



Special Children and Young People's Overview and Scrutiny Committee

Date Monday 5 September 2016
Time 10.00 am - *Please note start time*
Venue Committee Room 2, County Hall, Durham

**Members of Overview and Scrutiny Management Board are invited to attend*

Business

Part A

Items during which the Press and Public are welcome to attend. Members of the Public can ask questions with the Chairman's agreement.

1. Apologies for Absence
2. Substitute Members
3. Declarations of Interest, if any
4. Any items from Co-opted Members or Interested Parties
5. Youth Support Review Consultation Process (Pages 1 - 4)
 - a) Report of Margaret Whellans, Interim Corporate Director of Children and Young People's Services
 - b) Presentation by Strategic Manager Children's Services Reform
6. Concessionary Travel Arrangements for Disabled Residents and their Carers - Report of Corporate Director of Regeneration and Economic Development (Pages 5 - 26)
7. Stronger Families Programme - Phase 2 Update - Report of Margaret Whellans, Interim Corporate Director of Children and Young People's Services (Pages 27 - 32)
8. Such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration

Colette Longbottom
Head of Legal and Democratic Services

County Hall
Durham
25 August 2016

To: **The Members of the Children and Young People's Overview and Scrutiny Committee**

Councillor C Potts (Chairman)
Councillor M Nicholls (Vice-Chairman)

Councillors J Armstrong, D Bell, K Corrigan, K Dearden, O Gunn, D Hall, C Hampson, J Hart, D Hicks, K Hopper, P Lawton, J Measor, S Morrison, L Pounder, M Simmons, H Smith, M Stanton, P Stradling and W Stelling

Co-opted Members:

Mr D Kinch and Mr R Patel

To: **The Members of the Overview and Scrutiny Management Board**

Councillors E Adam, A Batey, R Bell, H Bennett, J Blakey, D Boyes, R Crute, B Graham, K Henig, J Hillary, A Hopgood, J Lethbridge, T Nearney, J Robinson, A Shield, J Turnbull, S Wilson

Children & Young People's Overview and Scrutiny Committee

5 September 2016



Youth Support Review Consultation Process

Report of Margaret Whellans, Interim Corporate Director of Children and Young People's Services

Purpose of the Report

1. To provide Members with background information relating to the presentation on the Youth Support Review consultation process. The presentation will be given to the committee by Julie Scurfield, Strategic Manager, Children's Services Reform.
2. The accompanying presentation seeks to provide reassurance to the Overview and Scrutiny Committee that a robust public consultation process has been delivered and also that a thorough Equality Impact Assessment has been carried out and the implications considered as part of the review.

Background

3. On 13 January 2016, the Council's Cabinet took the decision to hold a consultation about the future of Youth Services across County Durham.
4. The public consultation ran for 12 weeks from 1 February 2016 and ended on 27 April 2016. The 3 proposals that were consulted on were:

Proposal 1: A Strategy for Youth Support in County Durham

Proposal 2: Deploy Council resources according to need to deliver a Targeted Youth Support Service

Proposal 3: Ceasing the existing youth work support grant and allocate funding to each Area Action Partnership (AAP) to address local priorities linked to youth services.

Youth Support Review

5. The Council's current Medium Term Financial Plan (MTFP) requires efficiency savings of approximately £257m from 2011/12 until 2019/20. Savings targets for Children and Adults Services (CAS) are currently £17.3m for 2016/17 and £20m for 2017/18, with further budget reductions expected for the service in 2018/19 and 2019/20.
6. If approved, and in accordance with the Council's commitment to review all services, a MTFP target of approximately £1 million savings are expected to be achieved by this review.

7. The review and subsequent proposals have been developed in relation to young people aged 13 – 19 years. County Durham has a 13 – 19 years population 41,551, of these 17,536 live in the top 30% most deprived Super Output Area¹. This represents over 42% of the total teenage population.
8. Prior to consultation, a range of information and research was used to inform and shape the proposed strategy and new model of service delivery. These are as follows:
 - The extent to which youth service resources are currently allocated according to need in County Durham;
 - The requirement of a £1million MTFP reduction;
 - Changes in Policy since 2010
 - Analysis of need relating to deprivation, using the Index of Deprivation 2015
 - Analysis of need relating to Pupil Enrolments Numbers Academic Year 2014/15;
 - Current Performance of the Youth Service;
 - The 2015 County Durham Children and Young People’s Student Voice Survey for Secondary Schools;
 - Outcomes for young people, particularly vulnerable young people;
 - The availability of a range of provision for young people delivered by the VCS.

Consultation

9. Three key proposals formed the consultation. The proposals were based on the delivery of a targeted youth support model. These are set out below:

Proposal 1: A Strategy for Youth Support in County Durham

10. The consultation sought endorsement of the above Strategy which set out the Council’s vision as:
 - Ensure those young people who require additional help are identified and supported to achieve good outcomes; and
 - Work in partnership with other providers, including the Voluntary and Community Sector, to ensure young people can access universal provision and activities
11. The Strategy sets out the Council’s aim to ensure all young people negotiate their teenage years successfully and achieve their full potential.

Proposal 2: Deploy Council resources according to need to deliver a Targeted Youth Support Service

12. The consultation sought support for the delivery of a Targeted Youth Support Service.

¹ Super Output Areas are a geography for the collection and publication of small area statistics. SOAs give an improved basis for comparison across the country because the units are more similar in size of population than, for example, electoral wards.

13. The review demonstrated that only a small proportion of young people attend open access youth clubs, despite clubs being universal access. At the same time, outcomes for vulnerable young people need to improve.
14. It was proposed therefore, that Council resources should be redirected, according to need, so that a targeted youth support service can be provided.
15. The consultation made clear that universal, open access youth work will no longer be funded through the One Point Service budget. Instead following the £1million MTFP efficiency saving, the remaining resource will be reconfigured to deliver a Targeted Youth Support Service.

Proposal 3: Ceasing the existing youth work support grant and the allocation of funding to each Area Action Partnership (AAP) to address local priorities linked to youth services.

16. The consultation sought views on the deployment of the current Youth Work Support Grant to the Area Action Partnerships.
17. The Youth Work Support Grant funds a range of organisations and supplements the staffing allocation provided by the Council for the delivery of universal open access youth work sessions.
18. Current allocations of this grant are historical and not based on any assessment of need. Levels range from £430 to £27,768.
19. It was proposed that the 2015/16 grant budget of £194,684 will be reduced by a minimum of £56,000 in order to deliver the MTFP requirement. However, this amount is dependent upon the successful asset transfer of Youth and Community Centre buildings. If all centres are not transferred the Youth Support Grant will be reduced further prior to distribution to AAPs.
20. The consultation ran for 12 weeks from the 1 February 2016 – 27 April 2016 and the presentation to Overview and Scrutiny Committee will describe this in detail.

Recommendation

- 10 Members of the Children and young People's Overview and Scrutiny Committee are asked to:
 - a. Note the presentation on the consultation process and the Equality Impact Assessment and comment accordingly.

Background Papers

- Review of Youth Support Services in County Durham - Cabinet 13 January 2016

Contact: Carole Payne, Tel. 03000 268983
Email: carole.payne@durham.gov.uk

Appendix 1: Implications

Finance - The proposals would enable efficiency savings in line with the County Council's Medium term Financial Plan (MTFP). The specific proposals in this report would deliver approximately £1 million from a rationalisation of buildings and a restructure of the staff resource designed to maximise savings whilst minimising reduction in the number of posts.

Staffing - A re-configuration of the staffing resource through a full HR exercise will be undertaken in 2016 in line with the County Council's Policies and Procedures.

Risk – The Council risks being unable to deliver its duty to support vulnerable young people if it continues to offer a predominantly universal service.

Equality and Diversity / Public Sector Equality Duty – A full Equality Impact Assessment has been completed and will form part of the final Cabinet report.

Accommodation - The proposals to reduce the number of Youth Centre buildings could result in changes to accommodation arrangements for some staff. These staff could be accommodated in the One Point Hubs.

Crime and Disorder – Support to young people at risk of crime and disorder would be available through the model proposed.

Human Rights - N/A

Consultation – A full 12 week consultation has taken place between 1 February and 27 April 2016 involving all internal and external stakeholders. The consultation plan, delivery and analysis were all approved by the Consultation Officers Group (COG). The consultation process was also approved by Children and Young People's Overview and Scrutiny Group on 1 April 2016.

Procurement - N/A

Disability Issues - A full Equality Impact Assessment has been completed following the consultation and consideration of the recommendations on all stakeholders, regardless of their ethnicity, disability, etc.

Legal Implications - A full consultation programme is proposed that aims to ensure that the Council meets its statutory obligations.

