan to the satisfaction of the HSE.
11. The recommendations with the most significant financial impact are:
  - Recommendation 5 – the introduction of a training competency framework
  - Recommendation 7 – addressing the outcomes of the IRMP review
  - Recommendation 8 – the additional training required to address circular 17/1970

Some of the detail around the work associated with these recommendations is not yet fully known but the financial impact is being considered during the



planning process. Early indications are that the gap in funding including internal adjustments to budget prioritisation could be in the region of £200k. However, we will need to develop options for achieving the necessary outcomes whilst minimising costs. Part of this will involve ongoing discussion with the HSE to balance risk against the gain obtained from additional expenditure. Further reports will therefore be necessary if this scrutiny committee wishes to take an active role in the issues arising.

Some non recurring costs may be met by agreement to allow carry forward funding from 2009/10, which will be subject to report to the Cabinet Member for Finance and Chief Finance Officer.

### **RECOMMENDATION**

12. **The Safer & Stronger Communities Scrutiny Committee is RECOMMENDED to:**
- (a) note this initial report and the intention to bring a further report to the next committee meeting;**
  - (b) note that whilst internal reprioritisation of activities will minimise overall financial effects, a residual financial effect is anticipated, which will appear as part of the budget setting process for 2011/12.**

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Background Papers: Nil

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May 2010

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**THE MANAGEMENT OF HEALTH AND SAFETY  
AT OXFORDSHIRE FIRE AND RESCUE SERVICE**

**REPORT OF THE INSPECTION BY  
THE HEALTH AND SAFETY EXECUTIVE**

**10 – 12 NOVEMBER 2009**

## 1. INTRODUCTION

- 1.1. This report presents the findings of an inspection of the management of health and safety at Oxfordshire Fire and Rescue Service (OFRS) carried out by the Health and Safety Executive in November 2009. The framework for the inspection was the guidance published by the Health and Safety Executive in '*Successful Health and Safety Management*' (HSG65).
- 1.2. The team members were Paul Williams, Tracey Cartwright, Malcolm Crowther and Sarah Wadham.
- 1.3. The inspection methodology included the examination of key relevant documents such as policy statements, risk assessments, guidance documents and minutes from health and safety committee meetings. Staff were also seen either for formal interviews or during the inspection of selected sample localities and work activities. This was a sample inspection and the report is therefore based on that sample. A draft report was passed to a senior OFRS manager to allow them to make comment on factual content and indicate any areas where we may have misinterpreted information given to us in the course of the inspection.
- 1.4. As part of the overall assessment of the FRS's health and safety risk management systems, the inspection concentrated on the following issues:
  - Training and competency in core fire fighter skills including breathing apparatus, associated procedures and compartment fire behaviour training;
  - Competence for incident command; and
  - Provision of risk critical information to inform operational decision making.
- 1.5. The conclusions and recommendations made are based on the sample of localities and activities inspected, where appropriate these should be applied across the full range of localities and activities. Recommendations represent the improvements required to enable Oxfordshire Fire and Rescue Service to comply with its duties contained within the generality of The Health and Safety at Work etc Act 1974 and the Management of Health and Safety at Work Regulations 1999.
- 1.6. We would like to express our thanks to the management and staff at Oxfordshire Fire and Rescue Service for their assistance and co-operation throughout the inspection.
- 1.7. Copies of this report are being sent to employee representatives, the fire authority and your occupational health and safety manager.

## 2. FINDINGS AND RECOMMENDATIONS

### 2.1 Health and safety Policy.

*Is there an effective health and safety policy to set a clear direction for the organisation to follow?*

2.1.1 The Service has a system of policies and procedures, many of which have recently been updated, covering a number of key topic areas such as health and safety, learning and development, breathing apparatus, fire behaviour training and incident command.

2.1.2 However, some policies do not adequately reflect current arrangements and it appears that the documentation is still 'catching up'. For example:

- the Health and Safety policy does not identify key individuals' roles and responsibilities or adequately describe the current arrangements for linking health and safety to operational activities (the Management of Health and Safety at Work policy document, currently in draft, should address this);
- There is currently no policy which describes the overall operational training system;
- The policy/ procedure documents to support new projects such as Redkite have not yet been produced;
- The flowchart in the Incident Command policy has not been updated to reflect its application to all levels of the Incident Command assessment process.

### Recommendations

- R1 The Management of Health and Safety at Work policy document, currently in draft, needs to be updated, expanded to adequately describe how your arrangements link in with operational activities, and issued.
- R2 A policy, or set of policies, describing how all operational training will be organised, delivered and evaluated should be issued.

