

Cabinet



Date & time Tuesday, 26 March 2013 at 2.00 pm	Place Ashcombe Suite, County Hall, Kingston upon Thames, Surrey KT1 2DN	Contact Anne Gowing or James Stanton Room 122, County Hall Tel 020 8541 9938 or 020 8541 9068	Chief Executive David McNulty
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anne.gowing@surreycc.gov.uk or
james.stanton@surreycc.gov.uk

Membership: Mr David Hodge (Chairman), Mr Peter Martin (Vice-Chairman), Mrs Mary Angell, Mrs Helyn Clack, Mr John Furey, Mr Michael Gosling, Mrs Kay Hammond, Mrs Linda Kemeny, Ms Denise Le Gal and Mr Tony Samuels

If you would like a copy of this agenda or the attached papers in another format, eg large print or braille, or another language please either call 020 8541 9068, write to Democratic Services, Room 122, County Hall, Penrhyn Road, Kingston upon Thames, Surrey KT1 2DN, Minicom 020 8541 9698, fax 020 8541 9009, or email anne.gowing@surreycc.gov.uk or james.stanton@surreycc.gov.uk.

This meeting will be held in public. If you would like to attend and you have any special requirements, please contact Anne Gowing or James Stanton on 020 8541 9938 or 020 8541 9068.

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If you have any queries regarding this, please contact the representative of Legal and Democratic Services at the meeting

1 APOLOGIES FOR ABSENCE

2 MINUTES OF PREVIOUS MEETING:

The minutes will be available in the meeting room half an hour before the start of the meeting.

3 DECLARATIONS OF INTEREST

To receive any declarations of disclosable pecuniary interests from Members in respect of any item to be considered at the meeting.

Notes:

- In line with the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012, declarations may relate to the interest of the member, or the member's spouse or civil partner, or a person with whom the member is living as husband or wife, or a person with whom the member is living as if they were civil partners and the member is aware they have the interest.
- Members need only disclose interests not currently listed on the Register of Disclosable Pecuniary Interests.
- Members must notify the Monitoring Officer of any interests disclosed at the meeting so they may be added to the Register.
- Members are reminded that they must not participate in any item where they have a disclosable pecuniary interest.

4 PROCEDURAL MATTERS

4a Members' Questions

- (i) The deadline for Member's questions is 12pm four working days before the meeting (*20 March 2013*).

4b Public Questions

The deadline for public questions is seven days before the meeting (*19 March 2013*).

4c Petitions

The deadline for petitions was 14 days before the meeting, and no petitions have been received.

4d Representations received on reports to be considered in private

To consider any representations received in relation why part of the meeting relating to a report circulated in Part 2 of the agenda should be open to the public.

5 REPORTS FROM SELECT COMMITTEES, TASK GROUPS, LOCAL COMMITTEES AND OTHER COMMITTEES OF THE COUNCIL

(Pages 1
- 34)

- Environment and Transport Select Committee Task Group Report on Countryside Management (attached)
- Environment and Transport Select Committee comments on the

New Strategy for Highway Maintenance - to be considered as part of agenda item 11

- Children and Families Select Committee Task Group report on Supporting Families – to be considered as part of agenda item 13

6 MEDIUM TERM FINANCIAL PLAN 2013 - 2018 (Pages 35 - 88)

The report presents the detailed service revenue and capital budgets for 2013/14 and indicative budgets for the following four year period to 2017/18. Following approval by the Cabinet, the detailed budgets will be published as the 2013-18 Medium Term Financial Plan on the council's website. This will enable users to either view budget details interactively on-line, or print hard copy by request. The report also provides an update on the fees and charges for the use of council services during 2013/14.

This report has been circulated separately.

[The decisions on this item can be called in by the Council Overview and Scrutiny Committee]

7 BUDGET MONITORING FORECAST 2012/13 (PERIOD ENDING FEBRUARY 2013) (Pages 89 - 118)

To note the year-end revenue and capital budget monitoring projections as at the end of February 2013.

Please note that Annex 1 to this report will be circulated separately prior to the Cabinet meeting.

[The decisions on this item can be called in by the Council Overview and Scrutiny Committee]

8 STRENGTHENING THE COUNCIL'S APPROACH TO INNOVATION: UPDATE ON OUR INNOVATION JOURNEY (Pages 119 - 150)

On 27 November 2012 the Cabinet approved the development of a strategic framework to achieve a strong "One Team" approach to innovation ("ideas into action to improve lives in Surrey"). This recognises that over the coming years the Council will need to continue to strengthen its capacity and capability to innovate in order to continue improving outcomes and value for money for Surrey's residents.

Significant progress has been made to establish the strategic innovation framework and begin developing new ideas and approaches. This progress was recognised by a small team of expert peers who visited the Council in February to assess progress and plans on innovation. The peer team shared some helpful recommendations and this report describes how they will be incorporated into the continued work to strengthen the Council's innovation capacity and capability.

[The decisions on this item can be called in by the Council Overview and Scrutiny Committee]

9 STRENGTHENING THE COUNCIL'S APPROACH TO INNOVATION: MODELS OF DELIVERY (Pages 151 -

Surrey County Council places a relentless focus on delivering public value. The council has a successful track record of finding new and innovative ways of delivering services, in the interests of the residents of Surrey.

During the next few years many councils will respond to the challenges they face by reducing their capacity and capability. Surrey County Council is taking a different approach adopting a strategy of strengthening its ability to deliver services and investing in staff, so enabling it to continue to protect vulnerable residents and secure economic growth and a prosperous future for Surrey.

Recognising the scale of the challenge ahead and anticipating the needs of the future, this report focuses on how the council proposes to use the most effective delivery model to provide services for residents while ensuring public value. The report describes the different delivery models already being used by the council; examples of successes it has achieved so far; and makes recommendations to provide the foundations for the council to develop its approach to trading.

Please note there is a separate confidential annex relating to this report (item 24).

[The decisions on this item can be called in by the Council Overview and Scrutiny Committee]

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| 10 | FROM REACTIVE TO PLANNED: A NEW APPROACH FOR HIGHWAY MAINTENANCE | (Pages
167 -
180) |
|-----------|---|-------------------------|
1. In early 2010 the Rethinking Surrey Highways programme was instigated (as part of the Council's PVR programme), with the aim of improving customer satisfaction and reducing operating costs by:
 - Designing and implementing new contractual arrangements to replace the previous SHiP contracts
 - Redesigning the structure of the organisation, to improve service delivery and reduce establishment costs
 - Improving collaborative working with other organisations, including Borough and District Councils and SE7 Councils

 2. Given the scale of transformation, the programme was structured in two phases with the first phase being those changes necessary to implement the new contracts from April 2011. This first phase has been delivered successfully, with operating costs reduced by a minimum of £8m per annum through efficiencies from the new highway contracts of £7m pa, and a reduction of establishment costs in excess of £1m pa.

 3. The capital savings have been reinvested in the highway service, enabling:
 - An increase in the number of major road schemes
 - An increased allocation of funding to Local Committees
 - An overall increase in net customer satisfaction

 4. Further changes identified during the Rethinking Surrey Highways programme, and planned to be implemented as Phase 2, were

deferred to enable the new contracts to be mobilised. These changes included:

- The development of longer term Capital programmes
 - Improved coordination of works on the highway
 - A shift from a reactive to a planned approach for defect repair
5. At their meeting on 5 February 2013, Cabinet approved the introduction of two initiatives that will deliver the first two improvements listed above:
- Increased funding for planned road maintenance to enable the adoption of Operation Horizon to deliver fixed five year major maintenance programme to Surrey's roads
 - The introduction of a Permit Scheme, which will introduce better control and coordination of all work on the highway
6. The report sets out proposals to deliver the final improvement – the shift from a reactive to a planned approach for safety defect repair.

[The decisions on this item can be called in by the Environment and Transport Select Committee]

11 CHILDREN'S HEALTH, WELLBEING AND SAFEGUARDING PLAN 2013 / 2014

(Pages
181 -
228)

The Health and Social Care Act 2012 requires all local areas to have a joint health and wellbeing strategy in place by April 2013. This strategy will bring together health and wellbeing priorities for both children and adults.

In order to meet our statutory responsibilities we have developed the Children's Health and Wellbeing Plan to positively support children and young people's health and wellbeing and to support the delivery of Surrey's joint health and wellbeing strategy, which is currently in development.

The Children's Health, Wellbeing and Safeguarding Plan is a one year plan. It sets out eight priority areas where we believe we can start to make the most difference in 2013/14 to ensuring that children and young people achieve the best health and wellbeing outcomes possible. It will act as a tool to engage partners in agreeing common challenges and longer-term priorities that will also inform future health and wellbeing strategies.

Although this is a County Council plan, we believe an integrated approach to social care and health provision is essential to improving the quality and equality of access to services. We are committed to working with our partners to provide coherent and effective services for children, young people and their families. In particular, to improve the likelihood of positive health and wellbeing outcomes through informed commissioning with key partners including public health, police and education.

Our main aim through this plan is to support our children and young people to achieve the best health and wellbeing outcomes possible.

The Children's Health, Wellbeing and Safeguarding Plan is a one year

plan. After this time it will be replaced by a visionary strategy for children linked to Surrey's Joint Health and Wellbeing Strategy. This will be supported by a partnership 3 -5 year health, wellbeing and safeguarding plan.

[The decisions on this item can be called in by the Children and Families Select Committee]

12 SURREY FAMILY SUPPORT PROGRAMME

(Pages
229 -
262)

The Surrey Family Support Programme is the name we have given to the local implementation of the Government's Troubled Families Programme.

This approach aims to improve outcomes for families who have multiple needs through a new model of multi-agency working.

This report provides an overview of the programme, including implementation by local teams based in borough and district councils.

This item includes consideration of the report and recommendations of the Supporting Families Task group.

[The decisions on this item can be called in by the Children and Families Select Committee]

13 EMERGENCY RESPONSE COVER LOCATIONS: EPSOM AND EWELL AND REIGATE AND BANSTEAD

(Pages
263 -
328)

This report details how Surrey Fire and Rescue Authority (SFRA) intend to improve the deployment of fire engines in order to maintain an effective emergency response in accordance with the Public Safety Plan. SFRA will operate a chain of single fire engine fire stations running through the boroughs of Epsom & Ewell and Reigate & Banstead. There will be two new fire stations in Salfords and Burgh Heath and will provide a more efficient use of resources across the county.

[The decisions on this item can be called in by the Communities Select Committee]

14 INVESTMENT IN SAFE CYCLING INFRASTRUCTURE

(Pages
329 -
336)

In November 2012, the County Council submitted a bid to the Department for Transport's newly established Cycle Safety Fund. The fund was established in response to concern about the rising numbers of cycling casualties in the UK, with the funding focused on junctions or stretches of the highway with a record of cyclists being killed or seriously injured.

The County Council bid for five schemes, prioritising two which offered best fit with the fund criteria: Walton Bridge Links and Leatherhead Town Centre. The DfT was due to make an announcement in February but this has been delayed. In order to ensure deliverability of the schemes within the DfT timescales for completion by the end of 2013, the County Council will need to progress quickly to implementation as soon as the bid outcome is received.

[The decisions on this item can be called in by the Environment and Transport Select Committee]

- 15 SUPPORTING ECONOMIC GROWTH: COSTS ASSOCIATED WITH THE SECTION 278 DELIVERY OF THE SHEERWATER LINK ROAD, WOKING** (Pages 337 - 342)

Woking Borough Council is in the process of, or will be, entering into Section 278/38 Agreements with Surrey County Council to enable the above works. It is County Council policy to charge developers fees to cover our reasonable costs in enabling the proper assessment, design audit, and the inspection of the works, as well as to cover the cost of the legal agreement itself. These fees are based upon 12% of the cost of the works plus legal expenses. It is also County policy to charge Commuted payments for increased maintenance liabilities resulting from an additional piece of infrastructure provided to enable a development, and to take a bond lest the developer fails to complete the works.

This report is to seek Cabinet approval to waive SCC's normal fees including commuted sums for the Sheerwater scheme (including Bishop David Brown access). It also seeks to waive the need for a bond, and to seek authority to fund SCC's internal costs from the New Homes Bonus.

[The decisions on this item can be called in by the Environment and Transport Select Committee]

- 16 LEADER / DEPUTY LEADER / CABINET MEMBER DECISIONS TAKEN SINCE THE LAST CABINET MEETING** (Pages 343 - 354)

To note any delegated decisions taken by the Leader, Deputy Leader and Cabinet Members since the last meeting of the Cabinet.

- 17 WESTFIELD PRIMARY SCHOOL, WOKING: EXPANSION BY ONE FORM OF ENTRY FROM SEPTEMBER 2013** (Pages 355 - 358)

To approve the provision of a permanent one form of entry increase at Westfield Primary School to two forms of entry to meet basic need requirements for primary places in the Woking area.

The number of primary school places in Woking is increasing. There are insufficient primary school places to meet this demand and increased primary provision is needed. Westfield Primary School is one of the schools best placed to expand to meet this demand. The demand is such that the expansion of Westfield Primary School is required for September 2013.

Financial information is set out in item 22.

[The decisions on this item can be called in by Council Overview and Scrutiny Committee]

- 18 AWARD OF TWO YEAR CONTRACT FOR THE PROVISION OF TEMPORARY AGENCY STAFF** (Pages 359 - 364)

Surrey County Council (SCC) currently has a contract in place for the supply of temporary agency workers through Manpower which was awarded in March 2009. The annual spend on this Contract is £10.8 million (in the financial year 2011/12).

The current contract expires on 31 March 2013 and there is a need for temporary agency workers to continue to be provided or there will be a shortfall in services.

The provision for this service is currently being reviewed to consider all options for a long term strategic solution for the supply of temporary staff. A cross functional team has been formed to review the long term requirement and offer the best commercial approach.

This paper focuses on the proposed short term contract whilst the long term strategy is devised.

[The decisions on this item can be called in by the Council Overview and Scrutiny Committee]

19 FRAMEWORK FOR THE PROVISION OF MANAGED PRINT SERVICES (Pages
365 -
374)

The Council's current printer estate is out of date and costly due to the age of its existing devices, the associated rising maintenance burden and the need to purchase a diverse range of consumables.

The adoption of a modernised and rationalised printer estate will reduce costs and improve the working environment. It is proposed that this is achieved through the provision of a managed service solution delivering a range.

[The decisions on this item can be called in by the Council Overview and Scrutiny Committee]

20 WASTE MANAGEMENT: PROPOSAL TO DELIVER ECOPARK (Pages
375 -
386)

To report on current status, describe next steps, and request approval to carry out the necessary activity to enable Cabinet to make a final decision regarding a contract amendment to deliver the Eco Park.

[The decisions on this item can be called in by the Environment and Transport Select Committee]

21 EXCLUSION OF THE PUBLIC

That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting during consideration of the following items of business on the grounds that they involve the likely disclosure of exempt information under the relevant paragraphs of Part 1 of Schedule 12A of the Act.

P A R T T W O - I N P R I V A T E

**22 WESTFIELD PRIMARY SCHOOL, WOKING: EXPANSION BY ONE
FORM OF ENTRY FROM SEPTEMBER 2013** (Pages
387 -
394)

This report contains the financial information relating to item 17.

Exempt: Not for publication under paragraph 3

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

[The decisions on this item can be called in by the Council Overview and Scrutiny Committee or the Education Select Committee]

- 23** **FRAMEWORK FOR THE PROVISION OF MANAGED PRINT SERVICES** (Pages
395 -
398)

Part 2 Annex for item 19

Exempt: Not for publication under paragraph 3

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

[The decisions on the following items can be called in by the Council Overview and Scrutiny Committee]

- 24** **STRENGTHENING THE COUNCIL'S APPROACH TO INNOVATION:
MODELS OF DELIVERY** (Pages
399 -
400)

This is a part 2 Annex for item 9

Exempt: Not for publication under paragraph 3

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

[The decisions on this item can be called in by the Council Overview and Scrutiny Committee]

- 25** **AWARD OF CONTRACTS FOR THE DELIVERY OF PAEDIATRICS
SERVICES TO SURREY SCHOOLS** (Pages
401 -
414)

The contracts for the delivery of paediatrics services that the Council currently hold with Virgincare Services Ltd (VCS) and Central Surrey Health (CSH) were set up to supplement NHS commissioned services.

They provide an enhanced paediatrics nursing service to special schools and therapy services to support pupils with SEN in some Special Schools, mainstream Schools and centres. An additional contract is in the process of being agreed to provide support for work on cases subject to a SEND Tribunal. These contracts have developed historically and lack the rigour of clear Key Performance Indicators to measure the provider's performance and outcome based measures.

The Council's contracts with both Virgincare Services Ltd and Central Surrey Health end on the 31st March 2013. This report proposes new short-term contracts with both providers for an additional 12 months.

Exempt: Not for publication under paragraph 3

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

[The decisions on this item can be called in by the Education Select Committee]

26 PUBLICITY FOR PART 2 ITEMS

To consider whether the item considered under Part 2 of the agenda should be made available to the Press and public.

David McNulty
Chief Executive
Monday, 18 March 2013

QUESTIONS, PETITIONS AND PROCEDURAL MATTERS

The Cabinet will consider questions submitted by Members of the Council, members of the public who are electors of the Surrey County Council area and petitions containing 100 or more signatures relating to a matter within the Cabinet's terms of reference, in line with the procedures set out in the Council's Constitution.

Please note:

1. The number of public questions which can be asked at a meeting may not exceed six. Questions which are received after the first six will be held over to the following meeting or dealt with in writing at the Chairman's discretion.
2. Questions will be taken in the order in which they are received.
3. Questions will be asked and answered without discussion. The Leader, Deputy Leader or Cabinet Member may decline to answer a question, provide a written reply or nominate another Member to answer the question.
4. Following the initial reply, one supplementary question may be asked by the questioner. The Leader, Deputy Leader or Cabinet Member may decline to answer a supplementary question.

MOBILE TECHNOLOGY – ACCEPTABLE USE

All mobile devices (mobile phones, BlackBerries, etc) should be switched off or placed in silent mode during the meeting to prevent interruptions and interference with the PA and Induction Loop systems.

Those attending for the purpose of reporting on the meeting may use mobile devices in silent mode to send electronic messages about the progress of the public parts of the meeting. This is subject to no interruptions, distractions or interference with the PA and Induction Loop systems being caused. The Chairman may ask for mobile devices to be switched off in these circumstances.

Thank you for your co-operation

ENVIRONMENT AND TRANSPORT SELECT COMMITTEE

6 March 2013

Item under consideration:

COUNTRYSIDE MANAGEMENT TASK GROUP REPORT

1. It was suggested that a review of the Countryside Estate take into account the issue of damage to bridleways. It was noted that the recommendations of the report sought to manage access to the countryside on a broad basis, which should also include BOATs.
2. A key element of the review was proposals to encourage joint working between smaller landowners. At present there are a number of 'small' operations taking place in the Surrey countryside and it was felt that this did not encourage efficiency. The Select Committee expressed the view that the encouragement of joint working between these parties would increase efficiency, improve biodiversity and create new job opportunities.
3. Concern was expressed that the Member Asset Group had already considered a review of the contract between Surrey Wildlife Trust and Surrey County Council (Recommendation 1). It was clarified that the proposals of the Task Group aimed to review a strategic vision as opposed to adopting a more piecemeal approach. This was welcomed by the Committee as an opportunity to improve the financial sustainability of the Countryside Estate.
4. It was noted by the Committee that an asset management plan was still outstanding following a previous review of the existing Surrey Wildlife Trust contract in July 2011. It was requested that the current asset management plan, be considered by the Committee, following the 2013 elections.
5. Members were keen to stress that ensuring the retention of 'value' from the Council's Small Holdings and Farm Estate (Recommendation 2) did not just refer to financial aspects.
6. The Committee felt that proposals to review and refresh the Council's approach to rural and countryside partnership working should clearly emphasise the fact that the County was not seeking to 'take control' but rather, facilitate an open and effective dialogue with stakeholders.
7. Members expressed their disappointment at the fact that an update report on the Surrey Hills Enterprises Trademark had not been presented to the Select Committee prior to its submission to Cabinet, as previously promised. Officers apologised for this oversight and agreed to consult more closely with the Committee on such issues in the future.
8. The Committee agreed that the Task Group should reconvene following the elections to continue in a policy advisory role and to monitor the implementation of the recommendations.

9. Subject to the amendments reflected below, the Select Committee endorsed the recommendations of the Task Group.

Recommendations:

Recommendation 1 – The Strategic Director for Environment & Infrastructure should review the contract between Surrey Wildlife Trust and Surrey County Council. This review should include:

- All aspects of the contract;
- The development and measurement of more clearly defined outputs that ensure value for money;
- A review of the governance arrangements;
- The development of a communication strategy to promote the benefit of the partnership arrangements to Members of the County Council and Surrey residents and;
- That the Environment & Transport Select Committee reviews the Countryside Estate's asset management plan at a future meeting.

Timescale: report to Environment & Transport Select Committee – October 2013.

Recommendation 2 - The Strategic Director for Change & Efficiency reviews the management arrangements for the Council's Small Holdings and Farm Estate to ensure that they retain value and maximise economic returns.

Timescale: report to Environment & Transport Select Committee – October 2013.

Recommendation 3 – The Strategic Director for Environment & Infrastructure reviews and refreshes the approach to rural and countryside partnership working. This review should include:

- A revised register of all partnerships within the County, setting out the purpose of each organisation and financial contributions and representation from the County;
- That this register is reviewed on an annual basis to ensure it continues to be relevant;
- That a culture of partnership (rather than direction) is encouraged and fostered within the County, to encourage dialogue and facilitation between the Council and stakeholders and;
- That Surrey County Council actively engages with the (new) Surrey Nature Partnership, with the County representative on this body being the Cabinet Member for Transport & Environment.

Timescale: report to Environment & Transport Select Committee – July 2013.

Recommendation 4 – The Strategic Director for Environment & Infrastructure reviews and refreshes the approach to the rural economy. This review should consider that:

- The County Council maintains policies, which enable residents to live and work in the rural community. This will require working with partners to facilitate both affordable housing and job opportunities (including apprentices);
- The County Council supports the development of the wood fuel industry in Surrey and encourages co-operation between the owners of smaller woods; and
- The County Council considers, where suitable, the prioritisation of the use of wood fuel in its own buildings, subject to approval of a business case.

Timescale: report to Environment & Transport Select Committee – July 2013.

Recommendation 5 – The Strategic Director for Environment & Infrastructure reviews and refreshes the approach to tourism. This review should consider that:

- Specific management plans are created for iconic locations in Surrey;
- Where appropriate, the Olympic Legacy is used as a catalyst for key decisions; and
- Objectives are agreed with the AONB to reflect the strength and potential of the brand for Surrey.

Timescale: report to Environment & Transport Select Committee – July 2013.

Steve Renshaw
Select Committee Chairman

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SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013

REPORT OF: ENVIRONMENT & TRANSPORT SELECT COMMITTEE

LEAD MEMBER: SIMON GIMSON, TASK GROUP CHAIRMAN

SUBJECT: TASK GROUP REPORT: COUNTRYSIDE MANAGEMENT



SUMMARY OF ISSUE:

Surrey County Council owns more than 2,300 hectares (6,500 acres) of countryside available for quiet enjoyment. It has also entered into access agreements with private landowners, providing public access to a total of over 3,500 hectares (10,000 acres) of Surrey's countryside

In May 2002, the County Council entered into a legal agreement with the Surrey Wildlife Trust (SWT) for the management of the countryside estate. Under this agreement land owned by the Council is leased to the Trust for 50 years and SWT manages the land and property. SWT also manages access agreements with private landowners on behalf of the Council.

Following the submission of reports to the Environment & Transport Select Committee detailing the work of SWT, Members decided to form a Task Group with the aim of making a series of recommendations that would help to ensure that the management of Surrey's countryside estate can be conducted in a financially sustainable manner.

The specific themes considered were:

- The land owned by Surrey County Council and managed externally;
- The management of the Small Holdings and Farm Estate;
- Partnership working;
- The rural economy; and
- Tourism.

The full report of the Task Group is attached as **Annexe A**.

RECOMMENDATIONS:

It is recommended that:

1. The Strategic Director for Environment and Infrastructure reviews the contract between Surrey Wildlife Trust and Surrey County Council. This review should include:
 - All aspects of the contract;
 - The development and measurement of more clearly defined outputs that ensure value for money;
 - A review of the governance arrangements; and

-
- The development of a communication strategy to promote the benefit of the partnership arrangements to Members of the County Council and Surrey residents.
2. The Strategic Director for Change and Efficiency reviews the management arrangements for the Council's Small Holdings and Farm Estate to ensure that they retain value and maximise economic returns.
 3. The Strategic Director for Environment and Infrastructure reviews and refreshes the approach to rural and countryside partnership working. This review should include:
 - A revised register of all partnerships within the County, setting out the purpose of each organisation and financial contributions and representation from the County;
 - That this register is reviewed on annual basis to ensure it continues to be relevant;
 - That a culture of partnership (rather than direction) is encouraged and fostered within the County; and
 - That Surrey County Council actively engages with the (new) Surrey Nature Partnership, with the County representative on this body being the Cabinet Member for Transport & Environment.
 4.
 - a) The County Council maintains policies which enable residents to live and work in the rural community. This will require working with partners to create both affordable housing and job opportunities (including apprentices).
 - b) The County Council supports the development of the wood fuel industry in Surrey and encourages cooperation between the owners of smaller woods.
 - c) The County Council prioritises the use of wood fuel in its own buildings, subject to approval of a business case.
 5.
 - a) Specific management plans are created for iconic locations in Surrey.
 - b) The Olympic Legacy is used as a catalyst for key decisions.
 - c) Objectives are agreed with the AONB to reflect the strength and potential brand for Surrey.

REASON FOR RECOMMENDATIONS:

The recommendations in this report will assist the Council in ensuring that Surrey's countryside estate is managed in a long-term, financially sustainable manner.

Risk Management Implications:

The recommendations put forward in this report will reduce the risks associated with management of the Council's countryside estate by reviewing existing contract arrangements and improving financial sustainability.

Financial and Value for Money Implications

The recommendations put forward in this report will assist the Council in achieving value for money by improving the management of the Countryside Estate to maximise returns and ensure that it is financially sustainable on a long-term basis.

Section 151 Officer Commentary

There are no direct or immediate financial implications resulting from this report. The recommendations are intended to improve value for money, and any financial implications will be highlighted as proposals are developed.

Equalities and Diversity

No negative implications identified, however the adoption of a new communications strategy would need to take into account forms of contact with hard to reach and disadvantaged groups.

Climate change/carbon emissions implications

No specific climate change or emissions implications identified, however the recommendations put forward in this report will have a positive impact upon the environmental sustainability of the Council's property portfolio. Proposals to review management arrangements and place greater demand on local supply chains will create efficiencies and reduce the need to rely on supplies from external sources.

WHAT HAPPENS NEXT:

The Environment & Transport Select Committee will receive update reports in 2013 to monitor the implementation of the Task Group's approved recommendations. Any significant issues will be referred to the Cabinet.

Contact Officer:

Thomas Pooley, Scrutiny Officer, Democratic Services
Email: thomas.pooley@surreycc.gov.uk, Tel: 020 8541 9902

Consulted:

- Adam Wallace (Natural England).
- Rob Fairbanks (AONB).
- Bridget Bidell (Hampton Estate).
- Michael Baxter (Albury Estate).
- David Kennington (National Trust).
- Andrew Bircher, Paul Stacey and Rod Shaw (Mole Valley DC).
- Paul Wickham (Surrey Nature Partnership).
- Matthew Woodcock and Karen Guest (Forestry Commission).
- Lisa Creaye-Griffin, Bronwen Fisher and Adrian Sancroft (Surrey County Council).
- Lawrence Crow (Woodland Management Consultant).
- Jonathan Gasson and Henry Robinson (Ministry of Defence).
- Nigel Davenport, Mark Pearson, Sarah Jane Chimbwandira and Heather Hawker (Surrey Wildlife Trust).
- Graham Wilkinson and Chris Chaney (Surrey Rural Partnership).
- Graham Butler and Janet Barton (Countryside Access Forum).

Annexes:

Annexe A – Task Group report

Appendix 1 – Task Group scoping document

Appendix 2 – List of witnesses

Appendix 3 – Background to the Surrey Wildlife Contract

Appendix 4 – Background to the Small Holdings Estate

Appendix 5 – Summary of Countryside Partnerships with County Council involvement

Sources/background papers:

- SCC Public Value Review of the Countryside Service, 2011/12.
 - SCC Internal Audit of Countryside Management, 2011.
 - Reports re: Surrey Wildlife Trust to Environment & Transport Select Committee, September 2011, January 2012 and April 2012.
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Environment & Transport Select Committee
6 March 2013

Task Group Report: Countryside Management

Purpose of the report: Policy Development and Review

The Select Committee is asked to endorse the recommendations of the Task Group, which seek to ensure that the management of Surrey's countryside can be conducted in a financially sustainable manner.

Introduction:

1. In July 2012, the Environment & Transport Select Committee convened a Task Group with the broad aim of considering how the management of Surrey's countryside could be conducted in a long term, in an effective and financially sustainable manner which promotes economic growth. A scoping document is included as **Appendix 1**.
2. The Task Group was chaired by Simon Gimson and had representation from each of the political parties. Members of the Task Group included Mark Brett Warburton, Stephen Cooksey, Tom Phelps Penry, Michael Sydney and Denise Turner Stewart.
3. This was an evidence-led review involving key partners and stakeholders. The Task Group met between July 2012 and January 2013 and formed five key recommendations based on the following themes:
 - The land owned by Surrey County Council and managed externally;
 - The management of the Small Holdings and Farm Estate;
 - Partnership working;
 - The rural economy; and
 - Tourism.
4. The evidence considered included:
 - Public Value Review of the Countryside Service 2010/11;
 - Internal Audit of Countryside Management 2011; and
 - Reports to Environment & Transport Select Committee 15 September 2011, 12 January 2012 and 19 April 2012.

These reports are all available as background papers.

5. A series of witness sessions were held as part of the review and the full list of attendees is included as **Appendix 2**. The Task Group would like to thank these witnesses for taking the time to attend the meetings and providing their views, as these were invaluable when writing the final report.

Background to the Review:

6. Countryside is a vital asset to Surrey as it defines character, promotes well-being and prosperity and is an economic asset if managed sustainably.
7. Surrey County Council owns more than 2,300 hectares (6,500 acres) of countryside available for quiet enjoyment. It has also entered into access agreements with private landowners, providing public access to a total of over 3,500 hectares (10,000 acres) of Surrey's countryside. Sites include:
 - Chobham Common National Nature Reserve;
 - Norbury Park (opposite Box Hill, between Leatherhead and Dorking);
 - Ockham, Wisley and Chatley Heath (off the M25/A3 junction), including the Semaphore Tower; and
 - Staffhurst Wood (just south of Oxted), a fine example of ancient woodland.
8. The above sites and many others are managed on behalf of Surrey County Council through a partnership with the Countryside Management department of Surrey Wildlife Trust (SWT). The Countryside Ranger Service has evolved with reduced cover to manage open spaces for the benefit of wildlife and visitors.
9. The Surrey Hills Area of Outstanding Natural Beauty (AONB) stretches across a quarter of the County to include the chalk slopes of the North Downs, which extend from Farnham in the west to Oxted in the east, and south to the deeply wooded Greensand Hills which rise in Haslemere. This landscape is rich in wildlife, woodland and attractive market towns and villages and provides some of the best walking in the whole of Southern England.
10. The Surrey Hills is a nationally important landscape and was one of the first areas in England to be designated an AONB in 1958. This designation recognises the beauty of the landscape and ensures that it is properly conserved and managed for future generations to enjoy.

The Partnership Contract with Surrey Wildlife Trust:

11. The Task Group identified the operation of the contract between the County Council and Surrey Wildlife Trust as a key area for consideration. The background and scope of the contract are set out in **Appendix 3**.

12. The Task Group were particularly interested in the management of the property portfolio, the level of on-going financial support, and the associated monitoring and governance arrangements.
13. It was agreed by the Task Group that there should be a freeze on any disposals of property until this review has concluded and reported back to the Environment & Transport Select Committee. It was also agreed that the contract review should be carried out in conjunction with a review of the Small Holdings and Farm Estate (set out in recommendation 2 of this report), and that this review be co-ordinated by the Strategic Director for Environment and Infrastructure (with suitable external support). The Task Group felt that this would encourage a more coherent approach to the County's property portfolio which would enable the County to maximise economies of scale and also promote greater financial transparency.
14. The Task Group recognised the contract with Surrey Wildlife Trust had achieved some of the anticipated benefits of outsourcing countryside management. In particular, it was recognised that SWT, due to its charitable status, had successfully obtained a number of external grants that the County was ineligible to apply for. The Task Group noted that SWT had raised £766,000 in additional charitable funding for specific projects.
15. The Task Group also noted the successes of SWT in relation to wildlife and habitat management which have resulted in demonstrable improvements to the countryside and enjoyment by residents as well as accreditation and awards.
16. Despite these successes, the Task Group noted that there was provision in the current contract for regular reviews and suggested that one should now be undertaken to ensure best practice and value for money.
17. The Task Group felt it appropriate that the review should focus on all aspects of the contract with SWT, including the Trust's expertise and effectiveness in property management and the development of its asset management plan as well as financial reporting and information. It was noted that other stakeholders, such as Mole Valley and the Ministry of Defence, did not utilise the services of SWT for property management.
18. The Task Group noted that the small number of properties within the portfolio presented management issues for SWT as it was difficult to achieve economies of scale. It was also noted that the grants for which SWT was eligible to apply could not be used to fund staff management costs associated with the properties. In addition to this, the Task Group felt that it was not appropriate to include some properties in the contract, for example the Semaphore Tower.
19. As noted above, the Task Group were of the view that this property review should be carried out in conjunction with a review of the Small Holdings and Farm Estate as it may be possible to achieve synergies in management across the County's property portfolio.
20. The Task Group recommended the Norbury Sawmill should be included in this contract review. The Sawmill was not making a profit at the time of

transfer in 2002 and SWT has underwritten its losses since that time. Following an external report commissioned by SWT, there has been some restructuring and a small profit is now being made. The Task Group understood that a business plan was in preparation for early 2013 on the Sawmill. The Task Group were of the view that it was imperative for a financially robust and long-term business plan to be produced in order to secure the future of the Sawmill.

21. The contract review would also include the development of clear measures to ensure value for money. The Task Group reviewed the Annual Performance Report (2011-12) but were unable to draw financial conclusions, in particular around the staffing costs for the contract. New measures were needed to ensure a clear relationship between financial support and performance and so result in value for money for the County Council and ultimately Surrey residents.
22. Revised governance arrangements for the contract will be required to underpin the changes to the contract. This would involve consideration of how and who the County Council nominates to the Partnership Committee as well as reporting arrangements, including an annual report to the Environment & Transport Select Committee.
23. Both SWT and the Task Group highlighted the importance of good communications between the County Council and SWT. This would be supported by the improved performance information but should also, the Task Group recommended, include a communication strategy aimed at promoting awareness of the countryside and its importance within the County. This could include, for example, an annual Member Tour of the Estate. This work could be announced on the back of the new contract being implemented.

Recommendation 1:

The Strategic Director for Environment and Infrastructure reviews the contract between Surrey Wildlife Trust and Surrey County Council. This review should include:

- **All aspects of the contract;**
- **The development and measurement of more clearly defined outputs that ensure value for money;**
- **A review of the governance arrangements; and**
- **The development of a communication strategy to promote the benefit of the partnership arrangements to Members of the County Council and Surrey residents.**

Timescale: Report to Environment & Transport Select Committee - October 2013.

The Small Holdings and Farm Estate:
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24. The Task Group reviewed the Small Holdings and Farm Estate to ensure a strategic approach to the properties within the Countryside Estate in its

entirety. The background to the Small Holdings Estate is contained within **Appendix 4**.

25. The Task Group were informed that the contract with the managing agent was due for renewal. The Task Group recommended that this review was carried out by the Strategic Director for Change and Efficiency (with suitable external support), in conjunction with the Strategic Director for Environment and Infrastructure. Furthermore, the Task Group recommended that the tendering process be put on hold until recommendation 2 of this report had been completed and reported to the Environment & Transport Select Committee.
26. The Task Group were of the view that a strategic approach should be applied to enable the County Council to maximise the return from its rural property portfolio. For this reason, it recommended that the review of the properties in the SWT contract be carried out in conjunction with a review of the Small Holdings and Farm Estate.
27. The Task Group felt this process should commence with a review of the purpose of the Small Holdings and Farm Estate including how it could be better managed for the benefit of tenants, Surrey residents and other stakeholders.
28. Careful review of the evidence including a confidential valuation report and budgetary information was carried out. The Task Group noted that the Small Holdings and Farm Estate was breaking even but had insufficient evidence to make a judgement about whether the full economic potential of the Estate was being realised.
29. The Task Group expressed concerns regarding the professional knowledge within the County about the agricultural estate. It was felt a dependency had developed over time on the County's managing agents which impacted upon the ability to carry out internal challenge of the management arrangements. The Task Group felt that the County must become a more 'intelligent customer' in order to realise the benefits of the Small Holdings and Farm Estate and carry out an effective challenge to the management arrangements.

Recommendation 2:

The Strategic Director for Change and Efficiency reviews the management arrangements for the Council's Small Holdings and Farm Estate to ensure that they retain value and maximise economic returns.

Timescale: Report to Environment & Transport Select Committee - October 2013.

Partnership Working:

30. Partnership was identified as a key theme in the review. It was recognised that following the creation of Nature Partnerships, there was a need for the County Council to review its relationships with all bodies. However, the

Task Group also came to the conclusion that not enough emphasis had been placed on the facilitation role of the Council.

31. The Task Group reviewed briefing notes from Officers which set out the rural networks in Surrey and a summary of countryside partnerships with County Council involvement (including budgetary information, the County Council contribution and County Council representation on the partnerships). These documents are attached as **Appendix 5**. It was apparent that there was a large range of partners and this resulted in some complexity of working. The Task Group did not have the opportunity to consult with all of these partners; however those interviewed provided a valuable insight with regards to current partnership arrangements in Surrey.
32. The Task Group found evidence of effective joint working between the County and other statutory and voluntary organisations dating back over a number of years. This was confirmed by the witness sessions where key stakeholders such as Natural England, the National Trust and Mole Valley spoke of positive partnership arrangements. Projects such as the Area of Outstanding Natural Beauty also demonstrated tangible outputs that were visible to the different agencies as well as Surrey residents.
33. Witnesses stated the County had a role in providing strategic leadership and linkages with the potential to enhance engagement and deliver tangible outcomes. It was recognised that collectively there are experts in various partnerships as well as Districts and Boroughs and the County.
34. However, there was a perception that the County's leadership role had diminished over time as countryside was not seen to be as high on the Council's agenda as other strategic issues.
35. When considering partnerships, the Task Group also took into account the Natural Environment White Paper which has led to the formation of Local Nature Partnerships. The Task Group concluded that the White Paper presented an opportunity for the County to review and refresh its approach.
36. From a leadership perspective the Task Group expressed significant concern that the County only had Officer representation at the Surrey Nature Partnership. The Task Group recognised the growing importance of the Partnership and felt that there should be Cabinet Member representation on it.
37. The Task Group spent some time considering future direction and in particular the County Council's relationship with and influence on the Local Enterprise Partnerships (LEPs). The Task Group understood the difficulties for some of its partners (such as the Surrey Rural Partnership) in engaging with two LEPs rather than a county-wide organisation as this presented a resource challenge for volunteer organisations.
38. Again the Task Group recognised the growing importance of the Surrey Nature Partnership and felt it could play an important role in successful engagement with the LEPs. It was anticipated that the Surrey Nature Partnership could create a County level approach to dealing with the different organisations.

39. The Task Group recommended that the County systematically review all partnerships on which it is represented to ensure that they offer beneficial outcomes and value for money for the County Council and residents. This review should include the financial contribution made by the County as well as the list of attendees to ensure appropriate representation at the correct level.
40. The Task Group were of the view that partnerships should be reviewed on an annual basis to ensure that they continue to deliver value for money. Any changes should be reported to the Cabinet Member for Transport and the Environment.
41. The Task Group concluded that this piece of work to define and agree the partnerships with County representation should be underpinned by a culture of facilitation and partnership rather than direction.

Recommendation 3:

The Strategic Director for Environment and Infrastructure reviews and refreshes the approach to rural and countryside partnership working. This review should include:

- **A revised register of all partnerships within the County, setting out the purpose of each organisation and financial contributions and representation from the County;**
- **That this register is reviewed on annual basis to ensure it continues to be relevant;**
- **That a culture of partnership (rather than direction) is encouraged and fostered within the County; and**
- **That Surrey County Council actively engages with the (new) Surrey Nature Partnership, with the County representative on this body being the Cabinet Member for Transport & Environment.**

Timescale: Report to Environment & Transport Select Committee - July 2013.

The Rural Economy:

42. The Task Group considered the role of the County Council in promoting the rural economy. The two main areas considered were planning and the management of woodlands.
43. A finding that emerged from the witness sessions was that the planning system was often regarded as bureaucratic. The Task Group were mindful that there needed to be a balance between new developments and preserving the character of Surrey villages. However, the Task Group were aware of the high value of Surrey properties compared to wage rates in the rural economy. There was a concern that villages did not become 'dormitories' as this would impact on the rural economy itself and the ability of those working in the local economy to live locally.

44. Therefore, the Task Group proposed that the Council works closely with partners to facilitate both affordable housing and job opportunities. This would include opportunities as part of Surrey's apprentice scheme.
45. The Task Group concluded that the Countryside policy and strategy should be revised to reflect the economic and legislative landscape. It was recognised by the Task Group that businesses may choose to relocate or expand locally in part because of the high quality of Surrey's countryside and the associated quality of life. However, as with partnerships, the County was seen to be most effective in a facilitation role.
46. The Task Group understood from a number of witnesses (including the Forestry Commission) that ownership of Surrey's woodlands is fragmented and this makes it more difficult to develop a coherent strategy. The Task Group recognised that there is significant, positive work being undertaken on the County's large estates, and was of the view that smaller estates should work closely together in order to mirror this model. However, there were some examples of small scale good practice in Surrey, evidenced by the Forestry Commission.
47. Witnesses interviewed by the Task Group also commented on how there appeared to be no single, joined-up strategic vision for the countryside estate in Surrey. It was noted that there were strategies in place but these were too fragmented.
48. This evidence was used by the Task Group to make recommendations in relation to its own woodlands and more general recommendations around the market. The Task Group were keen to promote woodland management practices that integrated economic and environmental objectives.
49. The Task Group considered its own estates and noted that there were no specific objectives within the SWT contract for wood production. They recommended that this should be part of the contract review (see recommendation 1) and that targets should be set and monitored. The Task Group were firmly of the view that all sources of funding should be maximised. For this reason, they recommended that a plan be produced to maximise grant funding and income from sales.
50. The Task Group understood from a number of witnesses, including the Forestry Commission, that Surrey's woodlands have not been well managed since World War Two. One example of this was that coppicing was not carried out regularly.
51. Examples were given, including at a site visit to Pond Farm with SWT, of land which had been returned to heath land from forest. It was explained that members of the public would not necessarily understand the technicalities of managing woodland and the need to remove some trees as part of a strategic management plan. For this reason, the Task Group felt that these issues should be considered in the development of a communications plan (recommendation 1) to increase public engagement and to increase support for more proactive management.

52. The Task Group were of the view that the County Council could become a leader in the market by increasing demand on its own estate. Targets should be set for a proportion of new boilers to be wood chip, rather than the default being wood fuel, in order to create demand in the local supply chain. It would be important to ensure an appropriate balance in financial risk and return, through heat supply contracts and shared savings arrangements with schools.
53. The Task Group did not see a direct role for the County Council in developing wood hubs and so thought that staff time spent on this activity should cease. There would certainly be a facilitation role and encouragement of different stakeholders to participate but no more than this.

Recommendation 4:

- a) **The County Council maintains policies which enable residents to live and work in the rural community. This will require working with partners to facilitate both affordable housing and job opportunities (including apprentices).**
- b) **The County Council supports the development of the wood fuel industry in Surrey and encourages cooperation between the owners of smaller woods.**
- c) **The County Council prioritises the use of wood fuel in its own buildings, subject to approval of a business case.**

Timescale: Report to Environment & Transport Select Committee - July 2013.