**Children and Young People's
Overview and Scrutiny Committee**

5 September 2016



**Concessionary Travel Arrangements for Disabled Residents and
their Carers/Companions**

**Report of Ian Thompson, Corporate Director of Regeneration
and Economic Development**

Background

1. The English National Concessionary Travel Scheme (ENCTS) is a statutory scheme providing free travel on local bus services for older and disabled people between 0930 and 2300 Monday to Friday and all day at weekends and Bank Holidays.
2. Older people are entitled to a concessionary pass when they reach the state pension age for women (which is gradually being increased from 60 to 66). Disabled people (of fare paying age) are entitled to a concessionary pass if they meet any of the following criteria, set out in legislation by the Department for Transport:
 - Blind or partially sighted
 - Profoundly or severely deaf
 - Without speech
 - Has a disability or has suffered an injury which has substantial and long-term effect on ability to walk
 - Does not have arms or have long-term loss of both arms
 - Has a learning disability
 - Would if applied for a licence to drive a motor vehicle under Part III of the Road Traffic Act 1988, have the application refused under Section 92 of the Act (physical fitness) on grounds other than misuse of drugs or alcohol

Government Guidance on ENCTS

3. The government have issued a number of guidance notes to local authorities relating to various aspects of the ENCTS scheme. The general guidance on implementing the concessionary fares scheme ([Guidance for Travel Concession Authorities on the England National Concessionary Travel Scheme](#)) issued Dec 2010, makes a clear distinction between two groups, older people (entitled by age limits) and disabled people (without age limits).

“There are two broad categories of people eligible for a statutory concession: men and women who have attained the state pension age for women and eligible disabled people (where no age limits apply).”

4. This would imply that a disabled person of any age would be entitled to a concessionary bus pass, provided that they meet the eligibility criteria. However, further guidance on assessing the eligibility of disabled people as set out below makes a clear reference to concessions applying only to persons of “fare paying age”.

Assessment of eligibility of disabled people

5. The guidance on assessing eligibility of disabled people for concessionary travel ([Guidance to Local Authorities on assessing Eligibility of Disabled People in England for Concessionary Bus Travel](#)) issued April 2013, indicates the government’s intention is that the concession should be taken to apply to adults and to all disabled children and young people of fare-paying age. Children under the age of 5 travel free on local bus services.

Para 15: “The 2007 Act provides an entitlement to a concession against a full adult fare. It does not set age limits for recipients of this concession. It should therefore be taken to apply the concession to adults and to all disabled children and young people of fare-paying age.”

6. The guidance recommends that, where available, the most robust way of assessing eligibility is likely to be via other relevant state benefits. Paragraph 18 of this guidance sets out the benefits, and makes further reference to the age limit:

“Eligibility for a concessionary travel pass may be considered “automatic” (not requiring further assessment) where a person is in receipt of any of the following state benefits, which link eligibility to receive the benefit to the ability to walk or, in the case of PIP, to communicate orally, provided that the person is of fare paying age and that the award of the benefit has been for at least 12 months or is expected to be for at least 12 months.

- a. **Higher Rate Mobility Component of Disability Living Allowance (HRMCDLA);**
- b. **Personal Independence Payment (PIP), where the applicant has been awarded at least eight points against either the PIP “Moving around” and/or “Communicating verbally” activities 34;**
- c. **War Pensioner’s Mobility Supplement (WPMS).”**

Disabled pass with companion

7. In addition to the statutory requirements of the ENCTS scheme, local authorities are able to offer additional discretionary concessions, such as the provision of a “disabled bus pass with companion”.
8. The ‘plus companion’ element allows a pass holder who is unable to travel independently to be accompanied on the journey by a companion who is also able to travel for free (provided that the companion boards and alights at the same stops).

9. The companion is not issued with a separate pass; this element of travel is shown by the addition of a “+C” symbol in the top right hand corner of the disabled person’s bus pass (see figure 1 below)



Figure 1 – Sample pass showing ‘plus companion’ symbol

10. This ‘plus companion’ discretionary element is aimed at facilitating the pass holder to make use of their statutory concession. It is not intended as a concession for the companion themselves.

Companion pass for a disabled child

11. Legal advice has been sought in relation to the issue of a ‘plus companion’ pass for a disabled child who has not yet reached the age of becoming a ‘fare-payer’. The legal view is that if the child is not entitled to a pass, then we are under no obligation to issue a pass to allow a companion to travel for free.
12. Whilst it is clear that a child with severe disability is unlikely to be able to travel independently whether they are under or over five years of age (the age at which a child becomes a fare-payer), it could also be said that any child, of say two years of age, would be unable to travel independently. Clearly it was not the intention of this legislation to allow parents of every very young child the entitlement to free concessionary travel.

Cost of Concessionary Travel

13. A breakdown of the number of passes and the costs associated with concessionary travel in County Durham is provided at appendix 2.
14. There are around 122,000 active passes issued to residents of County Durham; of which 17,380 have been issued on the grounds of disability. Furthermore, around 1 in 4 of our disabled passes issued include the ‘plus companion’ element of travel (4,760).
15. The County Council must reimburse the bus operators for the lost revenue from free concessionary travel. Reimbursement is a complex issue, but it relates to the number of journeys made, a generation factor (people travel more because

it is free) and the average fare. The total cost to the County Council of reimbursing operators for concessionary travel in 2016/17 is estimated at £11.7m. Of which approximately £2.4m relates to disabled travel.

16. The average cost of reimbursement per pass across all concessionary travel is around £96 per annum. The average cost for usage of disabled passes is higher at around £136 per annum. It is not possible to estimate accurately the costs of a disabled pass with companion.

Potential cost of issuing under 5's companion passes in County Durham

17. There are 490 under 5's who are in receipt of the Disability Living Allowance in County Durham (Source: NOMIS - information as at November 2015). Of these, 280 are in receipt of the higher rate care award.
18. Therefore, there are potentially 280 cases of under 5's where the level of disability of the child would have meant that, in the absence of the fare-paying criteria, they would have been issued with a 'plus companion' concessionary travel pass.
19. The potential cost to the County Council would be dependent upon the take up and usage by this cohort. The following table illustrates potential costs to DCC depending on these variables:

Number eligible	Take up rate	Usage cost pa			
		£50	£100	£150	£200
280	33%	£4,620	£9,240	£13,860	£18,480
280	66%	£9,240	£18,480	£27,720	£36,960
280	100%	£14,000	£28,000	£42,000	£56,000

Comparison with other local authorities

20. Of the 89 Travel Concession Authorities (TCAs) in England, 57 (including Durham) offer free or reduced travel for companions of disabled pass holders unable to travel independently. The remaining 32 TCAs do not offer this discretionary concession (see Appendix 3 – DfT concessionary travel statistics).
21. In the North East, Northumberland, Nexus (on behalf of Tyne & Wear), Darlington and Durham offer 'plus companion' passes. Stockton, Middlesbrough, Hartlepool and Redcar and Cleveland do not offer companion passes.
22. In terms of similar (shire county) authorities, Cumbria offer 'plus companion' passes but Lancashire and Derbyshire do not.
23. None of the authorities who responded to our survey request (including York City Council) offer Concessionary Travel passes to children under fare paying age (5 years old).

MTFP considerations

24. It is widely recognised across local government that the funding received from central government does not cover the full costs of providing statutory concessionary travel. In addition, the cost of providing any non-statutory concessions (such as 'plus companion' passes) must be borne by the Local Authority.
25. As part of the council's ongoing MTFP programme, officers are currently examining areas for reducing the council's spend across a range of non-statutory services. This includes a review of the existing non-statutory elements of concessionary fare provision.

Equality Impact Assessment

26. An equality impact assessment screening exercise is included as Appendix 4. This indicates that the restriction on issuing passes to children of fare paying age does have a potentially negative impact on the protected characteristics of age and disability. However, Durham along with many other authorities are following government guidelines in applying an age limit.

Conclusion

27. It would seem clear that the government's intention of introducing the ENCTS scheme was to provide a concession against the cost of travel for eligible people. The DfT guidance on eligibility of disabled people clearly states that the concession should be taken to apply to people of fare paying age. The logic being that those under the age of five do not have to pay a fare and therefore cannot be given a further concession in relation to the cost of travel.
28. The 'plus companion' element of travel is a local discretionary enhancement to the statutory ENCTS. This enhancement is considered to be an additional entitlement for the pass holder, where they would otherwise be unable to travel independently.
29. Legal services have considered the government's guidance on ENCTS together with our local enhancement and have advised that if the disabled child is not entitled to a pass, then under our current policy, we are under no obligation to issue a pass for a companion/carer.
30. The potential of issuing concessionary travel passes with 'plus companion' entitlement to disabled children under the age of 5 would introduce an additional cost pressure for the council of up to £56,000 per annum.