## **2.2 Organising for Health and Safety**

### **2.2.1 Control**

*Is there an effective management structure and arrangements in place for delivering the policies?*

- 2.2.2.1 Health and safety is included in annual appraisals at all managerial levels.
- 2.2.2.2 Wholetime Station Managers have been allocated to Retained Duty System (RDS) stations to improve supervision and training. There are proposals to introduce additional Wholetime Watch Manager posts at RDS stations to further improve organisation and training.
- 2.2.2.3 A competency-based mobilising system has been introduced, covering Wholetime and RDS firefighters, to ensure that crews have the required competencies before appliances are mobilised.
- 2.2.2.4 An Emergency Response Team (ERT) has been set up within Service Delivery to set operational response policy and review performance.
- 2.2.2.5 However, there appears to be a lack of overall control and coordination of training, with responsibilities being split between Service Delivery and Training Department.

### **Recommendation**

- R3 Organisational arrangements need to be put in place to deliver operational training policy in a coordinated and consistent way.

### **2.2.2 Cooperation**

*Are there adequate and appropriate arrangements to secure the trust, participation and involvement of all employees?*

- 2.2.2.1 The Health and Safety Committee is chaired by the Assistant Chief Fire Officer who has taken steps to improve its activities.
- 2.2.2.2 Representative bodies are consulted during the production of new policies and procedures. However, in view of the significant number of policies and procedures updated in the past few months, the time available for representative bodies to comment adequately needs to be kept under review.

### **2.2.3 Communication**

*Are there adequate arrangements to secure an information flow into, within and from the organisation?*

- 2.2.3.1 Information is promulgated via various routes, including the Service website, bulletins, emails and routine text messages.
- 2.2.3.2 Representatives from OFRS are involved in national and regional forums.
- 2.2.3.3 Senior managers visit stations and work groups annually.
- 2.2.3.4 Staff from the Emergency Response Team and Training Department meet every 6 weeks to share information and discuss issues arising from operational and training activities.
- 2.2.3.5 Officers attend monthly training sessions during which current issues (including operational health and safety issues) are presented and discussed, thus helping to ensure consistency.
- 2.2.3.6 Other meetings which provide an opportunity for issues of concern (including operational health and safety issues) to be raised and discussed include the Retained Forum, which meets every 6 weeks, and the RDS Watch Managers group which meets quarterly.

### **2.2.4 Competence.**

*Are there systems and arrangements to secure the competence of all staff?*

#### **Health and Safety**

- 2.2.4.1 Health and safety training has been provided at all levels of the organisation. Firefighters complete the RSPH Foundation in Workplace Health and Safety as part of their initial training. Crew Managers complete the IOSH Managing Safely course whilst Station Managers and above complete the NEBOSH General Certificate. Senior officers also complete the IOSH Safety for Senior Executives course.
- 2.2.4.2 The Service has competent advice from a health and safety adviser based in Oxfordshire County Council's Shared Services. Temporary additional resource has been obtained to address issues identified in the recent health and safety management audit undertaken by auditors from other Services in CFOA No 5 District.
- 2.2.4.3 The recent workload of OFRS' health and safety team has meant that time has not been available to develop a more strategic approach to health and safety. For example, a significant amount of

the Shared Services adviser's time is taken up with central auditing whilst the Technical Services Manager also has responsibility for the fleet and workshop.

### **Core Skills**

- 2.2.4.4 The introduction of the Redkite system appears to have significantly improved arrangements to maintain and monitor individuals' training records. The system can be used to identify training needs and plan training sessions.
- 2.2.4.5 Watch Managers and Crew Managers deliver theoretical and practical station-based training. However, they have had limited training as trainers or assessors and there are currently no formal systems to verify the quality of training delivered.
- 2.2.4.6 RDS firefighters are required to demonstrate maintenance of competence against the same criteria as Wholetime firefighters. However, the Training Review Group has identified a gap between the ongoing training time required and the time available to RDS firefighters and this issue is currently being addressed.
- 2.2.4.7 The skills maintenance matrix, covering all required operational training, has been revised after systematic analysis of the frequency of training. This new skills maintenance matrix will be implemented in April 2010.
- 2.2.4.8 A training competency framework is to be introduced by April 2011. This systematic approach will set out the competencies and equipment required for key tasks and identify the training material available.
- 2.2.4.9 There is currently no formal assessment of the competence of Training Centre instructors.