Tourism:

54. The Task Group viewed tourism and access as two important areas for the future and felt that the County Council had an opportunity to capitalise on the Olympic Legacy. A successful tourism strategy was seen as one means of promoting and sustaining economic growth.
55. The Task Group noted the multiplicity of bodies working in the Tourism market in Surrey, including Visit Surrey and the Surrey Hills Society. It was felt that work with these bodies should be encouraged to work in the most cost-effective manner possible.
56. The Task Group reviewed and compared the approach of the County Council to its iconic locations (including Newlands Corner, Leith Hill and Box Hill/Norbury) with other organisations. While plans are being prepared for some locations such as Newlands Corner, there is no overall strategic approach to these sites. This was in contrast to other organisations such as the Forestry Commission, who do employ such an approach. Evidence from the Forestry Commission at Alice Holt Forest provided a model that could be replicated by the County.
57. The Task Group concluded therefore that there was an opportunity for the County to create income to maintain and enhance visitor locations. The Task Group also noted the success of other organisations such as the

Surrey Hills Society, SWT and Mole Valley in using volunteers as a force multiplier in conserving the countryside.

58. The Task Group were all agreed that any management plans with income generation activities must result in improvement to the countryside and the visitor experience.
59. For example, the evidence reviewed included car park charges being introduced by organisations such as the National Trust and Forestry Commission, to fund improvements in visitor facilities. The Task Group were of the view that this should not be a 'blanket policy' as it could not be applied to sites where there were no facilities and it must take into account users of the facilities (for example there would be differential rates for local people and those using sites for businesses such as dog walking). The policy would need to be well communicated to Surrey residents so that it was not perceived as a 'tax' on the countryside but as a means for funding improvements to sites.
60. Facilities management and produce was also a consideration. It was noted that organisations such as the Forestry Commission outsourced commercial activities (such as running cafes) to organisations with expertise in running commercial operations. It was also noted that other organisations, such as the private estates, had effective marketing information about their produce and how to obtain the produce. Again it was the view of the Task Group that the County could learn from this.
61. Efforts should also be made within these management plans to consider how visitors could be dispersed across the countryside rather than converging on a few key sites. This would disperse the benefits of an increase in tourists while minimising the impact upon footways and bridleways, for example. The latter can be damaged by excessive use by motor vehicles, horses and cycles during wet weather.
62. Witnesses expressed the view that there are new and different drivers for access today compared to the past. Although there is greater pressure from the public around countryside access, knowledge and understanding of the countryside is not as great. For this reason, the Task Group wanted any management plans to include a communication strategy.
63. The Basingstoke Canal was outside of the remit of this Task Group. However, Members felt that Environment & Transport Select Committee should be kept informed of progress as it was a linked piece of work.
64. The Task Group felt there was scope to capitalise on the Olympic Legacy. It was understood that the Olympics required a huge resource but had very tangible benefits. For example the Task Group thought this Legacy could be developed by improving cycling provision / facilities. The evidence from witnesses such as Mole Valley suggested that there was a big market that was consistent with management of the countryside.
65. The AONB offered a good model for branding and marketing which was considered as part of the evidence. In October 2012, the County Council's

Cabinet approved the signing of a Trademark Licence Agreement which has potential to achieve significant commercial return.

Recommendation 5:

- a) **Specific management plans are created for iconic locations in Surrey.**
- b) **The Olympic Legacy is used as a catalyst for key decisions.**
- c) **Objectives are agreed with the AONB to reflect the strength and potential brand for Surrey.**

Timescale: Report to Environment & Transport Select Committee - July 2013.

Conclusions:

66. Following careful consideration of reports, evidence provided by witnesses at Task Group meetings and contributions from Officers, the Task Group concluded that there were a number of actions the County Council could undertake in order to ensure that the future management of Surrey's countryside estate takes place in a financially sustainable manner. These actions are set out under 'Recommendations' below.

67. It is also suggested that a level of continuity with regards to scrutiny of this subject be carried in to the future, to ensure successful monitoring and implementation of the Task Group's recommendations.

Financial and Value for Money Implications:

The recommendations put forward in this report will assist the Council in achieving value for money by improving the management of the Countryside Estate to maximise returns and ensure that it is financially sustainable on a long-term basis.

Equalities Implications:

No negative implications identified, however the adoption of a new communications strategy would need to take into account forms of contact with hard to reach and disadvantaged groups.

Risk Management Implications:

The recommendations put forward in this report would reduce the risks associated with management of the Council's countryside estate by reviewing existing contract arrangements and improving financial sustainability.

Implications for the Council's Priorities or Community Strategy:

As detailed under 'Financial and Value for Money Implications', the report's recommendations would have a positive impact upon the Council's Corporate Strategy objective to deliver value and quality to Surrey's residents. The proposals to review the Council's approach to partnership working would also

have a positive impact upon the objective to work with partners in the interests of Surrey.

Recommendations:

Recommendation 1:

The Strategic Director for Environment and Infrastructure reviews the contract between Surrey Wildlife Trust and Surrey County Council. This review should include:

- All aspects of the contract;
- The development and measurement of more clearly defined outputs that ensure value for money;
- A review of the governance arrangements; and
- The development of a communication strategy to promote the benefit of the partnership arrangements to Members of the County Council and Surrey residents.

Timescale: Report to Environment & Transport Select Committee - October 2013.

Recommendation 2:

The Strategic Director for Change and Efficiency reviews the management arrangements for the Council's Small Holdings and Farm Estate to ensure that they retain value and maximise economic returns.

Timescale: Report to Environment & Transport Select Committee - October 2013.

Recommendation 3:

The Strategic Director for Environment and Infrastructure reviews and refreshes the approach to rural and countryside partnership working. This review should include:

- A revised register of all partnerships within the County, setting out the purpose of each organisation and financial contributions and representation from the County;
- That this register is reviewed on annual basis to ensure it continues to be relevant;
- That a culture of partnership (rather than direction) is encouraged and fostered within the County; and
- That Surrey County Council actively engages with the (new) Surrey Nature Partnership, with the County representative on this body being the Cabinet Member for Transport & Environment.

Timescale: Report to Environment & Transport Select Committee – July 2013.

Recommendation 4:

- a) The County Council maintains policies which enable residents to live and work in the rural community. This will require working with partners to create both affordable housing and job opportunities (including apprentices).

- b) The County Council supports the development of the wood fuel industry in Surrey and encourages cooperation between the owners of smaller woods.
- c) The County Council prioritises the use of wood fuel in its own buildings, subject to approval of a business case.

Timescale: Report to Environment & Transport Select Committee - July 2013.

Recommendation 5:

- a) Specific management plans are created for iconic locations in Surrey.
- b) The Olympic Legacy is used as a catalyst for key decisions.
- c) Objectives are agreed with the AONB to reflect the strength and potential brand for Surrey.

Timescale: Report to Environment & Transport Select Committee - July 2013.

Next steps:

Following consideration by the Select Committee, the Task Group's report will be submitted to Cabinet on 26 March 2013.

Report contact: Thomas Pooley, Scrutiny Officer, Democratic Services.

Contact details: Tel: 020 8541 9902, email: thomas.pooley@surreycc.gov.uk

Sources/background papers:

- SCC Public Value Review of the Countryside Service, 2011/12.
- SCC Internal Audit of Countryside Management, 2011.
- Reports re: Surrey Wildlife Trust to Environment & Transport Select Committee, September 2011, January 2012 and April 2012.

Appendices:

Appendix 1 – Task Group scoping document

Appendix 2 – List of witnesses

Appendix 3 – Background to the Surrey Wildlife Contract

Appendix 4 – Background to the Small Holdings Estate

Appendix 5 – Summary of Countryside Partnerships with County Council involvement

Select Committee Task Group Scoping Document

The process for establishing a task group is:

1. The Select Committee identifies a potential topic for a group
2. The Select Committee Chairman and the Scrutiny Officer complete the scoping template.
3. The Council Overview and Scrutiny Committee reviews the scoping document
4. The Select Committee agrees membership of the task and finish group.

<p>Review Topic: Countryside Management</p>
<p>Select Committee(s)</p> <p>Environment and Transport Select Committee</p>
<p>Relevant background</p> <p>Surrey County Council owns more than 2,300 hectares (6,500 acres) of countryside available for quiet enjoyment. It has also entered into access agreements with private landowners, providing public access to a total of over 3,500 hectares (10,000 acres) of Surrey's countryside.</p> <p>In May 2002, the County Council entered into a legal agreement with the Surrey Wildlife Trust (SWT) for the management of the countryside estate. Under this agreement land owned by the Council is leased to the Trust for 50 years and SWT manages the land and property. SWT also manages access agreements with private landowners on behalf of the Council.</p>
<p>Why this is a scrutiny item</p> <p>Surrey completed a Public Value Review of the Countryside Service during 2010/11. The Review recommended a number of changes aimed at refocusing the Countryside Service with a view of promoting a new strategic focus on the 'green elements' of the Council's rural landholding and on promotion of exploration by Surrey residents and visitors of Surrey's attractive countryside. It was anticipated that this would create opportunities to generate significant extra income to offset a reduction in Council costs and to improve services.</p> <p>In July 2011, there was an internal audit of the Surrey County Council Countryside Management Contract. The audit made a number of recommendations relating to contract management and governance and these either have been or are being actioned.</p> <p>In addition to this there have been three reports to the Environment and Transport Select Committee during the past eight months relating to the agreement between the Council and SWT in relation to governance and asset management. Members expressed concerns over a number of issues including financial viability and these were not allayed by the three reports to Committee.</p>

At the Environment and Transport Select Committee on 19 April 2012, the Cabinet Member for Transport & Environment, requested that the Committee set up a Task Group to consider how the management of Surrey's countryside could be conducted in a financially sustainable manner in the long term.

It is not intended that the Task Group will duplicate the work described above, although it will be informed by it.

What question is the task group aiming to answer?

- How can Surrey achieve financially sustainable and suitable management arrangements for its countryside?
 - Is the Rural Strategy still relevant / fit for purpose? and
 - How does/ should it relate to Countryside management in practice?
- What are the Council's statutory obligations in relation to Countryside Management?
 - What is being done in addition to statutory requirements?
 - Is this still appropriate? and
 - In what ways should these services be facilitated or provided?
- How can we ensure appropriate leadership and representation as part of the governance arrangements for countryside management?
- What is the vision for Countryside Estate?
 - Revenue generation/ financial sustainability?
 - Opportunities for revenue generation? and
 - Optimising the Estate
- How can the Council achieve more effective partnering arrangements?
 - What is the most effective and efficient way to manage Surrey's countryside (taking into account best practice)?

Aim

Aim: To develop a countryside management strategy that incorporates sound governance principles, is financially sustainable and promotes partnership working.

Scope (within / out of)

The review will cover the countryside owned by and managed on behalf of Surrey County Council.

Outcomes for Surrey / Benefits

This will achieve a satisfactory set of management arrangements with financial sustainability at their core.

Proposed work plan

The detailed scope and project plan will be developed by the Task Group. There will be an interim report to the Environment and Transport Select Committee in Autumn 2012 and a final report in January 2013.

Witnesses

External Organisations

Surrey Wildlife Trust
Surrey Hills Board
Surrey Rural Partnership
National Trust
National Farmers Union
Campaign to Protect Rural England (Surrey Branch)
Surrey County Association of Parish and Town Councils
DEFRA
Countryside Management Association
Forestry Commission
And others that are identified by the Task Group

Officers – To include

Ian Boast – Assistant Director
Lisa Creaye-Griffin -
Rob Fairbanks – Surrey Hills AONB Director

Members – To include

John Furey – Portfolio Holder

Useful Documents

Surrey Rural Strategy

Potential barriers to success (Risks / Dependencies)

This is a complex project that depends on sound project management by the Task Group to avoid project creep to ensure that it finishes within the projected timescales.

Equalities implications

These will be identified and considered as part of the detailed work.

Task Group Members	The Task Group will be drawn from the Environment and Transport Select Committee. To include Steve Renshaw, Mark Brett-Warburton, Simon Gimson, Michael Sydney, Stephen Cooksey and Chris Frost
Spokesman for the Group	Steve Renshaw, Chairman of Environment and Transport Select Committee
Scrutiny Officer/s	Jacqui Hird, Scrutiny Manager

List of Witnesses

Adam Wallace, Natural England

Rob Fairbanks, AONB

Bridget Bidell, Hampton Estate

Michael Baxter, Albury Estate

David Kennington, National Trust

Andrew Bircher, Paul Stacey and Rod Shaw, Mole Valley DC

Paul Wickham, Surrey Nature Partnership

Matthew Woodcock and Karen Guest, the Forestry Commission

Lisa Creaye-Griffin, Bronwen Fisher and Adrian Sancroft, Surrey County Council

Lawrence Crow, Woodland Management Consultant

Jonathan Gasson and Henry Robinson Ministry of Defence

Surrey Wildlife Trust, Nigel Davenport, Mark Pearson, Sarah Jane Chimbwandira, Heather Hawker

Graham Wilkinson and Chris Chaney, Surrey Rural Partnership

Graham Butler and Janet Barton, Countryside Access Forum

Background to the Surrey Wildlife Contract

Historically, the County Council had been acquiring land for many years in order to preserve from development areas in Surrey countryside that were of high amenity and wildlife value. By 2002, the landholding had reached 3,563 hectares and included that largest NNR in South East England at Chobham Common and other wildlife habitats of international importance. The County Council has a legal duty to maintain the nature conservation value of its holdings, coupled with a desire to ensure the long term viability of the Estate for recreation and a requirement to make long term financial savings. For this reason, the County Council made a decision to outsource the management of the Countryside Estate.

In 2002, Surrey Wildlife Trust took on the management of the County Council's Countryside Estate. At the time this was seen as a ground breaking arrangement. The underlying principle was to give Surrey Wildlife Trust the responsibility of managing the Estate to deliver the service in accordance with the contract allowing a reasonable amount of freedom to enable them to generate income that would not normally be available to the County Council.

The financial basis of the contract was a payment made by the County Council to Surrey Wildlife Trust reducing on a sliding scale from 2006/07 until 2012/13 and then subject to review. The aim of the agreement was to protect the service on the Estate for the future and allow improvements to that service.

The Estate was leased to Surrey Wildlife Trust in 2 leases. The first lease included the land and visitor facilities that formed the public service estate plus the Norbury Sawmill and tied housing. The phase 2 lease covered the commercial property such as farms and cafes. The County Council spent £1.5 million on the property before it was included in the leases to ensure they were all fit for purpose.

The governance arrangements included a Partnership Committee that meets twice a year to oversee the way the contract is working and to look at strategic issues. The Partnership Committee is comprised a total of 11 representatives from Surrey Wildlife Trust, Surrey County Council and a representative of the Access Agreement Owners.

Appendix 4

The Small Holdings Estate

Overview

1,223 hectares (3,022 acres) with approx 100 tenants occupying a mixture of dairy farms, grassland farms (i.e. beef), smallholdings (incl horticultural units) and grazing as well as cottages.

As of 31 March 2012 cv £43.674m (2011 £36m); rent roll £497,909pa; yield 1.29%

(Chesterton Humberts report and valuation 31-3-12)

Income and expenditure

The returns for the Estate are low but that is typical for this type of land as the yield is low. The rents are determined with advice from Chesterton Humberts at the appropriate times. Rents are periodically reviewed or renewed, they are not set annually.

There is latent value in the rental portfolio that can only be accessed when contracts come up for renewal.

Appendix 5: Summary of Countryside Partnerships with SCC Involvement							
Partnership	Type of Partnership	Host/employer	Total Partners(Funding Partners)	Number of staff	Total Budget Expenditure Estimated for 2012/13	SCC Contribution 2012/13	SCC Members on Partnership
Surrey Hills AONB	Joint committee to carry out statutory duties relating to AONB	SCC	13 (8)	9 FTE Some on fixed term contracts	£622,675 With £249,800 of that for the Regional Tourism Project	£26,900	John Furey, Michael Sydney, rep. Tandridge DC
Lower Mole Countryside Management Project	Countryside Management Project (CMP) non statutory but helps with stat role re biodiversity	SCC	7(6)	4 FTE Some on fixed term contracts	£190,000	£32,000	Colin Taylor, Chris Frost
Downlands CMP	Countryside Management Project (CMP) non statutory but helps with stat role re biodiversity	SCC	7(6)	8 Some on fixed term contracts	£423,000	£32,000	Angela Fraser, Michael Sydney
Surrey Heathland Project	CMP to assist in managing the heathland of Surrey. non statutory but helps with stat role re biodiversity	SCC	13(4)	2	£98,000	£29,000	Michael Sydney

Surrey Countryside Partnership	SWT/SCC partnership agreement to manage the Countryside Estate	Surrey Wildlife Trust	3 (2)	31.2 FTE	£1.8m	£954,000	John Furey, Linda Kemeny, Helen Clack, Tim Hall, Bill Barker
Basingstoke Canal	JC with Hants.CC and riparian local authorities along the Canal	Hampshire CC	12(8)	10	£642,000	£153,000	Linda Kemeny, Chris Pitt, Ben Carasco, Diana Smith
Gatwick Greenspace Project	CMP on edge of Crawley/Horley	Sussex Wildlife Trust	8(8)	2		£13,000	Helyn Clack, Kay Hammond
High Weald AONB	JC to deliver statutory duties relating to the AONB	East Sussex CC	16(16)	8	£360,000	£2,900	Michael Sydney
Blackwater Valley Countryside Management Partnership (BVCMP)	CMP, urban fringe along the River Blackwater	Hampshire County Council	13 (13)	3	£111,500	£13,000	Denis Fuller
Blackwater Valley Road	Contribution to the maintenance of the landscaping on the BVR carried out by BVCMP					£21,000	
Thames Landscape Strategy	Regional Landscape and Access Partnership	Richmond Upon Thames	15 (15)	5	£113,00	£3,000	Peter Hickman, Ernest Mallett
Colne Valley	Regional	Buckinghamshire	10(10)	3.3	£54,000	0	Carol

Partnership	Partnership						Coleman
Surrey Biodiversity Partnership	Partnership to collate data on biodiversity across the County, delivers on statutory biodiversity duty.	SWT	12(4)	1.5	£90,000	18,000	No members involved.
Surrey Rural Partnership	Non statutory partnership that meets to influence policy and strategy and ensure best use of opportunities for funding.	Community Action Surrey	32(4)	1	£10,000	£2,500	Cabinet Member for Environment and Transport

Local Nature Partnerships

Local Nature Partnerships were created in response to the Natural Environment White Paper: Natural Choice: Securing the Value of Nature

The overall purpose of an LNP is to:

- Drive positive change in the local natural environment, taking a strategic view of the challenges and opportunities involved and identifying ways to manage it as a system for the benefit of nature, people and the economy.
- Contribute to achieving the Government's national environmental objectives locally, including the identification of local ecological networks, alongside addressing local priorities.
- Become local champions influencing decision-making relating to the natural environment and its value to social and economic outcomes, in particular, through working closely with local authorities, Local Enterprise Partnerships (LEPs) and Health and Wellbeing Boards.

Effective LNPs will have:

- a shared strategic vision and priorities which focus on outcomes
- a broad membership
- effective and accountable governance and leadership
- the ability to be influential with both local and strategic decision makers
- knowledge to raise awareness of the value of the natural environment as well as the services it
- a good overview of activity within the area to add value to existing collaboration and identify and fill gaps – in Surrey a key need that has emerged from the stakeholder engagement is a desire for co-ordination across the county.

Suggested themes for LNPs include:

- sustainable land use and management,
- green economic growth,
- quality of life and health & well-being

LNPs will utilise the skills and networks of organisations outside conservation. Help to co-ordinate and support funding bids. They will provide information on sustainable management and importance of ecosystems as well as provide co-ordination and support for landscape scale projects ensuring these join up and avoid duplication. They have an important role in planning, equal footing to LEPs.

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ANNEX 3: EQUALITY IMPACT ASSESSMENT SUMMARY (ADDENDUM)

The papers attached are provided to complete the information set out in Annex 3: Equality Impact Assessment Summary and relate to the Public Health budget proposals.

There are no reductions being made to the Public Health budget in 2013/14, however as a new function transferring to Surrey County Council, Equality Impact Assessments have been undertaken of these services. In most cases, programmes will continue unchanged from previous years meaning the impact of the transfer of responsibilities on groups with protected characteristics will be minimal. Should Cabinet be required to take decisions about proposals for changes to services in the future, further Equality Impact Assessments will be undertaken.

Approved by: Dr Akeem Ali
Date: 25 March 2013

PUBLIC HEALTH EQUALITY ANALYSIS SUMMARY

The Public Health budget for 2013/14 and will fund the Council's new public health responsibilities including:

- The transfer of specialist public health staff from the NHS to local authorities
- The six mandatory service areas as outlined in Healthy Lives Healthy People¹:

1. Commissioning appropriate access to sexual health services
2. Commissioning the NHS Health Check programme
3. Commissioning the healthy child programme 5-19 years
4. Commissioning the national child measurement programme
5. Ensuring that plans are in place to protect the population's health
6. Ensuring NHS commissioners receive the public health advice they need

Equality analysis has been undertaken of public health programmes which will be transferred to the County Council in April 2013. In most cases, programmes will continue unchanged from previous years, meaning that the impact of the transfer on groups with protected characteristics will be minimal. The grant for Public Health has been announced for 2013/14 and 2014/15 and it is assumed that following current government policy the funding will increase by 10% each year after this. This should enable the Council to deal with volume and price issues, whilst recognising that there is a growing demand for Public health services and that there has been historic underfunding of Public health services in Surrey which needs to be rectified.

Budget proposals for Public Health in 2013/14

Budget line	Amount 2013/14	EIA page no.
Public Health Commissioning		
<ul style="list-style-type: none"> • Sexual health services 	£8.9m	3
<ul style="list-style-type: none"> • National Child Measurement and 5-19 programme 	£2.1m	12
<ul style="list-style-type: none"> • Substance misuse 	£8.7m	21
Health Protection	£0.4m	32
Health Improvement	£4.1m	40

¹ Department of Health, 2011

EQUALITY IMPACT ASSESSMENT TEMPLATE

1. Topic of assessment

EIA title:	Sexual and Reproductive Health Commissioning – integration of Sexual and reproductive health services
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EIA author:	Kelly Morris, Public Health Principal
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2. Approval

	Name	Date approved
Approved by¹	Dr Akeem Ali	25 March 2013

3. Quality control

Version number		EIA completed	
Date saved		EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role

¹ Refer to earlier guidance for details on getting approval for your EIA.

EQUALITY IMPACT ASSESSMENT TEMPLATE

5. Explaining the matter being assessed

<p>What policy, function or service is being introduced or reviewed?</p>	<p>What does the policy, function or service aim to achieve?</p> <p>This is a statutory commissioning function which aims to;</p> <ul style="list-style-type: none">• ensure that Sexual and Reproductive Health commissioned services are based on need, evidence based practice and outcomes.• that ongoing service delivery is monitored and performance managed in line with the service specification and that services are targeted to those who are most at risk of poor sexual health i.e. young people or men who have sex with men (MSM).• evaluate the effectiveness of the service and make recommendations to recommission or decommission• ensure robust data collection processes are in place including equality data• ensure services develop in line with best practice and continue to meet the need of the Surrey population• ensure robust care pathways exist between commissioned services i.e. HIV testing and treatment services• ensure the service user voice is included within and influences commissioning decisions including those most at risk of poor sexual health. <p>Who does the policy, function or service affect?</p> <p>Internally – SCC directorates – Adult Social Care, Children Schools and Families and Business Services.</p> <p>Externally – Partners such as Health (commissioners - Area Teams, CCGs and providers – acute and community), local borough and districts, the voluntary and community sector and Surrey residents</p> <p>All services are commissioned to work towards ‘You’re Welcome quality criteria’ accreditation.</p> <p>How do people access the policy, function or service?</p> <p>The commissioning function is not a public facing service, however service user and non-user consultation is recommended as best practice. Partners can access the function via their public health representative. i.e. CCGs via the Public Health Consultant that sits on their Board.</p> <p>Further information about how service users access services is provided below.</p>
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EQUALITY IMPACT ASSESSMENT TEMPLATE

<p>What proposals are you assessing?</p>	<p>As of 1st April 2013 Surrey County Council will be responsible for Contraception and Sexual Health Services (CASH) and Genito-Urinary Medicine (GUM). At this point services will continue as commissioned previously, however work is underway to develop an integrated service and this will be considered by Cabinet at a future date.</p> <p>Services available from individual GP practices will not change. The CASH service provides contraception and family planning interventions and advice and is a referral centre for primary and secondary care providers. The service includes ensuring that:</p> <ul style="list-style-type: none"> • All methods of contraception choices are available, including Long Acting Reversible Contraception (LARC) • All clients have timely access and are supported to make an informed choice about their use of contraception • All men have access to and guidance on the use of contraception • All young people (aged 15-24 years old) accessing the service are offered a Chlamydia screen • Enable women without delay to find out if they are pregnant and act upon informed choices in relation to pregnancy • Services are young people friendly • Confidentiality is assured as appropriate <p>The GUM Service provides consultation, screening, diagnosis and treatment of STIs and related conditions on an open access basis to all individuals who require or request specialist advice. The service is consultant led and operates both walk in and booked appointments for anyone requiring these services.</p> <p>The commissioning service ensures that the services we commission are cost-effective, offering our residents best value.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>Groups affected by the proposals include:</p> <ul style="list-style-type: none"> • Service users and potential service users • Provider staff • External organisations commissioned to deliver services on behalf of the Council or in partnership

EQUALITY IMPACT ASSESSMENT TEMPLATE

6. Sources of information

Engagement carried out
<p>In accordance with the NHS and Social Care Act 2001, there is a statutory duty to consult and involve patients and the public in decisions about local service changes and developments:</p> <ul style="list-style-type: none">• Service users are regularly consulted on their satisfaction with the service provided and are actively involved in their own care• Service Users are made aware of complaints' procedures and local advocacy and support services• The Contractor shall ensure that the standards and responsibilities of the Surrey Service User strategy are met. <p>All services that are 'You're Welcome quality criteria' accredited have to involve young people in the evaluation of their service.</p> <p>Sexual Health clinicians were involved in the development of the service specification via a series of clinical reference groups. Their role was to ensure the service specification was clinically sound and in line with clinical standards</p> <p>Service users were surveyed as part of the sexual health needs assessment in 2009 – this will be refreshed.</p> <p>A Sexual Health Commissioning/Strategy Group and expert reference group will be set up in 2013 to input into the Sexual Health agenda.</p>
Data used
<p>This includes:</p> <ul style="list-style-type: none">• National research – sigma conduct an annual MSM survey• <u>Surrey-i</u>, our local data and information portal, which can be searched by protected characteristic.• Service monitoring reports.• User feedback and/or complaints data.

7. Impact of the new/amended policy, service or function

EQUALITY IMPACT ASSESSMENT TEMPLATE

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
Age	Most people that use sexual and reproductive health service are under 25. As services are commissioned they will be based in appropriate locations and open at suitable times for people under 25 to improve access.	The focus on providing services for under 25s means that the service provided for older groups could be limited. However there is evidence that older groups tend to use GP services for their sexual health needs, as opposed to those commissioned as part of this service.	National and local data shows greatest service use in under 25s. It also shows that young people living in more deprived areas often have more risky behaviour.
Disability	No impact	No impact	Services have disabled access. There is currently no evidence that uptake of services by disabled people is proportionately low however data will be collected and shared with commissioners as part of the move to an integrated commissioning service.
Gender reassignment	No impact	No impact	
Pregnancy and maternity	No impact	No impact	All pregnant women are tested for HIV in the antenatal period
Race	No impact	No impact	Nationally, Black Africans have greater prevalence of HIV. However, the size of the population in Surrey is relatively small.
Religion and belief	No impact	No impact	

² More information on the definitions of these groups can be found [here](#).

EQUALITY IMPACT ASSESSMENT TEMPLATE

Sex	Men only clinics are available – this is because there are higher levels of sexual ill health and risky behaviour among men.	No impact	
Sexual orientation	As there is evidence that men who have sex with men (MSM) have greater risky sexual health behaviour, services are commissioned to ensure they are fit for purpose for MSM.	No impact	National data including annual MSM survey. However, HIV prevalence is also increasing in heterosexual men.
Marriage and civil partnerships	No impact	No impact	

7b. Impact of the proposals on staff with protected characteristics

Page 42

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	No impact	No impact	
Disability	No impact	No impact	
Gender reassignment	No impact	No impact	
Pregnancy and maternity	No impact	No impact	
Race	No Impact	No impact	
Religion and belief	No impact	No impact	

EQUALITY IMPACT ASSESSMENT TEMPLATE

<p>Sex</p>	<p>No Impact</p>	<p>No impact</p>	<p>Service users can request the gender of the member of staff that they see.</p>
<p>Sexual orientation</p>	<p>No impact</p>	<p>No impact</p>	
<p>Marriage and civil partnerships</p>	<p>No impact</p>	<p>No impact</p>	

EQUALITY IMPACT ASSESSMENT TEMPLATE

8. Amendments to the proposals

Change	Reason for change

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Data to be collected on service use by disabled people	Ensure data is collected on disability and it is shared with commissioner	1/7/13	KM
Proposals to develop an integrated commissioning service are likely to lead to changes to how services are delivered which could impact on groups with protected characteristics.	<p>Take proposal to integrate the Sexual and Reproductive Health Services to Cabinet. A further Equality Impact Assessment will be completed as part of this process.</p> <p>An expert reference group and contract monitoring meetings will be set up – to ensure key stakeholders attend and the terms of reference are clear.</p>	<p>30/6/13</p> <p>1/6/13</p>	AA (KM)

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
N/A	

EQUALITY IMPACT ASSESSMENT TEMPLATE

11. Summary of key impacts and actions

<p>Information and engagement underpinning equalities analysis</p>	<p>There is a statutory duty to consult and involve patients and the public in decisions about local service changes and developments and contractors will ensure that the standards and responsibilities of the Surrey User Strategy are met. In addition Sexual Health clinicians have been involved in the development of service specification via a series of clinical reference groups.</p> <p>National data including sigma conduct and an annual MSM survey plus local data from Surrey inform the commissioning of services.</p>
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>The commissioning of services is targeted at under-25s as the most significant group of service users which will have a positive impact on outcomes for this group. For older age groups, there is some risk that the services may be more limited but national evidence shows that those over 25 are already more likely to use GP services which should reduce any negative impact.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>N/A</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>Proposals to develop an integrated commissioning service are likely to lead to changes to how services are delivered which could impact on groups with protected characteristics in the future. As proposals are developed the impact on groups with protected characteristics will be taken into consideration.</p> <p>Data on service used by disabled people will need to be collected as part of changes to services and shared with commissioners.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>N/A</p>

EQUALITY IMPACT ASSESSMENT TEMPLATE

1. Topic of assessment

EIA title:	Surrey Drug and Alcohol Action Team – Substance Misuse
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EIA author:	Martyn Munro Programme Manager
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2. Approval

	Name	Date approved
Approved by		

3. Quality control

Version number		EIA completed	
Date saved		EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Martyn Munro	Programme Manager	Surrey Substance Misuse Commissioning	
Avril Gilliam-Hill	Programme Manager	Surrey Substance Misuse Commissioning	
Karl Smith	Substance Misuse Commissioning Service User and Carer Development Officer	Surrey Substance Misuse Commissioning	

EQUALITY IMPACT ASSESSMENT TEMPLATE

5. Explaining the matter being assessed

<p>What policy, function or service is being introduced or reviewed?</p>	<p>Surrey Substance Misuse Harm Reduction. Treatment and Recovery system which targets populations who are resident in Surrey:</p> <ul style="list-style-type: none">• Young People• Opiate Drug users• Other Drug users• Dependant Alcohol users• Higher Risk Alcohol users <p>This system is currently commissioned through a number of contracts against a 4 tier treatment system:</p> <ul style="list-style-type: none">• Tier 1 – Universal provision ie Police, Housing, Primary care and Education• Tier 2 – Low threshold substance misuse specialist interventions ie drop in centres, harm reduction and injecting equipment exchange.• Tier 3 – Care planned interventions including substitute prescribing, psychodynamic interventions and recovery support.• Tier 4 – Inpatient treatment including detoxification, recovery programmes and rehabilitation
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EQUALITY IMPACT ASSESSMENT TEMPLATE

<p>What proposals are you assessing?</p>	<p>Substance Misuse Commissioning as a part of the Surrey Public Health Executive is from the 01/04/2013 transferring to Surrey County Council.</p> <p>There are no immediate changes in the services being provided arising from the transfer of responsibilities to the council but procurement will continue on a number of projects which forms part of the existing Drug and Alcohol Action Team and Public Health Substance Misuse commissioning cycle;</p> <ul style="list-style-type: none"> • Tier 3 Young Peoples Drug and Alcohol treatment. • Tier 3 Treatment, both clinical and non clinical within the 5 Surrey Prisons. • The Drug Intervention Programme (DIP); a Criminal Justice Treatment Programme. • Drug Rehabilitation Requirement; Community Treatment order available to courts for adult offenders • Tier 3 Community drug and alcohol treatment for adults • Tier 4 inpatient detoxification and recovery unit <p>Surrey’s treatment system seeks to maximise the number of people who overcome addictions and sustain long-term recovery. Drug misusers have access to employment, education and housing, and that they become contributing members of society.</p> <p>Families and communities also receive tangible benefits while drug misusers are in treatment, and that these benefits are sustained following successful treatment.</p> <p>Separate EIAs will be undertaken to inform decisions on each of these services and future provision of other services as they are commissioned or recommissioned.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>The extent to which individuals are affected by these changes will vary depending on an individual’s need, the intervention sought and or the complexity in relation to the wider needs of the individual and or family across tier 1 partner agencies i.e. Safe Guarding, criminal justice, co-morbidity and social functioning :</p> <ul style="list-style-type: none"> • Service users and their carers or families as appropriate. • External organisations we commission to deliver services on behalf of the Council or in partnership with it.

EQUALITY IMPACT ASSESSMENT TEMPLATE

6. Sources of information

Engagement carried out

Service users are actively involved in the design and delivery of their own care packages. The care planning process is an active agreement between the service provider and directs the interventions and treatment delivered with the service user; this process must include acknowledgement of the risk to the service users and others i.e. family and the community, and will impact upon the interventions that can be provided safely, however obstacles and solutions are additionally included in all care planning.

Service providers and service user involvement regularly consult service users on their satisfaction with services and report quarterly to contract review meetings issues and solutions developed in partnership to resolve and improve provision.

Service users acting in a representative capacity assist providers in the design and development of services.

Service user involvement representatives provide advice to commissioners and contract managers throughout the commissioning cycle to develop effective evidence based substance misuse treatment service in Surrey.

Surrey Substance Misuse Commissioning is undertaken in line with both National and Local drivers and service user need. Quality commissioning is based upon effective needs-assessment processes and is followed up by performance-assurance arrangements which monitor and evaluate the developments planned and commissioned in line with evidenced need.

Data used

- National Drug Treatment Monitoring Service (NDTMS) Adult Provider (by Residence) Quarterly Performance Report (Green report) client management for PDU and All drug service users
- NDTMS Purple performance and client management for Alcohol services users
- NDTMS DOMES report
- DIRWEB DIP performance and client management reports
- Drug Treatment Monitoring Unit (DTMU) Young people and Adult
- [Surrey-i](#), our local data and information portal, which can be searched by protected characteristic.
- Service monitoring reports.
- Service User Involvement Team (SUIT) engagement, development and feedback
- User feedback and/or complaints data.

7. Impact of the new/amended policy, service or function

EQUALITY IMPACT ASSESSMENT TEMPLATE

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence																																						
<p>Interventions; within best practice evidence based guidance as defined by the National Treatment Agency and National Institute for Health and Clinical Excellence and local needs, for young people and adults are provided by distinct substance misuse specialist providers at appropriate settings in a variety of locations across county.</p> <p>The increased risk of significant harm and neglect among children of drug misusing parents receives heightened awareness and appropriate action from all those working with drug misusers.</p> <p>The system ensures that safeguarding children becomes a central feature of practice.</p>	<p>Access to interventions may be limited in locations where a provider is not currently located or with poor access to transport networks; in such cases providers deliver interventions on an outreach basis.</p>	<table border="1"> <thead> <tr> <th data-bbox="512 98 555 869">Age group at mid point of the year (30/09/2010)¹</th> <th data-bbox="555 98 598 869"></th> <th data-bbox="598 98 641 869"></th> </tr> </thead> <tbody> <tr> <td data-bbox="555 792 598 869">18</td> <td data-bbox="555 600 598 792">62</td> <td data-bbox="555 407 598 600">3%</td> </tr> <tr> <td data-bbox="598 792 641 869">19</td> <td data-bbox="598 600 641 792">39</td> <td data-bbox="598 407 641 600">2%</td> </tr> <tr> <td data-bbox="641 792 684 869">20 – 24</td> <td data-bbox="641 600 684 792">205</td> <td data-bbox="641 407 684 600">11%</td> </tr> <tr> <td data-bbox="684 792 727 869">25 – 29</td> <td data-bbox="684 600 727 792">277</td> <td data-bbox="684 407 727 600">15%</td> </tr> <tr> <td data-bbox="727 792 770 869">30 – 34</td> <td data-bbox="727 600 770 792">306</td> <td data-bbox="727 407 770 600">17%</td> </tr> <tr> <td data-bbox="770 792 813 869">35 – 39</td> <td data-bbox="770 600 813 792">314</td> <td data-bbox="770 407 813 600">17%</td> </tr> <tr> <td data-bbox="813 792 857 869">40 – 44</td> <td data-bbox="813 600 857 792">278</td> <td data-bbox="813 407 857 600">15%</td> </tr> <tr> <td data-bbox="857 792 900 869">45 – 49</td> <td data-bbox="857 600 900 792">187</td> <td data-bbox="857 407 900 600">10%</td> </tr> <tr> <td data-bbox="900 792 943 869">50 – 54</td> <td data-bbox="900 600 943 792">98</td> <td data-bbox="900 407 943 600">5%</td> </tr> <tr> <td data-bbox="943 792 986 869">55 – 59</td> <td data-bbox="943 600 986 792">51</td> <td data-bbox="943 407 986 600">3%</td> </tr> <tr> <td data-bbox="986 792 1029 869">60 – 64</td> <td data-bbox="986 600 1029 792">25</td> <td data-bbox="986 407 1029 600">1%</td> </tr> <tr> <td data-bbox="1029 792 1072 869">65</td> <td data-bbox="1029 600 1072 792">7</td> <td data-bbox="1029 407 1072 600">0%</td> </tr> </tbody> </table>	Age group at mid point of the year (30/09/2010) ¹			18	62	3%	19	39	2%	20 – 24	205	11%	25 – 29	277	15%	30 – 34	306	17%	35 – 39	314	17%	40 – 44	278	15%	45 – 49	187	10%	50 – 54	98	5%	55 – 59	51	3%	60 – 64	25	1%	65	7	0%
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65	7	0%																																							

¹ Adult Partnership Quarterly Performance Report 2012/2013 Quarter 3 – Drug User Profile (all in treatment YTD)

EQUALITY IMPACT ASSESSMENT TEMPLATE

Disability	As part of a comprehensive assessment for a service users planned treatment. All sites used should be accessible to disabled people.		Not recorded
Gender reassignment	As part of a comprehensive assessment for a service users planned treatment.		Not recorded
Pregnancy and maternity	Prioritised programme response to pregnant services users, including liaison with maternity services and children and family teams as appropriate.		The number of pregnant females entering services in 2012/13 was low at 0.9% compared to a national average of 4.8% ²

EQUALITY IMPACT ASSESSMENT TEMPLATE

<p>Race</p>	<p>Committed to reducing inequalities in access and health outcomes</p>	<p>The majority of service users are White British (90%). This is followed by White Irish (3%). This is proportionately higher than the Surrey population as a whole which in 2011 stood at White British (84%) and White Irish (1%)³.</p> <table border="1"> <thead> <tr> <th colspan="3">Ethnicity⁴</th> </tr> </thead> <tbody> <tr> <td>White British</td> <td>1656</td> <td>90%</td> </tr> <tr> <td>White Irish</td> <td>12</td> <td>1%</td> </tr> <tr> <td>Other White</td> <td>48</td> <td>3%</td> </tr> <tr> <td>White & Black Caribbean</td> <td>11</td> <td>1%</td> </tr> <tr> <td>White & Black African</td> <td>5</td> <td>0%</td> </tr> <tr> <td>White & Asian</td> <td>12</td> <td>1%</td> </tr> <tr> <td>Other Mixed</td> <td>12</td> <td>1%</td> </tr> <tr> <td>Indian</td> <td>4</td> <td>0%</td> </tr> <tr> <td>Pakistani</td> <td>13</td> <td>1%</td> </tr> <tr> <td>Bangladeshi</td> <td>2</td> <td>0%</td> </tr> <tr> <td>Other Asian</td> <td>22</td> <td>1%</td> </tr> <tr> <td>Caribbean</td> <td>5</td> <td>0%</td> </tr> <tr> <td>African</td> <td>5</td> <td>0%</td> </tr> <tr> <td>Other Black</td> <td>5</td> <td>0%</td> </tr> <tr> <td>Chinese</td> <td>2</td> <td>0%</td> </tr> <tr> <td>Other</td> <td>15</td> <td>1%</td> </tr> <tr> <td>Not Stated</td> <td>6</td> <td>0%</td> </tr> <tr> <td>Missing ethnicity code</td> <td>14</td> <td>1%</td> </tr> </tbody> </table>	Ethnicity ⁴			White British	1656	90%	White Irish	12	1%	Other White	48	3%	White & Black Caribbean	11	1%	White & Black African	5	0%	White & Asian	12	1%	Other Mixed	12	1%	Indian	4	0%	Pakistani	13	1%	Bangladeshi	2	0%	Other Asian	22	1%	Caribbean	5	0%	African	5	0%	Other Black	5	0%	Chinese	2	0%	Other	15	1%	Not Stated	6	0%	Missing ethnicity code	14	1%
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³ 2011 Census ONS <http://www.surreyi.gov.uk/Viewdata.aspx?P=Data&referer=%2FViewpage.aspx%3F%3Dbasket%26BasketID%3d224>

⁴ Adult Partnership Quarterly Performance Report op cit

EQUALITY IMPACT ASSESSMENT TEMPLATE

Religion and belief	As part of a comprehensive assessment for a service users planned treatment.		Not record										
Sex		Requires further engagement with women not presenting for substance misuse interventions	<table border="1"> <tr> <td colspan="2">Gender⁵</td> </tr> <tr> <td>Male</td> <td>1343</td> </tr> <tr> <td>Female</td> <td>506</td> </tr> <tr> <td></td> <td>73%</td> </tr> <tr> <td></td> <td>27%</td> </tr> </table> <p>Women are significantly under-represented in treatment (this is the experience nationally – the ratio in Surrey is similar to that across the country).</p>	Gender⁵		Male	1343	Female	506		73%		27%
Gender⁵													
Male	1343												
Female	506												
	73%												
	27%												
Sexual orientation	As part of a comprehensive assessment for care planning		Optional recording.										
Marriage and civil partnerships	As part of a comprehensive assessment for care planning		Not recorded										

7b. Impact of the proposals on staff with protected characteristics

⁵ Adult Partnership Quarterly Performance Report op cit

EQUALITY IMPACT ASSESSMENT TEMPLATE

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	N/A see section 6		
Disability	N/A see section 6		
Gender reassignment	N/A see section 6		
Pregnancy and maternity	N/A see section 6		
Race	N/A see section 6		
Religion and belief	N/A see section 6		
Sex	N/A see section 6		
Sexual orientation	N/A see section 6		
Marriage and civil partnerships	N/A see section 6		

EQUALITY IMPACT ASSESSMENT TEMPLATE

8. Amendments to the proposals

Change	Reason for change

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
positive	<p>Improving procurement practice so that each decision is fully informed by Equality Impact Assessments</p> <p>Substance misuse commissioning workforce within PHE PDP further develop EIA skill base</p>	<p>2013-14 for scheduled procurement</p> <p>2014-15 Q1-2 for scheduled procurement</p> <p>Q1-4 2013-14</p>	MM/AGH
positive	<p>Improving data collection on the prevalence and nature of problems across groups with protected characteristics to inform contract management and assessment of the effectiveness of services</p>	<p>Establish and conduct on existing contracts Q1-Q3 2013-14. Identify ongoing assessment and review Q4 2013-14</p> <p>Further develop utilisation EIA data streams present in existing NDTMS reports and Halo client management system Q1 2013-14</p>	MM/AGH

EQUALITY IMPACT ASSESSMENT TEMPLATE

positive	Enhancing service user involvement in the design and delivery of service	Q1 2013-14	MM/AGH
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10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	Data available on uptake of services by people in most of the protected characteristic groups and significant engagement with individuals about the design and delivery of their care and treatment which informs the effectiveness of interventions for all groups.
Key impacts (positive and/or negative) on people with protected characteristics	Positive for all groups but there is a marked under representation of women receiving care and treatment.
Changes you have made to the proposal as a result of the EIA	This set of services is transferring to the council. It is not at this stage being reconfigured or re-commissioned. Separate EIAs will be carried out as services go through procurement.
Key mitigating actions planned to address any outstanding negative impacts	Collecting more information on prevalence across the protected characteristics groups to further improve contract management and the evaluation of the effectiveness of services. Additional engagement with women to improve the rate of take up of services.
Potential negative impacts that cannot be mitigated	None.