Appendix 1: Implications

Finance –

The potential cost of issuing under 5s with disabled concessionary passes with 'plus companion' entitlement is estimated to be up to £56,000.

Staffing –

None specific in this report

Risk –

None specific in this report

Equality and Diversity / Public Sector Equality Duty –

Screening EIA is included as appendix 4. The potential adverse impact on disabled children under the age of 5 stems from government guidance on eligibility for a concessionary travel pass being linked to fare paying age.

Accommodation –

None specific in this report

Crime and Disorder –

None specific in this report

Human Rights –

None specific in this report

Consultation –

None specific in this report

Procurement –

None specific in this report

Disability Issues –

As set out in report, government guidance states that entitlement to a concessionary travel pass on the grounds of disability is dependent on the disabled person being of fare-paying age.

Legal Implications –

None specific in this report

Durham County Council Concessionary Travel Facts and Figures

All Concessionary Travel

1. There are around 122,000 concessionary pass holders in County Durham.
2. The total cost to the County Council of reimbursing the bus operators for all concessionary travel is £11.7m (16/17 estimated outturn).
3. The average cost (across all concessionary travel) is approx. £96 per pass per annum.

Disabled Travel

4. Disabled passes account for approximately 1 in 7 of all passes issued (17,380).
5. The cost of reimbursing disabled travel is estimated to be around £2.4m per annum.
6. Average disabled pass usage is generally higher than that of older people's passes, at an estimated cost of £136 per pass per annum.

+Companion Travel

7. Around 1 in 4 disabled passes are issued with the 'plus companion' additional discretionary concession (4,760)
8. The use/cost of companion travel is difficult to identify as the electronic (smart card) data does not distinguish boardings by a disabled person with a companion pass from boardings by a standard disabled pass holder.

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Department
for Transport

Concessionary Travel Statistics: England, 2014/15

About this release

This release covers concessionary bus travel in England. It provides the most up to date statistics on the number of older and disabled concessionary passes, the number of concessionary bus journeys, and the reimbursement for concessionary fares to Travel Concession Authorities (TCAs).

These statistics are derived from a DfT survey of TCAs undertaken in July 2015, covering 90 areas: the 89 TCAs outside London, and London Councils.

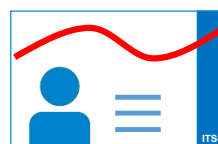
In this publication

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There were 9.8 million older and disabled concessionary travel passes in England in 2014/15, an increase of 1.2% over the year. Total concessionary bus journeys fell by 1.3% over the same period.

There were **9.0 million older passes in England** in 2014/15, an increase on 2013/14 of 1.1%.



↑ 1.1%

There was also an **increase in the number of disabled passes: by 1.3% to 892,000.**



↑ 1.3%

There were about **1.0 billion concessionary bus journeys** in England in 2014/15, down 1.3% on 2013/14



↓ 1.3%

Travel Concession Authorities (TCAs) spent an estimated **£1.2 billion** on providing statutory and discretionary concessions.



£1.2bn

RESPONSIBLE STATISTICIAN: Darren Stillwell 020 7944 4746

FURTHER INFORMATION: Media: 020 7944 3066 Public: 020 7944 3094 Darren.Stillwell@dft.gsi.gov.uk

Summary table

Figures are shown for London, metropolitan areas (Greater Manchester, Merseyside, South Yorkshire, Tyne and Wear, West Midlands and West Yorkshire) and non-metropolitan areas (shire counties and unitary authorities).

Table 1: Concessionary travel figures by area: England, 2014/15 compared to 2013/14

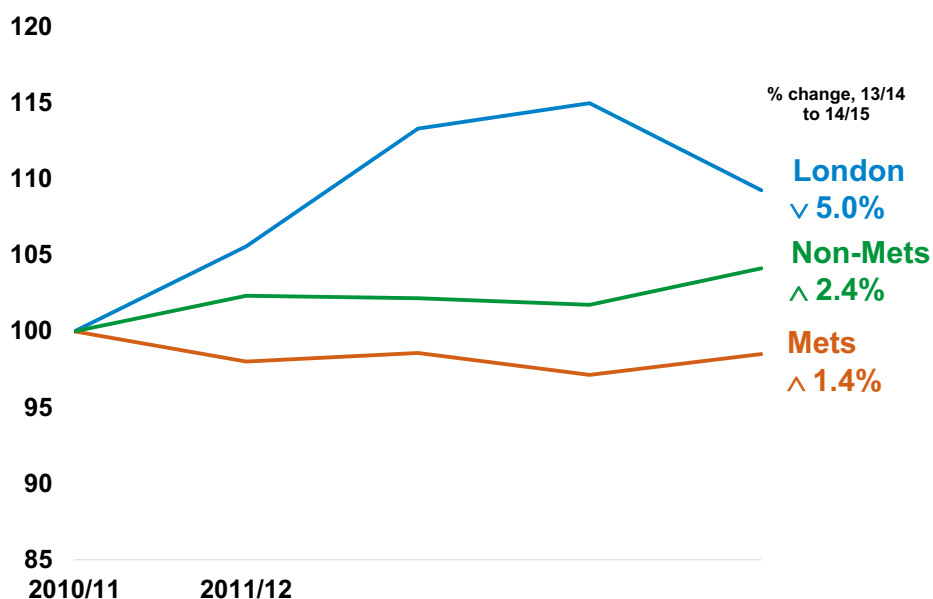
	Total passes ¹ of which:			Journeys ¹	Reimbursement for concessionary bus journeys (2014/15 prices)	% spent on statutory scheme	
	Older	Disabled					
	2014/15 (millions) and % change since 2013/14						% in 2014/15
England	9.84 ↑ 1.2%	8.95 ↑ 1.1%	0.89 ↑ 1.3%	1,004 ↓ 1.3%	£943 ↓ 0.7%	80%	
London	1.26 ↓ 5.0%	1.10 ↓ 4.6%	0.16 ↓ 7.5%	296 ↓ 1.2%	£239 ↑ 0.7%	69%	
Outside London	8.58 ↑ 2.1%	7.85 ↑ 2.0%	0.73 ↑ 3.5%	708 ↓ 1.3%	£703 ↓ 1.2%	85%	
Metropolitan areas	2.20 ↑ 1.4%	1.95 ↑ 1.6%	0.25 ↔ 0.0%	282 ↓ 1.5%	£253 ↓ 2.1%	74%	
Non-metropolitan areas	6.38 ↑ 2.4%	5.91 ↑ 2.1%	0.48 ↑ 5.4%	426 ↓ 1.2%	£450 ↓ 0.7%	93%	

¹ Older and disabled passholders and journeys

Concessionary passes

There were 9.8 million older and disabled concessionary passes in England in 2014/15, an increase of 112,000 (1.2%) since 2013/14. There were increases in the metropolitan and non-metropolitan areas, but in London the number of passes decreased by 5.0% to 1.3 million. It is thought this decrease was mainly due to some older people moving out of London and not renewing their passes. England outside of London had the highest total of passes seen in the 5 years of the survey.

Chart 1: Concessionary pass holders by area: England, index 2010/11 = 100 (table [BUS0820](#))



The ENCTS

A statutory bus concession for older and disabled people has been in place since 2001. In 2008, the concession was extended to cover free local bus travel between 0930 and 2300 to older and disabled people anywhere in England. This statutory concession is referred to as the English National Concessionary Travel Scheme (ENCTS).

Older and disabled people holding an ENCTS pass are allowed to travel for free on local bus services anywhere in England, between 0930 and 2300 during weekdays and anytime at weekends and bank holidays. The scheme is administered by Travel Concession Authorities (TCAs). Some TCAs offer discretionary concessions in addition to the statutory ENCTS scheme, such as free or reduced travel before 0930 or on other transport modes

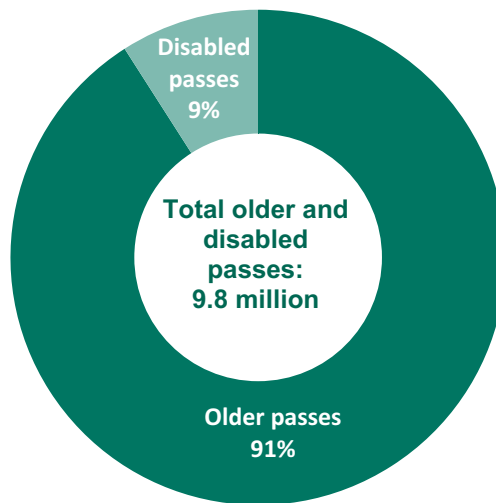
In London, the statutory concession for London residents covers the whole London Local Transport Network.