### **Breathing Apparatus**

- 2.2.4.10 All new Wholetime and RDS firefighters receive an initial 2-week training course in breathing apparatus (BA). The BA instructors have been trained at the Fire Service College.
- 2.2.4.11 A BA Team Leader system has been introduced which involves an additional assessment of competence.
- 2.2.4.12 BA maintenance training statements are included on the Redkite IT system and are used to plan drill sessions.
- 2.2.4.13 The Training Centre has provided a training CD for station-based pre-learning prior to firefighters attending BA refresher training. However, it appears that some RDS firefighters have arrived for



their BA refresher training without having done the required pre-learning.

- 2.2.4.14 The current arrangements for providing BA refresher training do not meet the standards specified in FSC 18/2009 and 17/1970. Every 3 years Wholetime firefighters attend a 1-day BA refresher course, whilst RDS firefighters attend an evening session lasting approximately 3 hours. FSC 17/70 recommends 2-3 days training every 2 years. A number of RDS firefighters have failed their BA refresher training during the current 3 year programme and have been taken off the run. At the time of the inspection the Service was in the process of improving BA refresher training, having already recognised shortcomings. However, the Service's initial action plan did not, in our opinion, effectively align its BA refresher training with FRS national guidance. As a result, due to the safety-critical nature of this training, HSE gave serious consideration to serving an Improvement Notice. However, the Service immediately produced an improved action plan that adequately addressed all the shortcomings, and provided assurance that it would be implemented effectively, so that we did not then consider it necessary to take enforcement action.
- 2.2.4.15 As part of the proposed changes, positive pressure ventilation (PPV) training is being removed from the 3-year refresher training programme. The Service needs to ensure that the standard of PPV refresher training is maintained if it is to be delivered on station.

### **Compartment Fire Behaviour Training**

- 2.2.4.16 Every 3 years all Wholetime and RDS firefighters receive a one-day fire behaviour training course at a commercial specialist facility.
- 2.2.4.17 The fire behaviour training instructors have received external training and a system is being introduced to monitor their competency.

### **Incident Command**

- 2.2.4.18 A permanent Incident Command assessment facility has been provided. Level 1 Incident Commanders have completed their competence assessments and Level 2 assessments are due to be completed by March 2010. Some Level 3 Incident Command training has been provided by the Fire Service College and in-house assessments are due to be undertaken during 2010.
- 2.2.4.19 Incident Commanders failing a Vector assessment and two subsequent 're-sits' are removed from incident command until they have received further training and passed the assessment.

- 2.2.4.20 A mentoring system has been introduced for Incident Commanders on temporary promotion and for RDS junior officers on stations. There are also specific competency requirements which must be achieved, including passing a Vector incident command assessment, before firefighters can act up as Crew Managers.
- 2.2.4.21 The Incident Command Development procedure, which gives an overview of the arrangements, does not fully describe the current training system.

### **Recommendations**

- R4 The resourcing of the health and safety team should be reviewed to ensure that the Strategic Leadership Team (SLT) receives sufficient advice on strategic health and safety matters.
- R5 The project to introduce a training competency framework needs to be progressed according to the stated timescale.
- R6 The Service needs to put in place systems to assess the competence of those delivering operational training at station level as well as at the training school.
- R7 The Service must ensure that adequate training is provided to maintain competencies in safety-critical areas. The outcome of the RDS training-needs review should assist in this.
- R8 The action plan to meet the requirements of FSC 18/2009 by 1<sup>st</sup> April 2010 needs to be implemented in line with the timescales contained within it and the Service should ensure that the content of the BA refresher training courses achieves the same outcomes as those envisaged by FSC 17/1970.
- R9 The Incident Command Development procedure should be reviewed and updated to describe the current training system.
- R10 The Incident Command training programme needs to be progressed in line with the timescales set out in the Training Department Action Plan.

### **2.3 Planning and Implementing Risk Controls**

*Is there a planned and systematic approach to implementing the health and safety policy?*

#### **Health and Safety Planning**

- 2.3.1 A review of RDS training requirements and operational needs forms part of the 2009/10 Integrated Risk Management Plan for OFRS.

- 2.3.2 There is currently no strategic health and safety management plan, although we understand that the Technical Services Manager has already been tasked with producing one.