1. Topic of assessment

EIA title:	5-19 years commissioning
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EIA author:	Kelly Morris, Public Health Principal
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2. Approval

	Name	Date approved
Approved by¹	Dr Akeem Ali	25 March 2013

3. Quality control

Version number		EIA completed	
Date saved		EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Maggie Simkins	Senior Public Health Lead	NHS Surrey/CC	NCMP

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>From 1 April 2013 Surrey County Council will become responsible for the 5-19 programme which aims to commission universal and progressive services for children and young people to promote optimal health and wellbeing. This is a statutory commissioning function which aims to ensure that children's 5-19 services are commissioned, decommissioned and recommissioned based on need, evidence based practice and achievement of improved outcomes for children.</p> <p>The commissioning service:</p> <ul style="list-style-type: none"> ensures that ongoing service delivery is monitored and performance managed in line with the service specification; evaluates the effectiveness of the service and makes
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¹ Refer to earlier guidance for details on getting approval for your EIA.

EQUALITY IMPACT ASSESSMENT TEMPLATE

	<p>recommendations to recommission or decommission;</p> <ul style="list-style-type: none"> • focuses on improving children’s health and social wellbeing to ensure universal and progressive services for children and young people promote optimal health and wellbeing; • ensures robust data collection processes are in place; • ensures services develop in line with best practice and continue to meet the need of the Surrey population; • ensures robust care pathways exist between commissioned services i.e. from children’s 0-5 services and to adult social care; and • ensures the service user voice is included within and influences commissioning decisions including the most vulnerable young people such as those in care. <p>All services are commissioned to work towards ‘You’re Welcome quality criteria’ accreditation. You’re Welcome sets out principles to support health service providers to improve their service and be more accessible for young people.</p> <p>As part of a broader responsibility to provide obesity and community nutrition initiatives, Surrey County Council will also become responsible for local commissioning of the mandatory National Child Measurement Programme. This is a universal programme which measures all children in schools.</p>
<p>What proposals are you assessing?</p>	<p>This service is not changing as part of the transfer of the Public Health function to Surrey County Council. Therefore this Equality Impact Assessment is re-assessing the existing service.</p> <p>The aim of the services is to commission outcomes and evidence based practice, which focuses on improving children’s health and social wellbeing, to ensure universal and progressive services for children and young people promote optimal health and wellbeing.</p> <p>The service delivery model to achieve this will be based upon a holistic full service offer of care. This offer is aligned to local need and will include a core universal 5-19 years offer which is supplemented for individual children from wider public health and other services as required to meet identified needs in line with ‘Getting it right for young people – call to action’.</p> <p>The service model sets out the good practice framework for prevention and early intervention services for children and young people aged 5–19 and acknowledges that health, education and other partners working together across a range of settings can significantly enhance a child’s or young person’s life by identifying and then addressing their health needs through a range of interventions.</p> <p>The core ambition is that this model results in healthier, happier children and young people who are ready to take advantage of positive opportunities and able to reach their full potential. This should</p>

EQUALITY IMPACT ASSESSMENT TEMPLATE

	<p>be made possible for <i>all</i> children and young people, regardless of health status or home background.</p> <p>Effective delivery of this good practice programme, over time, may contribute to improvements in:</p> <ul style="list-style-type: none"> • the quality and experience of health services; • health and wellbeing outcomes (such as reduction in the number of children obese or overweight, improved management of chronic conditions and reduced bullying); • broader health and wellbeing outcomes (such as higher life satisfaction, participation in positive activities); • educational outcomes; • support for particularly at-risk children and young people as identified by the school. • and data capture and analysis.
<p>Who is affected by the proposals outlined above?</p>	<p>Groups affected by the proposals include:</p> <ul style="list-style-type: none"> • Children aged 5-19 and their families . • Provider staff. Current staff were involved in the development of the service specification. • External organisations we commission to deliver services on behalf of the Council or in partnership with it.

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6. Sources of information

Engagement carried out
<p>Consultation and involvement of patients and the public in decisions about local service changes and developments is a requirement for all services. In addition, service providers are expected to have regular consultation with service users to assess satisfaction.</p> <p>All services that are 'You're Welcome quality criteria' accredited have involved young people in the evaluation of their service.</p> <p>Clinicians were involved in the development of the service specification via a series of workshops. Their role was to ensure the service specification was clinically sound and in line with clinical standards.</p> <p>The Children's joint Commissioning Steering Group involves key partners such as CCGs and other SCC directorates such as social care.</p>
Data used
<p>This includes:</p> <ul style="list-style-type: none">• National research• <u>Surrey-i</u>, our local data and information portal, which can be searched by protected characteristic.• Service monitoring reports.• User feedback and/or complaints data.

7. Impact of the new/amended policy, service or function

EQUALITY IMPACT ASSESSMENT TEMPLATE

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
Age	Positive impacts for the age 5-19 group tailored to the needs of individual children. Services are targeted to respond to higher need in deprived areas through additional capacity provided through the school nurse service.	As services end at age 19, if care (communication) pathways are not in place at transition points some service users may be negatively impacted.	This is a national issue as care pathway split between commissioners. i.e. Maternity by CCGs, Children 0-5 year olds services by area teams and Children 5-19 years old services by Local Authorities. Resources are focused on more deprived areas
Disability	Better alignment with SCC children services is expected as part of the transfer of function. This could lead to improvements in the commissioning of services for disabled young people. All services have disabled access.		
Gender reassignment	No impact	No impact	
Pregnancy and maternity	No impact	No impact	
Race	No impact	No impact	
Religion and belief	No impact	No impact	

² More information on the definitions of these groups can be found [here](#).

EQUALITY IMPACT ASSESSMENT TEMPLATE

Sex	No impact	No impact
Sexual orientation	No impact	No impact
Marriage and civil partnerships	No impact	No impact

7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	No impact	No impact	
Disability	No impact	No impact	
Gender reassignment	No impact	No impact	
Pregnancy and maternity	No impact	No impact	
Race	No Impact	No impact	
Religion and belief	No impact	No impact	
Sex	No Impact	No impact	

EQUALITY IMPACT ASSESSMENT TEMPLATE

Sexual orientation	No impact	No impact	
Marriage and civil partnerships	No impact	No impact	

EQUALITY IMPACT ASSESSMENT TEMPLATE

8. Amendments to the proposals

Change	Reason for change
N/A	

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Disruption to support for children at key transition points	Good communication with other commissioners in the pathway	1/6/13	KM
Ensure the ongoing monitoring of groups with protected characteristics	Ensure key stakeholders attend contract monitoring meetings and terms of reference are clear. Enhance the capture and use of data in the child health information system.	30/6/13	KM
Ensure ongoing consultation with key stakeholders	Ensure reference group is established and is attended by key stakeholders with a clear terms of reference	1/5/13	KM
Enhance the involvement of young people in the commissioning cycle	Develop a more structured process for involvement in the design and evaluation phases drawing on practice developed as part of work on the 'Call to Action: Getting Services Right for Young People'	30/6/13	KM

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
N/A	

EQUALITY IMPACT ASSESSMENT TEMPLATE

11. Summary of key impacts and actions

<p>Information and engagement underpinning equalities analysis</p>	<p>Best practice guidance from the Department of Health, national data and service user data is used to inform the commissioning of services. Consultation with service users is ongoing, and all services that are 'You're Welcome' accredited have involved young people in the evaluation of their services. The Children's Joint Commissioning Steering group provides a forum for partners such as CCGs to provide input into the commissioning of services. In addition an expert reference group will be established in 2013 to input into the 5-19 agenda.</p>
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>Positive impacts have been identified for the 5-19 age group who will receive targeted services. Where services are universal this will benefit all groups with protected characteristics within this age group. Where services are focused these will benefit those aged 5-19 from more deprived areas.</p> <p>Potential negative impacts are identified as arising from the targeting of services on the 5-19 group if care (communication) pathways aren't in place at transition points.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>N/A</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>To mitigate the potential negative impact lost or delayed support for children at key transition points, good communication with other commissioners in the pathway will be ensured.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>N/A</p>

EQUALITY IMPACT ASSESSMENT TEMPLATE

1. Topic of assessment

EIA title:	Public Health - Health Protection
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EIA author:	Tricia Spedding - Public Health Lead
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2. Approval

	Name	Date approved
Approved by	Dr Akeem Ali	25 March 2013

3. Quality control

Version number	1	EIA completed	
Date saved	06/03/13	EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>The Public Health - Health Protection and Emergency Planning Unit has the responsibility for the following work streams:</p> <ul style="list-style-type: none"> • Health protection • Accidental injuries • Immunisations and screening • Seasonal mortality • Violence and safety • Environmental risks • Emergency planning • Emergency handling • Outbreak • Infection prevention and control <p>Detailed project plans are in place, which include SMART objectives and realistic milestones. These are monitored on a monthly basis by the unit team and can be accessed via the Public Health Business Unit.</p>
What proposals are you assessing?	<p>The above work streams have been developed and implemented by NHS Surrey, however with the implementation of the NHS reforms and the move of public health to local authorities these now become the responsibility of Surrey County Council</p> <p>Work continues on each work stream to ensure they meet the need of the statutory functions of the council and the needs of Surrey residents:</p>

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	<ul style="list-style-type: none"> • Health protection - to provide assurance for the Director of Public Health that the health protection arrangements in place post April 2013 will protect the population's health and wellbeing. Including detailed accountability and governance arrangements for communicable disease control, chemicals, radiation and environmental hazards and how these will be maintained during 2013/14. • Accidental injuries - accidental Injury prevention, including SUIs, adult and child safeguarding and maternal and child death panel. • Immunisations and screening (cancer and non cancer) - supporting, reviewing and challenging delivery of services to ensure targets are met. Work with NHS National Commissioning Board Local Area Team (LAT) to ensure services meet the needs of Surrey residents. • Seasonal mortality - local initiatives to reduce excess deaths. Effective partnerships with Boroughs and Districts leading to home improvements and fewer excess winter deaths • Violence and safety - public health aspects of promotion of community safety, violence prevention and response. • Environmental risks - local initiatives that reduce public health impacts of environmental risks. • Emergency planning - emergency planning, resilience and response, maintenance of current systems and governance. • Emergency handling - the local authority role in dealing with health protection incidents, outbreaks and emergencies. • Outbreak - Leading the scaling up of NHS services in an outbreak situation (population immunisation, prophylaxis etc). Ensuring NHS response to incidents and outbreaks. • Infection prevention and control
Who is affected by the proposals outlined above?	<p>Each work stream may have a specific target group depending on the particular project and the evidence base around good practice and effective intervention. In some cases all Surrey residents may be affected.</p> <p>The project plans within the work streams may also affect working practices within the council where staff work together to plan and deliver services.</p>

6. Sources of information

Engagement carried out
<p>As these work streams were previously mandatory functions of NHS Surrey engagement was undertaken at a national level. However in the future if changes are made to projects within the Health Protection and Emergency Planning Unit, the unit lead will consult the communication department and use the Council's consultation and engagement toolkit to help with appropriate engagement.</p>
Data used

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As the majority of the projects are developed and delivered on national directive data is used from the following:

- NICE (National Institute of Clinical Excellence)
- Dept of Health
- NHS Information Service
- Health Protection Agency
- National Screening Programme
- Joint Committee for Vaccination and Immunisation

EQUALITY IMPACT ASSESSMENT TEMPLATE

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
<p>Age</p>	<p>Screening and immunisation programmes are targeted appropriately to those age groups most at risk</p> <ul style="list-style-type: none"> HPV - 12 - 13 year old girls - catch up for 14 - 17 year old girls Seasonal flu - over 65's, , under 65's with other health conditions, Tuberculosis - birth to 16 years old at high risk Chickenpox - siblings of children who have suppressed immune system, Pneumococcal - Babies, over-65s and at-risk people <p>Effective action on health aspects child safeguarding will benefit young people at risk.</p>		<p>National guidance from NICE and Dept of Health</p>
<p>Disability</p>	<p>Focus on those at risk will work towards achieving national targets.</p>	<p>N/A</p>	<p>National guidance from NICE and Dept of Health</p>
<p>Gender reassignment</p>	<p>Focus on those at risk will work towards achieving national targets.</p>	<p>N/A</p>	<p>National guidance from NICE and Dept of Health</p>
<p>Pregnancy and maternity</p>	<p>Focus on those at risk will work towards achieving national targets. Immunisation priorities include:</p>	<p>N/A</p>	<p>National guidance from NICE and Dept of Health</p>

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	<ul style="list-style-type: none"> - seasonal flu jabs for pregnant women - Whooping cough - babies and pregnant women when they are 28-38 weeks pregnant. - Hepatitis B - children at high risk of exposure to hepatitis B, and babies born to infected mothers. 			
Race	Focus on those at risk will work towards achieving national targets	N/A	National guidance from NICE and Dept of Health	
Religion and belief		N/A	National guidance from NICE and Dept of Health	
Sex	<p>Focus on those at risk will work towards achieving national targets</p> <ul style="list-style-type: none"> • Breast Screening - all women aged 50 and over • Cervical screening - all women between the ages of 25 and 64 • Bowel Cancer Screening - all men and women aged 60 to 69. 	<p>A number of screening and immunisation programmes are not available for both genders due to being targeted appropriately to those considered most at risk.</p>	National guidance from NICE and Dept of Health	
Sexual orientation	Focus on those at risk will work towards achieving national targets.	N/A	National guidance from NICE and Dept of Health	
Marriage and civil partnerships	N/A	N/A	National guidance from NICE and Dept of Health	

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7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age			
Disability			
Gender reassignment			
Pregnancy and maternity			
Race			
Religion and belief			
Sex			
Sexual orientation			
Marriage and civil partnerships			

EQUALITY IMPACT ASSESSMENT TEMPLATE

8. Amendments to the proposals

Change	Reason for change

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Positive impact - wider focus on prevention to ensure a protected population.	Work with communications department to improve awareness across the population.	March 2014	Unit Lead
Negative impact - programmes targeted to specific ages and genders.	Continue to monitor uptake to ensure targeted groups are accessing services. Work with communications department to ensure key messages are communicated appropriately.	March 2014	Unit Lead
Need for arrangements for engaging Surrey residents in shaping the design and delivery health protection activity	Develop arrangements building on existing practice and with advice from across SCC.	March 2014	Unit Lead

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
N/A	N/A

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	Engagement undertaken at a national level previously. However in the future if changes are made to projects within the Health Protection and Emergency Planning Unit, the unit lead will consult the communication department and use the Council's consultation and engagement toolkit to help with appropriate engagement.
Key impacts (positive and/or negative) on people with protected characteristics	<p>Positive impact:</p> <ul style="list-style-type: none"> Wider focus on prevention to ensure a protected population. Screening and immunisation programmes are targeted appropriately to those considered most at risk. <p>Negative impact:</p> <ul style="list-style-type: none"> A number of screening and immunisation programmes are not available for all due to being targeted appropriately to those

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	considered most at risk.
Changes you have made to the proposal as a result of the EIA	None
Key mitigating actions planned to address any outstanding negative impacts	Work with communications department to ensure key messages are communicated appropriately. Ensure that where groups are targeted for certain services that this continues to be based on appropriate evidence and national guidance.
Potential negative impacts that cannot be mitigated	None

1. Topic of assessment

EIA title:	Health Improvement Programme - Behaviour Change Unit
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EIA author:	Helen Atkinson
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2. Approval

	Name	Date approved
Approved by	Dr Akeem Ali	25 March 2013

3. Quality control

Version number		EIA completed	
Date saved		EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role

5. Explaining the matter being assessed

<p>What policy, function or service is being introduced or reviewed?</p>	<p>Health Improvement is a key domain of Public Health work. In Surrey, the Behaviour Change Unit within the Public Health Directorate will take a lead role in delivering Health Improvement work. Existing services are being continued in 2013/14, there will not be any changes in this period.</p> <p>The Behaviour Change Unit will lead on a wide range of initiatives and programmes aimed at helping people to take control and improve their own health and well-being. These initiatives seek to not just to prevent ill health, but go beyond that and positively improve both physical and psychological well-being.</p> <p>Programmes range from those aimed at helping people to stop smoking, reduce alcohol intake or improve their diet, through to initiatives focused more on improving psychological well-being and reducing social isolation. In that sense, Health Improvement work focuses not just on health related behaviours, but on the wider psychosocial factors that may influence those behaviours.</p> <p>Specific outcomes against which progress within this work programme can be gauged are set out in the Public Health Outcomes Framework. Within this Framework, the work of the Behaviour Change unit can be seen as most closely related to Domain One (“Improving the Wider Determinants of Health” and Domain Two (“Health Improvement”).</p>
<p>What proposals are you assessing?</p>	<p>Set out below are the key elements of the Health Improvement programme that will be delivered in 2013/14 with the Behaviour Change Unit. In many cases, this work builds on previously established programmes and successes. However, there is a clear focus on new and evolved initiatives that are up to date and responsive to the recent changes in the health and social care system.</p> <p>NHS Health Check Programme</p> <p>Cardiovascular Disease (CVD) is a major cause of mortality and long-term morbidity. Early detection can not only reduce the impact on individuals but also healthcare costs. NHS (vascular) Health Checks are an evidence based vehicle for increasing early detection. NHS Health Checks are for all people aged between 40-74 years that do not already have a diagnosed condition. The Health Checks programme is mandatory and is a deliverable within the Public Health Outcomes Framework.</p> <p>68348 Health Checks need to be offered across primary care, commissioned outreach and community groups and 34172 Health Checks need to be delivered across primary care, commissioned outreach and community groups, also in key settings including prisons, acute hospitals, mental healthcare settings, community</p>

outreach and primary care. The programme does have a focus on tackling health inequalities and as such providers of the service will be encouraged to target those most at risk of developing CVD. This will include South Asian communities who are more predisposed to developing diabetes.

Physical activity for adults

In Surrey 88% of adults don't participate in enough physical activity to benefit their health (5 x 30 minutes) and 42.5% of people in Surrey don't do any physical activity at all (0 x 30 minutes). This data is broken down by age, disability, ethnicity, gender and socio-economic class:

Age

Aged 55+ are least active with 59.7% participating in no activity at all (0 x 30 minutes) and 92% do not participate in the recommended levels of physical activity to benefit their health (5 x 30 minutes).

Disability

People who have a limiting disability are less active with 66.4% participating in no activity at all (0 x 30 minutes), however, 87% do not participate in the recommended levels of physical activity to benefit their health which is similar to all adults (5 x 30 minutes).

Ethnicity

There are no differences in ethnicity

Gender

Women are less active with 49.7% participating in no activity at all (0 x 30 minutes) and 89% do not participate in the recommended levels of physical activity to benefit their health (5 x 30 minutes) which is similar to all adults.

Socio-economic class

NS SEC 3 and NS SEC 5-8 are the two least active groups based on socio-economic class.

Surrey Exercise Referral and Weight Management Scheme is a project that aims to improve the health and well-being of inactive patients by encouraging a programme of prevention, improvement and / or medical management of individual health conditions.

Let's Get Moving is a behaviour change brief intervention for physical activity within Primary Care. It is an evidence-based physical activity care pathway that provides additional support to inactive patients.

Public Health input is provided to Surrey County Council's Olympic

Legacy Plans in particular with a focus on increasing participation in cycling through the expansion of existing exercise referral schemes to include indoor and outdoor cycling.

Stop smoking services and interventions

Smoking is a major contributor to premature death and chronic illness. It kills 1400 Surrey residents each year and it is one of the most significant causes of inequalities. Aside from the human impact, the costs of smoking extend to healthcare and societal resources. Efforts in Surrey to tackle the impact of smoking include extensive provision of Stop Smoking Support, interventions aimed at preventing smoking uptake and work focused on reducing the exposure to second-hand smoke.

Effective promotion is key to all aspects of the Tobacco programme, both in relation to the dangers of smoking and of the availability of stop smoking support. This will take place across a range of settings and contexts, including the NHS Health Checks programme, and in a range of workplaces, healthcare settings and schools & youth services. Specific work will target priority groups such as pregnant women and young people

Wider tobacco control

The tobacco control programme is coordinated by the Smokefree Surrey Alliance. The Surrey Tobacco Control Strategy has four strategic priorities, specific projects are aligned to each priority (an EIA of the strategy was undertaken at the time it was drafted):

a) Strategic Priority 1 - Reducing uptake of smoking in children and young people

- Ongoing project with Babcock 4S to continue to promote Surrey tobacco control education toolkit.
- Alliance funded underage sales project with Surrey Trading Standards. Working with a pilot school in north Leatherhead looking at a community approach to tackle underage smoking with a multi agency/local community partnership.
- Development of advocacy section on Alliance website hosted by local borough council.

b) Strategic Priority 2 - Tackling health inequalities and helping smokers to stop

- Including hard to reach groups eg; routine and manual workers; pregnant smokers; young people; Gypsies, Romas and Travellers
- Working with health champions in Runnymede and other D&Bs, Surrey Community Action (GRT) to promote stop smoking

c) Strategic Priority 3 -- Reducing exposure to secondhand smoke

- A funded project with four borough councils across the county looking at smokefree compliance in work vehicles.
- A project with Surrey Fire and Rescue Service, reviewing the Home Fire Safety Check and Visit and incorporating some smokefree messages around smokefree homes, with the aim of reducing the incidence of fatal fires in Surrey (the majority of which are caused through smokers' materials).

d) Strategic Priority 4 - Combating illicit tobacco

A group of Alliance partners - trading standards, D&B's environmental health, police, HMRC - are working on developing an action plan to tackle illegal; tobacco in the county.

Dental Public Health

This service aims to ensure that the local population has reasonable access to NHS dentistry. It aims to provide a strategic co-ordinated framework for a range of oral health promotion activities and supports resources across a wide range of individuals and organisations.

Additional funding has been received from DH to help improve access to NHS dentistry. The overall aim of this project is to work with existing NHS practices to encourage them to accept more new patients and provide care at a time when capacity within the system is stretched as practices run out of contract activity to see patients. There will be a national campaign but the service is also considering if there should be some local communications work done to promote access to NHS dentistry as there is a strong public perception that there are not NHS dentists available in Surrey.

The Local Authority has a statutory responsibility to provide a range of activities within Dental Public Health that support the population to improve their oral health. Dental decay is an entirely preventable disease.

“Oral health promotion programme” means a health promotion and disease prevention programme the underlying purpose of which is to educate and support members of the public about ways in which they may improve their oral health.

Oral health promotion programmes can be more effective in terms of cost and their effects on the population if targeted. This means targeting oral health promotion to certain identified population subgroups. In relation to dental health a certain subgroup could be children.

Reviews into the effectiveness of oral health promotion have concluded that strategies should involve the local community, agencies and health workers therefore oral health promotion can be integrated into general health promotion encouraging inter departmental working within local authorities.

Public mental health

This is a multi-agency and multi-faceted pilot project to raise awareness about mental health problems and reduce the associated stigma and discrimination in Redhill and Merstham. These are areas of high mental health need and socio-economic deprivation compared to most other Surrey Districts and Boroughs and the Merstham estate has the highest level of Common Mental Health Disorders of any super output area in Surrey. This work aligns with the Surrey CC Mental Health PVR which included the recommendation “to improve

	<p>knowledge and awareness of mental health and address stigma and discrimination.”</p> <p>Aims of the Pilot:</p> <ul style="list-style-type: none"> • improve public understanding of and positive attitudes towards mental • reduce the stigma and discrimination experienced by people with a mental health problem • increase the confidence and ability of people with mental health problems to address discrimination <p>The aims will be achieved through: a comprehensive programme of mental health awareness training with local employers and providers of services; mental health ambassadors sharing their experiences through the training, “Human Library” events; a project identified by the local community; creative/arts based approaches using cast and contributions from people with experience of mental health problems; media communication and local monitoring of stigmatising reporting.</p> <p>Birth defect reduction initiatives</p> <p>Foetal alcohol spectrum disorder (FASD) can be caused if a woman drinks alcohol during pregnancy. FASD is an umbrella term that covers foetal alcohol syndrome (FAS), alcohol-related neurodevelopmental disorders (ARND), alcohol-related birth defects (ARBD), foetal alcohol effects (FAE) and partial foetal alcohol syndrome (pFAS).</p> <p>PH will work to develop a programme to raise awareness of the issues of consuming alcohol when pregnant.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>Health Improvement work aims to reach a wide range of people. There is a specific focus on those groups who may be vulnerable to poor health and well-being, either because of an increased susceptibility to ill health or because of poor access to health services. In this sense, Health Improvement work seeks to reduce inequalities and increase the cost-effectiveness of initiatives through effective targeting towards those most in need.</p> <p>The groups targeted or most likely to be affected by each of the Health Improvement work streams are set out below.</p> <p>NHS Health Check Programme</p> <p>NHS Health Checks are for all people aged between 40-74 years that do not already have a diagnosed condition. The programme does have a focus on tackling health inequalities and as such providers of the service will be encouraged to target those most at risk of developing CVD. This will include South Asian communities who are more predisposed to developing diabetes.</p> <p>Physical activity for adults</p> <p>Surrey Exercise Referral and Weight Management Scheme targets</p>

inactive adult patients within Primary and Secondary care who have at least one medical condition that can be managed with physical activity.

Let's Get Moving targets inactive adults living in Stanwell, Spelthorne, a Priority Place identified by Surrey County Council. This is to target areas of higher levels of inactivity and where greatest health improvement benefits will be seen.

Stop smoking services and interventions

Adults over the age of 16 and young people resident in Surrey.

Wider tobacco control

Some projects are targeted at children and young people and families; others disadvantaged groups and some at the wider population. Some projects are specifically targeted at children and young people, others are for the wider public, and some are targeted at specific groups eg; fatal fires project, looking at smokers who have been shown by evidence to be more exposed to fatal fires.

Dental Public Health

The end result of the project will be up to 6,000 new patients will be seen in the NHS in the next three months.

Activity will be targeted at particular groups, notably young children.

Public mental health

The target group is people living and working in Redhill and Merstham – because these are areas of high mental health need compared to most other Surrey Districts and Boroughs. No group is being excluded from the project and we are linking with staff working with groups that are at higher risks of mental health problems and hard to reach, so that they can promote the project to them and encourage them to participate:

- Black and Minority Ethnic Groups – information about the project is being sent to the Forum;
- have met with the lead for Travellers and , Lesbian, Gay, Bisexual and Transgender groups);
- presentation on the project to the Gypsy, Roma, Traveller Forum

Birth defect reduction initiatives

Pregnant women, no exclusions.

6. Sources of information

Engagement carried out
<p>Public Health staff will deliver Health Improvement initiatives in partnership with a variety of statutory bodies, service providers, community organisations, commercial businesses and public / patient representatives. Each work stream has been developed in conjunction with these partners and engagement will continue as work streams develop and are re-commissioned. Engagement has been carried out to help design the programme and its delivery. Brief details are set out below.</p> <p>NHS Health Check Programme The Surrey Health Checks steering group has representatives from Public Health, CCG's, GPs and Pharmacists and has oversight of service delivery.</p> <p>Physical activity for adults Most leisure providers in Surrey are contracted to provide exercise referral and weight management by the borough or district council. There are regular meetings of all partners including the boroughs and districts, the main providers and healthcare professionals.</p> <p>Stop smoking services and interventions The terms and implementation of the contract for provision of stop-smoking support has been developed with General Practitioners, CCGs, Pharmacists, Acute Trusts, Children's Centres and Leisure Centres. Employers have influenced the frequency and location of work-based stop smoking support and healthy workplace events themed on stop smoking.</p> <p>Wider tobacco control Consultation takes place at stakeholder meetings with key organisations: Trading Standards, Surrey Fire and Rescue Service, Borough and District authorities, Surrey Police, Crimestoppers, and Surrey Community Action.</p> <p>Dental Public Health The development of the oral health strategy will involve the local community, agencies and health workers. Stakeholders are currently being identified.</p> <p>Public mental health A wide range of organisations including mental health charities as well as users of mental health services</p> <p>Birth defect reduction initiatives A population of babies at risk is currently being identified. Their families will be invited to participate in the programme.</p>
Data used
<p>In designing Health Improvement work streams a wide range of data and information sources have been considered. These have ranged from local quantitative data resources such as Surrey i and Health Needs Assessments through to nationally</p>

published evidence reviews of need and effectiveness (eg – Stop Smoking related NICE Guidance and Cochrane Collaboration reviews)

7. Impact of the new/amended policy, service or function

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic ¹	Potential positive impacts	Potential negative impacts	Evidence
<p>Age</p>	<p>Tobacco Control projects have a specific emphasis on the protection of young persons.</p> <p>Smoking among 15 year olds is a specific priority due to the inclusion of this indicator in the Public Health Outcomes Framework. Department of Health (DoH) monitoring data records uptake of service by age group.</p> <p>Health improvement at any age.</p>	<p>Those outside of the age criteria (40-74) are not offered an NHS Health Check. This exclusion criterion is set nationally by the Department of Health.</p>	<p>All age groups supported. Data on age range groups are included on number of each age group treated is recorded and reported to DoH every quarter.</p>
<p>Disability</p>	<p>Potential positive impacts for all protected characteristics:</p> <ul style="list-style-type: none"> -Improved understanding of mental health -More positive attitudes towards people with mental health problems -Less stigma & discrimination experienced by people with mental health problems. <p>Specific emphasis on the protection of vulnerable adults within Tobacco Control work with Surrey Fire & Rescue Service.</p>	<p>None</p>	<p>Face to Face support can be provided by each contracted provider.</p> <p>Or telephone support for smokers with mobility problems can be arranged for all who wish to quit.</p> <p>Telephone support can be arranged via a contracted provider or directly by Surrey Stop Smoking Service.</p> <p>Specialist service provided for users with mental health issues.</p>

¹ More information on the definitions of these groups can be found [here](#).

	<p>Telephone support for smokers with mobility problems can be arranged for all who wish to quit. A specialist service is also provided for users with mental health issues.</p> <p>Support available to all. Immediate health benefits.</p>		
<p>Gender reassignment</p>	<p>Support available to all. Immediate health benefits.</p>	<p>None</p>	<p>No exclusions for this population group have been agreed. No claims of exclusion from this population group have been received or made to Surrey Stop Smoking Services</p>
<p>Pregnancy and maternity</p>	<p>Immediate health benefits to mother and baby. Smoking in pregnancy is a specific priority due to the inclusion of this indicator in the Public Health Outcomes Framework. Immediate health benefits to mother and baby.</p>		<p>Specific support is available to this patient group directly via Surrey Stop Smoking Service. Evidence of number treated is recorded and reported to DoH every quarter.</p>
<p>Race</p>	<p>Stop Smoking support delivery strategy recognises that BME groups are a priority target. Main information on stop smoking support available is other languages. Department of Health (DoH) monitoring data records uptake of service by ethnic group.</p>		<p>Department of Health (DoH) monitoring data records uptake of service from ethnic groups</p>

	<p>The Health Checks programme does have a focus on tackling health inequalities and as such providers of the service will be encouraged to target those most at risk of developing CVD. This will include South Asian communities who are more predisposed to developing diabetes.</p> <p>Stop Smoking support delivery strategy recognises that BME groups are a priority target.</p>		
Religion and belief	Support available to all. Immediate health benefits	None	Work with all partners are in accordance with local and national policies on inclusion for all religious groups and beliefs
Sex	Support available to all. Immediate health benefits	Some differences in smoking rates between male and female	Action included in general targets and performance required by each contracted provider.
Sexual orientation	Support available to all. Immediate health benefits	None	No exclusions for this population group have been agreed. No claims of exclusion from this population group have been received or made to Surrey Stop Smoking Services
Marriage and civil partnerships	Support available to all. Immediate health benefits	None	No exclusions for this population group have been agreed. No claims of exclusion from this population group have been received or made to Surrey Stop Smoking Services

7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	Job satisfaction of improving others health	None	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.
Disability	Job satisfaction of improving others health	Limitations in mobility or communication	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.
Gender reassignment	Job satisfaction of improving others health	None	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.
Pregnancy and maternity	Job satisfaction of improving others health	None	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.
Race	Job satisfaction of improving others health	Language barriers if English not first language	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.
Religion and belief	Job satisfaction of improving others health	None	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.
Sex	Job satisfaction of improving others health	None	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.
Sexual orientation	Job satisfaction of improving others health	None	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.
Marriage and civil partnerships	Job satisfaction of improving others health	None	No adverse reports or complaints received at provider performance management meetings or skills update and supervision sessions.

8. Amendments to the proposals

Change	Reason for change
N/A	

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Involvement of service users in development and commissioning of services.	As services are commissioned or recommissioned to ensure service users with protected characteristics are consulted and involved.	Ongoing	
Monitoring and collection of data on groups with protected characteristics to inform future provision.	To continue to collect data and monitor the impact of commissioned services on certain groups.	Ongoing	

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
Those outside of the NHS Health Check age criteria are not screened	Age

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	Public Health staff will deliver Health Improvement initiatives in partnership with a variety of statutory bodies, service providers, community organisations, commercial businesses and public / patient representatives. Each work stream has been developed in conjunction with these partners and engagement will continue as work streams. Engagement has been carried out to help design the programme and its
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	<p>delivery.</p> <p>In designing Health Improvement work streams a wide range of data and information sources have been considered. These have ranged from local quantitative data resources such as Surrey i and Health Needs Assessments through to nationally published evidence reviews of need and effectiveness (eg – Stop Smoking related NICE Guidance and Cochrane Collaboration reviews</p>
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>Positive impacts for young people are expected from Tobacco Control projects which will target young people, specifically those at age 15. Health benefits are also expected for pregnant women and BME groups who will be provided with additional support to stop smoking.</p> <p>Positive impacts are expected for people with mental health issues as a result of the programmes.</p> <p>Potential negative impacts are identified for those who are outside the age criteria for an NHS Health Check (age 40-74).</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>N/A</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>To ensure ongoing monitoring and evaluation of services in regards to groups with protected characteristics. To continue to consult and involve service users as part of the commissioning process.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>Those outside of the NHS Health Check age criteria are not screened</p>

SURREY COUNTY COUNCIL**CABINET****DATE: 26 MARCH 2013****REPORT OF: MR DAVID HODGE, LEADER OF THE COUNCIL****LEAD OFFICER: SHEILA LITTLE, CHIEF FINANCE OFFICER AND DEPUTY DIRECTOR FOR CHANGE AND EFFICIENCY****SUBJECT: BUDGET MONITORING FORECAST 2012/13 (PERIOD ENDING FEBRUARY 2013)****SUMMARY OF ISSUE:**

To note:

- the year-end revenue and capital budget monitoring projections as at the end of February 2013.

Please note that the Annex 1 to this report will be circulated separately prior to the Cabinet meeting.

RECOMMENDATIONS:

It is recommended that the Cabinet:

1. notes the projected revenue budget underspend; (Annex 1 – Section A) and the Capital programme direction; (Section B)
2. confirms that government grant changes are reflected in directorate budgets; (Section C)

REASON FOR RECOMMENDATIONS:

To comply with the agreed strategy of providing a monthly budget monitoring report to cabinet for approval and action as necessary.

DETAILS:

1. The council's 2012/13 financial year commenced on 1 April 2012 and this is the ninth financial report of this financial year.
2. The council has implemented a risk based approach to budget monitoring across all directorates and services. The risk based approach is to ensure that resources are focused on monitoring those budgets assessed high risk, due to their value or volatility. There is a set of criteria to evaluate all budgets into high, medium and low risk.

3. High risk areas report monthly, where as low risk services areas report on an exception basis. This is if the year to date budget and actual spend vary by more than 10%, or £50,000, whichever is lower.
4. Annex – Section A to this report sets out the council’s revenue budget forecast year end outturn as at the end of February 2013. The forecast is based upon current year to date income and expenditure as well as projections using information available to the end of the month. The report provides explanations for significant variations from the budget.
5. Annex – Section B to this report updates Cabinet on the council’s capital budget.
6. Annex – Section C provides details of the revenue changes to government grants and other budget virements.

Consultation:

7. All Cabinet Members will have consulted their relevant Strategic Director on the financial positions of their portfolios.

Risk management and implications:

8. Risk implications are stated throughout the report and each Strategic Director has updated their strategic and or service risk registers accordingly. In addition, the Leadership risk register continues to reflect the increasing uncertainty of future funding likely to be allocated to the council.

Financial and value for money implications

9. The financial and value for money implications are considered throughout this report and will be further scrutinised in future budget monitoring reports. The council continues to have a strong focus on its key objective of providing excellent value for money.

Section 151 Officer commentary

10. The Section 151 officer confirms that all material, financial and business issues and risks are considered throughout the report.

Legal implications – Monitoring Officer

11. There are no legal issues and risks.

Equalities and Diversity

12. Any impacts of the budget monitoring actions will be evaluated by the individual services as they implement the management actions necessary.

Climate change/carbon emissions implications

13. The County Council attaches great importance to being environmentally aware and wishes to show leadership in cutting carbon emissions and tackling climate change.
14. Any impacts on climate change and carbon emissions to achieve the Council's aim will be considered by the relevant service affected as they implement any actions agreed.

WHAT HAPPENS NEXT:

The relevant adjustments from the recommendations will be made to the council's accounts.

Contact Officer:

Sheila Little, Chief Finance Officer and Deputy Director for Change and Efficiency
020 8541 7012

Consulted:

Cabinet / Corporate Leadership Team

Annexes:

Annex 1 – Section A – Revenue Budget Summary
Annex 1 – Section B – Capital Budget Summary
Annex 1 – Section C – Revenue Budget movements

Sources/background papers:

None

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SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013

REPORT OF: MR DAVID HODGE, LEADER OF THE COUNCIL

LEAD OFFICER: SHEILA LITTLE, CHIEF FINANCE OFFICER AND DEPUTY DIRECTOR FOR CHANGE AND EFFICIENCY

SUBJECT: BUDGET MONITORING FORECAST 2012/13 (PERIOD ENDING FEBRUARY 2013)



SUMMARY OF ISSUE:

To note the year-end revenue and capital budget monitoring projections as at the end of February 2013.

RECOMMENDATIONS:

It is recommended that the Cabinet:

1. notes the projected revenue budget underspend; (Annex 1 – Section A) and the capital programme direction; (Section B)
2. confirms that government grant changes are reflected in directorate budgets; (Section C)
3. approves the use of the unused contingency for the Olympic Games to respond to the winter damage to roads.

REASON FOR RECOMMENDATIONS:

To comply with the agreed strategy of providing a monthly budget monitoring report to cabinet for approval and action as necessary.

DETAILS:

1. The council's 2012/13 financial year commenced on 1 April 2012 and this is the ninth financial report of this financial year.
2. The council has implemented a risk based approach to budget monitoring across all directorates and services. The risk based approach is to ensure that resources are focused on monitoring those budgets assessed high risk, due to their value or volatility. There is a set of criteria to evaluate all budgets into high, medium and low risk.
3. High risk areas report monthly, where as low risk services areas report on an exception basis. This is if the year to date budget and actual spend vary by more than 10%, or £50,000, whichever is lower.

4. Annex 1– Section A to this report sets out the council’s revenue budget forecast year end outturn as at the end of February 2013. The forecast is based upon current year to date income and expenditure as well as projections using information available to the end of the month. The report provides explanations for significant variations from the budget.
5. Annex 1 – Section B to this report updates Cabinet on the council’s capital budget.
6. Annex – Section C provides details of the revenue changes to government grants and other budget virements.

Consultation:

7. All Cabinet Members will have consulted their relevant Strategic Director on the financial positions of their portfolios.

Risk management and implications:

8. Risk implications are stated throughout the report and each Strategic Director has updated their strategic and or service risk registers accordingly. In addition, the Leadership risk register continues to reflect the increasing uncertainty of future funding likely to be allocated to the council.

Financial and value for money implications

9. The financial and value for money implications are considered throughout this report and will be further scrutinised in future budget monitoring reports. The council continues to have a strong focus on its key objective of providing excellent value for money.

Section 151 Officer commentary

10. The Section 151 officer confirms that all material, financial and business issues and risks are considered throughout the report.

Legal implications – Monitoring Officer

11. There are no legal issues and risks.

Equalities and Diversity

12. Any impacts of the budget monitoring actions will be evaluated by the individual services as they implement the management actions necessary.

Climate change/carbon emissions implications

13. The County Council attaches great importance to being environmentally aware and wishes to show leadership in cutting carbon emissions and tackling climate change.
14. Any impacts on climate change and carbon emissions to achieve the Council’s aim will be considered by the relevant service affected as they implement any actions agreed.

WHAT HAPPENS NEXT:

The relevant adjustments from the recommendations will be made to the council's accounts.

Contact Officer:

Sheila Little, Chief Finance Officer and Deputy Director for Change and Efficiency
020 8541 7012

Consulted:

Cabinet / Corporate Leadership Team

Annexes:

Annex 1 – Section A – Revenue Budget Summary
Annex 1 – Section B – Capital Budget Summary
Annex 1 – Section C – Revenue Budget movements

Sources/background papers:

None

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Budget Monitoring – February 2013

Summary - Revenue

The council is forecasting a small underspending on its revenue budget of £3.5m, or 0.2% of its gross budget. This has been achieved whilst services are facing increasing demand, particularly in social care and highways.

The Council takes a multiyear approach to financial management and recognises that some projects and schemes do not complete by the end of year deadline, and will straddle two financial years. This is highlighted by service requests to use the current year's budget to support continuing schemes in the next financial year totalling £6.5m. In addition, and as a result of the unused contingency for the Olympics, £1m will be used as a response to the winter damage to roads. As a part of the 2013/14 budget, £11m from the current year's budget was included to support service expenditure through the use of the Budget Equalisation Reserve. If the support for continuing projects is also transferred to the Budget Equalisation Reserve then the council's services would face a small net overspend of £0.3m, which would be offset by savings on capital financing and other central costs.

The council set itself a target of making £71m in efficiencies and reductions for this year. By the end of February 2013, £55.4m has been achieved with a further £11.2m expected to be achieved the end of the year.

Summary - Capital

The council's capital budget aims to support, maintain and improve service delivery and also to provide a stimulus to economic activity in the county of Surrey. In the eleven months to the end of February 2013, the council had spent and committed £146m of capital expenditure and forecasts a further £12m by the financial year end. This includes the council's investment in the Woking town centre by the year end and the council is looking to bring forward other projects that will provide a presence in other town centres from which services can be provided. These form a part of the strategy for stimulating economic activity across the county and have been delivered with fewer resources than in previous years.

Recommendations:

That Cabinet:

1. notes the projected revenue budget underspend; (Annex 1 – Section A) and the capital programme direction; (Section B)
2. confirms that government grant changes are reflected in directorate budgets; (Section C)
3. approves the use of the unused contingency for the Olympic Games to respond to the winter damage to roads.

Revenue Budget - Month End Financial Position – February 2013

1. Table A1 shows the current full year funding and net expenditure budgets for council services, and schools, along with the forecast outturn.

Table A1 – Updated income and expenditure budget and year-end forecast

	Year to date budget	Year to date actual	Full year budget	Remaining forecast income and spend	Outturn forecast	Forecast variance
	£m	£m	£m	£m	£m	£m
<u>Funding:</u>						
Council Tax (ten instalments)	-522.0	-522.0	-580.0	-58.0	-580.0	0.0
Government grants (incl Formula grant)	-851.4	-754.6	-928.8	-174.2	-928.8	0.0
Total income	-1,373.4	-1,276.6	-1,508.8	-232.2	-1,508.8	0.0
<u>Net revenue expenditure:</u>						
Service income	-123.7	-125.9	-134.8	-14.0	-139.9	-5.1
Service staffing costs	280.7	271.6	306.2	24.2	295.8	-10.4
Service non-staffing costs	751.1	735.8	842.5	118.7	854.5	12.0
Schools - net expenditure	522.4	470.1	522.4	52.3	522.4	0.0
Total net revenue expenditure	1,430.5	1,351.6	1,536.3	181.2	1,532.8	-3.5
Increase(-)/ decrease in reserves & balances	57.1	75.0	27.5	-51.0	24.0	-3.5

2. The updated revenue budget for the 2012/13 financial year is £1,536.3 million. Annex 1 Section C provides more details on this along with changes to government grants and inter-directorate virements.
3. Table A2 shows the updated net revenue budget for each directorate and also schools.
4. The Council set aside a risk contingency of £9.0m and this will be earmarked to offset additional pressures. It is now very unlikely that this will be used and following the Council's budget recommendation to support the 2013/14 budget with earmarked reserves, this will be transferred to the Budget Equalisation Reserve. There are £6.5m worth of projects and schemes that will not be complete by the end of the financial year and, if approved, would also transfer to the budget equalisation reserve, which will fund these schemes and projects to completion.