Detailed statistics

are available online as part of the bus statistical series:

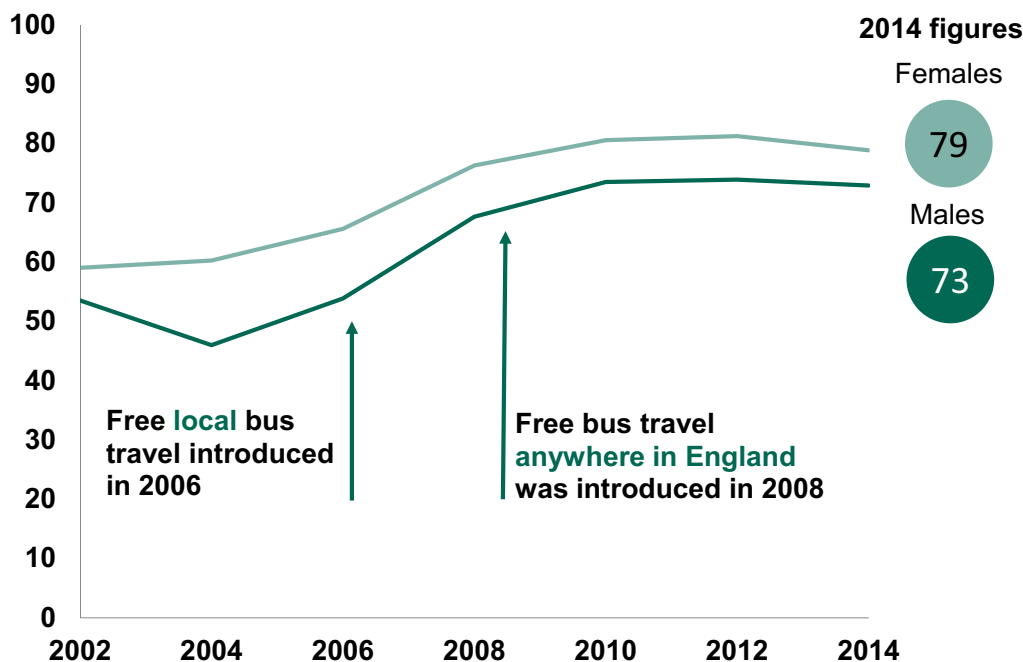
- Concessionary passholders in table [BUS0820](#)

Of the total number of passes, around 9.0 million (91%) were for older people and 9% for disabled people. The proportion does vary by area type, however. In London and the metropolitan areas, the proportion of older passes was slightly lower (at 87% and 89% respectively). In non-metropolitan areas it was slightly higher (93%). For each year since 2010/11, these proportions have been broadly similar in each of the area types.



There were about 80 older passes per 100 eligible population in England in 2014/15. This proportion has increased each year since 2010/11. The figures are broadly comparable with the National Travel Survey (NTS) which has a longer time series of concessionary travel take up rates, and allows for more detailed analysis of the people who hold them.

Chart 2: Eligible older people who hold a concessionary pass: England, National Travel Survey since 2002 (table [NTS0620](#))



The NTS estimated that in 2014 76% of people held an older person's concessionary pass. The proportion was higher for women (79%) than men (73%). The proportions have risen from 58% and 47% respectively in England in 2005, the year before the introduction of free local bus travel.

Detailed statistics

are available online as part of the bus statistical series:

- Concessionary passes in table [BUS0820](#)
- Concessionary passes by Travel Concession Authority (TCA) in table [BUS0822](#)

Eligible population

Since April 2010, the eligibility age has been tied to the State Pension age for women. The pensionable age for women is rising, to reach 65 by 2018 and 66 for both men and women by 2020. See tables for ages used to estimate the eligible population.

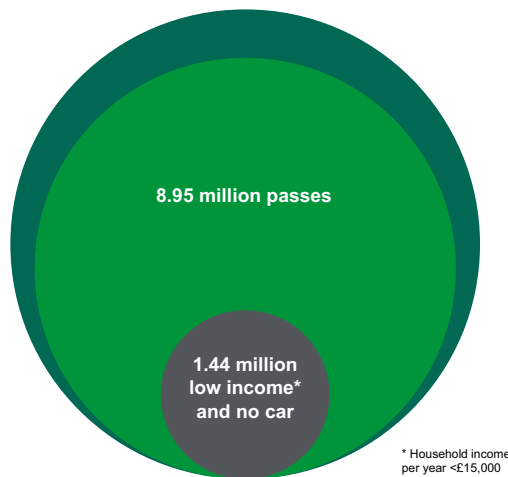
The National Travel Survey

The NTS is a household survey and the primary data source on personal travel patterns in Great Britain. The NTS celebrated its 50th anniversary in 2015.

- concessionary travel schemes take up by area in table [NTS0619](#)
- Concessionary travel schemes take up by gender in table [NTS0620](#)
- Frequency of bus use by people aged 60 years or over in table [NTS0621](#)

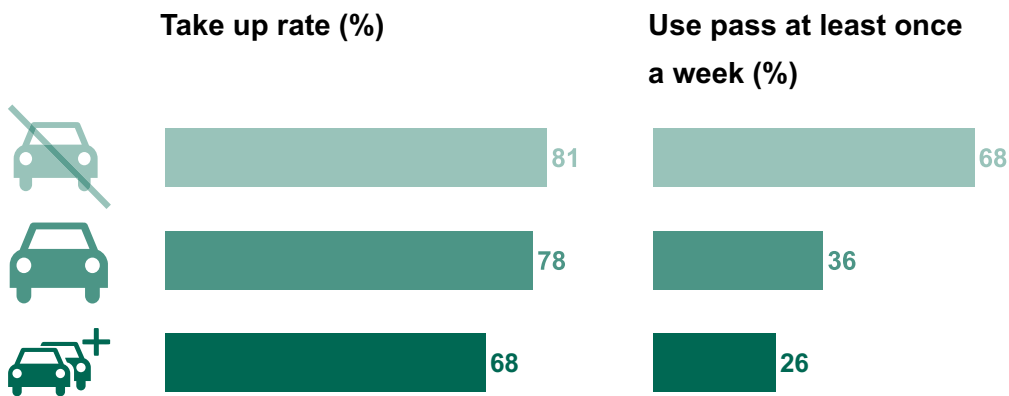
There were 9.0 million passes out of an estimated 11.1 million people who were eligible for a pass. The NTS estimates that about 42% of older passholders used their pass at least once a week.

11.12 million eligible population

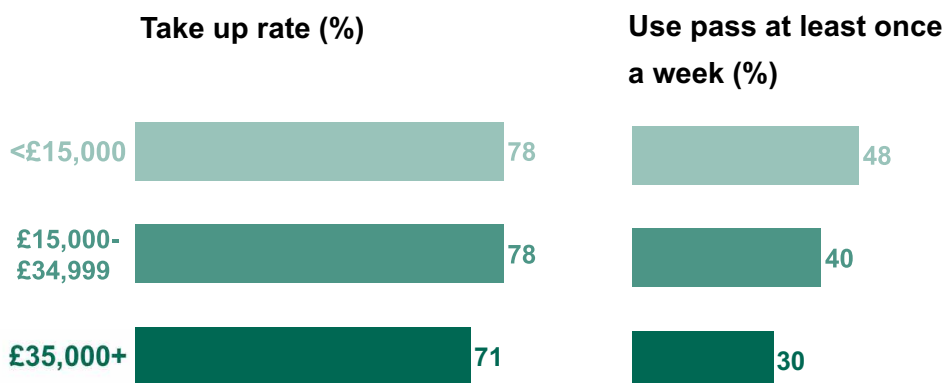


The NTS also estimates that 1.4 million (16%) of those people with a pass were on a low income (defined as household income less than £15,000 per year) and had no car.

The take up rate and use of a concessionary pass differs for older people in these two groups. For example, older people with no car access are more likely to have and use a pass (81% and 68% respectively) than older people with two or more cars (68% and 26%)



Similarly, older people with lower incomes (less than £15,000 per year) are more likely to have and use a pass (78% and 48% respectively) compared to 71% and 30% for older people with an income of £35,000 or more per year.



Overall, the NTS estimates that there 940,000 older people with a low income and no car access used their pass at least once a week.

Passes vs passholders

The Concessionary Travel Survey aggregates the number of **passes** reported by TCAs from their administrative databases. While this provides a reasonable proxy for the number of **passholders**, the returns are known to include a number of inactive passes, issued to people who are deceased or no longer resident in the area.