### **Risk Assessment**

- 2.3.3 The service's existing generic risk assessments are being reviewed against the new national generic risk assessments as and when they are issued.
- 2.3.4 Instructors are IOSH (Institution of Occupational Safety and Health) trained and undertake risk assessments before carrying out training events. There is currently no formal mechanism for sharing training risk assessments.

### **Risk Information**

- 2.3.5 The Service has aligned its policies and practices to the South East Region framework for risk information which will help with consistency at cross-border incidents.
- 2.3.6 Risk information is collected from premises by Fire Protection Officers and firefighters using a Safety Audit and Data Gathering Form. Premises are then assessed and rated into risk categories, with the frequency of re-inspection based on the risk rating. Training has been provided for the collection of risk information, but some firefighters are still unsure about how to record this information properly on the Safety Audit and Data Gathering Form. Some of the risk information collected has been found to be assessed incorrectly on occasions.
- 2.3.7 The 7(2)(d) cards are being converted into a new format which more clearly identifies risk. Risk cards are currently held as hardcopies on the appropriate appliance and in the Control Room. Mobile data terminals are due to be provided in 2010.
- 2.3.8 Risk information not available on appliances can be faxed through from the Control Room. The GRINFO system provides additional risk information to operational crews.
- 2.3.9 The AQ5 risk information database is linked to the County National Land and Property Gazetteer (NLPG) which lists over 347000 premises. The NLPG is not yet being used to identify new premises for risk rating.

### **Recommendations**

- R11 The Service needs to draw up a strategic health and safety plan to develop a more systematic approach to the management of risk and establishing priorities.

- R12 The Service should explore the potential of the NLPG as part of a more proactive approach to seeking out previously unidentified sites which present potentially serious risks to firefighters.
- R13 All staff who collect and assess risk information need to be adequately trained for the task.

## **2.4 Measuring Health and Safety Performance**

*Is performance measured against agreed standards to reveal where and when improvement is needed?*

- 2.4.1 Oxfordshire County Council's monitoring and verification form is completed annually by Shared Services using resource allocated to the Service. The form appears to be very generic, time consuming to complete and not sufficiently targeted to the Service's needs. Use of this form should therefore be reviewed in consultation with Shared Services.
- 2.4.2 The Redkite IT system has recently been introduced and appears to have been well received at all levels. This provides a tool for active monitoring and identifies any gaps in individuals' training.
- 2.4.3 Trends in Incident Command assessment are being analysed.
- 2.4.4 The Incident Command Development Team can complete a training needs form if shortcomings in competency have been identified at an incident.
- 2.4.5 The training needs form provides effective feedback on individuals' training needs, but there does not appear to have been any overall analysis of returns to identify Service-wide trends and training needs.
- 2.4.6 An operational audit system was introduced in 2006 to monitor specific generic risks and safety-critical themes, based on identified accident trends or changes to policy or procedures. The audit officers have not, however, been given any formal training in auditing. An initial briefing was given, but there have been no catch up sessions for those promoted later.
- 2.4.7 The audit officers are currently all Flexible Duty Officers or Incident Support Officers. For operational reasons, only Incident Support Officers are called upon to audit incidents occurring between 11pm and 6am.
- 2.4.8 The audit procedure document states that audits should be suspended if an incident develops rapidly, but it does not say what immediate action must be taken if safety-critical failings are seen.

- 2.4.9 An operational debrief system was introduced in 2007 to provide feedback on good practice, areas for improvement and any associated training needs. The procedure document states that the decision to hold a structured debrief rests with the Incident Commander. There do not appear to be other triggers for initiating a structured debrief.
- 2.4.10 The health and safety team, and others who may have an involvement in wider issues related to particular incidents, have not been regularly invited to attend structured debriefs.
- 2.4.11 Station Inspections are undertaken by the Station Managers and verified annually by Service Delivery.
- 2.4.12 A standard analytical risk assessment (ARA) form is used by Oxfordshire, Berkshire and Buckinghamshire which helps to reduce possible inconsistencies in approach at cross-border incidents. Completed ARAs are returned to the Emergency Response Team for monitoring purposes. The quality of the information recorded in ARAs varies. Examples of completed ARAs seen made too much use of standard hazard phrases e.g. electricity, without giving more meaningful information about site-specific hazards, e.g. overhead power lines. There is no formal system to feedback individual problems identified with the quality of information contained in ARAs.