Table A2 – Directorate net revenue budgets, expenditure and forecasts

<i>January Forecast Variance</i>		Year to date budget	Year to date actual	Full year budget	Remaining forecast spend	Outturn forecast	Forecast variance
£m		£m	£m	£m	£m	£m	£m
1.9	Adult Social Care	309.1	309.7	337.2	29.5	339.2	2.0
-3.8	Children, Schools & Families	270.0	256.0	295.5	34.8	290.8	-4.7
0.0	Schools	522.4	470.1	522.4	52.2	522.4	0.0
-2.1	Customers & Communities	67.5	65.8	74.4	6.4	72.2	-2.2
0.8	Environment & Infrastructure	114.7	112.6	129.9	17.6	130.2	0.3
-3.9	Change & Efficiency	80.3	73.9	88.0	9.7	83.6	-4.4
-0.1	Chief Executive's Office	12.8	12.5	14.0	1.3	13.8	-0.2
8.5	Budget equalisation reserve	0.0	0.0	9.0	18.5	18.5	9.5
1.3	Net service expenditure	1,376.8	1,300.6	1,470.4	170.0	1,470.7	0.3
-3.6	Central Income & Expenditure	53.7	51.0	65.9	11.2	62.1	-3.8
-2.3	Net revenue expenditure	1,430.5	1,351.6	1,536.3	181.2	1,532.8	-3.5

Adults Social Care: (Current Forecast: is an overspend of +£2.0m or +0.6%, a increase in overspend of -£0.1m from the previous month)

5. The February projected outturn for Adult Social Care (ASC) is an overspend of £2.0m. This represents an increase of £0.1m from the January position.
6. The ASC budget continues to face considerable pressures, leading to the forecast that an overspend of £2.0m is likely at year end. The main reasons for this follow:
 - all of the £3.8m underspend carried forward from 2011/12 has now been used to fund new pressures,
 - there are growing demand pressures within the main client groups, including transition from children's services,
 - staff recruitment difficulties and the need for complex partnership working have slowed delivery of some savings.
7. The Whole Systems funding programme is in the second of its four years, with £10.2m allocation received in 2012/13. Joint plans have been agreed with NHS Surrey to spend this money on new projects which should help in the longer term to reduce pressures on care and health budgets through preventative mechanisms such as telecare and telehealth. The funding is being retained on the balance sheet and drawn down to match expenditure as it is incurred. Due to growing demand pressures it is proposed that £0.8m of Whole Systems funds will be drawn down as a contribution to help offset these pressures. This represents a reallocation of funding previously set aside for internal ASC projects and as such would not directly affect plans agreed with health and other partners.

8. In addition to the Whole Systems funding, £2.4m of Department of Health (DoH) funding allocated to the County Council via the PCT was received late in 2011/12 and so remained unspent at year-end. Given the reduction in this year's forecast of achievable savings, £1.4m of this funding is drawn down as a contribution towards ASC's wider budget pressures. Every effort will be made to maximise savings in the remainder of the year, which may reduce the amount of Department of Health funding needed for this purpose.
9. The policy line summary shown above for Adult Social Care does not include a £1m contribution from the corporate centre to fund additional temporary staff to support more rapid progress with personalisation, which is to be matched by a £1m contribution from ASC. The recruitment of these staff is now due to take place next year, so hence the £1m corporate contribution has been included in the 2013/14 budget as part of the forward budget setting process.
10. This position does include the £1m corporate contribution towards partnership working with the districts and borough councils, which is matched by £1m from ASC. It is expected that this £2m will be spent in year, but in view of the separate identification of the sum by the leader for this partnership purpose, any balance will be retained on the balance sheet if not fully spent in 2012-13 for draw down in 2013-14.

Summary of Management Actions included in the February projections

11. Forecast Efficiency Savings in the remainder of 2012/13:

- £(0.1) m - Maximising Income through partnership arrangements. Continuing Health Care (CHC) savings of £ (1.9) m have been validated as at the end of February 2013. A small amount of savings are expected to be made in the final month of the year, but full year savings are now only projected to be £2.0m because of risks brought about by changes in health economy and growing numbers of individuals losing CHC with associated backdated payments to health, from Surrey, that reduce the net CHC savings the department secures.
- £1.2m – Additional DoH winter pressure funding for 2012-13 is being drawn down to reduce the current projected overspend.
- £ (0.01) m - S256 Attrition - £ (2.2) m of savings were achieved in full as at the end of February 2013. A further £ (0.01) m of savings are projected for the remainder of the financial year.
- £(0.16)m - Consistent application of the Resource Allocation System (RAS) - it is anticipated that a proportion of service users currently receiving a direct payment, will be identified as needing lower cost packages which will lead to reclaims of surplus balances. £2.5m of reclaims had been achieved by the end of February 2013.
- £(2.0)m - As a result of the reduction in this year's forecast savings it is now proposed that £2m of Additional Department of Health funding is drawn down as a contribution towards ASC's wider budget pressures.
- £(1.3)m - An adjustment has been applied to projections for Older People Home Care, PSD supported living and PLD call offs to account for breaks in service and ceases not yet actioned in the Adults Information System (AIS). This is in line with prior years' trends.

- £(0.8)m - £0.8m of Whole Systems funding previously set aside for internal ASC projects is now planned to be drawn down as a contribution to the wider ASC budget pressures.

Older People: £4.8m overspend, an decrease of -£0.1m from January

12. The key variances within Older People services are:

- £4.2m - Overspend on Nursing and Residential placements mainly due to demand pressures that it has not been possible to absorb within the budget and underachievement against preventative, CHC and RAS savings against these policy lines.
- £0.4m - Spot Home Based Care pressures primarily due to MTFP efficiencies in relation to preventative savings not expected to be fully achieved within the current financial year.
- £1.5m - Overspend in relation to Other Community Services, including respite, day care and transport due to strategic shift as part of the personalisation agenda.
- £0.8m - Overspend within In-House residential homes including Day Care, due to MTFP efficiencies ascribed to this budget area being achieved within other areas in Service Delivery.
- £(1.4)m - Underspend within the Reablement service due to a high level of vacancies and delays in the appointment process.
- £(0.7)m - Underspend on Direct Payments primarily due to a reduction in the actual start position and an overachievement against the demography and inflation efficiencies.

13. £(0.9)m of management actions are included in the February monitoring position for Older People.

14. The main changes from last month are:

- £0.2m - Increase across Older People spot care packages mainly in Nursing due to increases to existing care package costs (£84k), the net impact of new and cease packages (£43k) in February due to 32% of new packages relating to previous months plus further write back of 2011-12 accruals (£52k).
- £-0.2m – Increase in Management Actions to account for over projections within AIS.
- -£0.2m – Reduction in HBC projections resulting from 53 backdated ceased packages (32% of all reported ceased in month) releasing more funds than the cost of new placements in month
- -£0.1m – Reduction in Direct Payment due to additional surplus reclaims in month.
- £0.1m Increase in other community care services.
- £0.2m Increase in in-house Residential Homes and Day Care Services.

Physical Disabilities: £1.5m overspend, a decrease of £0.2m from January

15. The key variances within Physical Disability services are:

- £1.4m - Overspend on Direct Payments due to the start position in spot care being higher than budgeted and a net increase of 119 direct payments services from April 2012 to February 2013.
 - £0.4m - Overspend on Supported Living due to the start position in spot care being higher than budgeted, together with the under-achievement against preventative and strategic shift efficiencies.
 - £0.4m - Overspend on Nursing spot care, mainly due a net increase of 10 spot nursing care packages so far this year plus some MTFP savings being achieved against other policy lines.
 - £(0.3)m - Underspend on Residential care, primarily due to lower than anticipated volumes of physical and sensory difficulties (PSD) transition clients.
 - £(0.4)m – Underspend on Community services due to a reduction in PSD commissioned services
16. £(0.2)m of management actions are included in the February monitoring position for PSD.
17. The main changes from last month were:
- £(0.1)m – Decrease in Direct Payment costs due to a net reduction of 2 services and reclaims of surplus client balances received in February,
 - £(0.1)m – Increase in management action planned savings to account for overprojection of PSD Supported Living costs in AIS.

Learning Disabilities: £7.7m overspend, an decrease in overspend of -£0.7m from January

18. The key variances within People with Learning Disabilities (PLD) services are:
- £2.7m - Overspend for PLD Transition clients due to growing demand pressures and increased volumes above those previously anticipated, forecast non-achievement of the £1m Optimisation of Transition Pathways efficiency and a number of high cost packages that the department has had to pick up this year.
 - £2.5m - Overspend on Residential spot care mainly due to forecast under-achievement against strategic supplier review, preventative efficiencies, LD PVR and strategic shift efficiencies.
 - £2.1m - Overspend on Supported Living spot care excluding S256 and Transition clients primarily because the start position was £1m higher than budgeted due to increased volumes in late 2011/12 (in line with the focus on community based provisions as part of personalisation), a net increase of 54 supported living services between April 2012 and February 2013 and under- achievement against preventative savings.
 - £1.1m - Overspend on PLD clients, who transferred from the health sector under S256 of the National Health Act 2006, due to anticipated under-achievement against MTFP efficiencies.
 - £0.3m - Overspend on Nursing spot care due to a net increase of 4 services since the start of the financial year.
 - £(0.7)m - Underspend across other community services due to Direct Payments reclaims and reduction of other community service projections
 - £(0.3)m - Underspend on In-house Supported Living, Day Services and Residential care.

19. £(0.5)m of management actions are included in the February monitoring position for PLD.

- £(0.4)m Increase in Management Action planned savings to account for over-projection of PLD Transport of Other Care call off services on AIS.
- £(0.1)m Reduction in Residential care projections due to savings achieved as a result of de-registration of services and transfer to Supported Living arrangements.
- £(0.1)m Reduction in external Day Care costs due to reduction in service volumes in February.
- £(0.1)m Reduction in PLD In-house Residential costs due to revisions to staffing projections in the last month.

Mental Health: £(0.2)m underspend, no significant change in projection from January

20. The £0.2m underspend on Mental Health is due to an underspend on Substance Misuse within Residential Care offset by an overspend within Supported Living/Home Based care services

21. No significant change from the January report.

Other expenditure: £(6.5)m underspend, an increased underspend of £(0.7)m from January

22. The key reasons for the underspend on Other Expenditure are:

- £(3.5)m Underspend on core establishment including on-costs due to ongoing workforce reconfiguration and delays in recruitment.
- £(2.3)m Funds brought forward from 2011/12 being used to offset pressures within the main client group budgets.
- £(0.7)m Underspend on Supporting People - this is due to achievement of the Supporting People efficiency through the renegotiation of contracts in respect of volume and unit costs ahead of the 4 year plan.

23. No Management Actions are included in the February monitoring position for Other Expenditure.

24. The main changes from last month were:

- £(0.5)m Increased underspend on core establishment budgets due end of year adjustments to staffing projections and further recruitment delays.
- £(0.2)m Increased underspend on funds carried forward from 2011/12 as a contribution to pressures within the main client groups.

Income: £(5.2)m surplus, a reduced surplus of £1.9m from January

25. The key variances that make up the overall surplus forecast on income are:

- > £(5.8)m Surplus on Other Income due to £(4.7)m of draw downs of Additional DoH funding, Whole Systems and other historic balance sheet funding to help offset wider pressure, unbudgeted refunds for clients who are determined as CHC with a backdated effective date £(1.5)m, unbudgeted income within Service Delivery of £(0.3)m, additional income for Carers. Transformation and establishment £(0.3)m offset against £1.0m pressure due to increases in the bad debt provision.

- £(1.1)m Potential surplus on Fees & Charges based on the year to date position and expected income to year-end.
- £1.5m Shortfall on Joint Funded care package income, mainly caused by a reduction in the number of joint funded clients due to ongoing reviews of historical joint funding arrangements which usually result in clients being determined as either 100% CHC or 100% social care.
- £0.2m Shortfall on Section 256 fees & charges and Section 256 Mental Health income caused by reductions in S256 user numbers and offset by reductions in expenditure as a result.

26. £(4.1)m of Management Actions are included in the February monitoring position for Income.

27. The key changes from last month were:

- > £1.9m Due to reduction in the Management Actions in respect of £1m DOH Winter Pressure draw down and removal of backdated CHC income £0.9m previously forecast to be received from PCT's, following confirmation from the DOH that potential backdated liabilities for outstanding cases will be transferred to the new Clinical Commissioning Groups from the 1st April 2013.

Children, Schools & Families: (Current Forecast: Underspent by -£4.7m or -1.6%, -£0.9m increase in underspend since January).

28. The projected year end revenue position for Children Schools and Families is for an underspend of -£4.7m. This represents a further increase in the Directorate's county funded underspend of £1m. This is mainly due to a further improvement in the position of Children's Services together with the confirmation of other underspends across the department as it becomes clear that expenditure will not be incurred this year. This has been offset by the identification of an anticipated overspend in relation to SEN transport costs.

29. In addition Children, Schools and Families projects a £2.1m underspend related to Dedicated Schools Grant funded services which is determined by the Schools Forum.

30. The total Children, Schools and Families request for carry forward is £2.5m. The carry forward from 2011/12 into 2012/13 was intended to cover two years' worth of work designed to deliver the required medium term financial plan savings of £40m as well as developing some key initiatives, all designed to improve outcomes for vulnerable families. There are several projects which have started but will span two financial years - the second year of the CSF Public Value Change Program requires continued funding of £0.97m; the implementation of the RIE around homelessness requires an investment of £0.15m which is aimed to reduce costly bed and breakfast spend through improved housing contracts with providers; the implementation of the Family Support initiative across Surrey partners will span 2 or 3 years and requires the second year investment of £0.25m; the implementation of the youth service skills centre contracts in the latter half of 2012/13 require the continuing investment of £0.15m to reduce Not in Education, Employment or Training (NEETs); the recent inspection identified the need for improved partnership working and an investment of £0.1m is required. The continued cost of locum cover in Children's Services is an issue as the number of child protection cases continues to impact on frontline staff caseloads. The Council is looking into the options of supporting newly qualified social workers so they

develop their experience and are then appointable to vacancies. This may require investment of up to £0.9m over a two year period.

Children's Services

31. The projected overspend has reduced since last month by £0.4m to £2.0m, of which £0.4m relates to DSG funded activities. As previously reported the main reason for the overspend is an increase in the number of children receiving services despite the service largely meeting its efficiency targets. The main variations giving rise to the overspend and changes from last month are:
- Looked After Children and Children in Need, both staffing and care costs - these budgets remain under pressure due to the impact of increased referral rates (+£0.8m) and the need to cover statutory work with agency staff in vacant positions (+£0.7m). There has been a small increase in the anticipated overspend of £0.1m relating to increased demand for supervised contact in care budgets.
 - Agency Placements - the projected overspend has reduced by -£0.2m since January as the number of independent placements has reduced by six. The overspend is now expected to be to be £1.9m for both children with disabilities and care. Although this monthly variation is a reduction, the underlying trend is an increase in agency placements and this is reflected in the medium term financial plan 2013/18. Management action to avoid high cost placements continues.
 - Fostering and Adoption Allowances – There is no change to the projection this month. The overall pressure on this budget (+£0.6m) reflects a rising number of allowances and Special Guardianship orders.
 - Leaving Care and Asylum Seekers – the overspend on these services has increased slightly again this month and now stands at +£0.6m resulting from a steady increase in the numbers requiring a service.
32. Overall service pressures are being offset by underspent staffing budgets across the service (-£1.2m) and by the holding of unallocated resourced within central budgets (-£0.7m). Also within Children with Disabilities (CwD) specialist care services underspends are anticipated on contracts and services linked to the “Aiming High” Programme (-£0.4m), and there is an underspend of £0.3m due to delays setting up and Emergency Duty Team for Children’s services.

Schools & Learning

33. The anticipated underspend for Schools and Learning has increased this month by £0.3m to -£3.7m on county funded services. There is a further underspend of -£2.5m relating to DSG.
34. There are a number of areas where projections have reduced since January, although these are partially offset by an increase in projected transport costs. The main budget variances across Schools and Learning are outlined below together with changes since the January forecast.
35. The underspend in the early years service has increased further by -£0.3m in county funded areas of the service: mainly staffing budgets where the position is clearer as we approach year end. The overall projected position for the Early Years service is for an underspend of -£4.5m in 2012/13. The main reasons for the Early Years underspend relate to: three and four year old (DSG) provision (-£1.7m), provision for two year olds (-£0.9m), building a world class workforce bursaries underutilised (-£0.3m), application of grant from previous years (-

£0.2m), the working together project (-£0.2m) children's centres (-£0.6m) and staffing vacancies (-£0.5m).

36. In relation to SEN services the overspend on Agency placements has reduced by -£0.2m to an anticipated overspend of +£0.4m. This is offset by an increase in the call on the ISPSB budget of +£0.16m although overall this is expected to underspend by -£0.26m. In addition central SEN costs are expected to underspend by -£0.3m.
37. The transport budget is now expected to overspend by +£0.7m compared to a breakeven position last month. This overspend is mainly related to SEN transport where the number of routes has increased.
38. Commercial Services anticipate a slightly increased underspend of -£0.7m for the year mainly due to increased activity. However, this position does not include any related overhead costs, which if included would give an overall balanced budget position for Commercial Services.
39. In addition to the above there are staffing underspends across the directorate of -£1.5m largely arising from the implementation of the service restructure and decisions to hold vacant posts pending clarifications of future funding arrangements and delegation.

Services for Young People

40. The anticipated underspend (£0.2m) has slightly increased. Within Commissioning and Development there are staffing savings as youth centres have not been fully staffed. Within Service Management some discreet projects will not now go ahead resulting in an underspend of -£0.7m. These underspends are offset by area staffing pressures within Youth Support Services and in the Gypsy Skills, Duke of Edinburgh and Surrey Outdoor Learning Development (SOLD) services.

Strategic and Central Resources

41. The main budget item under the Strategic Director's control is the residual balance of carried forward underspend from 2011/12 not yet allocated. The total carry forward was £7.4m of which £3.6m was transferred to the Child Protection Reserve, £1m used for ongoing funding of the CSF Change Programme and £0.4m for schools' broadband. A budget of £1.9m remains to be allocated at the end of February 2013 and is unlikely to be spent in 2012/13. In addition there are staffing underspends of £0.4m particularly in teams for the family support initiative and the change programme, due to vacancies prior to recruitment.

Customer & Communities (Current Forecast: -£2.2m underspend or -3.0%, an increase in underspend of £0.1m from last month)

42. The directorate is currently projecting an underspend of -£2.2m against a budget of £74.4m. This is predominantly due to confirmation that there are no commitments against the Olympics contingency (£1.0m), underspends in member allocations (£0.5m) and community improvement fund (£0.1m) where payments are unable to be made this financial year (£0.5m), increased income in Registration (£0.3m) and miscellaneous savings across the remaining services.
43. There is a projected underspend of £1.3m in Directorate Support. This is mainly due to there being no call against the Olympic contingency (£1.0m). In addition there are net

underspends within the team on staffing, (£0.2m), projects (£0.1m), and Olympic cycle races (£34,000) against the £2m cap.

44. Community partnership and safety are projecting an underspend of £0.7m. This is due to an expected underspend on member allocations (£0.5m) and Community Improvement fund (£0.1m) arising from anticipated delays in receiving signed funding agreements preventing payments being made before 31 March. The remainder is due to there being an underspend on directorate projects (£0.1m) within the Community Partnership team.
45. The directorate budget excludes offsetting government grant funding of £11.8m which is accounted for centrally. Variations in grant funded expenditure are therefore reflected within the directorate report, offset by equivalent variations in the centrally held budget. Periodic budget virements are processed to reflect these changes. There were no changes made during the last month.
46. Carry forward requests: Once the outturn position is known, a carry forward request will be made to match the committed underspend on member allocations and community improvement fund, currently predicted as £0.6m. The directorate will also be submitting an £0.1m carry forward request in relation to fire service communications to ensure funding is available in the new financial year to complete essential maintenance that improves resilience of the backup control room. The unused contingency for the Olympics of £1m will be used as a response to the winter damage to roads.

Environment & Infrastructure (Current forecast: +£0.3m overspend, an decrease in overspend of £0.5m from last month)

47. Overall Environment & Infrastructure is expecting to overspend by £0.3m, a reduction of £0.5m compared to the previous month due to reduced pressures in a number of areas including concessionary fares and Highways capital recharges.
48. Staffing - £1.2m (underspend). An underspend of £1.2m is expected primarily in Highways and Environment. Recruitment has taken place throughout the year, and in some cases additional temporary staff have been employed to deliver projects across the Directorate.
49. Highways maintenance +£0.7m (overspend). An overspend is expected primarily due to a number of offsetting factors including additional road maintenance, illuminated street furniture repairs and winter maintenance.
50. New Homes Bonus - £0.5m (underspend) New homes bonus grant has been transferred to E&I during the year for a number of projects. Currently an underspend of £0.5m is expected, primarily associated with Olympic legacy and development of major transport schemes.
51. Road safety - £0.3m (underspend). An underspend is expected primarily in respect of road safety initiatives (£0.2m). Schemes are decided on by the Road Safety Board and the Board requests that this amount is carried forward to 2013/14.
52. Local bus services + £0.3m (overspend) Local bus services are expected to overspend by £0.3m, primarily due to the need to replace services previously operated by Countryliner.

53. Other variations – a number of other smaller variations, including overspends on waste disposal (£0.2m) and highways capital recharges (£0.2m), combine to a net overspend of £1.3m.
54. Carry forwards – carry forwards totalling £0.8m are requested to allow completion of New Homes Bonus projects (£0.5m, above), road safety schemes (£0.2m), and Community Transport grant funding (£0.1m) required to deliver one-off savings in 2013/14.

Change & Efficiency (Current forecast: -£4.4m underspend or -5.0%, an increase in underspend of £0.5m from the previous month)

55. The Change & Efficiency revenue budget is projected to underspend by £4.4m for the year. This is an increase of £0.5m on last month due to an accumulation of a number of smaller changes, mainly in Property and Human Resources. Requests to carry forward £1m will leave a net underspend of £3.4m.
56. The budget for the directorate includes efficiency savings of £7.9m, of which £7.1m will be delivered. The shortfall is in relation to IMT where one-off network savings from Cable and Wireless (£0.5m) will not be achieved, and the expected income from partner contributions to the Data Centre will be delivered in 2013/14. However, the ongoing network savings from 2013-14 through the new Unicorn contract are on course to be delivered and partners are expected to begin to take space in the Data Centre in the new financial year, following the implementation of the shared network (Unicorn), which will significantly reduce the implementation cost for participation.
57. Significant savings of £1.2m are expected on the Carbon Reduction Commitment budget. Data has now been submitted to the CRC commission and following a review of the quality of the data, the likelihood of fines has been significantly reduced. In addition, in view of the number of licences purchased last year together with reductions in energy consumption achieved, it is unlikely that the cost of allowances will reach the levels expected during budget setting.
58. There is expected to be a saving on the utilities budget of £0.6m. This is based on the estimated energy prices (from October) through the Laser contract. This saving is due to two key factors - procurement activity to deliver a reduction in electricity prices and a lower increase in gas prices than originally expected. It is also due to the capital investment made, including new boilers and smart metering which facilitate greater control over energy usage. The forecast is subject to weather conditions over the winter months, and further savings will be made if temperatures are fairly mild over the peak consumption period. Conversely, if temperatures are extremely cold for a significant period the savings may reduce.
59. Further savings (£1.4m) are expected through the reconfiguration of the office portfolio, where some moves have happened in advance of the original plan, allowing us to relinquish our rent liability earlier than expected and as a result of rent-free periods negotiated on new leases such as the main data centre.
60. A comprehensive review of the planned maintenance budget has been completed and confirms a projected underspend of £1.1m, as a result of the new contracts implemented mid-year. Part of this is a reduction in work delivered during the transition, however the new contracts have delivered procurement savings in the region of 11%. These savings are partly offset by an increase in responsive repairs and maintenance (+£0.4m) as a result of the heavy rainfall earlier in the year.

61. Income from rents is expected to be below budget by £0.5m. This is as a result of Countryliner going into administration (+£0.1m), incorrect budget assumptions in respect of rents Mayford Business Centre and Gypsy sites (+£0.2m), lower occupancy at Business Centres (£0.1m) and less income from smallholdings due to the sale of houses (£0.1m).
62. An underspend of £0.8m is expected within Human Resources and Finance on staffing costs as a result of the prudent holding of vacancies prior to restructure implementation in order to reduce redundancy costs. In both cases, recruitment to posts is substantially completed however the majority of new starters are unlikely to be in place until the new (calendar) year. A further underspend of £0.1m is expected within Procurement as result of vacancies and the sharing of resources with East Sussex.
63. Human Resources and Shared Services have delivered new income generation of £0.4m. There will be a saving of £0.2m in the Finance budget as a result of external audit fees being reduced. There will be an underspend in the Smarter Working team of £0.2m, which will be requested as a carry-forward in order to fund staff on secondment who are working with services to help maximise the benefits of the recent investment in mobile technology.
64. The Making A Difference (MaD) project budget has been reviewed and it is now expected that the budget this year will underspend by £0.6m. This is a multi-year project and the underspend will need to be carried forward to ensure the later phases of the project can be delivered.
65. All of the above savings help to offset an overspend in IMT totalling £1.7m. In particular there is an increased spend of £0.3m for dual running costs in the final quarter to ensure the new Unicorn contract with BT can go live on 1st April and efficiency savings of £0.5m have not been met with regard to the Cable & Wireless contract. In addition, in order to escalate the delivery of a step-change in IT capability across the organisation, some investment planned for next year has been brought-forward. These initiatives include an improved and more resilient scanning solution and upgrade to the Citrix hardware.
66. Revenue carry forward requests - Three revenue carry forward requests totalling £1m have been identified. These are £0.3m to continue the apprenticeship scheme for a further year, £0.6m MaD project expenditure and £0.1m to fund staff who are working with services to help maximise the benefits of the recent investment in mobile technology.

Chief Executive's Office (Current Forecast: £0.2m underspend or 1.4%, an increase in underspend of £0.1m from last month).

67. The overall projection for the directorate is a an underspend of £0.2m against a total revenue budget of £14.0m. The directorate is managing a large pressure within Legal (£0.4m) through the careful management of staff vacancies and early achievement of efficiencies within Policy and Performance.
68. Legal and Democratic Services are forecasting an overspend of+ £0.2m. Despite additional funding of £0.2m being funded from Children's, Schools and Families' carry forward to provide additional staffing, it is anticipated the Legal Services will overspend by +£0.4m due to expected continuation of high levels of complex child protection cases and associated external legal expenses. The legal overspend is partly offset by an anticipated underspend of -£0.2m within Democratic Services. This is due to staff changes, only one by election occurring in 2012/13, an underspend against Members' allowances and expenses, plus confirmation of approximately £40,000 funding from the Home Office towards the Police & Crime Panel which was not included in previous reports.

69. Policy, Performance & Audit are forecasting an underspend of -£0.3m. This is due to staff vacancies within the Policy and Performance Team which have been held in order to manage the pressure within Legal. The Policy & Performance budget includes a £0.2m carry forward from 11/12 to fund superfast broadband (SFBB) Project Team costs. The SFBB Joint Operations Centre costs will be funded from the £1.3m BDUK funding that has been successfully secured.
70. Small underspends within Strategic Leadership (£21,000) and Communications (£84,000) make up the remaining £0.1m underspend.

Central Income & Expenditure (Current Forecast: -£3.8m underspend or -5.3%, an increase in underspend of £0.2m from last month).

71. The full year forecast for the Central Income and Expenditure budget is for an underspending of -£3.8m. The increase in the projected underspending is relation to a revised projection of redundancy and compensation costs.
72. A lower Minimum Revenue Provision (MRP) charge than estimated has been incurred (£1.2m). This is due to underspends in the 11/12 capital programme resulting in less capital expenditure being funded from borrowing than anticipated.
73. The budget for interest on short term investments is based on assumptions around available cash balances and interest rates. Although interest rates have not risen, cash balances are higher than forecast and it is expected that the council will receive interest income of 0.6m in excess of the budget. In addition, a provision is made in the budget for interest to be paid to schools on their balances. With continuing low interest rates this is unlikely to occur leading to an underspending of -£0.2m.
74. Expenditure on Redundancy and Compensation is currently expected to be broadly equal to the budget based on cases approved to date this year. There have been 126 new cases approved this year against 138 assumed in the budget - an increase of 8 from January. Expenditure on this budget going forward depends on the decisions and outcomes of service re-structures and also the possibility of some people being re-deployed. Therefore the number of cases may change even in the final month of the year.
75. The Central Income and Expenditure budget included £2m in relation to the New Homes Bonus funding, of which £0.5m was transferred to Economic Development earlier in the year for committed schemes. The remaining £1.5m is now unlikely to be required this financial year. This underspend will be requested as a carry-forward, as schemes have been identified to be funded from this during 2013/14.

Staffing Costs

76. The Council's total full year budget for staffing is £306.2m. Expenditure to the end of February 2013 is £271.6m.
77. The Council employs three categories of paid staff.
- Contracted staff are employed on a permanent or fixed term basis and are paid through the Council's payroll. These staff are contracted to work full time, or part time.
 - Bank staff are contracted to the Council and paid through the payroll but have no guaranteed hours.
 - Agency staff are employed through an agency with which the Council has a contract.

78. Bank and agency staff enable managers to manage short term variations in demand for services or vacancies for contracted staff.
79. A sensible degree of flexibility in the staffing budget is good, as is some staff turnover, which allows new ideas and thinking into the workforce from other organisations. The Council aims to incur between 88% and 95% of its staffing costs from contracted staff, depending on the particular Directorate service needs. The current level of 92% has been stable for most of the current year.
80. Table A3 shows the staffing expenditure for the first eleven months of the year against budget, analysed among the three staff categories.

Table A3 – Staffing costs to end of February 2013.

	Budget £m	Actual £m	Variance %	Variance £m
Contracted		248.9	92%	
Agency		13.2	5%	
Bank		9.5	3%	
Total Staffing Cost	280.7	271.6		-8.9

81. The favourable current variance of £8.9m is due to a combination of vacancies in the process of being filled, vacancies being held unfilled prior to restructures and a more economical mix of staffing grades being employed than budgeted.
82. In setting the budget, the Council based the staffing cost estimate on 7,700 full time equivalent (FTE) staff. Table A4 shows that there are 7,408 contracted FTEs in post at the end of February.

Table A4: Full Time Equivalent by directorate

Directorate	Feb FTE
Adult Social Care	1,901
Children Schools & Families	2,569
Customer and Communities	1,469
Environment & Infrastructure	507
Change & Efficiency	785
Chief Executive Office	177
Total	7,408

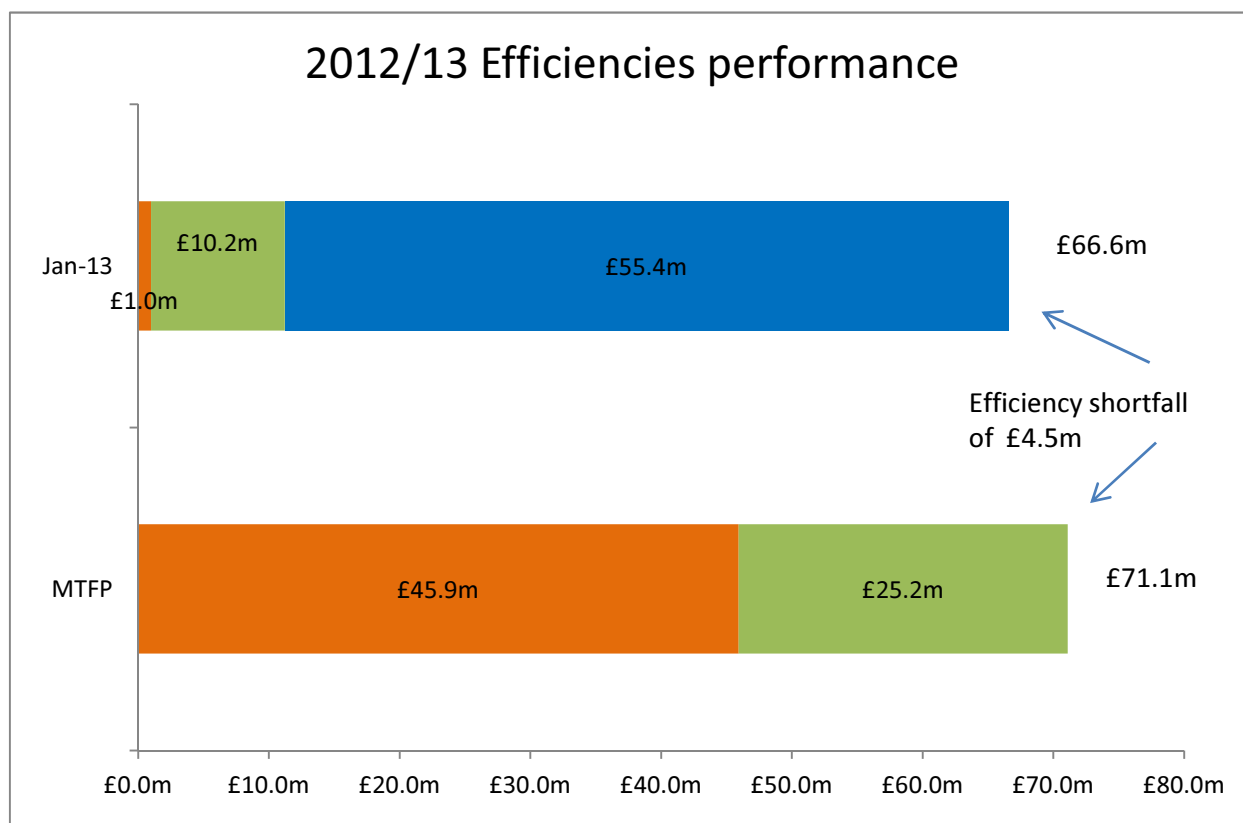
83. There are 229 “live” vacancies, for which active recruitment is currently taking place. The remaining vacancies are either filled by agency and bank staff on a short term basis or not being actively recruited to at present.

Table A5- full time equivalents in post and vacancies

	Feb FTE
Budget	7,700
Occupied contracted FTE	7,408
“Live” vacancies (ie: actively recruiting)	229
Vacancies not occupied by contracted FTEs	63

Efficiencies

84. For the current year the Council has a savings target of £71.1m, which was set out in the MTFP. The current forecast is for £66.6m of these to be achieved.



85. Although there is a shortfall in achieving the efficiencies in the Medium Term Financial Plan, Strategic Directors are looking to deliver all of their £1.0m amber savings to add to the £10.2m green savings and £55.4m already delivered. The MTFP 2012-17 savings are long term savings but directorates are supporting long term saving shortfalls with one-off savings or expenditure under spends.

Adult Social Care

86. A comprehensive review of savings plans conducted in September led to the removal of some high risk savings from the previous month's projections and their replacement largely with temporary one-off measures (£8.4m) which will help to contain this year's overspend, but will leave a sustainable challenge in the following years. The need to replace these one-off measures is being highlighted as part of the forward budget setting process. The Directorate is progressing well in achieving the forecast savings.

Children Schools & Families

87. A number of challenging savings targets in 2012/13 are no longer achievable for a variety of reasons: savings through restructuring of Schools & Learning of £0.5m due to the need to create a structure to meet increasing demand from demographic growth; the £0.8m saving by outsourcing some preventative services is delayed; savings by managing transport contracts of £0.4m. Schools and Learning had set aside a contingency of £2.0m in order to meet any demographic growth pressures in year, £1.5m of which is effectively being used to meet these costs of managing demand. A virement has now been approved and actioned to realign budgets to reflect anticipated activity and costs.

Environment & Infrastructure

88. A comprehensive review of performance against efficiency targets is under way. At this stage a number of shortfalls are expected, primarily in respect of contract cost savings, recharge of staff costs to the Local Sustainable Transport Fund grant, and the cost of concessionary fares where increased patronage has impacted on costs. In future years, planned savings from parking income are not now expected to be made.

Central Income & Expenditure

89. The budget included a savings target of £0.2m on the Minimum Revenue Provision for the current year. However, following the final audit of the 2011/12 accounts, capital expenditure and borrowing was lower than forecast and this has led to an ongoing saving of £1.2m more than anticipated. The budget also included an increase in income from short term investments of £0.3m. Due to higher cash balances, the council has earned an additional £0.6m in addition to the target budget.

Capital Budget - Month End Financial Position – February 2013

90. In agreeing significant capital investment as part of the MTFP for 2012-17 in February 2012, the Council demonstrated its firm long term commitment to stimulating economic recovery in Surrey. The increase in investment and capital expenditure during this year has stimulated economic activity in the county and been delivered with fewer resources than in previous years. The total capital programme is £685m over the 5 year MTFP (2012/17) period, with £147.1m planned in 2012/13.
91. The current forecast is for the in-year budget to be fully spent and in addition will include economic development projects which are due to be self-financing in future years. An example of this is the Woking Bandstand Joint Venture investment
92. On a scheme by scheme basis the budgets include the funding brought forward for projects continuing from 2011/12. With all large capital programmes there will inevitably be some in-year variation through changes to the timing of some spend and through successful delivery of efficiencies. Due to these risks a corporate adjustment to the forecast of £9.5m was made earlier in the year.

Table B1- 2012/13 Capital budget

	Revised Full Year Budget	YTD Actual	YTD Committed	Apr –Feb YTD & Committed	Mar Remaining Forecast	Full Year Forecast	Full Year Variance
	£000s	£000s	£000s	£000s	£000s	£000s	£000s
Adult Social Care	1,687	632	748	1,380	-139	1,241	-446
Children, Schools & Families	9,455	10,792	172	10,964	-3,164	7,800	-1,655
Schools Basic Need	31,992	25,325	3,480	28,805	568	29,373	-2,619
Customers & Communities	5,376	2,041	206	2,247	238	2,485	-2,891
Environment & Infrastructure	50,168	40,759	17,131	57,890	-10,235	47,655	-2,513
Change & Efficiency	47,761	31,888	13,089	44,977	24,301	69,278	21,517
Chief Executive's Office	10,173	173	0	173	150	323	-9,850
c.fwd adjustment	-9,525			0	0	0	9,525
Total	147,087	111,610	34,827	146,437	11,718	158,155	11,068

Adult Social Care

93. The capital budget for Adult Social Care is forecast to underspend by £0.4m, which is due to planned and committed works that will not be complete until the new financial year. The service will request that these budgets are carried forward to the new year to fund the completion of the projects.

Children, Schools & Families

94. The forecast under spend of -£1.7m is across a number of programme areas and caused by projects that are unlikely to be completed by the end of March. These include Children's Centres, and adaptations for children with disabilities. The service will request that these budgets are carried forward to the new year to fund the completion of the projects.

School Basic Need

95. The Schools Basic Need programme is expected to be £2.6m under budget. This is an increase of £0.6m on last month's forecast, due to a more certain position on the status of each project, as there is only one month of the year remaining. This includes procurement savings made on the demountables programme and reductions in the programme where schemes are no longer required.

Customer & Communities

96. The Fire & Rescue Service vehicle and equipment replacement scheme is currently underspent by £1.2m. There is a significant programme of purchases underway for the financial year. It is estimated that a further £147,000 will be committed and goods received within this financial year. Additional commitments are planned but it is likely that all will be completed by 31 March 2013 due to the lead time for procurement.

97. The Fire Service, Mobilising Control scheme is currently £1.6m underspent. This is a complex two year project and the service are working hard to ensure that they maximise the benefits from the resulting acquisitions. The budget will need to be reprofiled as expenditure will be incurred over the two year grant life.

Environment & Infrastructure

98. Overall Environment & Infrastructure is expecting to underspend by £2.5m, an increase of £1.2m (increased underspend) since the previous month. This is primarily due to timing of expenditure on the Walton bridge scheme. Key variances

- **Walton bridge – £1.3m (underspend)** Expected spend has reduced this year due to recent poor weather and steel supply delays. Overall the scheme remains financially on target.
- **Highways maintenance + £1.3m (overspend)** Additional schemes have been carried out this year, and additional costs have been incurred disposing of tarmac
- **Developer funded schemes - £1.1m (underspend)** This includes schemes funded from S106 developer contributions which form part of the Local Sustainable Transport Fund project. Following the re-profiling of grant agreed with the Department for Transport this will be spent in future years.
- **Pay and display - £0.4m (underspend)** Fewer schemes are expected to be progressed this year. The programme is under review to determine whether this underspend is required in future years.
- **Other variations** – smaller variations, including underspends on bridge strengthening (£0.3m) and maintenance at closed landfill sites (£0.3m), combine to a net **underspend of £1.0m**.

Change & Efficiency

99. The directorate's capital budget is expected to be overspent this financial year due to the inclusion of projects (£24.7m) which form part of the council's strategy for encouraging economic growth and will be self financing in future years. These are Phase 1 of the Woking Bandstand Project and two town centre projects in Guildford and Egham. It should be noted that, as it is so close to the end of the year, there is a risk that these projects may not complete before the 31 March 2013 and so the cost may fall in April. If so, this will reduce the capital expenditure recorded in this financial year.

100. The recurring programmes are currently projected to overspend as a result of bringing works forward under the maintenance programme from 2013/14 in order to reduce reactive maintenance in future years. A small underspend is expected on the DDA and minor works budgets where the spend is demand-led.
101. Other schools projects are expected to be under-spent by £2.1m. The tender process for the replacement of aged demountables has delivered a saving of £0.4m and some work is now expected to start in the new financial year.
102. Non-schools projects will underspend by £6.1m. The overage payment of £2.1m in relation to the Waste site at Charlton Lane is unlikely to proceed this financial year. Other variances are primarily as a result of planning issues particularly in relation to Gypsy sites (£1.7m), Guildford Fire Station (£0.5m) and Cobham Library re-provision. The Fire Station reconfiguration project (of which £0.5m was expected to be incurred this year) has been delayed on request by the Fire Service.
103. There is a projected overspend on the Equipment Renewal Reserve in the current year in order to facilitate more mobile and remote working. Additional contributions to the reserve have been made this year from the revenue budget to cover the expenditure. The Adult Social Care Infrastructure Grant needs to be carried forward to fund systems improvements in the future.
104. The award of a contract to replace the SWAN network with a Surrey wide Public Sector network is proceeding following approval from Cabinet. In order for the network to be ready there is significant up-front investment of £4m, of which £3.1m will be spent this year, with the remainder spread over the following five years to provide equipment refresh. Options appraisal was completed which determined that the most cost effective methodology would be for the council to purchase equipment required rather than paying over the life of the contract. Savings will be achieved in revenue expenditure in future years.

Chief Executive Office

105. The Chief Executive Office has responsibility for delivering the superfast broadband initiative. The Cabinet has committed to ensuring that access to superfast broadband is available to all business and residential premises in Surrey. In addition to this the Surrey Public Sector Network project will focus on broadband access for Public Sector and third sector bodies.
106. Cabinet approved the preferred bidder in July and the contract was awarded in September. State aid approval has now been received, enabling the contract to start. Detailed planning has commenced, but not completed, with the contractor clarifying the likely profile of expenditure from 2012 to 2014. Due to delays it is anticipated that only £150,000 will be spent in 2012/13 with a further £11m in 2013/14, and then the balance in 2014/15. It is anticipated that the costs of the JOC (approx. £0.6m for 2 years) will be funded from the £1.3m provided by Broadband Delivery UK (BDUK).

Government grants and budget revenue budget virements

Updated Budget

107. The Council's 2012/13 revenue expenditure budget was initially approved at £1,512.7 million. Subsequently the Cabinet approved the use of reserves built up in 2011/12 to augment this. This approval increased the budget to £1,536.3m. In addition to grant changes, DSG carry forwards, academy conversions and other minor movements in quarters 1-3, there was a school adjustment and minor movements December, and reprofiling of the LSTF grant in January. These changes are summarised in table C1.

Table C1: Movement of 2012/13 revenue expenditure budget

	Council Tax £m	Formula Grant £m	Government Grants £m	Reserves £m	Total £m
Original MTFP	580.0	148.6	767.3	16.8	1,512.7
<u>Previous changes</u>					
Q1 changes			0.9	11.7	12.6
Q2 changes		1.0	16.6	-1.0	16.6
Q3 changes			-7.1		-7.1
Jan changes			1.5		1.5
Previous changes		1.0	11.9	10.7	23.6
February changes	0.0	0.0	0.0	0.0	0.0
Updated budget – Feb 2013	580.0	149.6	779.2	27.5	1,536.3

108. When the Council agreed the 2012-2017 MTFP in February 2012, government departments had not determined the final amount for a number of grants. Services therefore made an estimate of the likely level of grant. The general principle agreed by Cabinet was that any changes in the final amounts, whether higher or lower, would be represented in the service's expenditure budget.