The National Travel Survey is a sample survey that asks respondents whether they are a concessionary **passholder**.

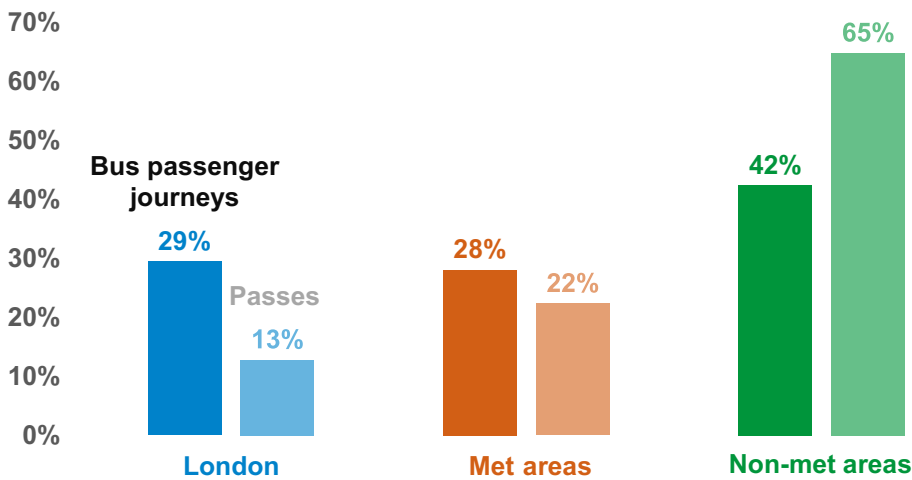
This means that are differences between estimates of passholders depending on which of the two sources is used. However, the two sources produce broadly comparable totals.

Concessionary bus journeys

There were 1.0 billion concessionary bus passenger journeys in 2014/15, a decrease of 1.3% (about 13 million journeys) on the previous year. In London, metropolitan areas and non-metropolitan areas the percentage decrease was similar.

London accounted for 29% of the journeys, but only 13% of the passes (Chart 3). A similar proportion of journeys were in metropolitan areas, and the remaining 42% were in non-metropolitan areas.

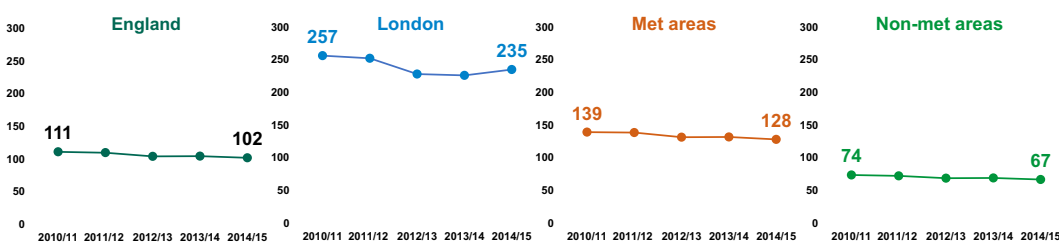
Chart 3: Distribution of concessionary passes and bus journeys: England 2014/15



This means the highest numbers of concessionary bus journeys per pass were in London, at around 235 journeys per pass in 2014/15. This is more than three times the 67 journeys per pass in non-metropolitan areas (Chart 4).

With pass numbers increasing and the number of journeys staying level or decreasing over the last few years, this has meant that in England as a whole (and in metropolitan and non-metropolitan areas) there has been a declining trend in journeys per pass. Only in London, where journeys have decreased at a slower rate than passes, was this trend reversed in the last year.

Chart 4: Concessionary journeys per pass by area status: England, 2010/11 onwards (table [BUS0821](#))



Statistical tables

- Concessionary journeys and concessionary journeys per pass by metropolitan area status in table [BUS0821](#)

- Total bus passenger journeys (including fare paying passengers and concessions) in table series [BUS01](#)

Journeys per pass

These averages are derived by dividing the total number of journeys by total passes. In practice, concessionary journeys are unlikely to be evenly distributed across all passes and passholders resident in one area type may make journeys in another area. For example journeys by non-London passes form part of London's total journeys, but the figures available do not disaggregate these.

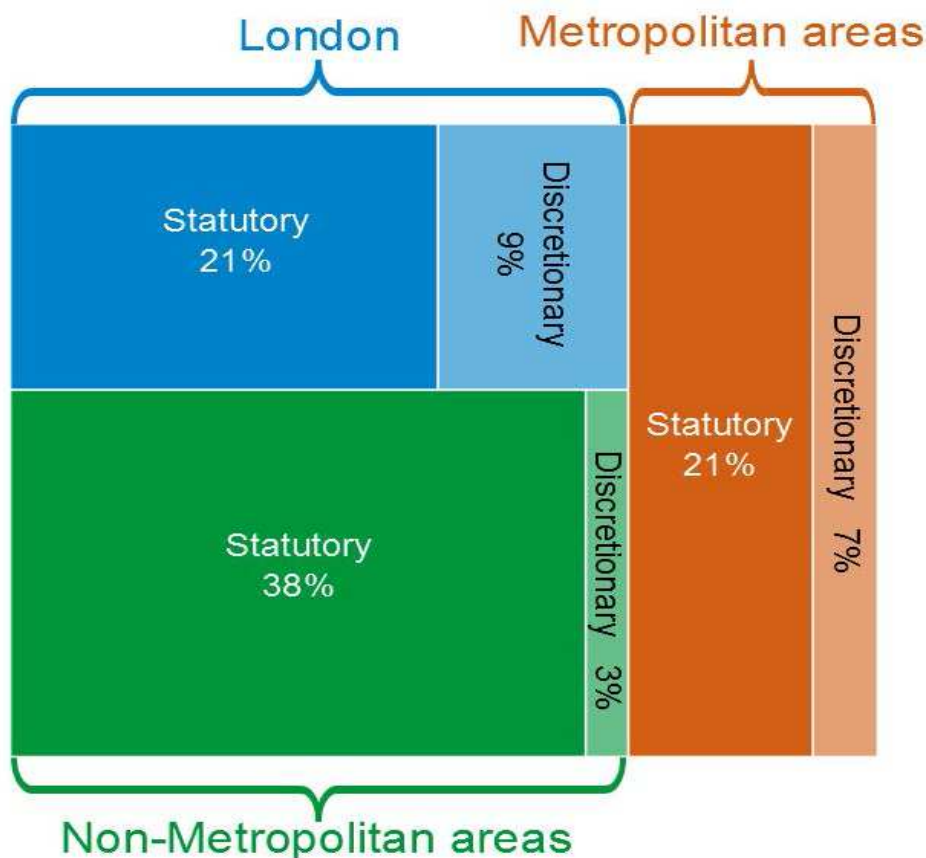
Statistical tables

- The number of disability accessible and low floor buses can be found in table [BUS0603](#)

Expenditure on concessionary travel

In 2014/15, English TCAs estimated they spent around £1.2 billion on concessionary travel. Nearly 40% of this was spent on the statutory ENCTS scheme in non-metropolitan areas.

Chart 5: Distribution of net concessionary expenditure by area: England, 2014/15



Overall, English TCAs spent 80% of their concessionary travel net expenditure on the statutory ENCTS scheme. The remaining 20% was spent on discretionary concessions such as youth and non-bus concessions.

Over the last 5 years the proportions spent on the statutory scheme for each of the three areas types (London, metropolitan and non-metropolitan areas) have varied little over time, although for non-metropolitan areas there has been a downward trend in the amount spent on discretionary concessions. The figure has decreased from 11% in 2010/11 to 7% in 2014/15.

There is variation between the areas. Metropolitan areas spent 26% of their concessionary travel expenditure on discretionary concessions, compared to the 7% figure in non-metropolitan areas. In London, the figure was even higher at 31%. These figures reflect the prevalence of different types of transport in metropolitan areas such as trams, which may be offered as discretionary concessions.

Net expenditure

Net current expenditure is the expenditure that local authorities spend on running the concessionary travel scheme in their area. It covers all aspects of the scheme for both the statutory and discretionary elements (if offered by the authority), including reimbursement to bus operators (the largest element), administration, pass production costs and employee costs.

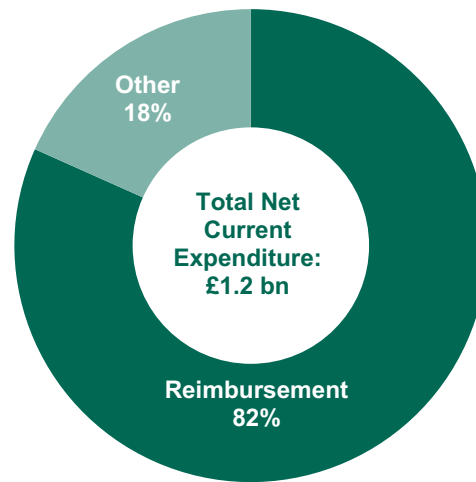
Data on total concessionary travel expenditure by TCAs is also collected by the Department for Communities and Local Government as part of the revenue outturn (RO2 data collection). The latest data for 2014/15 will be published later in the year.