## **Recommendations**

- R14 Greater use should be made of the information from training needs forms to analyse and identify Service-wide trends and training needs.
- R15 The Service should review the audit officer arrangements to ensure that they receive sufficient training to carry out their role effectively.
- R16 The procedures for initiating, inviting attendees and conducting formal operational debriefs should be reviewed to ensure that the Service is getting the maximum amount of learning from these events.
- R17 The content of the analytical risk assessment records should be reviewed to ensure that they contain meaningful and useful information.

## **2.5 Auditing and Reviewing health and safety performance**

*Are lessons learnt from the performance measurement and auditing processes which are effectively put into practice?*

- 2.5.1 The Service is audited as part of CFOA No 5 District's health and safety management audit approach, using RoSPA's Quality Safety Audit system.

- 2.5.2 The Emergency Response Team's role includes looking at national issues and undertaking gap analyses.
- 2.5.3 A review of the training requirements and operational needs associated with RDS is being undertaken.
- 2.5.4 Quarterly accident statistics are reviewed at the Safety Committee.
- 2.5.5 The outcomes of a number of debriefs and audits have resulted in procedural changes. For example, a whole time appliance will now always attend a structure fire and Control have to be informed if the rapid deployment procedure is used.
- 2.5.6 The BA audit summary report did not adequately highlight the significant failings identified at some of the incidents. This could have given a misleading impression.

### **Recommendation**

- R18 Operational audit summary reports must adequately highlight any failings identified and should not focus solely on statistics.

## **3. SUMMARY AND CONCLUSIONS**

- 3.1 The findings of this inspection lead us to believe that Oxfordshire Fire and Rescue Service has a positive health and safety culture which it is striving to improve. The Service has a particular strength in the area of communication of information and had already started to introduce quality systems to improve consistency.
- 3.2 As a result of this inspection, HSE has made 18 recommendations which are listed in full at the end of this report. We believe that the key areas needing improvement at this time are:
- Implementation of the training policy in a more coordinated and consistent way;
  - Ensuring the competence of those delivering operational training;
  - ensuring that the new BA refresher training programme achieves the same outcomes as those envisaged by FSC 17/1970; and
  - undertaking health and safety planning at a more strategic level.
- 3.3 Oxfordshire Fire and Rescue Service should now produce an action plan to identify how and when it will implement the recommendations made in this report. This plan could form part of the health and safety strategy currently being drawn up by the Technical Services Manager for ratification by SLT.

**Recommendations**

- R1 The Management of Health and Safety at Work policy document, currently in draft, needs to be updated, expanded to adequately describe how your arrangements link in with operational activities, and issued.
- R2 A policy, or set of policies, describing how all operational training will be organised, delivered and evaluated should be issued.
- R3 Organisational arrangements need to be put in place to deliver operational training policy in a coordinated and consistent way.
- R4 The resourcing of the health and safety team should be reviewed to ensure that the Strategic Leadership Team (SLT) receives sufficient advice on strategic health and safety matters.
- R5 The project to introduce a training competency framework needs to be progressed according to the stated timescale.
- R6 The Service needs to put in place systems to assess the competence of those delivering operational training at station level as well as at the training school.
- R7 The Service must ensure that adequate training is provided to maintain competencies in safety-critical areas. The outcome of the RDS training-needs review should assist in this.
- R8 The action plan to meet the requirements of FSC 18/2009 by 1<sup>st</sup> April 2010 needs to be implemented in line with the timescales contained within it and the Service should ensure that the content of the BA refresher training courses achieves the same outcomes as those envisaged by FSC 17/1970.
- R9 The Incident Command Development procedure should be reviewed and updated to describe the current training system.
- R10 The Incident Command training programme needs to be progressed in line with the timescales set out in the Training Department Action Plan.
- R11 The Service needs to draw up a strategic health and safety plan to develop a more systematic approach to the management of risk and establishing priorities.
- R12 The Service should explore the potential of the NLPG as part of a more proactive approach to seeking out previously unidentified sites which present potentially serious risks to firefighters.
- R13 All staff who collect and assess risk information need to be adequately trained for the task.

- R14 Greater use should be made of the information from training needs forms to analyse and identify Service-wide trends and training needs.
- R15 The Service should review the audit officer arrangements to ensure that they receive sufficient training to carry out their role effectively.
- R16 The procedures for initiating, inviting attendees and conducting formal operational debriefs should be reviewed to ensure that the Service is getting the maximum amount of learning from these events.
- R17 The content of the analytical risk assessment records should be reviewed to ensure that they contain meaningful and useful information.
- R18 Operational audit summary reports must adequately highlight any failings identified and should not focus solely on statistics.