109. In February there was a small change to the grants for schools totalling £22,120

110. The Cabinet is asked to note these grant changes and approve that they are allocated to the relevant services.

111. In controlling the budget during the year, budget managers are occasionally required to transfer, or vire, budgets from one area to another. In most cases these are administrative or technical in nature, or of a value that is approved by the Chief Finance Officer. Virements above £250,000 require the approval of the Cabinet Member. There were no virements above this amount in February. Table C2 below shows the updated revenue budget that includes the changes in government grants and virements since the beginning of the year;

Table C2: 2012/13 updated revenue expenditure budget – February 2013

	Original MTFP Budget £m	2011/12 Carry Forwards & Other reserves £m	Gov't Grants £m	Virements £m	Full Year Updated Budget £m
Adult Social Care	331.5	3.8	0	1.9	337.2
Children, Schools and Families	289.3	2.6	3.7	-0.2	295.4
Schools	518.9	0	4.2	-0.7	522.4
Customers and Communities	70.6	1.8	1.1	1.0	74.5
Environment and Infrastructure	125.6	0.9	2.6	0.8	129.9
Change and Efficiency	84.7	2.3	0.1	0.9	88.0
Chief Executive's Office	13.6	0.1	0	0.3	14.0
Corporate Projects	1.5	0	0	-1.5	0.0
Central Income / Exp	68.0	0.9	1.2	-2.5	65.9
Service Revenue Expenditure	1503.7	10.7	12.9	0.0	1527.3
Budget equalisation reserve / Risk Contingency	9.0				9.0
Total Revenue Expenditure	1512.7	10.7	12.9	0.0	1,536.3

SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013



COVER SHEET AND INTRODUCTION FOR ITEMS 8 AND 9

STRENGTHENING THE COUNCIL'S APPROACH TO INNOVATION

Surrey County Council places a **relentless focus on delivering public value** for its residents and the need for establishing more cost effective ways of delivering services has never been greater.

Although the council has successfully delivered significant efficiency savings in recent years (£68m in 2010/11, £61m in 2011/12, £66m forecast for 2012/13) the budget assumptions for the next Medium Term Financial Plan (MTFP 2013-18) include significant further savings of £240m. The need for these savings arises from increased demands for council services (e.g. the impact of an ageing population) and a reduction in the grant received from central government. The continuing national economic challenges and revisions to the basis for local government funding add further uncertainty around the level of funding the council will receive in the future.

In preparing for this challenge the council has adopted a **strategy of strengthening** - investing in staff and developing effective partnerships - enabling it to continue to **secure economic growth and a prosperous future for Surrey and protect the vulnerable.**

The key to strengthening the organisation will be its ability to innovate. The council has already delivered many examples of innovative solutions to the challenges it has faced. Building on and learning from those examples, the council has developed a strategic framework for innovation, approved by the Cabinet on 27 November 2012 – items 8 and 9 which follow on today's Cabinet agenda provide an update on progress in implementing the recommendations from that report:

- **Item 8 – Update on our innovation journey:** this report provides an update across the seven action areas highlighted in the *Strengthening the Council's approach to innovation* Cabinet Report (27 November 2012). This includes the findings and proposed actions from the recent Local Government Association coordinated peer challenge event.
- **Item 9 – Models of delivery:** recognising the scale of the challenges ahead and anticipating the needs of the future, this report focuses on how the council proposes to use the most effective delivery model to provide services for residents while ensuring public value. The report describes the different delivery models already being used by the council; examples of successes it has achieved so far; and makes recommendations to provide the foundations for the council to develop its approach to trading.

David Hodge
Leader of the Council

Julie Fisher
Strategic Director for Change and Efficiency

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SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013

REPORT OF: MR DAVID HODGE, LEADER OF THE COUNCIL

LEAD OFFICER: JULIE FISHER, STRATEGIC DIRECTOR FOR CHANGE AND EFFICIENCY

SUBJECT: STRENGTHENING THE COUNCIL'S APPROACH TO INNOVATION: UPDATE ON OUR INNOVATION JOURNEY



SUMMARY OF ISSUE:

On 27 November 2012 the Cabinet approved the development of a strategic framework to achieve a strong "One Team" approach to innovation ("ideas into action to improve lives in Surrey"). This recognises that over the coming years the Council will need to continue to strengthen its capacity and capability to innovate in order to continue improving outcomes and value for money for Surrey's residents.

Significant progress has been made to establish the strategic innovation framework and begin developing new ideas and approaches. This progress was recognised by a small team of expert peers who visited the Council in February to assess progress and plans on innovation. The peer team shared some helpful recommendations and this report describes how these recommendations will be incorporated into the continued work to strengthen the Council's innovation capacity and capability.

RECOMMENDATIONS:

It is recommended that:

1. The Cabinet acknowledges the good progress made so far to strengthen innovation capacity and capability and welcomes the findings from the peer challenge
2. The Chief Executive and Strategic Director for Change and Efficiency continue to work with colleagues to develop and implement the strategic framework for innovation, incorporating the recommendations from the peer challenge
3. The learning and evaluation from innovation work will be reported back to Cabinet and Council via the Chief Executive's six monthly progress reports, the next of which will be published in the summer

REASON FOR RECOMMENDATIONS:

To further refine and strengthen the Council's approach to innovation so it can exploit new opportunities, navigate significant challenges and achieve improved outcomes and value for money for Surrey's residents.

DETAILS:

Background

1. On 27 November 2012 the Cabinet agreed the development of a strategic framework to achieve a strong “One Team” approach to innovation. It was recognised that over the coming years the Council will need to continue to strengthen its capacity and capability to innovate in order to continue improving outcomes and value for money for Surrey’s residents.
2. The framework reflects the fact that this will require a sustained effort over the long term, building on the foundations that are in place, learning from experiences and adapting approaches over time.
3. Over the last four months significant progress has been made to establish the strategic innovation framework and begin developing new ideas and approaches. Successful test workshops have been completed, the tools and methodology to support innovation have been developed and a brand for the work has been designed (known as “Shift”). A peer challenge exercise has also been completed to test progress so far and help shape the next phase of work.
4. Progress updates are described against each of the seven components of the strategic framework for innovation in the rest of the report.

The components of the Strategic Innovation Framework

Leadership	(i) All efforts to innovate will focus on achieving the core purpose and objectives in the Corporate Strategy
	(ii) A cross-Council “innovation projects programme” will be developed
Culture	(iii) To create the right climate for innovation the council’s values and People Strategy will continue to be embedded
Skills and Tools	(iv) The council’s training and development programme will be further developed with a strong focus on innovation capability
	(v) Tools, methods and IT infrastructure will be further developed to support innovation
Catalysts to accelerate progress	(vi) Introduction of an “innovation hub” approach
	(vii) A small team of expert peers will visit the council in February 2013 as part of an LGA co-ordinated Peer Challenge and will test progress and plans on innovation

Progress updates

Leadership

(i) All efforts to innovate will focus on achieving the core purpose and objectives in the Corporate Strategy.

5. The work on innovation is being developed to ensure that it supports the council’s [One County One Team Corporate Strategy 2012-17](#). A refreshed Corporate Strategy will be presented to Cabinet in June and Council in July.

(ii) A cross-Council “innovation projects programme” will be developed.

6. Work has begun on a small number of “test” projects which will help develop and refine the approach to innovation. For example, as part of the Families Support Programme a pilot is being run using “Patchwork”, a web based information sharing tool which connects professionals and agencies around individual families. This will provide broader learning about technology assisted change that may be applied elsewhere across the Council and with partners.
7. Initial workshops have also been held on a number of topics including Special Educational Needs Transport and the use of digital technology by Cultural Services.
8. The learning from the initial “test” projects will be used to help guide future innovation work. The Strategic Director for Change and Efficiency is co-ordinating the development of a programme of future projects, ensuring focus on a range of issues that need attention to help the council deliver its strategic objectives.
9. To ensure strong “one-team” leadership through what will be a challenging and complex period of change the Corporate Leadership Team have agreed some specific cross-Council leadership roles:
 - Commissioning - Strategic Director for Children Schools and Families and Strategic Director for Adult Social Care
 - Continuous Improvement - Strategic Director for Environment and Infrastructure and Strategic Director for Customers and Communities
 - Partnerships - Assistant Chief Executive
 - Innovation and trading - Strategic Director for Change and Efficiency
10. The Chief Executive will continue take an oversight role, working closely with Strategic Directors - in particular on partnerships, innovation and trading - and advising Members. Also note that the Strategic Director for Customers and Communities will continue in the role of Mole Valley District Council’s Interim Chief Executive until March 2014.
11. Leadership focus on these cross-cutting themes will help ensure the Council can continue to deliver its critical day-to-day responsibilities effectively, whilst also strengthening its capacity and capability in readiness for the future challenges it faces.

Culture

(iii) To create the right climate for innovation the Council’s values and People Strategy will continue to be embedded.

12. The Corporate Strategy sets out the goal that the Council - all its Members and Officers - work together with a strong “one team ethos”. This extends beyond organisational boundaries and the Council has continued to work in partnership with residents, communities, businesses and other organisations to deliver improved outcomes and value for the county. The Council’s values – listen, responsibility, trust, respect – continue to be embedded and provide the vital underpinning ethos for new ways of working and service delivery.

13. The People Strategy supports the psychological contract (the perceptions and mutual expectations) between the organisation and employees. Delivery of the 12 People Strategy promises is integral to developing a culture in which employees are able to work in dynamic and flexible ways, finding new solutions to challenges and working in partnership with a wide variety of agencies. This is being achieved through projects and targeted interventions in specific areas such as appraisal and managers' development.
14. The current workforce planning approach has facilitated discussions with staff and identified a strong organisation-wide appetite for innovation and the desire for a culture of creativity, trust and independence with investment in continually developing and improving ways of working. The HR and Organisational Development Service will continue to work with Directorates to develop the culture and skills that foster innovation including exploring how the council recognises and rewards 'innovators'.

Skills and tools

(iv) The Council's training and development programme will be further developed with a strong focus on innovation capability.

15. Work is underway to incorporate innovation training into the STARS training and development programme. In addition, activities are being designed to give individuals the skills to recognise the relevance and impact of innovation in their work and equip them with the tools and techniques to drive innovation.
16. A programme of work is underway to build understanding of roles and impact of actions between Officers and Members. This includes a half day workshop promoting; 'one team: working together' which equips officers to 'think resident, think councillor' and equips councillors to 'think resident, think officer'. Supporting this will be further activities such as shadowing and coaching. The council is also reviewing its existing customer service training to ensure it meets the highest standards.

(v) Tools, methods and IT infrastructure will be further developed to support innovation.

17. The model and method for structured innovation has been further developed (see Annex A). It reflects the brand and visual identity for the innovation work which is now known as "Shift".
18. Within this cycle creative new ideas at the "discovery" phase provide the crucial spark but they need to be developed, designed, tested, decided on and delivered before they can improve outcomes for Surrey's residents. In practice the process of innovation is complex and varied but this model will ensure a common understanding and methodology to the Council's approach.
19. The tools and techniques that can be applied at each of the stages of innovation have been further developed and a campaign launched on the s-net (intranet) so staff and Members can share their experiences of using the tools and making improvements. A prototype website (www.shiftsurrey.org) has also been developed in order to provide an accessible place for sharing innovation tools and learning within and outside of the Council.
20. Work has continued to develop IT infrastructure and solutions that support innovation, with the Technology Boards for each Directorate helping to drive and co-ordinating planning. For example, the 'Modern Worker' programme is

enabling council staff and Members to work more flexibly by equipping them with mobile devices, mobile apps (e.g. the youth worker app), using bring your own devices (byod), collaborative tools such as gotomeeting, huddle and egress so residents benefit from a more efficient and effective services. The initiative won a national innovation award from the Society for Information Technology Management in December 2012.

21. Elsewhere, two new data centres have gone live and equipment is being moved in from Surrey's Borough and District Councils and East Sussex County Council. Another project – called UNICORN - is bringing together over 40 different networks across the county to reduce costs and enable joint working, and the Supply2Surrey and Build Surrey websites have been launched to help local businesses bid for public sector contracts and take on apprentices.
22. In addition IMT have revised the equipment replacement fund contributions to enable more regular refresh of staff and Member IT equipment. A new Digital Reward scheme for all staff will also be launched to enable cost effective access to personal IT and mobile phone technology for all staff.

Catalysts to accelerate progress

(vi) Introduction of an “innovation hub” approach.

23. The most innovative organisations design specific structures and processes to support and manage different types of innovation. A common feature is the use of innovation and design hubs – small units with flexible resources embedded within the organisation to support colleagues who are testing, developing and implementing new ideas.
24. To test this idea within the council officers from the Policy and Performance Service (Chief Executive's Office) have begun connecting with wider groups of colleagues across the Council in order to bring together the people and skills needed to address key problems. This is purposefully being developed through flexible networks, rather than being structured in a hierarchical manner.
25. Building on the Smarter Working programme, which is identifying and developing smart use of technology and physical spaces across the county, a space in County Hall has been designated to support innovation projects. As part of the overall building refurbishment adaptations have been made so that this provides the kind of flexible working conditions demonstrated to be effective by leading innovative organisations.

(vii) A small team of expert peers visited the council in February 2013 as part of an LGA co-ordinated Peer Challenge and tested progress and plans on innovation

26. As part of the Council's commitment to improve its services for residents a peer challenge was arranged and took place 26 February to 1 March 2013. The peer challenge, coordinated by the Local Government Association (LGA), looked at the Council's capacity and capability covering financial planning and viability, political and managerial leadership, governance and decision-making and organisational capacity. The peer team, which included the Managing Partner of the Innovation Unit (<http://www.innovationunit.org>), also assessed the Council's progress and plans on innovation.

27. Annex B contains the initial feedback from the peer team (a final report is expected from the LGA by the end of March 2013). The initial feedback included the following summary statement:

- There is universal recognition that the council has made huge strides in the last four years.
- It is seen to have 'laid the foundations for it now to take off'.
- In seeking to take the council to the next level it is important that everybody takes a greater responsibility and bears in mind the requirement to continue to 'raise their game'.

28. The Leader and Chief Executive will ensure all key points raised in the final report are fully addressed and an update on progress will be provided as part of the Chief Executive's next six-monthly report to Council in the summer.

Next steps

29. The Chief Executive and Strategic Director for Change and Efficiency will continue to work with Members, colleagues and stakeholders to develop and implement the strategic framework for innovation, incorporating the recommendations from the peer challenge.

30. Over the next few months the "test" projects and new ways of working will be taken forward. The learning and evaluation from this work will be reported back to Cabinet and Council via the Chief Executive's next six monthly progress report to be published in the summer. This next report will also update on progress on all the recommendations from the peer challenge.

31. As this new approach develops workshops will be arranged for Members, staff and stakeholders to ensure full engagement and involvement. As the programme evolves, regular and proactive communication and engagement activities will take place with residents and other stakeholders on a project by project basis. Select Committee will play an important role in scrutinising the delivery of projects.

32. As and when new innovative proposals are formulated these will be presented to Cabinet and Council as appropriate.

CONSULTATION:

33. The proposals were developed following discussion with the following groups:

- Elected Members
- Corporate Board
- Groups of staff from across the council through interviews and workshops

RISK MANAGEMENT AND IMPLICATIONS:

34. The associated risks are being managed through the council's risk management processes.

35. The Council needs to strengthen its innovation capacity and capability in order to mitigate the risks posed by the financial challenges it faces and ensure services are sustained and improved. Effective risk management will be a key and integral part of strengthening the council's approach to

innovation and any risks associated with specific new innovations will be assessed in each case when the proposals are brought forward.

36. More generally an increased focus on innovation will require the council to develop more sophisticated understanding of the opportunities and risks associated with new approaches.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

37. As the framework is implemented over the coming months business cases will be developed for investments designed to deliver value for money.
38. Any financial implications associated with specific new service innovations will be assessed in each case when the proposals are brought forward.

SECTION 151 OFFICER COMMENTARY

39. The Chief Finance Officer confirms that the full financial implications of each innovation business case will be assessed on a case by case basis and approved through appropriate governance processes in due course. Further, it is important that the council has the right resource (in terms of skills and capacity) in place to deliver this ambitious innovations programme and I confirm that these will be reported once the strategic framework has been more fully developed.

LEGAL IMPLICATIONS – MONITORING OFFICER

40. There are no direct legal implications/legislative requirements arising from this report.

EQUALITIES AND DIVERSITY

41. Equality Impact Assessments will be completed for specific future proposals as appropriate. At this stage no Equality Impact Assessment was completed as there are no immediate or direct impacts on services for residents or on council staff.

OTHER IMPLICATIONS:

42. The potential implications for the following council priorities and policy areas have been considered. There are no direct implications arising from this report but the planned work on innovation will help to identify and implement improvement opportunities across the priority and policy areas.

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report
Public Health	No significant implications arising from this report
Climate change	No significant implications arising from this report
Carbon emissions	No significant implications arising from this report

WHAT HAPPENS NEXT:

43. Pending approval of the recommendations in this report the following will happen.

- The Chief Executive and Strategic Director for Change and Efficiency will continue to work with Members, colleagues and stakeholders to develop and implement the strategic framework for innovation, incorporating the recommendations from the peer challenge.
- Over the next five months the “test” projects and new ways of working will be taken forward. The learning and evaluation from this work will be reported back to Cabinet and Council via the Chief Executive’s next six monthly progress report published in the summer. This next report will also update on progress on all the recommendations from the peer challenge.
- As this new approach develops workshops will be arranged for staff, Members and stakeholders to ensure full engagement and involvement. A programme of regular and proactive communication and engagement activities will be completed to support this.
- As and when new innovative proposals are formulated these will be presented to Cabinet and Council as appropriate.

Lead Officer:

Julie Fisher, Strategic Director for Change and Efficiency
Tel: 020 8541 9550

Consulted:

Elected Members
Corporate Board
Groups of staff from across the council through interviews / focus groups

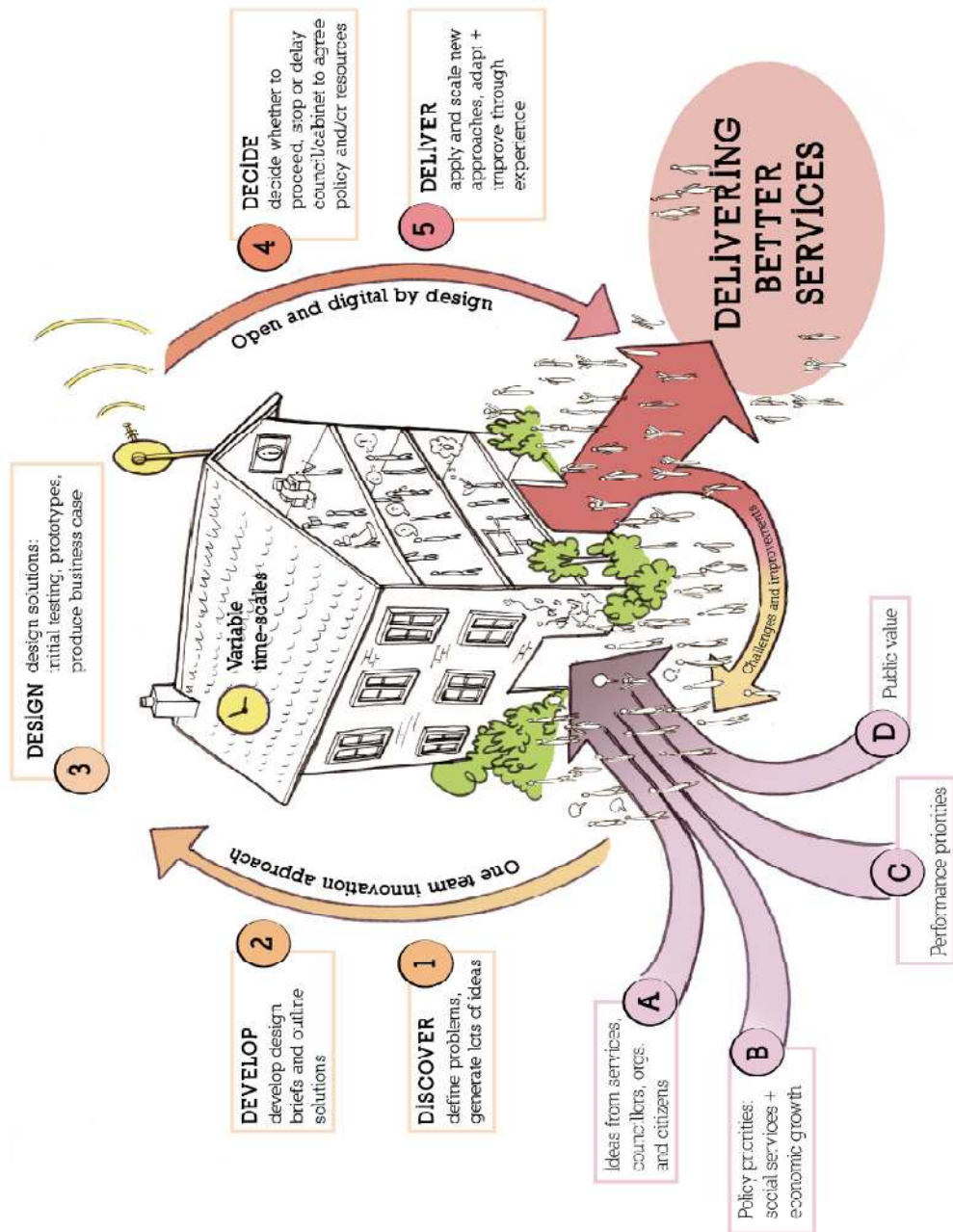
Annexes:

Annex A: The “5Ds” innovation cycle
Annex B: Initial feedback presentation from the LGA peer challenge team

Sources/background papers:

One County One Team: Strengthening the Council’s Approach to Innovation, report to Cabinet 27 November 2012
One County One Team Corporate Strategy 2012-17, report to Council 7 February 2012

Annex A: The “5Ds” innovation cycle



Surrey County Council

Corporate peer challenge – February and
March 2013

1st March 2013

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Peer challenge team

- Caroline Tapster, former Chief Executive, Hertfordshire County Council
- Councillor Martin Tett, Leader of Buckinghamshire County Council (Conservative)
- Councillor Simon Henig, Leader of Durham County Council (Labour)
- Paul Naylor, Deputy Chief Executive, Ashford Borough Council
- John Craig, Managing Partner, Innovation Unit
- Chris Bowron, Programme Manager, Local Government Association

Introduction

- One of the early corporate peer challenges as part of the new offer around sector led improvement
- We have been made to feel welcome and have been well supported
- People have been very open and honest
- Our feedback is based on what we have heard, seen and read

The process

- Background reading was provided to the team in advance
- The council drew up a timetable of on-site activity with interviews and workshops that we have followed
- We have met with a range of elected members, staff and partners
- We have assimilated the evidence we have gathered into a set of broad themes for presentation to yourselves today
- There is the opportunity for discussion of our findings following the presentation
- The council will wish to consider how it shares the outcomes from our activities and what will be different as a result
- Our draft report will follow shortly

The 'scope' for the peer challenge

- The peer team will consider the core components that all corporate peer challenges cover:
 - Understanding of local context and priority setting
 - Financial planning and viability
 - Political and managerial leadership
 - Governance and decision-making
 - Organisational capacity
- In order to tailor the challenge specifically to Surrey, the team will consider these components in the context of 'an organisation that wants to become innovative'

A story of progress in Surrey (1)

- There is universal recognition that the council has made huge strides in the last four years, particularly with regard to its culture
- It is seen to have 'laid the foundations for it now to take off'
- The Leader and Chief Executive are seen as having been integral to the turnaround
- Relationships between elected members and officers at all levels are seen now to be effective
- There is a clear commitment to investing in people and the council knows that this needs to continue
- The level of staff commitment, enthusiasm, pride and talent is notable

A story of progress in Surrey (2)

- The council's relationships with the district and borough councils in Surrey are vastly improved
- External judgements have improved – safeguarding children and adults
- The council has been shortlisted this year in the Local Government Chronicle Awards
- A wide range of achievements:
 - Olympics and major events
 - Increased number of school places
 - Superfast broadband deal
 - Highways contract and 'Project Horizon' programme
 - Waste partnership with other councils in Surrey
 - Travel Smart

Political and managerial leadership

- The Leader and Chief Executive are held in extremely high regard both within and outside the organisation:
 - Visibility, engagement and energy
 - Trust and belief in them
- They have led a dramatic change in culture and have strongly modelled it – although this raises potential issues of sustainability
- Joint working between the Cabinet and Corporate Leadership Team, at both the individual and collective level, is strong
- There is strong leadership of Directorates and Portfolios
- Middle managers are seen to be strong and are highly valued
- Elements of the old culture still exist - the organisation is conscious of these and working to address them

Organisational capacity (1)

- The council is committed to maintaining its capacity and capability despite the current financial climate
- Change and improvement is being delivered - Public Value Reviews (£279m savings by 2016) and Rapid Improvement Events
- Strong progress has been made in relation to the likes of shared services, procurement and trading - there is a growing commercial understanding within the organisation
- There is a clear commitment to investing in people – IT, accommodation, training and development – and the council knows that this needs to continue
- Staff now feel much more empowered and able to get on
- Making things happen and engaging people needs to be seen as a responsibility to be shared across all managers

Organisational capacity (2)

- There is still a challenge around joining things up across the organisation and ensuring it is sufficiently responsive and ‘fleet of foot’ – *‘One Team’*
- The IT infrastructure has been improved over recent years and investment continues to be made
- The council is seen to have been risk-averse - attitudes towards risk are changing and a more nuanced approach is being considered
- There is less unnecessary internal process in the council now but we see it as being important for the council to ensure an appropriate balance is maintained
- The council is already well engaged in networks and learning from others but is keen to extend this

Innovation (1)

- The council has established innovation as a major organisational priority
- Although it is very early days, the work has the visible sponsorship of leaders, backed by time and resources
- This has helped to generate wide awareness of the work and enthusiasm among staff
- This awareness and enthusiasm is beginning to be mirrored among the council's members and partners
- This commitment to innovation builds on a number of innovative pieces of work in the organisation and work to draw together and describe the council's innovation process

Innovation (2)

- Innovation should be an open, inclusive process, but as the work develops, staff will need to be challenged to respond to the council's key priorities and to the scale of its ambition
- Innovation can mean different things to different people. The council will need to continue to engage partners around its intentions to ensure the support and legitimacy it needs.
- The whole organisation will need to help to build innovation capability. From the people strategy to governance, officers and elected members will need to ensure that they have the structures and skills to deliver on their ambitions for innovation
- Alongside innovation, it is also vital to be clear about what doesn't change; the council's values and its focus on the citizens of Surrey

Governance and decision-making

- Select Committees are seen to be variable in their effectiveness, with some examples of excellent practice, and the overview and scrutiny function has more to offer
- Local Committees are assuming increasing responsibilities and there is belief that they could play an enhanced role - it feels like the right time for Surrey to consider their role in a new era
- There is good progress and performance reporting to the likes of Cabinet, Select Committees and Corporate Leadership Team, including around risk
- The council has increased the support to elected members and their development and this should continue in to the future as roles change and develop

Financial planning and viability (1)

- The council has a net revenue budget of around £1.5billion
- Budget pressures of more than £250m have been impacting the council across the period from 2010 to 2014
- Significant levels of savings have been achieved in recent years – £68m in 2010/11, £61m in 2011/12 and £66m expected this year against a target of £71m
- The budget for 2013/14 shows planned savings of £50m, with a further £33m the following year
- Over and above this, there are funding gaps of £18m in 2013/14 and £39m in 2014/15
- Further reports will be presented over the coming months including an outline of the way the 2014/15 funding gap will be addressed and a review of the Medium Term Financial Plan
- Despite the budget position, the council is still able and willing to make significant additional financial investments in projects and services

Financial planning and viability (2)

- The general view of the financial position amongst people we met was that it was “tough” and “challenging” – which contrasts heavily with the feelings of ‘crisis’ being experienced in many other councils
- It is readily obvious that the council will need to ensure the successful delivery of its savings targets and it is confident in the robustness of its approach to doing so
- As the financial future becomes more challenging elected members will be required to make more difficult decisions and, in doing so, demonstrate their resolve
- The council’s strategic approach is to focus on the long-term and, as part of this, seek to establish ways of generating additional income and better capitalising on assets and investments
- Key assumptions are made around future levels of government grant, the potential to increase council tax levels and the New Homes Bonus and future demand for services

Financial planning and viability (3)

- The overall approach and assumptions that are being made are ambitious and different to those of most other councils - the council needs to be fully aware of the risks that this entails and ensure that variations away from what is being assumed can be responded to in a timely manner

Partnership working

- The council has a strong commitment to ‘doing what is right for the people of Surrey’
- The council has worked hard to bring about vastly improved relationships with the district and borough councils in Surrey
- Relationships with the health sector have improved significantly and the Health and Well-Being Board represents a potential model for other partnerships to be based upon
- The senior leadership of the council is making a concerted effort to engage with the business community but there would be benefit in extending the dialogue to a broader range of businesses
- The changes facing local government generate significant opportunities for the voluntary and community sector – realising them will require increased dialogue, the growing of the capacity of the sector and new forms of partnership
- The council shared its budget proposals with partner organisations but there may be benefit in enabling their earlier and greater involvement in the future

Understanding of local context and priority setting

- The council has a wide source of information regarding the make-up of Surrey, what is important to local people and how it performs – this is used to inform decision-making and priorities but evidence-based thinking could develop further in the organisation
- Customer service has moved forward significantly over recent years but it may be time for the council to review how things currently operate in order to ensure they are keeping pace with customer expectations
- The Public Value Review of learning disabilities represents a model for the future around determining what the council offers and how – service user engagement, staff and elected member involvement, good innovation approaches and principles
- However, more work needs to be undertaken around the role of the citizen in the future, including the co-design and co-delivery of services

Overall ...

- There is universal recognition that the council has made huge strides in the last four years
- It is seen to have 'laid the foundations for it now to take off'
- In seeking to take the council to the next level it is important that everybody takes a greater responsibility and bears in mind the requirement to continue to 'raise their game'

Surrey County Council

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SURREY COUNTY COUNCIL**CABINET****DATE: 26 MARCH 2013****REPORT OF: MR DAVID HODGE, LEADER OF THE COUNCIL****LEAD OFFICER: JULIE FISHER, STRATEGIC DIRECTOR FOR CHANGE AND EFFICIENCY****SUBJECT: STRENGTHENING THE COUNCIL'S APPROACH TO INNOVATION: MODELS OF DELIVERY****SUMMARY OF ISSUE:**

Surrey County Council places a relentless focus on delivering public value. The council has a successful track record of finding new and innovative ways of delivering services, in the interests of the residents of Surrey.

During the next few years many councils will respond to the challenges they face by reducing their capacity and capability. Surrey County Council is taking a different approach adopting a strategy of strengthening its ability to deliver services and investing in staff, so enabling it to continue to protect vulnerable residents and secure economic growth and a prosperous future for Surrey.

Recognising the scale of the challenge ahead and anticipating the needs of the future, this report focuses on how the council proposes to use the most effective delivery model to provide services for residents while ensuring public value. The report describes the different delivery models already being used by the council; examples of successes it has achieved so far; and makes recommendations to provide the foundations for the council to develop its approach to trading.

RECOMMENDATIONS:

It is recommended that:

1. The Cabinet acknowledges the progress and achievements delivered to date through a range of existing delivery models.
2. The Cabinet confirms that the primary objective the council seeks to achieve by developing its approach to trading is to deliver public value for Surrey residents and businesses.
3. The Cabinet agrees to the creation of a Surrey County Council Shareholder Board ('the Board') with responsibility for exercising 'shareholder control' over any limited ('trading') companies established by the council and asks the Strategic Director for Change and Efficiency, in consultation with the Leader of the Council, Cabinet Member for Change and Efficiency and Chief Executive, to establish the Board.
4. The Cabinet delegates authority to the Strategic Director for Change and Efficiency, in consultation with the Leader of the Council and Cabinet Member for Change and Efficiency, to establish a trading company that will deliver in the first instance 'business services' and in order to do so:
 - a. to consider and approve a business case, which must satisfy the statutory

requirements and the criteria set out in paragraph 28 and 29; and

- b. to approve the Articles of Association including the naming of Directors of the company.
5. The Cabinet acknowledges the opportunities that a range of delivery models provides and welcomes future proposals (expressed as options appraisals and business cases) from services across the council over the three-year period 2013 – 2016 and asks the Strategic Director for Change and Efficiency to lead a programme of work that will review service delivery models including currently traded activity.

REASON FOR RECOMMENDATIONS:

In the current financial and funding climate for local government it is essential that the council continues to focus on delivering public value to the residents of Surrey.

The council recognises that a range of delivery models are already and should continue to be used to provide services that best meet the needs of Surrey residents and businesses. Building on existing successes, the recommendations set out in this report will enable the council to continue to anticipate and respond to the challenges it faces and represent the next phase of its approach to ensure Surrey residents receive good quality public services.

DETAILS:

INTRODUCTION

1. The way that council services are delivered in Surrey continually evolves. Changes to legislation; developments in government policy; new funding arrangements; and, most importantly, the changing needs and aspirations of Surrey residents and businesses have helped to shape various models of delivery.
2. Surrey County Council has a successful track record of finding innovative ways of delivering services recognising that there is no 'one size fits all' model for the vast range of services it provides. Taking a proactive and longer term view has helped the council to prepare for the challenges it faces and has supported the delivery of £200m¹ of efficiency savings over the last three years. The budget assumptions for the Council's Medium Term Financial Plan (2013-18) include further savings requirements of £240m resulting from increased demands on council services and reductions in the grant received from central government.
3. This report recognises the importance of a pragmatic approach and the role different delivery models can play in delivering good quality public services and value for money to residents and businesses while helping the council to meet its financial targets.
4. The report describes at a headline level the range of delivery models currently being used by Surrey County Council and examples of the success it has

¹ £68m in 2010/11, £61m in 2011/12, £66m forecast for 2012/13

achieved. The report also sets out recommendations for the council to further develop its trading delivery models.

5. All delivery models that the council uses and develops will operate with the same public sector ethos and values that define the fundamental character and spirit of Surrey County Council.

MODELS OF DELIVERY

6. Council services are currently delivered via three delivery models:
 - Services delivered directly by the council
 - Services delivered by the council with a partner(s)
 - Services delivered by other organisations, commissioned / funded by the council (including organisations from the voluntary, community and faith sector)
7. Proposals for enhancing the council's ability to deliver services through a fourth model, through a trading company, are set out below.

Services delivered directly by the Council

8. A significant proportion of council services are delivered directly by the council. Over recent years the council has transferred key services (e.g. property maintenance, IT data services) back into the council from external providers, resulting in higher quality, better value for money services.
9. The recently completed [Public Value Review programme](#), where a systematic and robust review of all services and functions was undertaken, has helped to ensure that all council services and functions are being delivered efficiently and effectively with improved outcomes for residents. Overall the review programme identified cumulative savings of almost £280m to be delivered over a six year period.

Services delivered by the Council with a partner(s)

10. Notable progress has been made across all areas of the council in delivering services successfully in partnership. The partnership arrangements are varied in both scope and scale and have helped to deliver improvements in service quality and efficiencies. Examples of the successes the council has achieved through partnership working include:
 - The **SE7 Councils** (Surrey County Council, Brighton & Hove City Council, East Sussex County Council, Hampshire County Council, Kent County Council; Medway Council, West Sussex County Council) have been working together across a range of workstreams and have identified potential savings / avoided costs of £73.25m across the Partnership by the end of 2014/15. Longer term savings projections across the SE7 Partnership include a savings estimate of £600m by 2020/21 through maximising the value derived from waste, and a potential savings figure of £1bn over 25 years through the property workstream (based on extrapolated savings being delivered by Hampshire County Council).

- Other SE7 workstreams that have delivered improvements include: the joint programme office created by Surrey County Council and Hampshire County Council which has enabled the delivery of 570 new permanent school places this year and aims to deliver 40% reduction in the cost of new school places over the next four years; and the UK's first master's degree course to train the next generation of public sector highways managers which was launched last year by the SE7 group of councils with Brighton University.
- In Adult Social Care the 'prevention through partnership' programme has had a significant positive impact. Stronger partnership working, close engagement with residents, and the launch of a £10m preventative services fund which is enabling 11 local plans to be developed which will stimulate a range of innovative and sustainable services and joint approaches which are supporting local residents to access community support mechanisms and maintain their independence. In addition, in driving forward the Prevention through Partnership Programme the first Wellbeing Centre including a Telecare Demonstrator Site opened in Egham. A further four centres will be opened over the next six months in Caterham, Epsom, Walton-on-Thames and Shepperton. The innovative new facilities developed within Borough and District Council Centres using capital funding from Surrey are currently being developed across Surrey with over 150 partners currently engaged in the programme. Key partners are the Alzheimers Society, Surrey and Borders, Age Concern, Age UK, ADL Smartcare, Telecare service providers with key links with reablement services, virtual awards, ensuring there are robust partnerships as Centres are opened in each Borough or District.
- A partnership has been established with East Sussex County Council to **share procurement arrangements**, which will initially deliver £2.5m savings and better value for taxpayers. This partnership arrangement is being further extended with Surrey County Council delivering transactional and IT Data Centre support services with effect from April 2013.
- The council also continues to work with **Isle of Wight Fire and Rescue Service** by providing their emergency control centre operation delivering economies of scale to both parties
- Through the **Surrey Families Support Programme** we have started to implement new coordinated arrangements with partners to provide better support to families that have multiple and complex needs. Learning from the pilot in Waverley the new approaches are initially being implemented in Elmbridge, Guildford, Reigate and Banstead, Spelthorne, Woking, and Waverley. The programme will then be rolled out to the rest of the county from October 2013. Surrey is recognised as leading the way on implementing the Government's Troubled Families programme in a two tier area.

Services delivered by other organisations, commissioned / funded by the Council

11. The council continues to strengthen its approach to commissioning and procuring goods and services from suppliers, and is on track to deliver its target procurement savings of £25m in 2012/13. This will bring the total

savings delivered since 2009/10 to over £90m, with a further forecast of £28m for 2013/14. These savings have been achieved through a combination of applying a Category Management approach, closer management of major suppliers and working with other local authorities to increase our leverage.

12. This model of delivery can be through a contractual arrangement, grants or other funding mechanisms. Examples in Surrey where this type of delivery model has delivered improved services and / or efficiencies include:
 - The **highways contractual arrangements** - through robust management of the contract the Council has worked with May Gurney, the supplier responsible for maintaining Surrey's roads, to identify an additional £10m savings from the £60m, six-year agreement through long term planned resurfacing programme. In the first year of the new highways contract 300 miles of road were resurfaced or repaired; fourteen pedestrian crossings and 19 traffic light junctions were refurbished; capacity to grit roads in the snow increased by 110 miles, 98% of potholes were fixed or made safe with a temporary repair within 24 hours; and there was a 15% increase in resident satisfaction.
 - Identifying and working with our key suppliers in the complex area of **Adults with Learning Disabilities**, an additional £3m savings have been achieved to date, whilst maintaining standards of care and strengthening the relationship between the Council and suppliers.
 - In **Waste Management** the Council has worked closely with SITA to review supply chain arrangements with sub contractors which has resulted in savings of £400k to date.
 - On 12 September 2012 the Council signed a £33m superfast broadband deal with BT to provide high speed connections for more than 90,000 business and household premises in the county that are not included in the commercial roll-out nationally (equating to 99.7% coverage of all households and businesses). This will make **Surrey the best connected county in the country** and could boost the economy by around £28m a year.
13. The Council has continued to focus on strengthening the local economy, working towards the target of 60% spend with local suppliers, and ensuring that those suppliers who deliver services on our behalf maximise the use of local apprenticeships.

Developing the Council's approach to trading

14. The power to trade allows a local authority to offer its services on a commercial basis (i.e. make a surplus) - in order to pursue a strategy of risked based commercial trading the council could make use of powers granted by section 95 of the Local Government Act 2003 and the Local Government (Best Value Authorities)(Power to Trade) (England) Order 2009.). The powers provided by the Localism Act 2011 through the general power of competence also broaden the scope of activities upon which the council could trade. The council is already using powers to charge for its services (limited to recovery of the cost of providing those services) and is sharing services with other public sector partners.
15. In order to use those powers the council must set up a company, for the purposes of trading without subsidy. This, by its nature, will be a new legal

entity created under the council's ownership, but with the ability to trade commercially with the private sector.

16. Trading can also be undertaken by the council with a private sector partner. Through the joint venture Babcock 4S, Surrey County Council already has experience of successfully operating in a trading environment. The joint venture is a public private partnership between Surrey County Council and Babcock International Group PLC, and is one of the largest providers of school support services in the country. The arrangement has delivered dividend payments to the County Council of £1.6m over the last three years.
17. The council's **primary objective in relation to developing its approach to trading is to deliver public value for Surrey residents and businesses.**
18. In addition, trading would give the council a range of new opportunities including:
 - Delivering services differently by creating a dynamic and entrepreneurial environment that will increase the range, choice and delivery of public services, and will help to drive service improvements as the need to compete in the market place necessitates competitive, high quality services;
 - Profits generated for the council through its trading operations will be available to support the delivery of the council's medium term financial plan. In some authorities this surplus has been used to support other services within the authority, invest in new commercial ventures via the company, or to help to keep increases in Council Tax to a minimum; and
 - A trading company will create new opportunities for staff to expand their learning base (e.g. customer services, commercial awareness and risk management skills).
19. The attached paper (Annex A) summarises the key legal and procurement issues relating to local authority trading considered by the council.

Governance

20. A trading company must be in one of the forms prescribed by law. For the current proposals a company limited by shares wholly owned by Surrey County Council, is the most appropriate form. In developing its governance mechanisms and arrangements the council is and will continue to use learning from other local authorities and organisations to achieve best practice.
21. In order to safeguard the council's interests as shareholder and to influence and inform the development and implementation of its approach to trading, the **first proposed step is to establish a Surrey County Council Shareholder Board ('the Board')** with responsibility for exercising 'shareholder control' over any companies established and owned by the council.
22. When establishing a trading company a shareholder agreement will be established between the sole shareholder (the council) and the trading company setting out in detail the powers and responsibilities of the council

(i.e. 'shareholder control' exercised through the Board). The **Board's authority and powers** will include:

- **appointing and removing directors** to the trading company;
 - **signing off the business plan and financial dividend forecast** (annually); and
 - reviewing the **financial and overall performance** of the trading company.
23. The Board would initially be made up of up to eight individuals from both the Cabinet and senior management from Surrey County Council. The Board membership would include the Leader of the Council and Chief Executive and they would agree the remaining members of the Board. It is recommended that this arrangement should be reviewed by Cabinet annually to ensure that it continued to provide a robust governance framework for all ongoing trading activity, to effectively manage associated risks and to operate without any conflict of interests.
24. Once established, wider Member involvement and scrutiny of the arrangements and ongoing activity will include engagement with the Audit and Governance Committee, the Council Overview and Scrutiny Committee and other relevant Select Committees.
25. This report recommends that the Strategic Director for Change and Efficiency, in consultation with the Leader of the Council, Cabinet Member for Change and Efficiency and Chief Executive, be asked to establish the Board. This will include specifically:
- developing its terms of reference; and
 - agreeing who will sign off the shareholder agreement on behalf of the council.

Establishing a trading company

26. The council has already undertaken initial analysis (Part Two Annex - item 24) to establish the feasibility of setting up a trading company which would in the first instance deliver 'business services'.
27. A business case is currently being developed to enable the council to capitalise on opportunities that are currently available for the delivery of 'business services' to private sector organisations. The opportunities currently being evaluated include the delivery of IT services, including data hosting, helpdesk and application support, and the provision of procurement services. This may lead to further opportunities, for example HR support and other associated professional services. The delivery of 'business services' through a trading company would not involve the transfer of any staff to the trading company at this stage.
28. This report recommends that the Cabinet delegates authority to the Strategic Director for Change and Efficiency, in consultation with the Leader of the Council and Cabinet Member for Change and Efficiency, to set up a 'business services' trading company subject to the business case satisfying the following criteria:

- Demonstration of value for money for the council (including a dividend payment);
 - Quality service to all its customers;
 - Financial and legal risk analysis;
 - Equality impact assessment;
 - Governance and management arrangements (which will follow the principles outlined in this report).
29. The business case will also require approval of the Section 151 Officer and the council's Monitoring Officer who will ensure that all business risks and financial implications are fully considered.