Statistical tables:

- Expenditure on ENCTS as a proportion of total expenditure on concessionary travel in table [BUS0810](#)
- The most recent DCLG Net Current Expenditure figures are available in table [BUS0811](#)

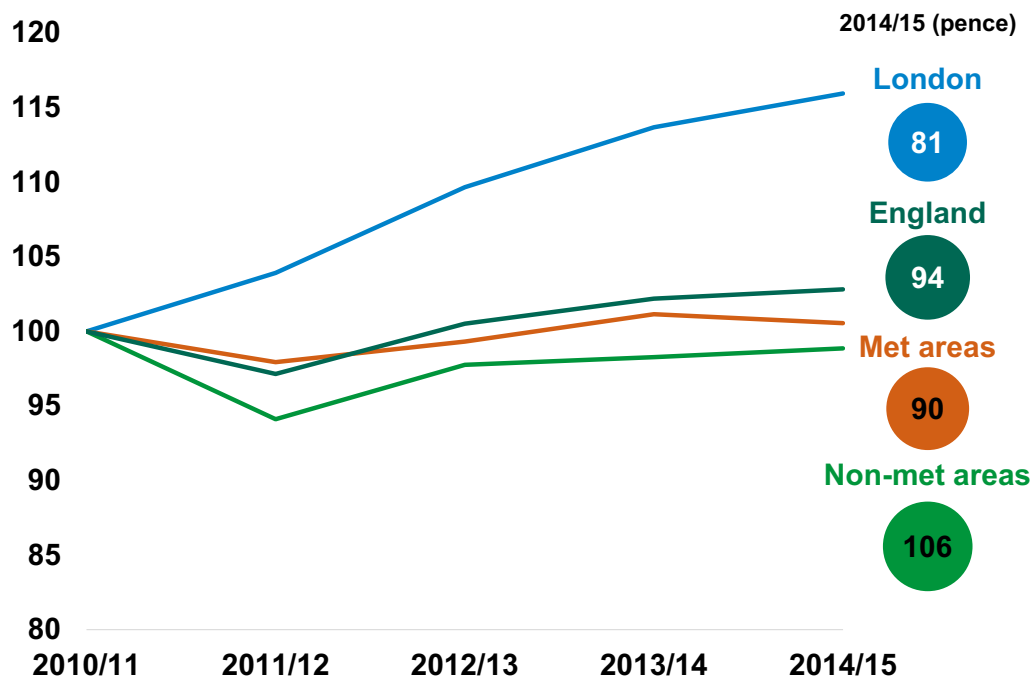
Distribution of expenditure

The expenditure figures in the previous section cover the total expenditure on concessionary travel, including reimbursement and administration (see Box on page 6). The data in this section concentrates on how that expenditure is distributed. The figures focus on cost of reimbursing bus operators for carrying older and disabled passengers, both statutory and discretionary.



Reimbursement is the largest element of a TCAs concessionary expenditure. In 2014/15, TCAs estimated they spent 82% of their total concessionary net expenditure on reimbursement. This was a total of £943 million and was a decrease in real terms (i.e. adjusted for inflation) of 0.7% on the £950 million reimbursed in 2013/14.

Chart 6: Reimbursement per concessionary journey: England, index =2010/11



Average reimbursement was 94p per journey across England in 2014/15. It varied in different areas: in London it was lower at 81p per journey. In non-metropolitan areas it was 106p per journey. In London, the average reimbursement per journey has risen by 16% in real terms since 2010/11. Outside of London it has remained broadly level.

Reimbursement

The Department publishes guidance on the ways TCAs can calculate the cost of reimbursement to bus operators in their area.

The underlying principle which underpins reimbursement is set out in domestic Regulations which state that operators should be left 'no better and no worse off' as a result of the existence of concessionary travel schemes.

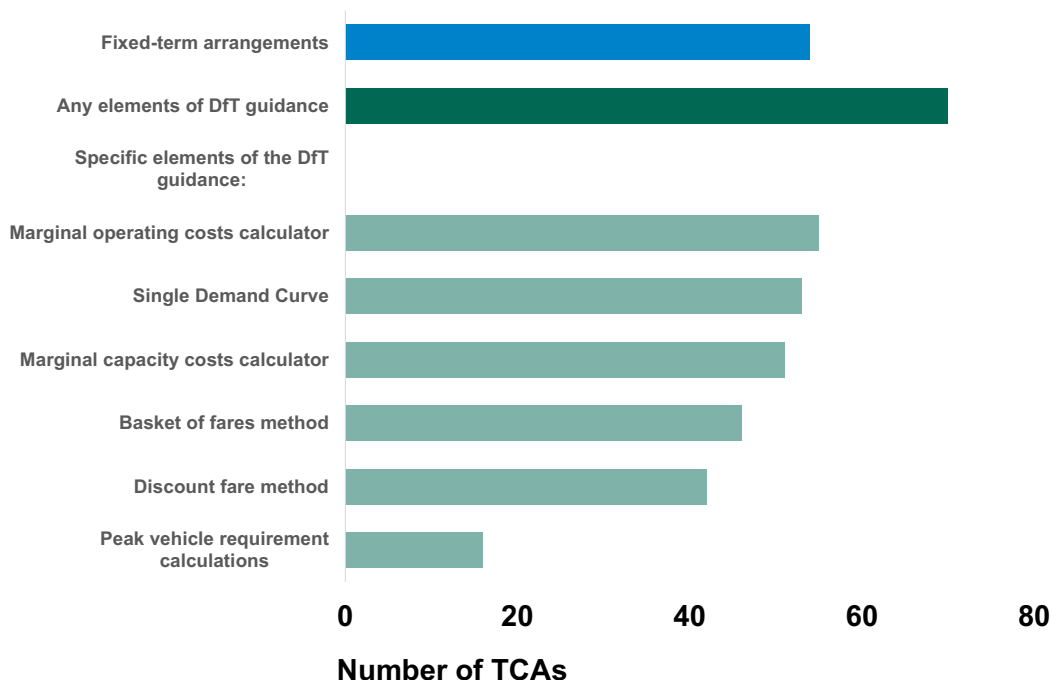
TCAs need to estimate the various components of reimbursement. These include an estimate of the revenue that would have been received in the absence of a scheme ("revenue foregone"), based on journeys and fares that would have been made and received.

They also need to estimate additional costs that the operator would have incurred, such as scheme administration costs; marginal operating costs (the costs of carrying additional passengers assuming service levels are held constant) and Peak Vehicle Requirement (PVR) costs – the costs associated with the requirement to run additional vehicles in the peak period due to generated concessionary travel.

Reimbursement of bus operators

The Department publishes guidance on the ways TCAs can calculate the cost of reimbursement to operators in their area. At least 70 TCAs stated they were using the guidance, either as starting point for negotiating with bus operators, or for calculating the reimbursement due in 2015/16. TCAs can use different methods for different operators in their area. At least 54 TCAs had an arrangement that pays a fixed cost for concessionary journeys with at least one of the bus operators in their area.

Chart 7: Bus operator reimbursement methods: England, 2014/15



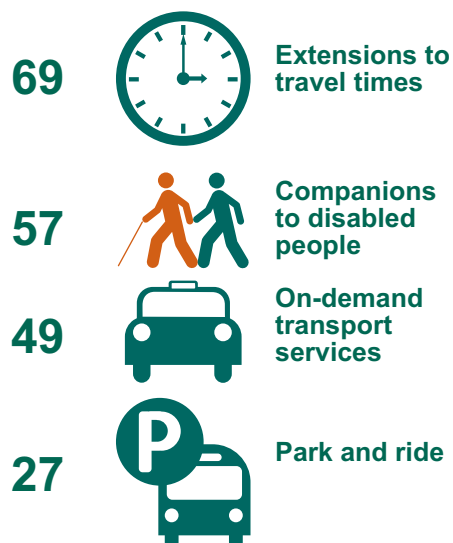
Statistical tables:

- Reimbursement to bus operators in table [BUS0830a](#) (not adjusted for inflation)
- Reimbursement to bus operators in table [BUS0830b](#) (adjusted for inflation)
- Reimbursement methods in table [BUS0831](#)
- Table BUS0830b adjusts for inflation using the HM Treasury GDP deflator as at 27 June 2014 which can be found at: <https://www.gov.uk/government/statistics/gdp-deflators-at-market-prices-and-money-gdp-june-2014-quarterly-national-accounts>

Discretionary concessions

Since 2010/11 almost all of the 89 TCAs outside London have offered some discretionary travel concession over and above the statutory minimum ENCTS. The most commonly offered discretionary concessions are extensions to the statutory time period (69 TCAs in 2015/16), free or reduced travel for companions background information on to disabled people and concessions on on-demand or community transport. This discretion includes taxi tokens, travel vouchers, Dial-a-Ride and other discretionary travel community transport schemes.