Identifying and assessing opportunities

30. As the council strengthens the range of options available for the delivery of services, further options and businesses case will be presented to the Cabinet for consideration and approval.
31. To facilitate this process and help to ensure a strategic approach is taken across the council, the Strategic Director for Change and Efficiency will establish a working group, supported by a framework and set of tools to enable and assist services to develop options and business cases.
32. This approach and the supporting framework which will be developed will set out a pathway for services considering their service delivery model through:
- Initial analysis / needs assessment
 - Options appraisal
 - Business case
 - Implementation and governance
33. The pathway described above follows a standard commissioning cycle. The council is currently reviewing its Commissioning Framework to ensure clarity and consistency of approach and raise awareness of associated requirements. The revised Framework will come to the Cabinet later in the year.
34. This report asks the Cabinet to acknowledge the opportunities that a range of delivery models provide and welcome future proposals (expressed as options appraisals and business cases) from services across the council over the three-year period 2013 – 2016.

<u>CONSULTATION:</u>

35. A range of stakeholders have been consulted in the development of the approach described in this report. This has included elected Members, the Corporate Leadership Team and the Council Performance Team.

36. As any delivery model options are being developed in the future, consultation and engagement of residents, services users, staff and other relevant key stakeholders will be an integral part of the council's approach.

RISK MANAGEMENT AND IMPLICATIONS:

37. Effective risk analysis and risk management form a vital part of the council assessing options for delivery models. In choosing to establish a council trading company, the council is making a decision to undertake activities in order to generate income - commercial activities always carry an element of risk which will require management.
38. As part of any decision to proceed, a comprehensive business case will need to be prepared and agreed which, as detailed earlier, has identified:
- the objectives of the business;
 - investment and other resources needed; and
 - the risks and how significant they are.
39. When establishing a trading company the council will also need to give consideration to developing an 'exit strategy' in order to protect the council's investment - the 'exit strategy' (i.e. what happens to assets and liabilities if the trading company should fail) can be written into the company's constitution.

Financial and Value for Money Implications

40. The establishment of a trading company will be subject to Cabinet approval upon the basis of a business case which will articulate the financial implications for the County Council. The development of a business case for a trading company must however be preceded by a full evaluation of the various options available to deliver the service/s under consideration. In evaluating these options, it will be important to clearly state the relative merits of different delivery models and to ensure that the option being proposed for further consideration is the most financially beneficial to the council in the longer term.
41. The trading company arrangements will need to comply with the appropriate financial and legal requirements as set out in the Companies Act 2006 and will be subject to the specific codes governing local authority controlled companies contained in the Local Government and Housing Act 2003.
42. The council must recover the full cost of any accommodation, goods, services and employees supplied to a trading company. The council is able to provide financial assistance to a company for a limited period. The provision of financial assistance must be provided under a formal agreement and provided in the expectation of returns in the future. All arrangements made in terms of supplies to and from a trading company, and any financial assistance would be expected to be of a transparent nature and will need to ensure that the company is operating on an equal footing with competitors.
43. The Surrey County Council Shareholder Board will be responsible for ensuring the trading company has a robust business plan in place. The business plan will need to incorporate consideration of the following:

- Market analysis (product, customer and competition)
- Risk analysis
- Financial plan including cash flow analysis

Section 151 Officer Commentary

44. The Section 151 Officer recommends that in consideration of proposals to establish a trading company that due consideration is given to the implications of the independent nature of the company being created. There may be potential conflicts between the interests of the company and the interests of the council, for example a trading company may wish to retain profit for future growth rather than pay an annual dividend to the County Council. The issues potentially resulting from the independent nature of a trading company can be mitigated by careful consideration of the shareholder agreements.
45. Existing delivery models may be more financially appropriate depending upon the nature of the proposition however the governance structure laid out in this report requires that all options are fully considered before proceeding to the business case stage.
46. The business case for the establishment of a trading company will need to ensure that adequate consideration is given to the set-up costs of the company, for example, to include all necessary legal fees and expert tax and financial advice required. The business case will also be required to make adequate provision in the financial plans for new incremental costs, for example, separate external audit if required, directors insurance and so forth.

Legal Implications – Monitoring Officer

47. The council may establish a wholly owned company and through it provide supplies and services and/or carry out other commercial activities. As with all other decisions that it takes, the Cabinet must balance the risks against the potential rewards and pay due regard to its other fiduciary, best value, equalities and other relevant duties. Before setting up a company to trade the Council should prepare and approve a business case. That business case must be a “comprehensive statement” which includes details about:
- the objectives of the business,
 - the investment and other resources required to achieve those objectives,
 - any risks the business might face and how significant these risks are, and
 - the expected financial results of the business, together with any other relevant outcomes that the business is expected to achieve.
48. Any company established will be subject to the controls contained in Part V of the Local Government and Housing Act 2003, so for example any directors appointed cannot receive remuneration or expenses that exceed levels the council can pay and (if required) information must be provided to the council’s auditor.
49. Any directors appointed to the company must exercise their own judgment and will have statutory duties which they owe to the company rather than the council. Potentials for conflict of interests will need to be carefully managed

50. The council must recover the costs of any accommodation, goods, services, staff or anything else it supplies to the company and cannot provide the company with a subsidy.

Equalities and Diversity

51. A full equality impact assessment will be undertaken as part of the business case being developed for the 'business services' trading company.

52. Equality impact assessments will form a standard part of all trading company business cases prepared as described in paragraph 28 above.

Other Implications:

53. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report.
Public Health	No significant implications arising from this report.
Climate change	No significant implications arising from this report.
Carbon emissions	No significant implications arising from this report.

54. Whilst there are no direct implications arising from this report, the Cabinet may in the future be asked to consider options for models of delivery and business cases which do impact on the above areas.

WHAT HAPPENS NEXT:

- The Strategic Director for Change and Efficiency will:
 - implement the recommendations as stated above; and
 - establish a working group, supported by a framework and set of tools to enable and assist services to develop options and business cases.

Contact Officer:

Julie Fisher, Strategic Director for Change and Efficiency
Tel: 020 8541 9550

Consulted:

Denise le Gal, Cabinet Member for Change and Efficiency
Elected Members
The Corporate Leadership Team
The Council Performance Team

Annexes:

Annex A – Local authority trading companies legal /procurement considerations

Part two Annex (item 24) – Trading company (business services) initial analysis

Sources/background papers:

Local Government Act 2003 and Local Government (Best Value Authorities) (Power to Trade) (England) Order 2009.

Companies Act 2006

Localism Act 2011

Report to the Cabinet 18 December 2012 - Surrey County Council and East Sussex County Council Partnership – Shared Services

Annex A

Local Authority Companies

1. Councils may create and own companies to provide services to the council, or to trade commercially in the public and/or private sector for profit, or a combination of any of these. A company is a legal entity in its own right and a company created by the Council to trade commercially would need to comply with public procurement laws if it wished to provide supplies services or works to public bodies, including potentially Surrey County Council itself.
2. Creating a company to deliver a function will change the Council's relationship between its leadership and the operational areas of that function.
3. Companies offer the advantage of a freedom to trade and allow for the employment of staff on different terms and conditions to those of local government employees. Issues arising from creating a company, and which would need careful consideration in any options appraisal, include
 - The complication and potential additional cost of tax and regulatory requirements that apply to companies and do not apply to a local authority. A separate legal entity will potentially have a different and more onerous Corporation tax and VAT regime than the County Council.
 - Separate governance and tensions around control, with decisions needed about how key stakeholders will be involved, who will be directors of the company and how the council will retain responsibility and accountability for its involvement. The Council may retain control of a company through its shareholding, but it cannot mandate the directors of it, even those it appoints. Directors must exercise their own judgement and whilst they can take into account the interests of SCC they cannot be required to follow its requirements. Once appointed, they would have separate statutory duties to their company.
 - Employment/pensions issues, which would arise if staff were to be transferred or TUPEd across into a new entity.
 - Last but not least, once a company is providing, or has been set up to provide services to a range of clients the Council may not be able to commission services from it direct, but may have to go through the Official Journal of the European Union (OJEU) or local tender processes and let a contract for those services to the successful bidder.

Background law

4. There are a range of powers to charge for services, one of the key powers to trade within the public sector is the Local Authorities (Goods and Services) Act 1970, but there are other specific powers in different legislation. The Local Government Act 2003 introduced powers to trade in the wider market, where that trading related to the local authority's functions.
5. The Localism Act 2011 introduced wider commercial powers, within provisions referred to as the general power of competence or "GPOC". Provided that what it plans to do it is not prohibited in other legislation, the Council may do things for a commercial purpose, with or without a charge. However it must only carry out any of those commercial activities through a company.

6. Where a company is set up to trade under the 2003 Act, a council must comply with the Local Authorities (Best Value Authorities) (Power to Trade) (England) Order 2009. This requires local authorities to consider and approve a suitable business case for establishing a company. That business case must include details about:
 - the objectives of the business;
 - the investment and other resources required to achieve those objectives;
 - any risks the business might face and how significant these risks are; and
 - the expected financial results of the business, together with any relevant outcomes that the business is expected to achieve.
7. Any accommodation, services, staff or other support provided by a council must be charged for by the council, at least covering full costs, but potentially at a market rate, to demonstrate that the company is not being subsidised by the council. This is important in the context of competition law and state aid. Similarly, any financial assistance, for example in the form of grants, loans or guarantees, should be provided for a limited period and provided under a formal agreement entered into for a commercial purpose. Trading Guidance issued by the government reminds local authorities of the risk of on-going liabilities and warns "the authority should ensure that it takes appropriate steps to avoid automatically assuming responsibility for any aspect of an unsuccessful company"
8. Part V of the Local Government and Housing Act 1989 introduced controls on local authority involvement in companies. Today only propriety controls remain, which require local authorities to ensure for example that any directors appointed to a company that it controls would not be disqualified from being a local authority member; remuneration and expenses do not exceed levels that the local authority could pay, information must be provided to the local authority's auditor (controlled companies must obtain the consent of the Audit Commission to the appointment of an auditor); and letterheads must show the relationship with the company.

Procurement Issues

9. Public procurement legislation applies whenever a local authority awards a contract for supplies, services or works. Depending upon the precise nature and value of an arrangement there are different rules that might apply. Priority services require advertisement through a contract notice in OJEU and may involve a restricted, competitive dialogue, negotiated or some form of E-tender process, following the full requirements of the Public Contract Regulations 2006. Some services, however, only require a lighter touch regime, covering services such as "care", "recreational and cultural services", "educational and vocational educational services" or "legal services" for example. These are still covered by the Treaty obligations which require transparency, fairness and non-discrimination. Whilst not covered by the full requirements of the regulations, for high value contracts the European Commission and the Courts take the view that there should be an 'appropriate' degree of advertisement and competitive process to the circumstances, even where a full procurement process is not required through OJEU. Additionally, local authorities need to follow their own procurement standing orders.

10. Generally speaking local authority trading companies (LATCs) are treated as private sector companies. This means that, when a local authority wishes to procure any goods, services or works, an LATC would need to tender alongside other private sector entities.

Teckal

11. The lack of flexibility inherent in the public procurement regime has led to local authorities' interest in the Teckal case. According to the 1999 *Teckal* judgment, the public procurement directives do not apply to contracts if the control exercised by the contracting authority over the entity awarded the contract is similar to that which it exercises over its own departments and, if, at the same time, that entity carries out the essential part of its activities with the controlling authority, so the two principal tests for a Teckal company are:
 - The control test, requiring the parent authority(ies) to exercise control similar to that exercised over its own departments; and
 - Carrying out the essential part of its activities for the parent(s).

The case law has developed and clarified these conditions further and made it clear that they should be interpreted narrowly. So, for example, to fall within the Teckal exemption, the company's articles should not permit wide scale trading activity with third parties and shareholding should be limited to avoid third party involvement.

Surrey County Council (SCC) Options

12. The council has been considering different ways of structuring any proposed delivery vehicles. The options considered include:
 - A holding company, which has as its core purpose holding shares in trading and non-trading subsidiaries and exercising shareholder controls;
 - A single, wholly SCC owned company, limited by shares, with divisions for the different functions of the company; and
 - A number of different limited companies, with an SCC board exercising shareholder control.

These are in addition to models already being used successfully, such as joint venture companies, in which the Council has a percentage of the shareholding but does not wholly own the company.

13. Any decision on the models to be adopted will need to take into consideration the objectives behind creating the model and the considerations outlined above, which would need to be thoroughly understood and researched to avoid any unintended consequences.
14. Key considerations include:
 - i) Tax and VAT implications, needing further analysis.
 - ii) The Teckal test relies upon control and so the interjection of a parent company can weaken control – this was a feature of a European procurement case (*Coditel*). Therefore, generally it is not advisable to establish a Teckal company as a subsidiary of another.

15. **Advantages of having a number of separate companies** include:
- The use of separate LATCs will increase the financial transparency of separate projects and in particular assist each project to be accounted for separately.
 - To the extent that it is likely that each project will have differing commercial and/or social objectives, this approach will allow an authority to pursue distinct strategies.
 - The legal form and governance of the company can be tailored to the particular requirements of the project and the business which is to be operated out of it.
 - Using independent LATCs will create a structure in which the financial risk and assets/liabilities associated with each project can be isolated from one another and the financial failure of a project need not therefore entail the financial failure of another.
 - The structure can be tailored so that it is the most financially beneficial in the context of tax and VAT implications, in so much as these differ between different business activities.
 - Pooling similar assets into a separate LATC will enable each project to have separate credit/risk profiles in relation to the obtaining of external finance.
 - Separate vehicles will provide an authority with separate exit strategies and/or joint venture opportunities in respect of each project.
 - It may be possible to develop tax efficient employee share ownership options, relevant to each business and develop salary structures that reflect individual employment markets.
16. **Disadvantages** include:
- Channelling business through separate entities will result in an increased administrative burden for the authority. For example, each LATC is likely to need to file separate accounts and returns and keep separate registers of information up to date.
 - Adds an additional tier of complexity and a need for the vehicles to establish contracting arrangements (e.g. leases/service agreements) with the authority (and potentially each other).

SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013

REPORT OF: MR JOHN FUREY, CABINET MEMBER FOR TRANSPORT AND ENVIRONMENT

LEAD OFFICERS: TREVOR PUGH, DIRECTOR ENVIRONMENT AND INFRASTRUCTURE

SUBJECT: FROM REACTIVE TO PLANNED – A NEW APPROACH FOR HIGHWAY MAINTENANCE



BACKGROUND:

1. In early 2010 the Rethinking Surrey Highways programme was instigated (as part of the Council's PVR programme), with the aim of improving customer satisfaction and reducing operating costs by:
 - Designing and implementing new contractual arrangements to replace the previous SHiP contracts
 - Redesigning the structure of the organisation, to improve service delivery and reduce establishment costs
 - Improving collaborative working with other organisations, including Borough and District Councils and SE7 Councils
2. Given the scale of transformation, the programme was structured in two phases with the first phase being those changes necessary to implement the new contracts from April 2011. This first phase has been delivered successfully, with operating costs reduced by a minimum of £8m per annum through efficiencies from the new highway contracts of £7m pa, and a reduction of establishment costs in excess of £1m pa.
3. The capital savings have been reinvested in the highway service, enabling:
 - An increase in the number of major road schemes
 - An increased allocation of funding to Local Committees
 - An overall increase in net customer satisfaction
4. Further changes identified during the Rethinking Surrey Highways programme, and planned to be implemented as Phase 2, were deferred to enable the new contracts to be mobilised. These changes included:
 - The development of longer term Capital programmes
 - Improved coordination of works on the highway
 - A shift from a reactive to a planned approach for defect repair
5. At their meeting on 5th February 2013, Cabinet approved the introduction of two

initiatives that will deliver the first two improvements listed above:

- Increased funding for planned road maintenance to enable the adoption of Operation Horizon to deliver fixed five year major maintenance programme to Surrey's roads
 - The introduction of a Permit Scheme, which will introduce better control and coordination of all work on the highway
6. This paper sets out proposals to deliver the final improvement – the shift from a reactive to a planned approach for safety defect repair.

SUMMARY OF ISSUE:

7. Since the contract with May Gurney started in April 2011, a large proportion of safety defects have been repaired in 24 hours. This approach has been in accordance with our current policy and assisted in keeping the network safe following the high level of damage as a consequence of the bad winters of 2010 and 2011.
8. The short timescale for response means that there is no opportunity to properly plan repairs. This results in increased travelling times for the repair gangs and reduced productivity. It also results in temporary repairs more often than is desirable and limits the scope of repair to individual defects rather than being able to group them together as larger, more substantial repairs.
9. In addition, the classification of the Highway network has not been reviewed for a number of years and our inspection regime, assessment of risks and works prioritisation processes do not as accurately as they could reflect current traffic volumes.
10. Finally, the Localism agenda means there is now a greater desire for the local management of highway services, to enable local priorities to be addressed. A number of initiatives are in place to support this approach, and this paper deals with a specific request from Woking Borough Council.

RECOMMENDATIONS:

11. It is recommended that:
1. Cabinet approve the adoption of SPN (2013) as Surrey's road classification for maintenance and the delegation of authority to the Cabinet Member for Transport and Environment to approve future local adjustments to the SPN, as set out in Annex 1;
 2. Cabinet approve the revised Highway Safety Inspection Policy as set out in Annex 1, subject to the development of robust processes and systems to ensure that risks are assessed and delegate authority to agree those processes and systems to the Director of Environment and Infrastructure and the Director of Change and Efficiency in consultation with the Leader and Cabinet Member for Transport and Environment.
 3. Cabinet approve the Town Centre Management agreement with Woking Borough Council, and the delegation of authority to the Assistant Director Highways to finalise the agreement with Woking Borough Council
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according to the terms set out in Annex 1.

REASONS FOR RECOMMENDATIONS

12. These proposed changes will provide the following benefits:

- Increase the frequency of highway inspections, ensuring defects are identified sooner
- Improve the planning of defect repairs, leading to an improved standard of repair and less repeat visits
- Improve the overall condition of the network by carrying out larger scale repairs
- As a consequence, improve the management of risk across the highway network
- Enable Woking Borough Council to invest in their town centre by complementing County Council services and providing a higher level of service than the County Council would be able to provide

13. For further details on the recommendations please refer to Annex 1.

CONSULTATION:

14. Details of the proposals contained within have been positively discussed at the Environment and Transport Select Committee of 8 November 2012 and 7 February 2013 as set out in Annex 2.

RISK MANAGEMENT AND IMPLICATIONS

15. The implementation of the proposals for a new approach to highway maintenance will impact on the Council's statutory duties under the Highways Act. Insurance Services will be fully involved in the implementation of the proposals to ensure statutory compliance is maintained. In addition the Highway Service will work closely with the Insurance Team to monitor reports on the claims experience following implementation of the changes.

16. The County Council has the legal authority to discharge highway functions through District Councils if both parties are in agreement.

Financial and Value for Money Implications

17. Within the Medium Term Financial Plan annual savings of £500,000 have been identified against insurance claim payments by 2014/15. It is intended that implementation of recommendations one and two will achieve the saving as follows;

- Further transfer of insurance liability to the service provider - achievable by closer integrated working and in recognition of the proposed policy changes,

- Reducing the risk of insurance liability caused by failure of temporary repairs or defects being repaired out of policy timescales - achievable by improved scheduling processes,
 - Reducing the risk of insurance liability caused by current inspection frequencies not being in accordance with the current Code of Practice Guidelines – achievable by introducing revised SPN policy and associated inspection frequencies.
 - Reducing the risk of insurance liability by improving risk management procedures – achieved following implementation of revised defect review and prioritisation processes.
 - Reducing the risk of insurance liability by carrying out larger repairs to defects and thereby minimising further failure on the network.
 - Reduction in the value of claims costs following introduction of the Jackson reforms on insurance claim costs during 2013/14.
18. The financial management systems in place on the contract are not providing the level of financial control required. A project has been established to address these issues, and is making progress, however some areas of concern remain. The required remedial actions have been identified, and timescales for rectification have been agreed.
19. A key measure of the success and progress of improvements to the financial management systems will be the effectiveness of the management of the year end accounts. It is proposed that a full review be undertaken of the year end, and that if this reveals that the systems are still not considered fully effective, that this matter be escalated with May Gurney using the Contract mechanisms. Failure to comply with the agreed improvement plan can then result in the issuing of Contract Default Notices and ultimately termination of the contract.
20. The change from a 24 hour response to a 5 day response will result in improved resource utilisation and therefore reduced cost. It is proposed that these savings are reinvested in the highway network through an improved quality of repair, by:
- Where appropriate, undertaking larger areas of patching to repair several defects rather than repairing them separately
 - Including defects which do not yet meet the intervention criteria for safety defects in the area that is repaired to prevent safety defects from forming.
 - Significantly reducing the number of temporary repairs that are undertaken (currently where temporary repairs are undertaken these must be permanently repaired within 28 days)
21. As described these changes will also require May Gurney to undertake additional repairs through the safety defect lump sum. To deliver the revised inspection and defect repair service will result in an increase to the fixed price paid to May Gurney of £400,000 per annum, this is to pay for additional patching and surfacing gangs to enable improved scale of repair and additional staff to deliver claims management service.
22. The cost adjustment will be met through cashable efficiencies delivered through reduced highway energy costs (£300,000), achieved through better inventory management and £100,000 contribution from the Minor Planned Maintenance budget.

23. Surrey Highways will monitor the quality improvements delivered by these changes to ensure that the anticipated benefits are realised. If an improved quality of repair is not being delivered then the issue will be escalated using the Contractual procedures.

Section 151 Officer Commentary

24. Financial and value for money implications, including expected savings and additional costs, are set out in paragraphs 17 to 23. The Council’s ability to reduce insurance costs will ultimately depend on a range of internal and external factors and at this stage cannot be guaranteed.

Legal Implications – Monitoring Officer

25. In addition to a general duty of care, Surrey County has a statutory duty to maintain the highway as contained in the Highways Act 1980, in particular:

- Section 41 – imposes a duty to maintain a highway which is maintainable at public expense.
- Section 58 – provides for a defence against action relating to alleged failure to maintain on grounds that the authority has taken such care as in all the circumstances was reasonably required to secure that the part of the highway in question was not dangerous for traffic.

26. The policy changes proposed in this report do not adversely affect the council’s statutory position. However, legal precedent has confirmed that the management of highway maintenance, including the “establishment of regimes for inspection, setting standards for condition, determining priorities and programmes for effective asset management” should all be undertaken against a clear and comprehensive understanding and assessment of the risks and consequences involved.

27. It is therefore intended that a clear and comprehensive risk management process is adopted as part of the new Highway Safety Matrix, ensuring that defects with the highest risk to public safety continue to be repaired at the earliest opportunity.

Equalities and Diversity

28. Equality & Diversity Impact Assessments have been completed, and scrutinised by the Environment and Infrastructure E&D Group and are fully endorsed by the Highway Senior Management Team. A summary of the key outcomes are detailed as follows:

<p>Information and engagement underpinning equalities analysis</p>	<p>We are changing our classification of the network to reflect the current Code of Practice and the method by which we will deliver reactive maintenance.</p> <p>This will lead to changes in a number of maintenance activities to reflect the new network (inspections and safety defects, winter service, replacement of markings etc.) combined with a more coordinated approach to delivering repairs. Other anticipated benefits are; improved risk management and improved safety of the highway network.</p>
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<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>The SPN hierarchy is, as far as is reasonably practicable, to safeguard the movement and well-being of all Highway users, both the residents of Surrey and those passing through the County.</p> <p>Defects will remain on the network for longer periods of time. Road works whilst repairing defects are likely to cause temporary disruption to pedestrians and road users.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>The EIA review has reaffirmed the approach within the body of the New Strategy for Highway Maintenance report in challenging the proposal. No changes are proposed.</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>Careful planning and monitoring of reported safety defects, implementing corrective and preventative action swiftly where required to manage risk.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>Changes to historical network sections that had originally been incorrectly assigned or not updated as the network evolved.</p> <p>Defects will remain on the network for longer periods of time.</p>

Climate change/carbon emissions implications

29. The report recommendations will provide a positive impact on the County Council's commitment to sustainability, as they will reduce the number of vehicle journeys undertaken to repair defects on the highway network.

WHAT HAPPENS NEXT:

30. If Cabinet approve these recommendations, then these changes will be phased in from April 2013 over a 12 month period.

31. The Assistant Director Highways will work with the Environment and Transport Select Committee to ensure the effective scrutiny of these recommendations.

Contact Officer:

Lucy Monie, Operations Group Manager, 020 8541 9896

Consulted:

Environment and Transport Select Committee
Insurance Services Team
May Gurney
Woking Borough Council

Annexes:

Annex 1 Background to the Recommendations

Annex 2 Environment and Transport Select Committee Response to a New Strategy for Highway Maintenance

Sources/background papers:

- None
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Background to the recommendations

Recommendation 1: Changes to the Surrey Priority Network and Inspection Frequency

Surrey Priority Network

1. Traffic conditions on the highway network have changed significantly since the last complete review of the Surrey Priority Network (SPN) was undertaken, for example the M25 was not fully operational at that time.
2. A new SPN is therefore proposed that will reflect the changes in traffic volume and population density. The effect of this will be to increase the number of carriageway categories from 3 to 5, and the number of footway categories from 2 to 4. A summary of the changes is provided in the table below.

Hierarchy	General Description	Current	Length (Km)	Proposed	Length (Km)
Carriageways					
Strategic Route	Mainly Principal "A" roads for fast moving traffic	SPN1	763	SPN1	344
Main Distributor	Major urban network, with speed usually <40 mph and >12,000 average journey's			SPN2	381
Secondary Distributor	Mainly B & C class roads in rural areas that link large villages and HGV to strategic network >8,000 average journeys.	SPN2	807	SPN3	369
Link Road	Road linking main and secondary network with frequent junctions. In rural areas links to smaller villages.	SPN3	3366	SPN4a	637
Local Access Road	Roads serving individual land, residential loop roads or cul-de-sacs			SPN4b	3205
Footways					
Primary Walking Routes	Busy urban shopping and business areas and main pedestrian routes,	1	663	1	231
Secondary Walking Routes	Medium usage routes, with >20 shops, town centres links to transport hubs			2	434

Link Footways	Linking local access footways, small retail shopping >5 shops, large schools and outlets,			3	1000
Local Access Footways	Rural footway, town paths, non feeder footways in housing estates	2	5013	4	4013

Inspection Frequency

3. SCC's Highway Maintenance Policy sets out the inspection frequencies and repair response times that the authority will apply to maintain the highway in a safe condition, as required under the Highways Act 1980.
4. It is proposed that changes are made to the inspection frequency to reflect the changes in the SPN, and to ensure that Surrey is fully compliant with the approach recommended in the Code of Practice.
5. These changes will result in an overall increase in the frequency of carriageway and footway inspections, as set out in the table below.

SPN (2013)	Existing	Proposed	Footway Network	Existing	Proposed
SPN1	Quarterly	Monthly	Level 1:	Quarterly	Monthly
SPN2		Monthly	Level 2:	Annual	Quarterly
SPN3	Bi-annual	Monthly	Level 3:	Annual	Bi-annual
SPN4a	Annual	Quarterly	Level 4:	Annual	Annual
SPN4b		Annual			

6. The increase in inspection frequency will result in defects being identified sooner so lead to quicker repairs, which should contribute to improving customer satisfaction
7. As with the introduction of the new SPN, the changes to the inspection frequencies will be introduced over a 12 month period from April 2013.

Recommendation 2: Revised Highway Safety Defect Service

8. Under the existing policy there are three response times for safety defects – 2 hours, 24 hours and 28 days. There is also a 'Condition' category to record defects that are present on the network but do not present a hazard to the public.
9. Currently the majority of identified safety defects fall into the 24 hour response time which leads to a very reactive and inefficient service because there is insufficient time to properly plan repairs. This can mean that more temporary repairs are being carried out than is desirable and also that multiple visits to repair defects are necessary. This has an adverse impact on the reputation of

the Council and leads to reduced customer satisfaction and contributes to an increased risk of insurance claims.

10. Under the current contract arrangements it was always the intention to review the safety inspection policy during the contract term with a view to refocusing the service delivery to a more planned approach. On this basis it is proposed to change the existing policy by extending the 24 hour response time to 5 working days. This change will improve productivity and enable an increased number of permanent repairs to be carried out at the first visit. The 5 day response time also provide us the opportunity, in some circumstances, to carry out repairs that will resolve multiple defects in one larger repair. This will lead to an overall improvement in the condition of the network.
11. Implementation of the proposed change in policy will require appropriate scrutiny and monitoring processes to be in place to ensure any risk is effectively being managed. On this basis there will be a close involvement with Insurance Services during process development and also following implementation to monitor the impact on insurance claims.
12. It is also proposed that the current 'Condition' category on the Safety Matrix be removed, as collecting condition information as part of a Highway Safety Inspection reduces productivity and is not considered an efficient use of this resource. On introduction of the revised Matrix, all condition information will be collected by the condition surveys carried out by the Asset Planning Group and by Community Highway Officers.
13. The two hour response for defects and incidents categorised as posing an immediate safety risk will remain. The 28 calendar day response category for lower risk safety defects will be retained although it will be reclassified as a 20 working day response, providing consistency across categories and operational clarity.

Recommendation 3: Woking Town Centre Management Agreement
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14. The County Council is keen to work with District and Borough Councils, Parish and Town Councils and Residents Associations so that decisions are taken and services delivered at a local level when appropriate.
15. Woking Borough Council are part way into a multi-million pound regeneration project to enhance the viability and attractiveness of the town centre. As part of this they are keen to take on the management of the highway network in the "core" centre.
16. It is therefore proposed that the County Council enters into an agreement with Woking Borough Council to enable them to manage the agreed area of the highway network. The table on the following page sets out the proposed delegated functions for Woking Town Centre.

Included	
Highway inspections	Patching, repairs
Gully cleaning and drainage repairs	Managing insurance risks / claims
Fences	Trees / shrubs / vegetation
Road markings	Parking enforcement and meters
Signs, posts, fingerposts	Refuges, guardrails
General street furniture	Accident and emergencies
Street cleansing	Winter maintenance (footways only)
Reconstruction or resurfacing roads	Reconstruction or resurfacing footways
Licences / policy for A boards, tables & chairs, skips, scaffold, filming etc	Streetworks coordination – within SCC framework but local powers for area
Making of temporary traffic regulation orders and promotion of permanent (through Local Committee)	Any other reasonable works as agreed between both parties
Excluded	
Street lighting – part of existing PFI contract, WBC will be able to influence replacement through Skanska	Illuminated street furniture / signs – part of existing PFI contract
Winter maintenance precautionary road salting	Transportation Development Control advice on behalf of SCC
Traffic signal maintenance	Structures

The table above is not exhaustive and maybe subject to minor revision by the Assistant Director in consultation with the Cabinet Member and Woking Borough Council,

17. The agreement will come into effect on a phased basis from April 2013. Under the agreement the level of service the Borough Council will provide must not be less than the levels the County Council currently provides, although it is clear that the intention of the Borough is to **enhance** service levels, not reduce them.
18. The Woking Local Committee has committed 40% of its share of any future on-street parking surplus to facilitate the agreement. The Borough Council have committed £25,000 per annum, plus any surplus returned to the Borough Council from managing on-street parking will be invested in the “core” area. This is in addition to the multi-million pound redevelopment works.
19. The County Council would provide £25,000 per annum (revenue) to enable the Borough Council to discharge the County Council’s statutory responsibilities.
20. A steering group consisting of Local Committee Members will be established to provide an overview of how the agreement is operating.

ENVIRONMENT AND TRANSPORT SELECT COMMITTEE

Date Considered: 7 February 2013

Item under consideration: NEW STRATEGY FOR HIGHWAY MAINTENANCE

- The Select Committee was supportive of all recommendations proposed in the report, and expressed the view that they would bring about significant improvements to the Council's highway maintenance strategy, in particular a move from reactive maintenance to a more structured, planned policy.
- The Committee welcomed proposals to introduce a fourth SPN category and an increase to the rate of inspections.
- Officers stated that a move from a 24 hour to a five day response time for defect repair would allow greater flexibility within the programme and also encourage the use of permanent as opposed to temporary repairs. This would reduce costs, as it would eliminate the need for crews to revisit repair sites to carry-out follow-up work. Members were supportive of this proposal, though stressed the importance of ensuring that adequate criteria were in place to monitor progress.
- The view was expressed that training for staff would be crucial in order to achieve the goals set out in the programme. Officers responded that they would equip staff with the skills required.
- A further benefit of the new strategy was that moving to a five year programme would bring about more investment in new technology, as with previous one year plans there was not enough certainty for partners to justify investment in this area.
- Plans to focus on roads classified as 'red' were welcomed, however the need to ensure that other roads did not slip into this category over the course of the five year programme was emphasised by Members. Officers responded that an effective asset management programme would prevent this from happening.
- The Committee stressed that the new strategy would only be successful if effective communication processes were put in place, both within Surrey Highways and May Gurney. Officers responded that appropriate steps were being taken to ensure this.
- The Committee felt that implementation of the new strategy would be an evolutionary process, and that effective communication would be essential in order to manage public and Member expectations.

Recommendations:

That the recommendations set out in the New Strategy for Highways Maintenance report, be endorsed.

Steve Renshaw
Chairman Environment and Transport Select Committee

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SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013

REPORT OF: MRS MARY ANGELL, CABINET MEMBER FOR CHILDREN AND FAMILIES

LEAD OFFICER: CAROLINE BUDDEN, DEPUTY DIRECTOR CHILDREN, SCHOOLS AND FAMILIES

SUBJECT: CHILDREN'S HEALTH, WELLBEING AND SAFEGUARDING PLAN, 2013/14



SUMMARY OF ISSUE:

1. The Health and Social Care Act 2012 requires all upper tier local authorities to have a joint health and wellbeing strategy in place by April 2013. This strategy will bring together health and wellbeing priorities for both children and adults.
2. In order to meet our statutory responsibilities we have developed the Children's Health and Wellbeing Plan to positively support children and young people's health and wellbeing and to support the delivery of Surrey's joint health and wellbeing strategy, which is currently in development.
3. The Children's Health, Wellbeing and Safeguarding Plan sets out eight priority areas where we believe we can start to make the most difference in 2013/14 to ensuring that children and young people achieve the best health and wellbeing outcomes possible. It will act as a tool to engage partners in agreeing common challenges and longer-term priorities that will also inform future health and wellbeing strategies.
4. Although this is a County Council plan, we believe an integrated approach to social care and health provision is essential to improving the quality and equality of access to services. We are committed to working with our partners to provide coherent and effective services for children, young people and their families. In particular, to improve the likelihood of positive health and wellbeing outcomes through informed commissioning with key partners including public health, police and education.
5. Our main aim through this plan is to support our children and young people to achieve the best health and wellbeing outcomes possible.
6. The Children's Health, Wellbeing and Safeguarding Plan is a one year plan. After this time it will be replaced by a visionary strategy for children linked to Surrey's Joint Health and Wellbeing Strategy. This will be supported by a partnership 3 -5 year health, wellbeing and safeguarding plan.

RECOMMENDATIONS:

It is recommended that:

1. The approach to supporting children, young people and families' health and wellbeing as set out in the plan is agreed.
2. The publication of the children's health, wellbeing and safeguarding plan is agreed. (Annex 1)
3. Agrees that the Strategic Director for Children, Schools and Families in consultation with the Cabinet Member for Children and Families can sign off any subsequent amendments to the Plan provided there are no substantive changes.

REASON FOR RECOMMENDATIONS:

To note the plan for positively supporting the health and wellbeing of children, young people and families in Surrey and to agree to delivery.

DETAILS:

The Policy Landscape

7. The Coalition Government has introduced a number of far reaching reforms including:
 - **The Health and Social Care Act 2012:** represents a major restructuring of healthcare services, and local authorities' responsibilities in relation to public health and health improvement. The Act also established health and wellbeing boards to bring together key leaders from across the health and care system to work together to improve the health and wellbeing of their local population through the development of health and wellbeing strategies. Surrey's Shadow Health and Wellbeing Board is currently developing the County's Health and Wellbeing Strategy for 2013/14. The Children's Health, Wellbeing and Safeguarding Plan underpins the strategy and sets out how we will improve children's health and wellbeing.
 - **A new approach to Special Educational Needs (SEN):** introducing a single plan – the Education, Health and Social Care (EHC) Plan – to assess children's needs. The Plan is currently being piloted and will be introduced in the forthcoming Children and Families Bill.
 - **Education reforms:** including support for academies and free schools, a new inspection framework, new curriculum and assessment arrangements, the raising of the participation age and new funding arrangements for schools and local authorities.
 - **Welfare reforms:** Universal credit will come into place for new benefit claimants in October 2013. This may affect families who are already living on the edge of poverty and who may be experiencing poorer health outcomes.
 - **Multi-agency safeguarding:** new inspections are to be introduced in June 2013 which will focus on the effectiveness of local authority and partners' services for children who may be at risk of harm.

The Children's Health, Wellbeing and Safeguarding Plan

8. The Children's Health, Wellbeing and Safeguarding Plan sets out the activity that will be undertaken across Surrey County Council to deliver the identified health, wellbeing and safeguarding priorities between 2013 and 2014. As with all other plans – the Employability Plan and Education Achievement Plan - that sit under the Children and Young People's Strategy, the plan will:
 - Address the needs of local children, young people and families
 - Work towards the positive outcomes at all stages of childhood and adolescence that are outlined in the lifecourse outcomes
 - Provide value for money
 - Address the four common priorities of the strategy: prevention, protection, participation and potential
 - Build and maintain a good foundation of partnership working
 - Facilitate the co-design of services with children, young people and their parents
 - Assess the impact of changes on protected equalities groups
 - Adequately address the changing policy landscape

Health, Wellbeing and Safeguarding Priorities

9. Surrey County Council wants to ensure that the county's 271,800 children aged 0-19 are able to enjoy the best possible start in life. Crucially, this includes achieving the best health and wellbeing outcomes possible. However, despite Surrey's reputation as a universally affluent and successful county, pockets of disadvantage do exist and there are groups who experience poorer health outcomes.
10. The Children's Health, Wellbeing and Safeguarding Plan sets out eight priority areas where we believe we can start to make the most difference in 2013/14 to ensure that children and young people achieve the best health and wellbeing outcomes possible. The priority areas set out our ambitions for the longer term and the actions that we will take in 2013/14 to start to meet these priorities. The plan's priorities are to:
 - Support good health and wellbeing in pregnancy and the new born
 - Protect children through strong multi-agency safeguarding and child protection arrangements
 - Support parents and carers so they can raise physically, emotionally and mentally healthy children
 - Improve health and wellbeing outcomes for looked after children and care leavers
 - Support children to develop positive personal wellbeing, values and aspirations
 - Improve outcomes for children and young people with complex needs
 - Improve outcomes for young people who need additional support during the transition to adulthood
 - Ensure local services meet the needs of all vulnerable children and their families.
11. Our priorities are informed by our Joint Strategic Needs Assessment (JSNA), consultation with families, strategic partners, other key stakeholders, and the county's draft joint health and wellbeing strategy, and early help strategy. As

the priority areas set out our ambition for the longer term we will constantly review this evidence base to take into account any changes in the composition of the children and young people population in Surrey.

12. In delivering against these priorities we will actively seek the views of children and young people in the planning and delivery of services.

Partnership Working

13. Surrey County Council is committed to working with partners to provide coherent and effective services for children, young people and their families, to improve the likelihood of positive health and wellbeing outcomes and for ultimately reducing demand for services.
14. Surrey County Council recognises that the only way to deliver improved health and wellbeing outcomes is through partnership working. To do this effectively we need partnership structures through which we can work effectively, and we need shared tools to build a coherent direction and approach.

Governance Arrangements

15. To effectively deliver this plan and future health and wellbeing strategies, we need to think differently about the information we collect and how we use this information to inform the services we deliver, including close working with public health. This will necessitate using data and the Joint Strategic Needs Assessment (JSNA) to understand the impact our services are having on children and young people and how well we are delivering this plan.
16. To help achieve this, the Children's Services Management Team (CSMT) will be responsible for monitoring the Health, Wellbeing and Safeguarding Plan on behalf of the Directorate.
17. The plan is also a one year plan. After one year it will be replaced by a visionary strategy for children linked to Surrey's joint health and wellbeing strategy. This will be supported by a partnership 3 -5 year health, wellbeing and safeguarding plan

CONSULTATION:

18. The plan is one of three plans (the two others being the Education and Achievement and Young People's Employability plans), which forms part of the Children and Young People's Strategy. Formal consultation undertaken on the Children and Young People's Strategy ran from 1 to 25 May 2012 and comprised three parts:
 - Three practitioners' workshops for Surrey County Council staff and partner organisations. Practitioners included social care, health, the voluntary and community sector, services for young people, education, early years and the police. There were 5 groups at each event, each covering a different stage of the Lifecourse Outcomes. In total, 96 practitioners attended the workshops.
 - Various meetings and workshops with elected Members, management groups and relevant partnership groups.

- An online consultation invited respondents to comment on our four priorities and what we need to do to ensure effective partnership working. The online consultation also invited comment on the Lifecourse Outcomes. Of the 91 respondents to the online consultation, 60% (54) were professionals; 27% (35) were parents, and 3% (2) were children and young people.
19. Specific comments made about health and wellbeing outcomes and what should be included in the Children's Health, Wellbeing and Safeguarding Plan were incorporated into the early scoping and drafting of the plan.
 20. The Children's Health, Wellbeing and Safeguarding Plan is also being developed alongside Surrey's draft health and wellbeing strategy, with key engagement from the strategy being fed into the development of this plan. This has included workshops, engagement meetings, and an online questionnaire.
 21. As part of the engagement process the plan has also been to the Directorate Leadership Team, the Directorate Senior Management Forum (DSMF) and the Children and Young People's Partnership Board.
 22. The plan sets out the priorities for improving the health and wellbeing of children, young people, and their families in Surrey. In addition, as part of the plan a detailed implementation plan will be developed on which further engagement will take place.

RISK MANAGEMENT AND IMPLICATIONS:

23. None as a direct result of this plan. However, there are several external factors, such as health, education and welfare reforms which could impact on the achievement of the plan's priorities.

Financial and Value for Money Implications

24. There is an increasing demand for services and less money available to support services in their current form. The County Council has already made significant savings of £67 million in 2010/11, £59million in 2011/12 and a further £71 million in 2012/13. Over the business planning period of 2012/17 the total savings required across the County Council is £206 million. However, the financial situation is expected to worsen across the public sector, given the state of the global and national economies. Delivery of the priorities may also be impacted by external factors such as welfare and health reforms.
25. Within this context, the plan aims to achieve the best possible health and wellbeing outcomes for Surrey's children and young people, whilst explicitly acknowledging the need to address budgetary challenges. The plan will be delivered within the existing CSF budget.

Section 151 Officer Commentary

26. The Section 151 Officer confirms that the intention is to deliver the priorities outlined in Children's Health, Wellbeing and Safeguarding Plan within the Directorate budget.

Legal Implications – Monitoring Officer

27. The priorities set out in the plan will inform the way in which Surrey County Council meets its statutory duties towards children, young people and their families in 2013 and 2014. As individual workstreams are implemented, there may be further legal implications, for example in procurement and commissioning, which will need to be addressed in more detail at the time.

Equalities and Diversity

28. The equalities impact assessment on the Children's Health, Wellbeing and Safeguarding Plan indicates that the plan will generally have a positive impact on the health and wellbeing of children, young people and their families in Surrey.
29. The Draft EIA can be found in Annex 2.

Corporate Parenting/Looked After Children implications

30. One of the plan's key priorities is to improve health and wellbeing outcomes for Looked after Children (LAC) and care leavers. In particular by:
- Increasing the number of placements for LAC within Surrey.
 - Developing a countywide service for coordinating LAC initial and review health assessments across health and social care.
 - Increasing the recruitment of foster carers, both general and specialist carers.
 - Allocating a personal advisor to all young people aged 16 and 17 years old, to support them as they develop the skills and knowledge for living independently.
 - Extending Surrey's saving scheme to support LAC in developing their personal financial and savings skills.
31. The plan will therefore have a positive impact on LAC.

Safeguarding responsibilities for vulnerable children and adults implications

32. One of the plan's key priorities is to protect children through strong multi-agency safeguarding and child protection arrangement. In particular by:
- Developing shared multi-agency safeguarding responsibilities and child protection practice with key partners including health
 - Setting up a Central Referral Unit integrated with the police
 - Developing a multi-agency response and processes in response to the new Working Together Guidance
 - Developing a comprehensive multi-agency quality assurance framework
 - Ensuring the response to changes in health provision provide adequate safeguarding of children.
 - Supporting the new CCGs to be fully integrated into the Surrey Safeguarding Children's Board
 - Embedding learning from Serious Case Reviews across partnerships

- Developing the capacity and capability of the children's workforce around the understanding of domestic abuse.
33. The plan will therefore help embed a culture of safeguarding across the County Council and key partners agencies.