Number of authorities offering discretion:



Discretionary concessions

TCAs may offer residents discretionary enhancements over and above the statutory scheme, including free travel outside the statutory time period or on other transport modes (on trams, for example)

Detailed statistical tables

- Discretionary travel enhancements in table [BUS0841](#)

Travel concessions for young people

Concessions for young people fall into two categories – those offered by TCAs and those offered by bus operators on a commercial basis. One or both of these types of concessions may be available to young people in a TCA.

In 22 of the 89 TCAs outside London, a youth concession is offered by the TCA. A youth concession is offered by at least one commercial bus operator in 74 TCAs outside London.

Detailed statistics

on concessions for young people can be found in table [BUS0842](#)

Background information

Detailed information, including a full history of the concessionary travel policy, can be found in the Notes and Definitions document that accompanies this statistical release.

Strengths and weaknesses of the data

Many of the the statistics in this report are derived from the annual DfT survey of Travel Concession Authorities (TCAs) covering 90 areas: the 89 TCAs outside London plus London Councils. However, in each of these years, not all respondents answered all questions in full. The response rate achieved is comparable with that achieved in other DfT surveys of local authorities.

Where data were missing, information from adjacent years and from TCA websites (for discretionary and youth concessions) was used to impute for non-response.

The accompanying Notes and Definitions document, including details of the imputation methods used to derive the national-level totals, is here: <https://www.gov.uk/government/statistics/buses-statistics-guidance>

Furthermore, in light of information received in the most recent survey, some revisions have been made to the figures for previous years. For example, where a TCA has not previously responded but did respond in 2015, we have used the 2015 survey as a basis for imputing figures for the previous years. In addition, a small number of TCAs provided revisions to figures supplied last year.

Further information and statistics on concessionary travel

These figures have not been assessed by the UK Statistics Authority, and so are not National Statistics. However, they have been produced in compliance with the Code of Practice for Official Statistics.

Details of Ministers and officials who receive pre-release access to these statistics up to 24 hours before release can be found here: <https://www.gov.uk/government/organisations/department-for-transport/series/bus-statistics>

The Department for Transport's National Travel Survey collects some information about concessionary travel, including the demographic characteristics of pass holders. These statistics can be found here in tables NTS0620 and NTS0619: <https://www.gov.uk/government/statistical-data-sets/nts06-age-gender-and-modal-breakdown>

The Department for Transport's Survey of Public Service Vehicle Operators (PSV Survey) also collects figures for concessionary bus journeys. These data, which includes youth concessionary journeys as well as older and disabled journeys can be found in the bus statistics series along with data relating to a range of other aspects of bus travel, including overall patronage and operator finance and can be found here: <https://www.gov.uk/government/collections/bus-statistics>

Users and uses of these statistics

Within the Department for Transport, these statistics are used to understand the impact of changes to the concessionary travel scheme and reimbursement guidance, for ministerial briefing and to answer public enquiries. Outside the Department, users include TCAs and others with an interest in concessionary travel, such as campaign groups, bus operators and specialist transport press.

Feedback

We welcome any feedback on these statistics, to ensure future releases best meet user needs. Feedback can be provided by email to bus.statistics@dft.gsi.gov.uk.

Next update

The next Concessionary Travel Statistics are due to be published in autumn 2016.

Durham County Council Equality Impact Assessment

NB: The Public Sector Equality Duty (Equality Act 2010) requires Durham County Council to have 'due regard' to the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between people from different groups. Assessing impact on equality and recording this is one of the key ways in which we can show due regard.

Section One: Description and Screening

Service/Team or Section	RED Sustainable Transport Group
Lead Officer	Andy Leadbeater
Title	Concessionary Travel Arrangements for Disabled Residents and their Carers/Companions
MTFP Reference (if relevant)	
Cabinet Date (if relevant)	
Start Date	18 th August 2016
Review Date	

Subject of the Impact Assessment

Please give a brief description of the policy, proposal or practice as appropriate (a copy of the subject can be attached or insert a web-link):

English National Concessionary Travel Scheme (ENCTS) policy relating to Durham County Council discretionary elements in particular companions/carers of disabled children under the age of 5.

Who are the main stakeholders? (e.g. general public, staff, members, specific clients/service users):

The ENCTS applies to older people and people with a disability. This particular assessment relates to disabled children under the age of 5 and their companions/carers.

Screening

Is there any actual or potential negative or positive impact on the following protected characteristics?		
Protected Characteristic	Negative Impact Indicate: Y = Yes, N = No, ? = unsure	Positive Impact Indicate: Y = Yes, N = No, ? = unsure
Age	Y	N
Disability	Y	N
Marriage and civil partnership (workplace only)	N	N
Pregnancy and maternity	N	N
Race (ethnicity)	N	N
Religion or Belief	N	N
Sex (gender)	N	N
Sexual orientation	N	N
Transgender	N	N

Please provide **brief** details of any potential to cause adverse impact. Record full details and analysis in the following section of this assessment.

Government guidance indicates that children under fare paying age are not entitled to an ENCTS pass because they already travel for free. Denying this pass subsequently removes the opportunity for a companion pass to be issued to that person which, in turn, removes the opportunity for a companion to travel free with the pass holder. This need for the companion to pay for travel may have an adverse impact on the disabled child.

How will this policy/proposal/practice promote our commitment to our legal responsibilities under the public sector equality duty to:

- eliminate discrimination, harassment and victimisation,
 - advance equality of opportunity, and
 - foster good relations between people from different groups?
- Discretionary enhancements to ENCTS are in place which allow companions to travel free with those eligible within the scheme. This is a positive step taken to advance equality. However, because disabled children under 5 are

not eligible under ENCTS this group are treated less favourably than disabled children over 5. The numbers affected by this are estimated to be relatively small. However, any decision may be subject to legal challenge.

Evidence

What evidence do you have to support your findings?
Please **outline** your data sets and/or proposed evidence sources, highlight any gaps and say whether or not you propose to carry out consultation. Record greater detail and analysis in the following section of this assessment.

There are currently 490 children under 5 who would be potentially eligible for disabled pass, 280 of which would be potentially eligible for a companion pass.

The average usage cost of a pass to DCC is £98 p.a. (older people and disabled people).

The estimated average usage cost of a disabled pass to DCC is £138 p.a. (with and without companion).

It is not possible to estimate accurately the costs of a disabled pass with companion.

The potential cost to DCC is dependent upon estimated take up and estimated usage. The following table illustrates potential costs to DCC depending on these variables:

Number eligible	Take up rate	Usage cost pa			
		£50	£100	£150	£200
280	33%	£4,620	£9,240	£13,860	£18,480
280	66%	£9,240	£18,480	£27,720	£36,960
280	100%	£14,000	£28,000	£42,000	£56,000

Paragraph 15 of the Guidance to Local Authorities in Assessing Eligibility of Disabled People in England issued by the Department for Transport (DfT) at

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/181507/eligibility-review.pdf states

“The 2007 Act provides an entitlement to a concession against a full adult fare. It does not set age limits for recipients of this concession. It should therefore be taken to apply the concession to adults and to all disabled children and young people of fare-paying age.”

Screening Summary

On the basis of this screening is there:	Confirm which refers (Y/N)
Evidence of actual or potential impact on some/all of the protected characteristics which will proceed to full assessment? However, this stems from government guidance relating to eligibility being linked to age.	Not at this stage
No evidence of actual or potential impact on some/all of the protected characteristics?	

Sign Off

Lead officer sign off: Andy Leadbeater	Date: 18 th August 2016
Service equality representative sign off: Gemma Wilkinson	Date: 18 th August 2016

If carrying out a full assessment please proceed to section two.

If not proceeding to full assessment please return completed screenings to your service equality representative and forward a copy to equalities@durham.gov.uk

If you are unsure of potential impact please contact the corporate research and equalities team for further advice at equalities@durham.gov.uk

Children and Young People Overview and Scrutiny Committee



Stronger Families Programme – Phase 2 Update

5 September 2016

Report of Margaret Whellans, Corporate Director – Children and Young Peoples Services

Purpose

- 1 To provide Overview and Scrutiny with an update relating to the Stronger Families Programme (SFP) Phase 2, specifically:
 - Identification of eligible families;
 - Outcomes and Family Progress data survey;
 - Payment-By-Results (PBR) claims up to January 2016.

Background

- 2 Due to its success in Phase 1, County Durham was one of 50 Local Authorities (LAs) nationally to be invited to be an 'early starter' authority for the phase 2 troubled families programme. Durham is part of wave 1 and the programme started in September 2014. As an 'early starter', Durham has committed to engaging and working with 1,386 families before March 2015.
- 3 The phase 2 programme requires that a Family Outcome Framework (FOF) be developed locally, which sets out the programme outcomes and eligibility criteria across 6 headline themes.
- 4 Durham's FOF was launched in May 2015 and has been updated in September 2015, following feedback from Lead Professionals (LPs), CSMT and the Think Family Partnership.
- 5 In year one (2015/16), there is no target agreed for results claims and DCLG have expressed an expectation that results claims would be relatively low. However, there should be a focus on identification and engagement of the eligible families.
- 6 Durham will work with and 'turn around' 4,330 families by May 2020. The fundamental principles of the programme mean:
 - Prioritising the most complex and high cost families;
 - Appointing a keyworker/lead worker for each family;
 - Working towards agreed goals for every family for each applicable headline themes;
 - Being transparent about outcomes, benefits and costs;
 - Engaging in on-going service reform according to evidence of effectiveness and savings.

Identification of eligible families

- 7 Durham has committed to ‘attaching’ 2,340 families by the end of March 2017 (programme year 2). At the end of May 2016, Durham has engaged and started work with 2,064 families under the phase 2 programme – exceeding our commitment for year 1 and making significant progress towards the 2,340 families by the end of year 2.
- 8 During the cross-over between phase 1 and 2, all Services were encouraged and permitted to continue to identify and nominate eligible households, as ‘business as usual’. This has been instrumental in helping to exceed the year 1 target for attaching families to the programme.
- 9 Families continue to be identified primarily via nomination from a wide variety of DCC and partner organisations.
- 10 60% of nominations originate from the One Point Service, whilst Families First/A&I, Child Protection and Family Pathfinder account for a further 23.3% of nominations. A new process for identify families open to assessment by the Families First Team is being considered. It is envisaged that this will proactively identify and enter families on the programme, and dramatically increase the numbers of families identify by this service (please see actions).
- 11 In addition, the One Point Service accounts for the highest proportion of allocated LPs. In quarter 3 2015/16, the percentage of families allocated to OPS LPs was 57.5% (161 out of 280).
- 12 The Think Family Partnership Mentors will specifically support schools and partner agencies, including Drug and Alcohol Services, Harbour and others during the next 12 months to embed an understanding and application of the Family Outcome Framework. This will help to raise nomination and participation from these services.
- 13 Table 1 (below) illustrates which themes are relevant to those families identified for the programme up to 22nd March 2016:

Table 1 – Headline themes (% of families where headline theme is relevant)

Crime / ASB	Education	Child in need of help	Worklessness	Domestic Violence	Health
17.7%	40.2%	52.2%	83.2%	26.0%	63.0%

Outcomes and Family Progress data survey

- 14 Since November 2015, an online Outcomes and Family Progress survey has been used to declare the outcomes achieved by families. It is essential that surveys are completed accurately and comprehensively in order to help justify results claims. This survey also captures additional data used for the national evaluation of troubled families programmes.

- 15 Up to 22nd March 2016, 1,099 requests have been made to LPs to complete the Outcomes and Family Progress data.
- 16 Each response received is checked and quality assured to ensure that it is fully completed. Mentors continue to support raising the quality of these responses with front line practitioners across the partnership.
- 17 The use of the survey remains a high priority and the TFT team will continue to assist LPs to capture the required outcomes for families on the Stronger Families Programme, as this is crucial to Durham's results claims.
- 18 The Think Family Employment Advisers (TFEA) will provide targeted support to relevant LPs, by offering assistance towards achieving outcomes in this theme. TFEA are now targeted and, with the DWP strategic lead, new role priorities have been mapped out.

Payment by Results claims

- 19 Durham, so far, has made three payment-by-results claims for phase 2. This included a pilot exercise in September 2015 and more recent claims in January 2016 and May 2016.
- 20 The Outcomes and Family Progress survey is used to 'declare' results and information is compared against data provided from School Census, Youth Offending Service and other sources. 10% of results are sampled by Internal Audit, with supplementary evidence collected from relevant management information systems and provided by LPs.
- 21 The programme will make a minimum of 4 results claims per year, however, there is now greater flexibility in the phase 2 programme to make additional results claims should the need arise. It is estimated that results for an additional 700 families will be made by the end of 2016, in order to keep pace with the requirement to 'turn around' 4,360 families by May 2020.
- 22 Results claims have been made for a total of 247 families. So far, results equate to a reward grant of £197,600. This comprises of 45 continuous employment results (18.2% - 45 out of 247 families).
- 23 This proportion of employment results claimed (45 out of 247) provides early optimism, as this is an increase from only 4.6% of Durham's results coming due to employment in phase 1 (2012-2015).
- 24 Due to our larger than average claim, DCLG spot checked and audited Durham in July 2016. High assurances were received from this process
- 25 It is worth noting that In the Health theme; only 5 families achieved a reduction in drug/alcohol misuse, compared with 28 families successfully managing a mental health condition. A closer look at the reason for families entering the Stronger Families Programme shows that three times as many families have entered the programme due to a mental health need, compared with those with a substance misuse need.

Table 2 – Families entering SFP due to mental health and substance misuse needs

Criteria	No. of families
Mental health need	599
Substance misuse need	188

- 26 When contrasted with the factors which led to a child protection conference this trend is contradicted, with greater parity between mental health and substance misuse need. This may indicate an under-reporting or a lack of consideration of alcohol / drug misuse when families are being identified/assessed, as well as a lack of robust application of the alcohol screening tool. In addition, there have been no family nominations made by Drug and Alcohol Services in the last 12 months.
- 27 Whilst no comparative information has been released by the Department for Communities and Local Government (DCLG), feedback from LA's suggests this is an above average number of results compared with regional and national authorities. The rate of families 'turned around' will continue to increase as the programme develops.
- 28 Due to Durham's larger than average claim, DCLG spot checked and audited Durham in July 2016. High assurances were received from this process.
- 29 Table 3 (below) provides a breakdown of the results claimed so far and the agency of Lead Professional for those families 'turned around':

Table 3 – Families 'turned around' by agency of Lead Professional (as at end of July 2016)

Agency / Team	Total number of families
Child and Adolescent Mental Health Services (CAMHS)	1
Children's Services - Assessment and Intervention	7
Children's Services - Child Protection	5
Children's Services - Disability Team	1
Children's Services - Families First	17
Children's Services - Family Pathfinder	10
Children's Services - Looked After Team	1
Children's Services - One Point Service	122
Children's Services - Teen Parent Pathway	18
Children's Services - Youth Offending Service	44
DISC (VCS)	1
Family Action - Young Carers	2
Family Intervention Programme	1
Health	3
Housing Provider	1
Pupil Referral Unit	6
School Nurse	1
Schools / Parent Support Advisers	6
TOTAL	247

Actions

30 Proposed actions include:

- Mentors to target and support schools, Drug and Alcohol Services, Harbour and other partner agencies during the next 12 months to embed an understanding and application of the Family Outcome Framework.
- Pilot identification processes in Families First and YOS to proactively identify families for the programme.
- TFT to continue to QA outcomes survey responses and support LPs to capture the necessary information, evidencing outcomes and results.
- TF Employment Advisers to target those families/LPs which have not yet met the required outcomes in theme 4 – Worklessness and Financial Exclusion.
- TFT to provide an analysis and further update on performance once national and regional results are released.
- TFT to work with Drug and Alcohol Services to ensure that those families with substance misuse need are identified and supported under the remit of the Stronger Families Programme.
- Continue to assist with the planned implementation of outcome-focussed plans within SSID.

Recommendations

31 The Children and Young People Overview and Scrutiny Committee are requested to note progress and achievements of year 1 of phase 2.

Contact: Rachel Hirst Dean, Strategic Manager - Think Family and One Point Services
Tel: 03000 268 375

Appendix 1: Implications

Finance - This is a payment by results programme; failure to meet the outcomes of the programme will have financial implications for Durham County Council.

Staffing - none

Risk – see finance

Equality and Diversity / Public Sector Equality Duty - none

Accommodation - none

Crime and Disorder - none

Human Rights - none

Consultation - none

Procurement - none

Disability Issues - none

Legal Implications – none