Public Health implications

34. As main aim of the plan is to improve the health and wellbeing of children and young people in Surrey, there will be a number of public health implications arising from the plan. These include, for example, addressing teenage pregnancy and childhood obesity and supporting universal priorities such as immunisation and breastfeeding.

Climate change/carbon emissions implications

35. The Council attaches great importance to being environmentally aware and wishes to show leadership in cutting carbon emissions and tackling climate change. The Children's Health, Wellbeing and Safeguarding Plan is expected to have a neutral impact on climate change and carbon emissions.

WHAT HAPPENS NEXT:

36. Subject to Cabinet approval it is proposed to:
- Publish the plan and share with stakeholders
 - Develop a detailed implementation plan by March 2013 to deliver the key priorities by March 2014
 - Review the plan after one year

Contact Officer:

Victoria Cannizzaro, Strategy and Policy Development Manager, 01372 833486

Consulted:

Service managers from across Children, Schools and Families, the Directorate Leadership team, the Directorate Senior Management Forum, and the Children and Young People's Partnership Board.

Annexes:

Annex 1 Draft Children's Health, Wellbeing and Safeguarding Plan 2013/14

Annex 2: Equalities Impact Assessment

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Children's Health, Wellbeing and Safeguarding Plan 2013/14

Children, Schools and Families- ONE YEAR PLAN

SUPPORTING CHILDREN AND YOUNG PEOPLE TO ACHIEVE THE BEST HEALTH AND WELLBEING OUTCOMES POSSIBLE.

1. FOREWORD – Mary Angell and Caroline Budden

Children's health and wellbeing in Surrey is generally good but we are determined to make it better still by working together with our partners now and in the long term.

The Health and Social Care Act 2012 requires all local areas to have a joint health and wellbeing strategy in place by April 2013. This strategy will bring together health and wellbeing priorities for both children and adults. In order to meet our statutory responsibilities we have developed the Children's Health and Wellbeing Plan to positively support children and young people's health and wellbeing and to support the delivery of Surrey's joint health and wellbeing strategy, which is currently in development.

The Children's Health, Wellbeing and Safeguarding Plan sets out eight priority areas where we believe we can start to make the most difference in 2013/14 to ensuring that children and young people achieve the best health and wellbeing outcomes possible. It will act as a tool to engage partners in agreeing common challenges and longer-term priorities that will also inform future health and wellbeing strategies.

Although this is a County Council plan, we believe an integrated approach to social care and health provision is essential to improving the quality and equality of access to services. We are committed to working with our partners to provide coherent and effective services for children, young people and their families. In particular, to improve the likelihood of positive health and wellbeing outcomes through informed commissioning with key partners including public health, police and education.

Our main aim through this plan is to support our children and young people to achieve the best health and wellbeing outcomes possible.

The Children's Health, Wellbeing and Safeguarding Plan is a one year plan. After one year it will be replaced by a visionary strategy for children linked to Surrey's Joint Health and Wellbeing Strategy. This will be supported by a partnership 3 -5 year health, wellbeing and safeguarding plan for children and young people.

2. BACKGROUND AND SUMMARY

Surrey County Council wants to ensure that the county's 271,800 children aged 0-19 are able to enjoy the best possible start in life. Crucially, this includes achieving the best health and wellbeing outcomes possible. Although children and young people in Surrey mostly experience good health, are safe, well educated and enjoy good leisure and employment opportunities, there are some who experience poorer health outcomes.

The children, young people and families in the greatest social and economic need often experience the poorest health. Despite Surrey's reputation as a universally affluent and successful county, pockets of disadvantage do exist and there are groups who experience poorer outcomes. The Children's Health, Wellbeing and Safeguarding Plan will be our main vehicle for positively supporting our children and young people, including vulnerable children and their families, to realise good health and wellbeing outcomes throughout their childhood.

This plan shows how we will start to work towards our priorities to:

- Support good health and wellbeing in pregnancy and the new born
- Protect children through strong multi-agency safeguarding and child protection arrangements
- Support parents and carers so they can raise physically, emotionally and mentally healthy children
- Improve health and wellbeing outcomes for Looked after Children and care leavers
- Support children to develop positive personal wellbeing, values and aspirations
- Improve outcomes for children and young people with complex needs
- Improve outcomes for young people who need additional support during the transition to adulthood
- Ensure local services meet the needs of vulnerable children and their families

3. THE POLICY LANDSCAPE AND LOCAL CONTEXT

Health, Social Care and Complex Needs

The Health and Social Care Act 2012 represents a major restructuring of healthcare services, and local authorities' responsibilities in relation to public health and health improvement.

The Act saw the abolition of Primary Care Trusts (PCTs), and the majority of their powers transferred to local Clinical Commissioning Groups (CCGs), and their public health and health improvement responsibilities transferred to local authorities.

The Act also established health and wellbeing boards to bring together key leaders from across the health and care system to work together to improve the health and wellbeing of their local population and reduce health inequalities. To help them achieve this, health and wellbeing boards are required to prepare joint strategic needs assessments to inform the development of joint health and wellbeing strategies.

Surrey's Shadow Health and Wellbeing Board is currently developing the County's health and wellbeing strategy for 2013/14. The Health, Wellbeing and Safeguarding Plan underpins this strategy, setting out how we will improve children's health and wellbeing and support delivery of the Health and Wellbeing Board's priorities.

The structures, roles and responsibilities under the new system will take time to embed. CCGs are just now receiving authorisation and will start to take on their statutory responsibilities from April 2013, as will local authorities.

The six CCGs covering Surrey are NHS North West Surrey, NHS Surrey Downs, NHS East Surrey, NHS Guildford and Waverley, NHS Surrey Heath, and NHS East Hampshire and Farnham. Each CCG will be authorised and take on their full statutory responsibilities by April 2013. Together they will hold 80% of the NHS commissioning budget. The NHS Commissioning Board will hold the remaining 20% of the budget.

In addition, the NHS Commissioning Board will hold responsibility for commissioning public health services for 0-5 year olds including the Healthy Child Programme until 2015, whilst local authorities will be responsible for commissioning for 5-19 year olds. This fragmentation of commissioning responsibilities for children will pose a significant challenge for integrated working.

The Green Paper, *Support and aspiration: A new approach to special educational needs and disability* was also published by the Department for Education in March 2011 setting out a commitment that by 2014 all children with special educational needs will have a single plan – the Education, Health and Social Care (EHC) Plan – to assess their needs. The EHC plan will focus on improving outcomes. Surrey, as a member of SE7¹, is one of twenty national SEND pathfinders who are currently trialling the Government's EHC plans as outlined in the Green Paper. The legislation is expected to be introduced to Parliament in early 2013 through the Children and Families Bill.

Multi-agency Safeguarding

New multi-agency safeguarding inspections are also due to be introduced in June 2013. The new inspection regime will focus on the effectiveness of local authority and partners' services for children who may be at risk of harm. This will include a stronger focus on early identification and early help.

Welfare Reforms

Under current welfare reforms, Universal Credit comes into place for new benefit claimants in October 2013. This may affect many families who are already living on the edge of poverty and who may be experiencing poorer health outcomes.

Family Support Programme

Families facing multiple problems are also more likely to experience poorer health outcomes due to a number of factors. In Surrey, the national Troubled Families agenda is being delivered through the Family Support Programme. The programme is designed to transform the quality and volume of multi-agency working with vulnerable families, develop effective and sustain family support practice

¹ Surrey, Hampshire, Kent, Medway, Brighton and Hove, East and West Sussex

and improve outcomes for all the vulnerable families who take part. By March 2013, 350 families will have joined the programme.

Education Reforms

In addition to the reforms to health and the provision of special educational needs (SEN), the Coalition Government has introduced a number of reforms to the education system resulting in unprecedented changes. These include support for academies and free schools, a new inspection framework, new curriculum and assessment arrangements and new funding arrangements for schools and local authorities including the Pupil Premium for children in low-income families.

The Raising of the Participation Age (RPA) also means that young people who started in year 11 in September 2012 are expected to stay on in education or training for a further year. From 2015, all young people in England must continue on until at least their 18th birthday, which means that the end of compulsory education will be extended by two further years of education or training.

4. VISION AND APPROACH

Our Children and Young People's Strategy 2012-17 sets out our vision that *"Every child and young person will be safe, healthy, happy, creative, and have the personal confidence, skills and opportunities to contribute and achieve more than they thought possible."*

The Strategy also sets out four priorities – prevention, protection, participation, and potential – underpinned by a partnership approach and three delivery plans which will turn these priorities into action. The Children's Health, Wellbeing and Safeguarding Plan is one of these delivery plans.

In Surrey, we want children and young people to have the best possible start in life by supporting them to achieve positive outcomes at each phase of their life. Therefore, our vision through this plan is to *"support children and young people to achieve the best health and wellbeing outcomes possible."*

As a framework for measuring progress against each of the plans Surrey has adopted a lifecourse outcomes approach covering:

- Pregnancy and birth
- The early years
- The primary years
- Secondary Years
- Young adulthood

The majority of children and young people in Surrey need little support beyond universal services to reach their potential at each stage. However, there are some children, young people and their families who require additional support, both at key transitions in their lives and also at an early stage before problems or difficulties arise.

The Children's Health, Wellbeing and Safeguarding Plan will be our main vehicle for positively supporting our children and young people to realise good health and wellbeing at each stage of their life and as they transition to adulthood.

We will work together with those best placed to help us protect children, promote their physical and emotional health and wellbeing and improve outcomes for families as a whole – this includes GPs,

police, and schools. As such the plan outlines our approach to partnership working and brings together activity across Surrey County Council to deliver health, wellbeing and safeguarding priorities in 2013/14.

Throughout a child's life we will take a preventative approach to ensure that children and young people achieve the best possible health and wellbeing outcomes.

As with all other plans that sit under the Children and Young People's Strategy, this plan will:

- Address the needs of local children, young people and families
- Work towards the positive outcomes at all stages of childhood and adolescence that are outlined in the lifecourse outcomes
- Provide value for money
- Address the four common priorities of the strategy: prevention, protection, participation and potential
- Build and maintain a good foundation of partnership working
- Facilitate the co-design of services with children, young people and their parents
- Assess the impact of changes on protected equalities groups
- Adequately address the changing policy landscape

5. OUR ASPIRATIONS – HOW WE WILL START TO MAKE A DIFFERENCE BY MARCH 2014

Our priorities are informed by our Joint Strategic Needs Assessment (JSNA) please see section 6 below for further details, consultation with families, strategic partners, and other stakeholders, and the county's draft joint health and wellbeing strategy and early help strategy.

When we deliver against these priorities we will actively seek the views of children and young people in the planning and delivery of services.

Priority 1: Support good health and wellbeing in pregnancy and the new born

Ambition: Support parents and children through integrated parenting support for new parents including fathers, young parents, and those with mental health needs.

This year we will start to:

- Work with Public Health to develop a set of common priorities to help support good health and wellbeing in pregnancy and the new born.
- Develop universal and targeted services for under 5s and their families and work with our partners and the NHS Commissioning Board to support the Healthy Child Programme for 0-5 year olds.
- Raise awareness of evidence based parenting programmes across each local borough and district in Surrey as part of an early help offer.
- Support the implementation of integrated parenting support for new parents.
- Support partners to deliver culturally appropriate support and information to new mothers, including those from the Gypsies Roma and Traveller (GRT) community, in connection with child and maternal health, for example breastfeeding, smoking and immunisation.

Priority 2: Protect children through strong multi-agency safeguarding and child protection arrangements

Ambition: In line with the Surrey Safeguarding Children's Board Strategy develop robust multi-agency child protection arrangements with our partners to safeguard children and young people, including appropriate training for all partners.

This year we will start to:

- Work closely with commissioners of health care services to plan, monitor and manage the health care of vulnerable children and young people and looked after children to help prevent safeguarding issues arising.
- Support schools to provide information for parents, teachers and students on such issues as e-safety, grooming behaviours, bullying including cyber bullying, drug abuse and sexual exploitation.
- Work more closely with schools and colleges to support the effective safeguarding of children and young people.

Priority 3: Support parents and carers so they can raise physically, emotionally and mentally healthy children

Ambition: In line with the Early Help Strategy ensure the co-ordinated planning of preventative and early help services with the roles and responsibilities of different agencies clarified and understood.

This year we will start to:

- Through Surrey's joint health and wellbeing strategy, support public health initiatives on diet, physical activity, teenage pregnancy and substance misuse including smoking.
- Develop a new emotional health and wellbeing needs assessment with our health partners
- Continue to work with schools to promote access to school nurses, ensure access to appropriate health care services and encourage schools to promote emotional health and wellbeing through the National Healthy School Standard.
- Ensure there are good sources of information for parents and young people about mental health issues and the services which respond to mental health needs (CAMHS).
- Ensure that specialist services are arranged for all children to take into account cultural and religious needs and their vulnerability to specific health conditions.
- Ensure trained professionals work with vulnerable families to identify those likely to be affected by welfare reforms and are sign-posted to relevant support
- Develop joint priorities for therapeutic services with our health partners.

Priority 4: Improve health and wellbeing outcomes for Looked after Children and care leavers

Ambition: Develop a common understanding amongst partners that looked after children may need additional support to ensure they achieve good health and that special attention is given to the health needs of all looked after children and care leavers including when placement is being considered.

This year we will start to:

- Focus on prevention and ensure adequate support and training on health issues for staff and care workers.

- Give special attention to the health needs of all looked after children including those with foster carers, those in residential care and secure accommodation, care leavers, asylum-seekers and refugees and children placed out-of-borough.
- Support the development of practice guidelines in collaboration with other agencies including those on confidentiality, substance misuse, safe sex, non-smoking, physical activity and healthy eating.
- Support carers in promoting the health of the children they are looking after.
- Pay special attention to young people leaving care, especially in relation to health promotion and health advice on moving into independence.
- Give special attention to the health needs of children in secure settings.
- Ensure actions are aligned with Surrey's Corporate Parenting Strategy.

Priority 5: Support children to develop positive personal wellbeing, values and aspirations

Ambition: Through Surrey's joint health and wellbeing strategy improve the accessibility of leisure and sports facilities for young people and promote more targeted early years support in identified geographical areas of deprivation.

This year we will start to:

- Work with schools to support the delivery of Personal, Social and Health Education (PSHE) including sex and relationships, drug and alcohol education, healthy eating, physical activity and emotional health and wellbeing.
- Continue to develop and promote the Surrey Healthy Schools Programme.
- Champion and provide targeted support, advice and guidance to schools for children from vulnerable groups in particular looked after children and children eligible for Free School Meals (FSM).
- Support young carers to develop positive physical and mental health through close working with the Young Carers Strategy 2011-2014.

Priority 6: Improve outcomes for children and young people with complex needs

Ambition: Aligned with the Education Achievement Plan, support the number of children and young people with SEN and disabilities accessing local education provision and support schools to ensure they are well equipped to support children and young people with complex needs.

This year we will start to:

- Develop plans to jointly commission an integrated complex needs service across health, social care and education.
- Through the Education Achievement Plan (2013-17) support the inclusion of more pupils with special educational needs in mainstream schools.
- Work with families to assess need and provide support through personal budgets
- Continue to develop a wider range of short breaks to meet assessed need and deliver value for money
- Continue to work closely with the voluntary, faith and community sector as valuable partners in the delivery of services.

Priority 7: Improve outcomes for young people who need additional support during the transition to adulthood

Ambition: Develop integrated working arrangements between children's and adults services to enable a smooth transition for young people.

This year we will start to:

- Continue to develop closer links between children's and adults services to enable earlier planning to take place and improved information sharing.
- Promote transition developments and early support through the Children with Disabilities teams to enable a more focused approach to supporting families of disabled children and young people.

Priority 8: Ensure local services meet the needs of vulnerable children and their families

Ambition: Data and evidence, including the views of children, young people and their families, are continually used to improve services.

This year we will start to:

- Support NHS partners to maintain a focus on children and young people in emerging priorities and commissioning plans, forging new relations for the future and agreeing key actions.
- Roll-out new services for families with multiple problems and partnership working arrangements across the county.
- Provide all eligible families with a period of intensive support to assist with the multi-agency assessment and participation in the Team Around the Family Approach.
- Ensure services respond effectively to the needs of children and young people and their families with protected characteristics through collaborative engagement initially through the Family Support Programme, complex needs, LAC health assessments, early help, and emotional health and wellbeing.
- Encourage partners to engage on You're Welcome: making health services young people friendly.
- Draft and consult with partners and children and young people on the 5 year Children's Health, Wellbeing and Safeguarding Plan about their health and care priorities.

Partnership Working

Surrey County Council is committed to working with partners to provide coherent and effective services for children, young people and their families. We want to improve the likelihood of positive health and wellbeing outcomes and ultimately reduce demand for specialist services. Surrey County Council recognises that the only way to deliver improved health and wellbeing outcomes is through partnership working. To do this effectively we need partnership structures through which we can work effectively, and we need shared tools to build a coherent direction and approach.

Through the plan we will ensure that priorities are appropriately addressed by partner governing bodies by developing bridging arrangements and ensuring that the plan reflects the priorities of each of the governing bodies. The key governing bodies are:

- The Children and Young People's Alliance
- Surrey Safeguarding Children's Board
- The Schools Forum
- The Youth Justice Partnership Board

- The Corporate Parenting Board
- Surrey Health and Wellbeing Board

Through the Plan we will:

- Develop a shared commitment to deliver and implement actions to improve the health and wellbeing of children, young people and their families
- Provide a framework in line with the other delivery plans, within which to deliver services, ensuring that appropriate governance tools and monitoring arrangements are in place.
- Work together to agree our responsibilities and respective roles in delivering the Plan.

In addition to the key governing bodies identified we will also continue to work closely with the following partner agencies:

- Surrey Clinical Commissioning Groups
- Youth Justice Service
- Primary, Secondary and Special Schools and Phase Councils
- Police
- The Voluntary, Faith and Community Sector
- The NHS Commissioning Board
- Children's Centres
- Children and Adolescent Mental Health Services
- Health Visitors
- School Nurses
- Surrey and Borders Partnership

6. THE CHALLENGES

The changing needs of our children and young people

Whilst we know that the majority of children and young people in Surrey achieve the outcomes set out in the lifecourse outcomes with little additional support, there are communities and families who persistently experience poorer outcomes.

There is an upward trend in the number of children on a child protection plan from 713 in October 2011 to 938 in September 2012 and a 43%² rise in vulnerable children requiring social care support as Children in Need. Numbers of Looked after Children have also risen about 6% from October 2011 to September 2012 to 839.³ These children are likely to have experienced abuse or neglect, family dysfunction, acute distress in the family or have a significant disability or illness.

The JSNA identifies specific areas where we need to do better:

- Maternity health and support: breastfeeding beyond 6-8 weeks
- Childhood immunisation: Surrey is below the required uptake for immunity levels for some diseases including measles

² There has been a 43% increase in the children in need cases being worked in the teams (not including the child protection and looked after children cases).

³ Between July 2011-July 2012

- Healthy living: high levels of 16 year olds and over taking part in 'increasing risk' drinking; and childhood obesity concerns (1 in 4 children in year 6 in LA schools was either overweight or obese)
- Teenage pregnancy hotspots in Spelthorne, Reigate and Banstead and a higher than average teenage termination rate.

There are also families who experience particular disadvantage who are at higher risk of low health and wellbeing outcomes including:

- Children living in poverty and on the edge of poverty: 9.9% of 0-19 year olds are living in poverty which is approximately 23, 090 children.
- Many families are on the edge of poverty and likely to be affected by current welfare reforms and the wider economic climate.
- Those affected by domestic abuse: over half of children subject to a child protection plan were affected by domestic abuse and there appears to be a significant gap between children experiencing domestic abuse and those receiving services.
- Children living in a family where there is a disability who are more likely to experience poor outcomes as a result of the impact on the child and parents.
- Young carers: whilst we support about 1200 young carers this may represent as few as 10% of the young carer population. Young carers are more likely to suffer from emotional, behavioural and mental health disorders.
- Low attainment and engagement in services by Gypsy Roma and Traveller (GRT) communities: GRT women are about 20 times more likely to experience the death of a child than average.
- Looked after Children and care leavers are more likely to experience serious education and health inequalities.
- 17% of children live in lone parent households and have a greater risk of living in relative poverty and family instability.
- Unaccompanied asylum seeking children (approximately 190 known) are at risk of unmet mental health needs.

A full summary of the JSNA data can be found in Appendix 1.

Economic climate

There is an increasing demand for services and less money available to support services in their current form. The County Council has already made significant savings of £67 million in 2010/11, £59 million in 2011/12 and a further £71m in 2012/13. Over the business planning period of 2012/17 the total savings required across the County Council is £206m. Children, Schools and Families are expected to save £41m. However, given the state of the global and national economies, the financial situation is expected to worsen across the public sector.

There are also several external factors referenced earlier, such as welfare reform and the changes to the health system, which could impact on the achievement of the plan's priorities.

Within this climate of change, the Children's Health, Wellbeing and Safeguarding Plan will focus on what is most important for children, young people and their families based on evidence of need, providing value for money services and working in partnership to achieve the best outcomes for all. The plan will be delivered within the existing CSF budget.

7. IMPLEMENTATION

It is important that we can measure the changes to services we intend to make and the improvements in health and wellbeing outcomes we hope to achieve.

To effectively deliver this plan and future health and wellbeing strategies, we will therefore need to think differently about the information we collect and how we use this information to inform the services we deliver. This will include using data to understand the impact our services are having on children and young people and how well we are delivering this plan.

To help achieve this, the Children's Services Management Team (CSMT) will be responsible for monitoring the Health, Wellbeing and Safeguarding Plan on behalf of the Directorate. The plan is a one year plan. After one year it will be replaced by a visionary strategy for children linked to Surrey's joint health and wellbeing strategy. This will be supported by a partnership 3 -5 year health, wellbeing and safeguarding plan

Appendix 1 Summary of Joint Strategic Needs Analysis

1. Introduction

This report provides an overview of the needs of children and young people in Surrey. It draws on existing research predominantly in the [Joint Strategic Needs Assessment](#) (JSNA) to build a rounded picture of the overall health and wellbeing needs of the child population. The JSNA is an ongoing process with research on a variety of topics being continually undertaken.

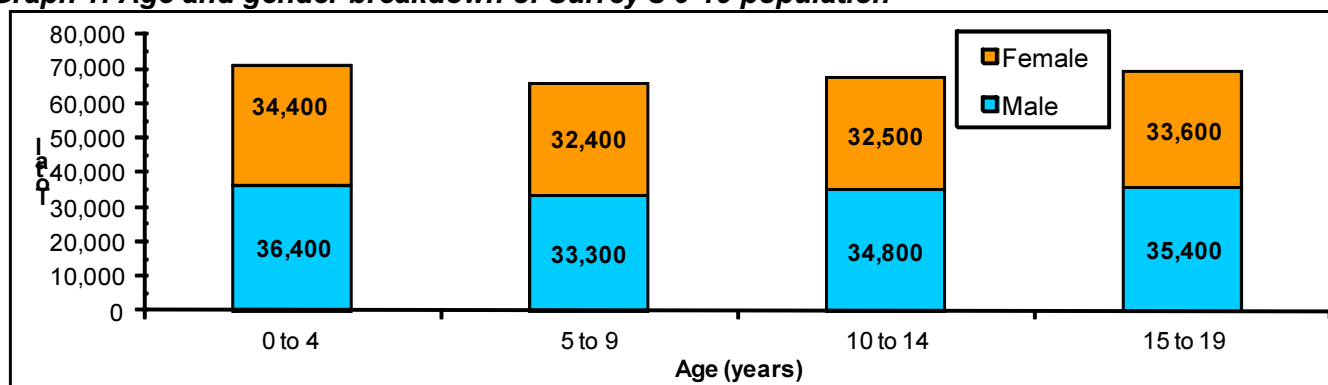
This overview begins by outlining the current situation for children and young people in Surrey and gives a brief overview of the identified Priority Places of need in the county. It moves on to look at areas where Surrey is performing well and where we could be doing things better. The report closes by looking at the children and young people most likely to be in need and where there are gaps in knowledge about the needs of children and young people in Surrey.

2. The current situation

Surrey's children and young people mostly experience good health, are safe, well educated and have good leisure and employment opportunities. Many families in Surrey benefit from higher than average socio-economic circumstances and opportunities that are related to this. There is a low rate of child poverty and young people report that Surrey is a very good place to grow up. The county and its children and young people however are not immune to the social and economic changes brought about through the current economic crisis.

There are approximately 272,800 children and young people aged 0-19 in Surrey. The distribution of these children and young people is spread fairly evenly across the different five-year age brackets. The Office of National Statistics predicts that this population will grow by 1.8% to 2018 and by 10.4% to 2033.

Graph 1: Age and gender breakdown of Surrey's 0-19 population



However, despite Surrey's reputation as a universally affluent and successful county, there are pockets of disadvantaged communities and groups who experience poorer outcomes. The overall rate of child poverty in Surrey is relatively low compared with national figures but the latest poverty figures showed that there is still a significant proportion, 9.9% of 0-19 year olds, living in poverty⁴, which are approximately 23,090 children and young people.

School Census data shows that in Surrey's schools there is an upward trend in the percentage and number of Black and Minority Ethnic (BME) pupils. From 2008-2011 the increase of BME pupils was

⁴ JSNA Chapter (2011) Children Living in Poverty

from 16.3% to 19.1% of all pupils, which is a 4,299 pupils⁵. There is also greater ethnic diversity, with nearly 190 languages spoken in Surrey's maintained schools in 2011⁶ and the percentage and number of BME pupils who speak a different language to English as their first language, also increasing from 2008-2011⁷.

4. What we do well

There are some key areas where Surrey performs well and these have a positive impact on the outcomes and lives of Surrey's children and young people. These include early years and childcare, nursery and primary school, secondary schools, post-16, special schools & PRUs, fostering and adoption, and children's homes.

- 4.1 Children and young people in poverty** – The proportion of children and young people in poverty in Surrey is comparatively lower than many of its statistical neighbours. However, the number of families living in 'in work' poverty may be impacted by the Welfare Reforms currently being implemented by the Coalition Government.
- 4.2 Maternity health and support** – The proportion of women initiating breastfeeding in Surrey is high at 84%⁸. The county also has low infant mortality rates⁹. Practitioners have cited Children's Centres as a good source of local maternity support. However these rates are positive due to wider factors and other organisations who also contribute to the maternity health and support agenda.
- 4.3 Childcare** – Childcare provision has been assessed as being generally of good quality and provision of some types of childcare is good in some areas¹⁰.
- 4.4 Early years outcomes** – Outcomes for young children at the Early Years Foundation Stage (EYFS) are generally good. The proportion of Surrey pupils achieving the early learning goals improved from 64.1% in 2010 to 65.7% in 2011, exceeding the target for the year¹¹. The dental health of five-year-old children in the South East Coast Strategic Health Authority, which includes Surrey, is the best in the UK.¹² There are also a number of examples of good health practice for nutrition-related support for vulnerable young children, which have helped to reduce health inequalities within Surrey, including Baby Cafes and Healthy Eating for the Really Young (HENRY).
- 4.5 Educational attainment** – In general, children and young people in Surrey achieve well against most key education measures. Recent figures indicate that the attainment gap between the highest and lowest performers at the EYFS is falling¹³. Surrey is in the top quartile nationally for Key Stage 2 attainment¹⁴ and the percentage of pupils achieving 5 A*-Cs including Mathematics

⁵ These figures exclude the Ethnicity unknown figures

⁶ School Census data, (January 2011)

⁷ These figures exclude the Ethnicity unknown figures

⁸ JSNA Chapter (2011) Breastfeeding

⁹ JSNA Chapter (2011) Neonatal Care and Infant Mortality

¹⁰ EYCS (2010) Childcare sufficiency assessment report

¹¹ Education Performance Report – Summary, Surrey County Council (January 2012)

¹² JSNA Chapter (2009) Children and Young People

¹³ Education Performance Report – Summary, Surrey County Council (January 2012)

¹⁴ 2011 Key Stage 2 Results Briefing – Provisional Test Results, Surrey County Council (August 2011)

and English has risen by nearly four percentage points since 2009¹⁵. For post-16 education the Average Point Score (APS) per entry for 2011 continues the trend of improvement over the last four years¹⁶.

- 4.6 Young people who are participating in education, training or employment (PETE)** – As with all local authorities, Surrey saw an increase in young people who are not PETE in 2009/10; the adjusted average was 4.1%. However this improved to 3.9% (977) in 2010/11¹⁷.
- 4.7 Young people who offend**¹⁸ – A 60% reduction in first time entrants to the Youth Justice System has been achieved over the past three years (1499 in 07/08 to 568 in 10/11) and an even greater reduction in 2011/12 is anticipated. Joint partnership working with the police and the introduction of the Youth Restorative Intervention has been two major factors in this reduction.
- 4.8 Teenage conception rate** – Surrey currently has one of the lowest teenage conception rates in the country, which has gradually fallen over the last ten years.

5. Where we could do better

The JSNA highlights some key areas where outcomes could be improved for children and young people. These include:

- 5.1 Maternity health and support** – Despite a high proportion of women initiating breastfeeding in Surrey, six to eight week prevalence data suggests just 57% of women are still breastfeeding at six to eight weeks. This data is up 6% from 09/10 and should perhaps be reflected in the wording used here. This needs to improve to be in line with the World Health Organisation recommendation to exclusively breastfeed for at least six months.¹⁹ There is a Surrey wide Breastfeeding strategy 2010-2015 to address these issues in a co-ordinated way. The prevalence of breastfeeding at 6-8 weeks in 2011/12 Quarter 4 was 46.9% of all infants due a 6-8 weeks check nationally so our figures are higher than the national average.
- 5.2 Childhood immunisation**²⁰ – The percentage uptake across all childhood immunisations for Surrey continues to be lower than the Strategic Health Authority and national figures. Crucially, for some diseases, including measles, uptake is below immunity levels that prevent the spread of disease (usually between 85-95% of the population immunised).
- 5.3 Healthy living** – Seven out of the eleven boroughs within Surrey are in the highest ten nationally for the percentage of people aged 16 and over engaging in ‘increasing risk’ (formerly known as ‘hazardous’) drinking²¹. Latest figures also indicate that 88% of pupils in Surrey schools participate in more than two hours of PE and sport per week, below the 90% national average. 53% of Surrey children do not participate in more than three hours of PE and sport per week²².

¹⁵ Education Performance Report – Summary, Surrey County Council (January 2012)

¹⁶ Ibid

¹⁷ NEET Data, Surrey County Council 14-19 Performance Management Framework (Sept 2011)

¹⁸ All data from Surrey Youth Justice Service

¹⁹ JSNA Chapter (2011) Breastfeeding

²⁰ All data from JSNA Chapter (2011) Immunisation

²¹ JSNA Chapter (2011) Alcohol

²² JSNA Chapter (2011) Physical Activity

- 5.3 Sexually active teenagers** – Surrey did not achieve its 2010-11 target for screening 35% of sexually active young people under the age of 25 for Chlamydia infection. However, the numbers being screened are increasing yearly and those screened did have a similar positivity rate compared to the national average. Therefore, those that are screened are those that are most at risk of having Chlamydia²³. Additionally, whilst Surrey has one of the lowest teenage conception rates in the country, there are still areas in Surrey that have particularly high teenage conception rates, such as Spelthorne and Reigate and Banstead²⁴. There is also a higher than average teenage pregnancy termination rate in Surrey; approximately 200 babies are born to teenage mothers and around 280 teenagers have terminations in Surrey each year.²⁵
- 5.4 Parental and carers support** – Research indicates that children are more likely to become healthy and productive adults when their family life is stable.²⁶ It is important that we therefore support parents and carers who are facing a range of problems or who are experiencing change, for example separating parents, lone parents, military families, young parents and kinship carers.²⁷
- 5.5 Childcare**²⁸ – Over the County as a whole, 35% of parents report that they are not using as much childcare as they would like to allow them to work or train. Many of the parents reporting this fall into different groups, including lone parents, Black and Minority Ethnic (BME) parents, young parents, parents on low incomes, and parents with disabled children. Most of these parents report the cost of childcare being their main barrier. Parents also reported a lack of suitable provision for young people with a disability.
- 5.6 Children and young people known to social care** – There is an upward trend of 40% (February 2010; 511, September 2011; 723)²⁹ in the number of children on a Child Protection Plan. The number of vulnerable children requiring social care support as Children in Need has also risen by 20% over the same time period (February 2010; 2,725, September 2011; 3301). These children are likely to have experienced abuse or neglect, family dysfunction, acute distress in the family, or have a significant disability or illness.
- 5.7 Educational attainment**³⁰ - The educational attainment gap between children and young people receiving Free School Meals (FSM) and those who do not has remained high. In 2011, the educational attainment gap was 28% for level four plus in Mathematics and English at Key Stage 2. By the end of Key Stage 4, this gap widened to 30.1% for young people achieving 5 A*-C including Mathematics and English at GCSE. The attainment gap between those with Special Educational Needs (SEN) and those without is also persistently large. In 2011 the gap for the percentage achieving level four plus in Mathematics and English at Key Stage 2 was 55.9% and the gap for those achieving 5A*-C including Mathematics and English at Key Stage 4 was 54.6%. The Key Stage 2 results did see a narrowing of this gap by just over 3 percentage points from 2012, however the gap widened by just over 1 percentage points for the Key Stage 4 results. Despite performing better than the national average, in 2011 the percentage

²³ JSNA Chapter (2011) Sexual and Reproductive Health

²⁴ JSNA Chapter (2011) Teenage Pregnancy

²⁵ JSNA Chapter (2012) Teenage Sexual Behaviour

²⁶ JSNA Chapter (2012) Family Stability and JSNA Chapter (2012) Parenting

²⁷ JSNA Chapter (2012) Parenting

²⁸ All data from JSNA Chapter (2011) Children Living in Poverty

²⁹ All data from Briefing note – Activity trends for vulnerable children, Surrey County Council (October 2011)

³⁰ All data from Education Performance Report – Summary, Surrey County Council (January 2012)

achieving 2+ A level passes or equivalent (A*-E) dropped by 2.1 percentage points to 93.4%. As with last year, Surrey is ranked in the lower half of the group of 11 statistical neighbour authorities for all Key Stage 5 measures except the APS per entry where it is ranked 4th. A further issue is partnership working with independent school settings around issues such as safeguarding.

5.8 Persistent absenteeism (PA)³¹ – Pupils with some degree of Special Educational Needs (SEN) are three to four times more likely to become PA than those pupils with no SEN. Around one-third of pupils from a Traveller background are also classed as PA, a rate more than ten times as high as that seen amongst non-Traveller pupils. There were 3980 pupils in the 2007/08 cohort, 3521 in the 2008/09 cohort and 3226 in the 2009/10 cohort. Of these pupils, 5843 were PA in one year only (2435 in 07/08, 1553 in 08/09 and 1855 in 09/10). A total of 1650 were PA in two academic years (807 in 07/08 and 08/09; 633 in 08/09 and 09/10; 210 in 07/08 and 09/10). A further 528 pupils were PA in all three academic years. (Figures taken from respective January School Census data).

5.9 Transport³² – Surrey's children and young people report facing a range of problems accessing transport: cost, availability, frequency, lack of information, attitudes of transport staff and physical accessibility. Without adequate transport a young person may find it difficult to continue further education or access social activities. Many young people find that the lack of available bus services, particularly in rural areas, at the weekends and in the evenings, is a barrier that prevents them using other services. Young people also report not feeling safe when using public transport.

5.10 Young people who offend³³ – There is a small number of young people who commit a disproportionate number of offences, which has led to the Surrey Youth Justice Service adopting a new approach to working with these offenders.

6. Children and young people most likely to be in need

While most children in Surrey do well, some groups of children and young people have a higher risk of suffering poorer outcomes than their peers. Many of these groups are linked to one another, so some children and young people with the greatest need may be found in multiple groups. Many of these children and young people's needs are related to parental issues. In many cases the JSNA has highlighted where there are gaps in provision for these children and/ or a likely increase in demand.

6.1 Those whose parents have poor mental health – Children and young people whose parents have poor mental health have a four to five fold increased rate in the onset of emotional/conduct disorder in childhood³⁴.

6.2 Those living in lone parent households – An average of 17% of children and young people live in lone parent households. These children and young people have a greater risk of living in relative poverty (74% or 17,000 of the children and young people living in poverty) and being known to social care³⁵.

³¹ JSNA Draft Chapter (2012) Education – Behaviour and Attendance

³² All data from One in Ten Needs Assessment, Surrey County Council (2010)

³³ All data from Surrey Youth Justice Service

³⁴ JSNA Chapter (2011) Mental Health

³⁵ JSNA Chapter (2011) Children Living in Poverty

- 6.3 Those affected by domestic abuse** – Over half of children subject to a child protection plan were affected by domestic abuse and anecdotal evidence suggests incidence levels are rising³⁶. The number of referrals initiated into Children’s Services where there is a concern relating to domestic abuse from April-September 2011 was 428.³⁷
- 6.4 Those living in a family where there is a disability** – Children and young people in a family where there is a disability or are disabled themselves are more likely to have poorer outcomes across the board³⁸. Young people with disabilities aged 16 –18, for example, require better provision of education and social care support, particularly regarding short break opportunities, transition to adults’ services and appropriate placements.
- 6.5 Young carers** – New data suggests that the 1200 young carers Surrey supports each year represent as few as 10% of that population, not 40% as was previously thought³⁹. They are more likely to suffer emotional, behavioural and mental health disorders. Health, education and social care services need to be better at identifying and referring families with young carers, and raising awareness of their rights.
- 6.6 Those in or on the edge of poverty**⁴⁰ – Children and young people in poverty experience higher inequality and deprivation, and are more likely to experience poorer education, health and social outcomes than their more affluent Surrey peers. They are also more likely to experience substance misuse, including smoking, alcohol and drugs. A few groups of children and young people are more likely to be in this group, particularly those in workless households or low-income households; aged 0-10; in a family where there is a disability; and in lone parent households.
- 6.7 Gypsy, Roma and Traveller (GRT) children and young people**⁴¹ – In 2009, there were an estimated 2203 GRT children and young people aged 0-19 in Surrey. Surrey’s GRT children and young people have some of the poorest health and education outcomes when compared with Surrey’s children and young people generally. The proportion attaining 5 A*-C including Mathematics and English at GCSE is typically 55 percentage points less than for non-GRT peers, and GRT women are around 20 times more likely than other women to experience the death of a child. Barriers to accessing universal provision can include a lack of cultural sensitivity by service providers, poor accommodation and overcrowding, and transient lifestyles of some GRT.
- 6.8 Children and young people with Special Educational Needs (SEN)**⁴² – In January 2011 Surrey County Council recorded and administered 5345 statements of SEN. This equates to 3.8% of the total number of pupils in Surrey and approximately 2% of the 0 to 19 population. The percentage of pupils with statements of SEN has remained fairly constant over time. However, as part of the Improving Intervention Programme, the threshold at which children and young people receive a statement was raised recently. This has meant that, although the

³⁶ JSNA Chapter (2011) Children Subject to a Child Protection Plan

³⁷ JSNA Chapter (2012) Domestic Abuse

³⁸ JSNA Chapter (2011) Physical Disabilities

³⁹ JSNA Chapter (2011) Young Carers

⁴⁰ All data from: Families in Poverty Needs Assessment, Surrey County Council (2011)

⁴¹ All data from JSNA Chapter (2011) Gypsy, Roma and Travellers

⁴² JSNA Draft Chapter (2012) SEN

number of statements has remained constant, those with statements have more severe and complex needs than before.

6.9 Overweight or obese children and young people– Obesity can lead to a range of physical, emotional and mental health issues. Childhood obesity has also been linked to levels of deprivation and, as the level deprivation rise so does obesity prevalence.⁴³ Latest figures show that in Surrey, one in four children in Year 6 in Local Authority schools was either overweight or obese. For Surrey in 2009/10, obesity among 4–5 year olds (Reception year) was 6.7% and among 10–11 year olds (Year 6) was 13.9%.⁴⁴

6.10 Looked After Children (LAC) and care leavers –Both LAC and care leavers are more likely to experience education and health inequalities as well as behavioural, emotional or mental health disorders. Specifically they have a higher risk of teenage pregnancy, drug misuse⁴⁵, lower levels of educational attainment and lower post-16 participation than their peers, which is compounded by restricted training and labour market opportunities. In March 2012 there were 810 LAC⁴⁶. There are growing numbers of young people becoming homeless in the county⁴⁷ and care leavers are a large part of this group.

6.11 Unaccompanied (and former unaccompanied) Asylum-Seeking Children (UASC)⁴⁸ – In March 2011 there were approximately 190 UASC. The council has a duty to provide UASC who have not been looked after children (LAC) with the same level of leaving care services as indigenous LAC care leavers. However, this group is at risk of less support and access to services than indigenous groups because they do not receive a similar funding level. Mental health is usually the highest priority health care need for UASC, particularly victims and witnesses of sexual abuse, torture, oppression, poverty, war and issues related to separation and loss. UASC in Surrey have reported a number of concerns that contribute to a feeling of isolation, and have an overall detrimental effect on their general health. These include bullying, a lack of support in maintaining family and community links, a lack of effective communication with social workers and broken promises by authority figures.

6.12 Young people who offend⁴⁹ – They often have a range of issues in their lives and are frequently well known to local services through instability at home or in education and have needs that have not been met earlier. By the time these young people receive community sentences, they tend to be disengaged from mainstream services and lack positive links to their communities, resulting in higher rates of re-offending.

7. Gaps in knowledge

Gaps have been identified in our knowledge about the needs of children, young people and their families in Surrey. These include:

⁴³ JSNA Chapter (2011) Child Obesity

⁴⁴ JSNA Chapter (2011) Child Obesity

⁴⁵ JSNA Chapter (2011) Looked After Children

⁴⁶ Children's Service Performance Report card, Surrey County Council (March 2012)

⁴⁷ Surrey's Young People's Housing Plan 2010-2012, Surrey County Council

⁴⁸ JSNA Chapter (2012) Unaccompanied (and former unaccompanied) Asylum-Seeking Children

⁴⁹ All data from One in Ten needs assessment, Surrey County Council (2010)

- The estimated 2,000-3,000⁵⁰ children and young people with a disability who do not access any social care, education or health support services;
- The significant gap between the number of children experiencing domestic abuse and those receiving services⁵¹;
- The prevalence of alcohol and drug misuse among children and young people, and
- The number of children living with families who are unknown to the state.

Many of these needs may be adequately met within the community, family and universal settings, resulting in them not being reflected in our data. However, as stated above, a common theme running throughout the JSNA is that processes for collecting and sharing data need to improve to give us a clearer, shared picture of need. Therefore more efficient data collection and sharing can help to develop a more holistic picture and better understanding of need in Surrey.

There are certain areas or groups where there are known gaps in knowledge, which include:

- 7.1 Parents⁵²** – We know there are links between children’s outcomes and parental issues, such as mental health, substance misuse and obesity. However, our data itself tells us little about the how effectively we improve children’s wellbeing by working together to identify problems early on and support families across adults and children’s services. This also includes a gap in data collection that tells us about the whole family needs⁵³.
- 7.2 Gypsy, Roma and Traveller children and young people** – In many instances a lack of robust outcomes data, particularly for health outcomes, means it is difficult to assess the effectiveness of service provision for the GRT community⁵⁴.
- 7.3 Teenage sexual behaviour** – There is limited understanding of the sexual behaviour of Surrey’s young people, affecting the analysis of teenage pregnancy, conception and termination rates. Runnymede and Epsom and Ewell have both seen teenage conception rates fall over the past 10 years, proving significant reductions are achievable. However, identifying which combinations of interventions have led to success remains difficult. It is also unclear as to what drives Surrey’s higher than average teenage pregnancy termination rates and the effect of this on young people.
- 7.4 Need according to place** – Residents in the Priority Places often experience higher inequality and deprivation relative to the rest of Surrey. However the areas of high need for children and young people are spread across the whole county. Preliminary research has been carried out to map data about a range of children and young people’s needs (including Foundation Stage Profile results, numbers of children on the disability register, young people not participating in education, employment or training and teenage conceptions). This indicates that most need is not confined to very specific local areas. Therefore continued research is needed to gather a holistic picture of where need is greatest for children and young people.

8. Further information

More detailed data and fuller analysis of need can be found in the Joint Strategic Needs Assessment on the Surrey (<http://www.surreyi.gov.uk/>).

⁵⁰ JSNA Chapter (2011) Children with Disabilities

⁵¹ JSNA Chapter (2012) Domestic Abuse

⁵² Appendix 1 – JSNA further work 2011-12, Surrey County Council

⁵³ JSNA Chapter (2012) Parenting

⁵⁴ JSNA Chapter (2011) Gypsy, Roma and Travellers

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1. Topic of assessment

EIA title:	Children's Health, Wellbeing and Safeguarding Plan, 2013-14
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EIA author:	Victoria Cannizzaro, Strategy and Policy Development Manager Andrew Evans, Strategy and Policy Development Assistant
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2. Approval

	Name	Date approved
Approved by¹		

3. Quality control

Version number	FINAL	EIA completed	12 February 2013
Date saved	12 February 2013	EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Directorate Equalities Team		Children, School and Families	

¹ Refer to earlier guidance for details on getting approval for your EIA.

EQUALITY IMPACT ASSESSMENT Children's Health, Wellbeing and Safeguarding Plan

5. Explaining the matter being assessed

<p>What policy, function or service is being introduced or reviewed?</p>	<p>The Children's Health, Wellbeing and Safeguarding Plan (HWBS Plan) is one of three plans (the other two are Education Achievement Plan and Young People's Employability Plan) which will support the delivery of the Children and Young People's Strategy, 2012-17.</p> <p>The plan is a one year plan which sets out eight priority areas where we believe we can start to make the most difference in 2013/14 to ensuring that children and young people achieve the best health and wellbeing outcomes possible. It will act as a tool to engage partners in agreeing common challenges and longer-term priorities that will also inform future health and wellbeing strategies.</p> <p>After one year, the plan will be replaced by a visionary strategy for children linked to Surrey's joint health and wellbeing strategy which will be published in March 2013. This visionary strategy will be supported by a partnership 30 year health, wellbeing and safeguarding plan.</p>
<p>What proposals are you assessing?</p>	<p>The Children's Health, Wellbeing and Safeguarding Plan sets out the activity that will be undertaken across Surrey County Council that will deliver the identified health, wellbeing and safeguarding priorities between 2013 and 2014. As with all other plans that sit under the Children and Young People's Strategy, this plan will:</p> <ul style="list-style-type: none"> • Address the needs of local children, young people and families • Work towards the positive outcomes at all stages of childhood and adolescence that are outlined in the lifecourse outcomes • Provide value for money • Address the four common priorities of the strategy: prevention, protection, participation and potential • Build and maintain a good foundation of partnership working • Facilitate the co-design of services with children, young people and their parents • Assess the impact of changes on protected equalities groups • Adequately address the changing policy landscape <p>The plan's priorities are to:</p> <ul style="list-style-type: none"> • Support good health and wellbeing in pregnancy and the new born • Protect children through strong multi-agency safeguarding and child protection arrangements • Support parents and carers so they can raise physically, emotionally and mentally healthy children • Improve health and wellbeing outcomes for looked after children and care leavers • Support children to develop positive personal wellbeing, values and aspirations • Improve outcomes for children and young people with complex needs

EQUALITY IMPACT ASSESSMENT Children's Health, Wellbeing and Safeguarding Plan

	<ul style="list-style-type: none"> • Improve outcomes for young people who need additional support during the transition to adulthood • Ensure local services meet the needs of all vulnerable children and their families. <p>The plan is aligned with existing activities and strategies across the county council which will have their own EIAs.</p> <p>The plan will be monitored by the Children's Services Senior Management Team.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>The plan is intended to benefit a wide range of groups as set out below:</p> <ul style="list-style-type: none"> • Children, young people and families: evidence, primarily from the Joint Strategic Needs Assessment (JSNA) informs the priorities and key activities outlined in the plan. Services will therefore be based on a more detailed, accurate and consistent understanding and evidence base of need, enabling them to become increasingly more co-ordinated, outcomes-focused, and delivered to the needs of children and young people. More widely, through increased partnership working guided by the plan, we will be able to use resources more effectively and efficiently, deliver greater value for money with a greater focus on prevention and early help. • Children and young people who need additional support: the plan will enable Surrey County Council to work with its partners to target services based on a full and accurate understanding of need, ensuring that children and young people have access to services which meet their needs wherever possible. This includes: children living in poverty, children in need, children subject to a child protection plan, children and young people with SEN and/or disabilities and Looked after Children (LAC), including Unaccompanied (or former unaccompanied) Asylum Seeking Children and young carers, those affected by mental health issues (including those with parents who have mental health issues) and those affected by domestic abuse. Many of these may fall under more than one of the protected characteristics. • Commissioners and service deliverers: the plan draws on the JSNA to enable evidence based decisions to be taken from a broad and coherent understanding of need and to enable the county council to act on these evidence based decisions. • Surrey County Council Workforce: there are no direct implications on the workforce arising from this plan. However, staff who are also residents of Surrey may be impacted.

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6. Sources of information

Engagement carried out
<p>This plan is one of three plans (the two others being the Education and Achievement and Young People's Employability plans), which forms part of the Children and Young People's Strategy. Formal consultation was undertaken on the Children and Young People's Strategy including engagement on the early draft priorities of the health, wellbeing and safeguarding plan. The consultation consisted of practitioner workshops, and an online consultation. Practitioners included social care staff, health, the voluntary and community sector, services for young people, education, early years and the police.</p> <p>The plan is being developed alongside Surrey's draft joint health and wellbeing strategy, with key engagement from the strategy being fed into the development of this plan. This has included workshops, engagement meetings, and an online questionnaire.</p> <p>As part of the engagement process the plan has also been to senior management meetings, the Directorate Senior Management Forum (DSMF) and the Children and Young People's Partnership Board.</p> <p>Using feedback from the engagement carried out, the plan sets out the priorities for improving the health and wellbeing of children, young people, and their families in Surrey.</p>
Data used
<ul style="list-style-type: none">• Surrey Join Strategic Needs Assessment (JSNA) including:<ul style="list-style-type: none">○ JSNA (2011) Breastfeeding chapter○ JSNA (2011) Children with Disabilities chapter○ JSNA (2011) Domestic Abuse chapter○ JSNA (2011) Ethnicity chapter○ JSNA (2011) Family Stability chapter○ JSNA (2011) Immunisation chapter○ JSNA (2011) Maternity chapter○ JSNA (2011) Mental Health chapter○ JSNA (2011) Religion chapter○ JSNA (2011) Sexual Orientation chapter○ JSNA (2011) Special Educational Needs chapter○ JSNA (2011) Parenting chapter○ JSNA (2011) Teenage Pregnancy chapter○ JSNA (2011) Unaccompanied (and former unaccompanied) Asylum Seeking Children chapter○ JSNA (2011) Young Carers chapter• Families in Poverty Needs Assessment 2011• Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2011• ONS Census 2011• Surrey County Council Education Performance 2011• Council of Europe (2008) Child and teenage suicide in Europe: A serious public-health issue: Report Document• Reed, B., Rhodes, S., Schofield, P. & Wylie, K. (2009) <i>Gender Variance in the UK:</i>

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Prevalence, Incidence, Growth and Geographic Distribution.

- GIRE.S.Whittle, S., Turner, L. & Al-Alami, M. (2007) *Engendered Penalties: Transgender and Transsexual People's Experiences of Inequality and Discrimination.*

7. Impact of the new/amended policy, service or function

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7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 214</p> <p style="text-align: center;">Age</p>	<p>The Children’s Health, Wellbeing and Safeguarding Plan in general is intended to have a positive impact on children and young people in Surrey, including those who fall under the protected characteristics.</p> <p>However, there are some specific age-related issues.</p> <p>An increasing birth rate will ultimately create demand for maternity, childcare and school places with subsequent impacts on the need for childhood immunisation, treatment for typical childhood illnesses and other services, such as mental health specifically targeted at the needs of young people.</p> <p>The plan aims to support good health and wellbeing in pregnancy and the new born, for example,</p>	<p>As the plan brings together activity taking place to improve children’s health and wellbeing, the likelihood of direct negative impact from the plan itself is minimal. However, there is potential for indirect impact and it will be necessary to ensure that all steps are taken to ensure that this is as positive as possible.</p> <p>A key priority in the plan is to ensure that local services meet the needs of vulnerable children and their families. As the plan is based on evidence of need it is important that the evidence, in particular the JSNA, captures accurate and comprehensive evidence of need. The main risk, therefore, is if we do not collect information related to specific groups’ needs fully or effectively, and/or not responding effectively to this information, which will mean that the actions are not targeted at the correct areas.</p>	<p>JSNA Chapter: Immunisation</p> <ul style="list-style-type: none"> • The percentage uptake across all childhood immunisations for Surrey continues to be lower than the Strategic Health Authority and national figures. Crucially, for some diseases, including measles, uptake is below immunity levels that prevent the spread of disease (usually between 85-95% of the population immunised). • During 2010-11 only 70% of children received the first and second doses of the MMR vaccination by their 5th birthday, compared to 84% across England and 81% for the South East. <p>JSNA Chapter: Mental Health</p> <ul style="list-style-type: none"> • A study has suggested that of all people with mental health problems at age 26, 50% had first met psychiatric diagnosis criteria by age 15 and nearly 75% by their late teens. <p>JSNA Chapter: Young Carers</p> <ul style="list-style-type: none"> • Our young carers services give some form of support to 1,200 young carers a year. However evidence suggests that this could be as low as just 10% of young carers in the county. The average age of a Surrey young carer is 12. • Young carers are more likely to suffer emotional, behavioural and mental health disorders. Health, education and social care services need to be better at identifying and referring families with

² More information on the definitions of these groups can be found [here](#).

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	<p>supporting parents to have their child immunised. This will have a positive impact on both the parents; and child's health and wellbeing in the early years, in particular activities targeted at vulnerable groups such as those living in poverty, those suffering from mental health issues and teenage parents.</p> <p>The plan also addresses the importance of early intervention in childhood preventing long term disadvantage throughout the lifestages.</p> <p>Early intervention in the early years will mean that the right support is given during the crucial early years of a child's life. Later in a child's life this may mean intervening at key transition points where we know some children may face additional challenges such as entering primary and secondary school, or further education, employment and training.</p>	<p>Should such issues occur they could result in the needs of disadvantaged or vulnerable groups being overlooked and health and wellbeing services not being effectively targeted to meet the diverse needs of the children and young people population. In this case, any protected group could be at risk of being impacted negatively due to their specific needs not being taken into account and met, and their health and wellbeing worsening as a result.</p> <p>In order to mitigate these risks, we will work with the JSNA project group to ensure that specific information on the needs of all equalities groups are explicitly sought, quality assured and analysed with specific focus on how best to meet the needs of vulnerable/disadvantaged groups, and to minimise any potential negative impact. The health, wellbeing and safeguarding plan and implementation plan will be based on this specific information and identify any knowledge gaps.</p> <p>What we must assure against is</p>	<p>young carers, and raising awareness of their rights.</p> <p>JSNA Chapter: Maternity Surrey has a large proportion of women that give birth later in life. Studies suggest there are some health problems that increase with age.</p> <ul style="list-style-type: none"> • Maternal mental health problems during pregnancy and the postnatal period can have far-reaching serious consequences for mothers and babies and their families. • About 40% of teenage mothers suffer from postnatal depression and mothers living in deprived circumstances or who are subject to domestic violence also experience above average rates. • The percentage of Gypsy, Roma and Traveller mothers who experience the death of a child is 18%, compared to 1% in the wider population. • GRT mothers are more likely to have complications during pregnancy. <p>JSNA Chapter: Childhood obesity</p> <ul style="list-style-type: none"> • In 2009/10 obesity prevalence almost doubled between of 4-5 year olds (Reception year) and 10-11 year olds (Year 6), increasing from 6.7% to 13.9%. • Obesity can lead to a range of physical, emotional and mental health issues and childhood obesity has also been linked to levels of deprivation. As the level deprivation rises, so does obesity prevalence <p>Families in Poverty Needs Assessment</p> <ul style="list-style-type: none"> • In 2008 there were approximately 23,090 children and young people aged 0-19 living in poverty in
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	<p>A key transition point for all young people and particularly those with additional needs is the transition to adulthood. The plan puts a particular focus on this age group, in particular those vulnerable young people, such as those with complex needs, looked after children or young carers, who may need additional support during this time.</p>	<p>any negative impact through poor understanding or stereotyping of age-based need, and ensuring that sufficient and accurate information is gathered and used to ensure a full and accurate understanding of those needs.</p>	<p>Surrey or 9.9% of the 0-19 population. 0-10's make up 64% (14,790) of the children living in poverty in the county.</p> <p>JSNA Chapter: Alcohol</p> <ul style="list-style-type: none"> National data revealed that 18-24 year olds were more likely than any other age group to binge drink, and those that do are more likely to commit criminal or disorderly behaviour as a result of their drinking compared with other regular drinkers of the same age group (24). Similar trends in binge drinking, anti-social behaviour and young people are likely in Surrey, especially in areas with a significant night time economy. <p>JSNA Chapter: Teenage Pregnancy</p> <ul style="list-style-type: none"> There are links between high teenage conception rates and areas of deprivation and poverty. Babies born to teenage mothers have worse health outcomes than those of older mothers. They are at risk of premature birth, death in their first year and accidental harm.
<p>Disability</p>	<p>Health inequalities are generally greater for children and young people with disabilities. A key focus of this plan is therefore to develop an integrated complex needs service across health, social care and education which will result in a more co-ordinated package of care for children and young people. This will have a</p>	<p>We will need to ensure that the plan continues to use evidence to ensure that the health and wellbeing of those with lower level needs are still being met.</p>	<p>JSNA Chapter: Children with disabilities</p> <ul style="list-style-type: none"> There are approximately 8,500 children and young people aged 0-19 that may have a long-term illness, disability or a medical condition affecting their day-to-day activities. In June 2012 there were 781 open cases across the Children with Disabilities Teams. Children with disabilities are more likely to have Special Educational Needs (SEN). <p>JSNA Chapter: Special Education Needs (Draft)</p> <ul style="list-style-type: none"> In January 2011 Surrey County Council recorded and administered 5345 statements of SEN. This

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	<p>positive impact on children and young people by minimising duplication, and ensuring that children with complex needs have one single plan covering all their needs.</p>		<p>equates to 3.8% of the total number of pupils in Surrey and approximately 2% of the 0 to 19 population.</p> <ul style="list-style-type: none"> • The proportion of pupils with statements of SEN in Surrey maintained schools was considerably higher than in England and the south east in 2009 and 2010. Furthermore, children and young people with statements of special educational needs have more complex needs than before. • The educational attainment gap between those with Special Educational Needs (SEN) and those without has remained high and pupils with some degree of Special Educational Needs (SEN) are three to four times more likely to become persistently absent from school than those pupils with no SEN. <p>Persistent absenteeism (PA)³</p> <ul style="list-style-type: none"> • Pupils with some degree of Special Educational Needs (SEN) are three to four times more likely to become PA than those pupils with no SEN. Around one-third of pupils from a Traveller background are also classed as PA, a rate more than ten times as high as that seen amongst non-Traveller pupils.
<p>Gender reassignment</p>	<p>There is very little local data on gender reassignment amongst young people in Surrey. This may be more relevant for young people transitioning to adulthood and amongst the adult population. However, data</p>	<p>To help mitigate any potential negative impacts we will seek to review our current recording systems in relation to gender reassignment and consider how gender reassignment could be considered in the JSNA.</p>	<p>Council of Europe</p> <ul style="list-style-type: none"> • Transgender people (adults and young people) have reported that they have experienced transphobic bullying, harassment and discrimination in public places, schools, in the workplace and within their families. It is recognised that these experiences can have a negative impact on mental health and that there is a higher

³ JSNA Draft Chapter (2012) Education – Behaviour and Attendance

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	<p>amongst the adult population is also scarce due to sensitivities around requesting information and declaration.</p> <p>There is therefore little direct information and research about specific health and wellbeing needs of this protected characteristic in Surrey.</p>		<p>incidence of suicides amongst lesbian, gay, bisexual and transgender young people than the wider youth population.</p> <p>Whittle et al, 2007</p> <ul style="list-style-type: none"> • Access to medical treatment and safe accommodation are also key issues for these children and young people.
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 218</p> <p>Pregnancy and maternity</p>	<p>The plan may impact on pregnant women as we try to engage them on the importance of early intervention and diet for children, however, this impact will be positive. The plan seeks to address the needs of women from different cultural backgrounds such as Gypsy, Roma and Traveller communities.</p> <p>The plan also seeks to address the needs of older mothers as Surrey has a high percentage of mothers over the age of 35. Complications can arise from births to women later in life.</p>	<p>To avoid any negative impacts on any particular groups who fall within this characteristic it will be important to ensure that the plan is continued to be based on robust evidence of need.</p>	<p>Maternity health and support (JSNA Chapters: Maternity, Breastfeeding and Immunisation)</p> <ul style="list-style-type: none"> • In 2009 there were 13,800 live births to mothers living in Surrey, an increase of 90 from 2008. • Despite a high proportion of women initiating breastfeeding in Surrey, six to eight week prevalence data suggests just 56% of women are still breastfeeding at six to eight weeks. • In Surrey around 40% of mothers aged under 20 initiate breastfeeding • Surrey's crude infant mortality rates for deaths under 7 days, 28 days and one year are 1.6, 2.1 and 3.2 deaths per 1000 live births (from 2007 to 2009). • The percentage of Gypsy, Roma and Traveller mothers who experience the death of a child is 18%, compared to 1% in the wider population. • Surrey's stillbirth rate in 2009 was 4.2 per 1000 total births. • The proportion of babies born in Surrey below 2500g (low birth weight and/or premature) is 6.3% (2009).

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	<p>At the other end of the spectrum the plan will also address the needs of teenage mothers through integrated parenting support for new parents including teenage parents who we know often suffer worse health outcomes than older mothers. They are also more likely to be not to be in education, employment or training (NEET) and live in poverty.</p>		<ul style="list-style-type: none"> • The proportion of mothers who smoke during their pregnancies is 8.78%. The proportion of mothers aged under 19 years who are smokers at the time of delivery was 40% (Quarter 4 in 2009/10) • It is expected that between 900 and 2000 mothers will experience perinatal mental health problems of varying severity. • In Surrey the percentage of births where maternal age is 35 years or over is 30%. • A few studies on the outcomes in pregnancy of healthy, older mothers suggest some health problems that increase with age. • Healthy Start uptake is poor in Surrey. Only 25 out of a potential 5733 children's vitamins were claimed (2008/09) and three out of a potential 498 women's vitamins were claimed (2008/09). <p>JSNA Chapter: Teenage Pregnancy</p> <ul style="list-style-type: none"> • There are links between high teenage conception rates and areas of deprivation and poverty. Babies born to teenage mothers have worse health outcomes than those of older mothers. They are at risk of premature birth, death in their first year and accidental harm.
<p>Race</p>	<p>Different ethnic groups in Surrey experience different health outcomes. As such the plan will ensure that local services meet the needs of different groups, particularly vulnerable groups.</p> <p>This may mean that the impact of the plan may vary</p>	<p>To mitigate any negative impact, through the JSNA we will complete any analysis of health and wellbeing outcomes for children and young people by race.</p>	<p>JSNA Chapter: Mental Health</p> <ul style="list-style-type: none"> • Independent research suggests that a higher proportion of people from BME communities in the UK experience mental health problems compared to White British people. <p>JSNA Chapter: Ethnicity</p> <ul style="list-style-type: none"> • White British make up 83% of the resident population in Surrey. Other White is the second largest ethnic group with the largest ethnic minority group in Surrey being Indian, at 2.3% of the

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	<p>depending on people's needs and ethnic group, for example targeted interventions for GRT mothers, but should always be for improving positive outcomes for all rather negatively impacting on any one group.</p>		<p>population.</p> <p>SCC Education Performance 2011</p> <ul style="list-style-type: none"> • The percentage of statements of SEN has increased amongst mixed and Asian ethnic groups in the past three years. • In 2011 those who performed better than the Surrey average in achieving KS2 % L4+ in both English & Maths and KS4 % 5+ A*-C including English & Maths GCSE include: Chinese, Mixed White/Asian and Indian children and young people. • Those performing below the Surrey average include Mixed White/Black Caribbean and Pakistani. • In 2011, GRT children and young people performed around 60% below the Surrey average for both achieving KS2 % L4+ in both English & Maths and KS4 % 5+ A*-C including English & Maths GCSE. <p>Families in Poverty Needs Assessment</p> <ul style="list-style-type: none"> • All ethnic minority groups in the UK have a higher proportions of poverty compared to the majority white population. <p>Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2011</p> <ul style="list-style-type: none"> • 59% of children in the Surrey GRT community have special needs compared with 19% in the whole population. • Many members of the GRT population are reluctant to reveal their ethnic identity and this, together with the travelling lifestyle of some communities, makes it difficult to determine the exact size of Surrey's GRT population.
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			<p>JSNA Chapter: Maternity</p> <ul style="list-style-type: none"> • The percentage of Gypsy, Roma and Traveller mothers who experience the death of a child is 18%, compared to 1% in the wider population. • GRT mothers are more likely to have complications during pregnancy. <p>JSNA Chapter: Unaccompanied (or former unaccompanied) Asylum Seeking Children</p> <ul style="list-style-type: none"> • Most UASC and former UASC under Surrey County Council care are from Afghanistan, Iraq, Iran, Eritrea and Vietnam. With the exception of those from Vietnam, Surrey has limited local communities to draw on to support these children.
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 221</p> <p>Religion and belief</p>	<p>The plan, in particular the evidence it is based on, will need to take into account the needs of all religious groups and consider whether specific information needs to be collected on the health and wellbeing needs affecting children of specific religions and beliefs in different ways.</p> <p>Services need to be sensitive and responsive to the cultural and religious needs of different communities, their attitudes and reactions to, for example, disease, type of treatment, or access to GPs.</p>		<p>Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2011</p> <ul style="list-style-type: none"> • Cultural beliefs around immunisations and vaccinations make the GRT community at increased risk of illness. There is insufficient accommodation to meet local need with some sites being overcrowded and in poor condition. • Services can be 'hard to reach' for GRT families, for reasons including expectations around literacy; issues of trust and discrimination; and the isolated location of many GRT sites. • There are high levels of domestic abuse within GRT communities, indicating the likelihood of safeguarding concerns for children and young people. • Children and young people in GRT communities are often expected to assume caring responsibilities for siblings or relatives.

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	For example, we do know that cultural beliefs around immunisations and vaccinations increase the risk of illness in the GRT community.		
Sex	At a very basic level many of the health needs of young men and young women are different because of their different physiological make-up and life experiences. What this plan must seek to ensure is that gender is not a cause for differential outcomes. It is therefore important to ensure that sufficient information is collected and analysed, and that actions are taken to ensure that both genders are treated fairly in meeting their needs.	In general, children's issues tend to engage women more as women tend to remain the main caregivers for children at home. To mitigate any negative impacts of this on fathers, the plan aims to adopt a whole family approach which includes fathers.	<p>ONS Surrey: There are 132,900 girls aged 0-19 in Surrey and there are 139,900 boys aged 0-19 in Surrey.</p> <p>SCC Education Performance 2011: In 2011 the difference in educational attainment between boys and girls ranges from 18 percentage points at the EYFS to 6.4% at GCSE.</p> <p>JSNA Chapter: SEN: Boys are nearly three times more likely than girls to have statements in Surrey.</p> <p>JSNA Chapter: Unaccompanied (or former unaccompanied) Asylum Seeking Children: There were 177 males and 19 females under the care of the Surrey Children's Service, as of March 2011.</p> <p>JSNA Chapter: Teenage Pregnancy</p> <ul style="list-style-type: none"> • (2011) 28% of the clients of Catch 22, who are all over 18, and care leavers, are either pregnant or a parent. • In 2009/10 there were nine live births to looked after girls aged 15-17.
Sexual orientation	It is likely that lesbian, gay, bisexual and/or questioning (LGBQ) young people in Surrey may on occasion have different needs from		JSNA Chapter: Sexual Orientation: Using mid-2009 population estimates, there are an estimated 5,700 young people aged 11-16 that are lesbian, gay, bisexual, transgender or questioning (LGBTQ). Identity-related stigma contributes to in

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	<p>other young people. For example, they may experience significant problems related to both their mental and physical health as a result of bullying, social exclusion or domestic abuse.</p> <p>Care therefore must be taken to ensure that sufficient information is collected and used to inform equitable services so that sexuality does not remain a cause for worse access or inappropriate services. For example, ensuring that sexuality is addressed as a key issue in PHSE classes.</p>		<p>increased risk of:</p> <ul style="list-style-type: none"> • Bullying and social exclusion – 34% of LGBTQ young people are estimated to have experienced homophobia whilst in school. • Domestic abuse – a third of LGBTQ young people are estimated to have experienced bullying at home by a parent. <p>Council of Europe: There is a higher incidence of suicides amongst lesbian, gay, bisexual and transgender young people than the wider youth population.</p> <p>Young homeless gay people can have specific emotional and psychological needs relating to the difficulties they have faced coming to terms with their sexuality in unsupportive environments.</p>
<p>Marriage and civil partnerships</p>	<p>There is no negative impact on those who are married or in a civil partnership as a result of this plan. However, the plan recognises that family structures are changing and will support children and their families regardless of these structures.</p> <p>The plan will also support parents who may need additional support, for</p>		<p>JSNA Chapter: Family Stability:</p> <ul style="list-style-type: none"> • Based on the 2001 Census, in Surrey there are 88, 481 married couples with dependent children • Based on the 2001 Census, in Surrey there are 11, 083 cohabiting couples with dependent children • Based on the 2001 Census, in Surrey there are 17, 339 lone parent households with dependent children • Based on the 2001 Census, in Surrey there are 8092 'other' households with dependent children • Evidence suggests that children in two parent households are more likely to have better health and educational outcomes compared to children in

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	<p>example lone parents or teenage parents which might mean that there could be a potential differential impact on those families who live in 'traditional family structures.'</p>		<p>single parent households where, due to a combination of environmental factors, poverty and familial instability, raising children as a single parent can be difficult.</p> <ul style="list-style-type: none"> • Research indicates that children are more likely to become healthy and productive adults when their family life is stable. However, for some families this stability is threatened potentially leading to poorer outcomes for children and young people. • Children from more deprived backgrounds, whether from traditional family backgrounds or not, generally do less well across a number of measures, such as health and educational attainment. Single parents are at a greater risk of multiple disadvantages and are at least twice as likely to live in poverty compared to couple parents. • However, the strongest driver of low subjective wellbeing is where children experience less caring and nurturing relationships with their family or carer. The structure of the family itself has only a small effect on a child's wellbeing. The most vital factor is stability throughout all aspects of a child's life, including their family life. The impact of family life on children's wellbeing is therefore complex and concentrating on family structures alone may not fully address the issues impacting on wellbeing. • Children are more likely to become healthy and productive adults when their family life is stable.⁴ It is important that parents and carers who are facing a range of problems or who are experiencing change, for example separating
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⁴ JSNA Chapter (2012) Family Stability and JSNA Chapter (2012) Parenting

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			parents, lone parents, military families, young parents and kinship carers are supported
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7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	There are no potential impacts highlighted, either positive or negative, for staff with protected characteristics .		
Disability			
Gender reassignment			
Pregnancy and maternity			
Race			
Religion and belief			
Sex			
Sexual orientation			
Marriage and civil partnerships			

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8. Amendments to the proposals

Change	Reason for change
A key action in the plan is to ensure that commissioned services respond effectively to the needs of children and young people and their families with protected characteristics.	The plan will aimed to ensure local services meet the needs of children, young people and their families. Through the EIA we have made it more explicit that this will include those with protected characteristics.

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
The main risk for all protected characteristics is if we do not collect information related to specific groups' needs fully or effectively, and/or not respond effectively to this information, which will mean that the actions are not targeted at the correct areas. Should such issues occur they could result in the needs of disadvantaged or vulnerable groups being overlooked and health and wellbeing services not being effectively targeted to meet the diverse needs of children and young people. In this case, any protected group could be at risk of being impacted negatively due to their specific needs not being taken into account and met, and their health and wellbeing worsening as a result.	We will work with the JSNA project group to ensure that specific information on the needs of all equalities groups are explicitly sought, quality assured and analysed with specific focus on how best to meet the needs of vulnerable/disadvantaged groups, and to minimise any potential negative impact. The health, wellbeing and safeguarding plan and implementation plan will be based on this specific information and identify any knowledge gaps.	Ongoing	Strategy and Policy Development Team
With regards to gender reassignment, there is little direct information and research about the specific health and	To help mitigate any potential negative impacts we will seek to review our current recording systems in relation to gender reassignment and consider how	March 2013	Strategy and Policy Development Team and JSNA project

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wellbeing needs of young people living in Surrey who fall within this protected characteristic.	gender reassignment could be considered in the JSNA.		group
Different ethnic groups in Surrey experience different health outcomes. This may mean that the impact of the plan may vary depending on people's needs and ethnic group.	To mitigate any negative impacts, as part of the JSNA refresh process we will complete an analysis of health and wellbeing outcomes for children and young people by race through the JSNA.	March 2013	Strategy and Policy Development Team and JSNA project group
Potential unknown impacts on religion and belief.	Through evidence from the JSNA the plan will take into account the needs of religious groups and consider whether specific information needs to be collected on the health and wellbeing needs affecting children of specific religions and beliefs.	March 2013	Strategy and Policy Development Team and JSNA project group

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
None identified	N/A

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	<p>Engagement: The plan is one of three plans, which form part of the Children and Young People's Strategy. Formal consultation was undertaken on the Children and Young People's Strategy including engagement on the early draft priorities of the health, wellbeing and safeguarding plan. The consultation consisted of practitioner workshops, and an online consultation. Practitioners included social care staff, health, the voluntary and community sector, services for young people, education, early years and the police.</p> <p>The Children's Health, Wellbeing and Safeguarding Plan is being developed alongside Surrey's draft health and wellbeing strategy, with key engagement from the Strategy being fed into the development of this plan. This has included workshops, engagement meetings, and an online questionnaire.</p>
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EQUALITY IMPACT ASSESSMENT Children's Health, Wellbeing and Safeguarding Plan

	<p>As part of the engagement process the plan has also been to the Directorate Senior Management Forum (DSMF) and the Children and Young People's Partnership Board.</p> <p>Information: The majority of the information underpinning the equality analysis has come from the JSNA, however additional information has been provided by children, schools and families performance teams.</p>
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>The Health, Wellbeing and Safeguarding Plan in general is intended to have a positive impact on children and young people in Surrey, including those who fall under the protected characteristics.</p> <p>In particular the plan seeks to improve health and wellbeing outcomes by adopting a preventative approach.</p> <p>The main risk for all protected characteristics is if we do not collect information related to specific groups' needs fully or effectively, and/or not respond effectively to this information, which will mean that the actions are not targeted at the correct areas.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>A key action has been added to the plan to ensure that commissioned services respond effectively to the needs of children and young people and their families with protected characteristics.</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>We will work with the JSNA project group to ensure that specific information on the needs of all equalities groups are explicitly sought, quality assured and analysed with specific focus on how best to meet the needs of vulnerable/disadvantaged groups, and to minimise any potential negative impact. The health, wellbeing and safeguarding plan and implementation plan will be based on this specific information and identify any knowledge gaps.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>None identified</p>

SURREY COUNTY COUNCIL**CABINET****DATE: 26 MARCH 2013****REPORT OF: MRS MARY ANGELL, CABINET MEMBER FOR CHILDREN AND FAMILIES****LEAD OFFICER: NICK WILSON, STRATEGIC DIRECTOR OF CHILDREN, SCHOOLS AND FAMILIES****SUBJECT: SURREY FAMILY SUPPORT PROGRAMME****SUMMARY OF ISSUE:**

1. The Surrey Family Support Programme is the name we have given to the local implementation of the Government's Troubled Families Programme.
2. This approach aims to improve outcomes for families who have multiple needs through a new model of multi-agency working.
3. This report provides an overview of the programme, including implementation by local teams based in borough and district councils.

RECOMMENDATIONS:

It is recommended that Cabinet agrees:

1. The strategy and implementation of the Surrey Family Support Programme, by local teams in Elmbridge, Guildford, Spelthorne, Reigate and Banstead, Waverley, and Woking borough councils
2. That a local discretionary criteria of families of concern be added to the government's criteria for families to join the programme

REASON FOR RECOMMENDATIONS:

3. In order to achieve the best outcomes for local families with multiple needs, the national programme has been adapted to better suit Surrey communities.

DETAILS:**The Government's Troubled Families Programme**

4. The national Troubled Families Programme seeks to target interventions at those families who have the most needs and cause the most problems in their communities. The government estimates £9 billion is spent each year on these families. The national programme seeks to reduce these costs and seeks to ensure the children of these families do not have troubled families of their own.

5. The Government plans to turn around the lives of 120,000 families by May 2015. The coordination of the National Programme is through the Government's Troubled Families Unit based in the Department of Communities and Local Government with the local management of the programme given to upper tier authorities. The government funding for the programme is through a payment by results arrangement whereby local authorities are paid up to £4,000 for each family that is turned around by the 2015 deadline and are not already funded by other Government Programmes. Some of this payment by results money is available in advance to pump prime local services.

The Objectives of the Surrey Family Support Programme

6. Through the Family Support Programme Surrey agencies plan to meet the following objectives:
 - Transformed quality and volume of multi-agency working with vulnerable families and children, introducing a single family assessment and plan
 - Development of effective family support practice and a sustainable model of partnership working for vulnerable families
 - Improved outcomes for **all** the vulnerable families who take part

Families with multiple needs in Surrey

7. The government has defined the families eligible for the programme as those who meet **each** of the following criteria:
 - Have children not attending school - +15% unauthorised absence, excluded pupils, or not on a school roll, and;
 - Are involved in anti-social behaviour, e.g. young offenders, adults with anti-social behaviour orders, families with anti-social behaviour related housing orders, and;
 - Have adults claiming unemployment benefit
8. Surrey has been given the target of turning around the lives of 1050 families by May 2015. We are required to include in the local programme all those families who meet all three of the criteria cited above. Where the number of these families falls short of the 1050 target we can then take those families who meet two of the criteria and make up the number by adding in a local discretionary criteria. We estimate that as few as 100 Surrey families may meet all three of the government criteria and therefore most of the families joining the Surrey programme will meet two criteria and the local discretionary factor of being a family of concern.
9. A family of concern is defined as a family where one or more of the following issues are present: children in need; mental ill-health issues; drugs and alcohol problems; young people who are not in education, employment or training (or at risk of this in the future); ex-prisoners; families at risk of becoming homeless; and, families with incidences of domestic abuse. Further categories may be added as the programme develops.

10. It will be important to review the local discretionary criteria as and when the Welfare Reform impacts on Surrey families. The programme will need to be adaptive to changes in need and demand across the county.

Working in partnership to support families with multiple needs

11. Surrey public agencies have agreed families with multiple needs are the responsibility for all agencies and a multi-agency approach is required to successfully support these families. The Surrey Family Support Programme is based around public agencies agreeing to the following arrangements:
12. *The local coordination of support to these families will be led by Borough and District councils, supported by all other agencies.* Borough and District Councils are the local place leaders for Surrey, and are best placed to co-ordinate local inter-agency work. Each Borough and District Council will manage a Family Support Team that will bring together partner agencies to identify the families who will benefit from the programme and coordinate the local partnership working around individual families;
13. *All relevant agencies will work as part of a Team Around the Family for each of the families in the programme.* Those families targeted in the programme will typically be working with at least three agencies and with four or more professionals working with various family members. The local Family Support Team will bring together these professionals and facilitate them in working as a joint team around the whole family with one of the professionals taking on the role of chair of the Team Around the Family (see **ANNEX 1**);
14. *All the families in the programme will undergo a single multi-agency assessment of their needs and have a single multi-agency support plan.* We will use a single multi-agency assessment across the family to understand the needs of the whole family and develop a single plan that will intelligently coordinate and sequence the support to be given to the family. This single plan will not replace statutory plans where they exist but bring the plans made around individual family members together to support the needs of all family members. The single assessment and plan will be developed by the Team Around the Family who will meet with the family on a six weekly basis to review progress and adapt the plan. We expect families to have made good progress in under twelve months whereupon they will leave the programme to receive universal services or lower tier targeted services.;
15. *All the families in the programme will be given a period of intensive support.* The local Family Support Team will be made up of Family Coordinators who will provide intensive outreach support to the families included in the programme. This intensive support is in addition to and in support of the Team Around the Family. For most families this intensive support will be for 12 weeks initially focusing on family functioning and bringing together the single assessment and latterly on supporting the family in engaging with their Team Around the Family and single plan. Some families will need more than this 12 week period and some less. We will monitor this supply of service;
16. *We will create a network team of family support professionals in each borough and district.* Through the local Family Support Team we will bring together those professionals from across agencies who are regularly working with the families targeted in the programme to work as a network, providing support to one another and taking the overview of all the families in the local

programme. Where it makes sense some staff will be dedicated to the families in the programme, and;

17. *All arrangements will be clinically governed through the partnership approach.* The Borough and District Council teams will be supported in safeguarding and clinical governance through professional support from Surrey CC and NHS agencies. This will include case meetings on families with Children in Need, safeguarding supervision and training provided to Family Support Teams. Each Team Around the Family will be chaired by an appropriately qualified professional.
18. In addition to improving outcomes for families with multiple needs the Family Support Programme will innovatively transform partnership working in Surrey.

An Evidence Based Approach

19. Service delivery will involve using evidence based methodologies that have been found to be the most effective ways of supporting and helping families. A process which takes families from intervention to community integration, called the 'Ten 'I's', will be used (see **ANNEX 2**).
20. This process involves using a key worker who will build relationship and rapport with the family and come alongside them in a process of change. The Family Co-ordinator or Lead Professional engages with family gaining consent for information sharing and creating a partnership agreement. They then assess family function using a range of evidence based tools and interpret their findings with the help and additional insight of a team of multi-agency practitioners. Family goals and priorities are at the forefront of a plan for change. A Family Support plan is formulated in partnership with the family giving a clear action plan with timescales and review built into the process. Multi-agency resources are deployed to support family change with the Family Co-ordinator or Lead Professional orchestrating delivery. Family progress is monitored through a six week review process until the family has met their planned outcomes and can be integrated into their local community with universal services and any further resourcing that is required.
21. Family Co-ordinators will receive intensive training in evidence based practice and coaching for change. This is a twenty four day training programme over one year. They will gain a respected City and Guilds vocational qualification at Level 4 in Work with Parents.

Outcomes for families

22. The Programme will seek to achieve the outcomes sought through the government's Troubled Families Programme of:
 - Improving school attendance for those pupils missing more than 15% schooling and or those with three or more fixed term exclusions
 - Supporting unemployed adults into work
 - Reducing family involvement in anti-social behaviour
23. In addition to these national measures local measures will include:
 - Reducing children in need

- Supporting young people not in education, employment or training, to participate in education, training or employment
 - Supporting family members to engage with and complete support programmes, e.g. substance misuse treatment, family therapies, mental health support programmes
 - Improving family functioning and neighbour relations
 - Better value for money
24. A performance management framework will be used across the county to record and report on the progress and outcomes of families and agency participation in Teams Around the Family.

Information Sharing

25. The aim of the Family Support Programme is to improve the lives of those families with multiple needs, who have been identified through the programme's data matching exercise.
26. In order to carry out this data matching exercise, information must be shared between the various agencies who are working with these families, so an information sharing protocol has been put in place to cover the specific information sharing taking place in order to facilitate the Surrey Family Support Programme.
27. This information sharing protocol is a level 2, context specific ISP within Surrey's two-tier information sharing framework. It is compliant with the general principles for information sharing set out in Surrey's Multi-Agency Information Sharing Protocol (MAISP). Organisations that sign up to this information sharing protocol are therefore bound by the principles of the Surrey MAISP and the level 1 over-arching protocol.

Governance

28. The governance arrangements for the programme will exist at the local and countywide levels. Each district and borough council will have its own local governance arrangements that will be confirmed by April 2013. At the countywide level the Surrey Alliance for Children, Young People & Families Board will be the multi-agency governance board overseeing implementation and progress.
29. Within the County Council the programme will be led through the CLT Supporting Families Board chaired by the Strategic Director for Children, Schools & Families who in turn will report to the Cabinet Member for Children & Families.

Review

30. This is a significant countywide change programme that will develop inter-agency working. The County Council and its public partners are experienced in joint working around clients and this programme increases the scale of this work and places a focus on families as opposed to individuals. Whilst the programme uses an evidenced based approach, the implementation and the development of the work will need to be adapted as we learn what works best locally. Planned opportunities to review the implementation and progress will

be built into the performance reporting cycle. The first review will take place upon implementing the phase one services and to inform the implementation of phase two arrangements.

Phases of implementation

31. Implementation will be in two phases. Phase one involves setting up Family Support Teams and associated support mechanisms in the largest six boroughs namely Elmbridge, Guildford, Spelthorne, Reigate and Banstead, Waverley, and Woking, with teams in place and 350 families signed up to the programme by April 2013.
32. Phase two involves extending the programme to Epsom & Ewell, Mole Valley, Runnymede, Surrey Heath and Tandridge from October 2013. The detail of how the programme is extended will be discussed with the local councils and other stakeholders over coming weeks, and agreed at a meeting on 16th April 2013.

CONSULTATION:

33. Cabinet have been kept informed at key stages of the programme.
34. Children and Families Select Committee have also been kept informed at key stages of the programme.
35. A Supporting Families Task Group, made up of Clare Curran (Chairman), Steve Cosser, Tim Hall, Peter Hickman and Sally Marks, has taken an overview of the development of the strategy and implementation plans. The task group's report is on the agenda for this meeting, presenting their recommendations regarding the programme.
36. Implementation is planned in partnership with district and borough councils. They have been consulted throughout the planning process, and received training, practical guidance, funding and support from Surrey County Council.
37. Surrey County Council, and district and borough councils, have consulted partner agencies whose practitioners will form the core of those groups constituting the Team Around the Family, as follows:
 - Health (including CCGs)
 - Mental health
 - Drug and Alcohol Action Team (DAAT)
 - Police (including CIAGs)
 - Skills Training UK
 - Registered Social Landlords
38. Families who took part in pilots of the Family Support Programme have been consulted, and their views have informed the development of the model to be implemented countywide.
39. All those consulted are supportive of the programme, and keen to progress with implementation by local district and borough teams.

RISK MANAGEMENT AND IMPLICATIONS:

40. This is a complex change programme involving the careful coordination of many agencies and professionals using local arrangements. Key areas of risk include the Council being accountable for leading multi-agency services; partner agencies being prepared to prioritise and resource the programme; getting the balance right between services managed at the borough and district level to meet local needs and creating consistent quality and access countywide; local agencies and practitioners being prepared to collaborate around families to achieve mutual results; safeguarding services delivered through borough and district councils, and; delivering high volume of work to tight timescales. Countywide and local implementation plans have been developed with supporting governance arrangements.

Financial and Value for Money Implications

41. We are able to draw down from the government an attachment fee for each of the families we aim to include in the programme. Subject to achieving the optimum level of attachment fees we will receive £2.2m, which will contribute to the funding of the local Family Support Teams, based in each borough and district.
42. The total costs of the programme will not be known until arrangements have been finalised for the extending the programme countywide. At this first stage the cost of providing the dedicated services is £2.048M made up of £1.375M DCLG attachment fees and £0.6M financial contributions made by borough and district councils.
43. Through the government's payment by results arrangement there is potential to earn up to a further £1.3m where families meet the success measures of increasing school attendance, getting employment and reducing anti-social behaviour.

Section 151 Officer Commentary

44. The Section 151 Officer acknowledges that the programme is complex and is still in its early stages. Therefore only high level costings have been possible to date. More detailed costings will be developed as more families are supported through the programme. The financial and value for money implications will be calculated throughout the programme and will inform the progress.

Legal Implications – Monitoring Officer

45. This report sets out how the government's Troubled Family Programme will be implemented in Surrey. It should be noted that the programme does not give the Council any additional powers, and our statutory duties remain unaffected. To comply with the Data Protection Act 1998, the initial 'matching' phase of the programme is governed by an information sharing protocol and any further information sharing will only take place with the consent of the family member concerned. Provision has been made for Family Coordinators to receive safeguarding training. To meet our duties under the Equality Act, we need to ensure that provision is made within the programme to meet the varying needs of families with different protected characteristics.

Equalities and Diversity

<p>Information and engagement underpinning equalities analysis</p>	<p>Information:</p> <ul style="list-style-type: none"> • The Troubled Families Programme: Financial Framework (DCLG) • Listening to Troubled Families (DCLG, July 2012) • Working with Troubled Families (DCLG, December 2012) • The Cost of Troubled Families (DCLG, January 2013) <p>Engagement:</p> <p>Our engagement up to now has been with internal and external partners who will be part of the programme, to understand the impact this programme will have on them, and their service users.</p> <p>As we are in the process of identifying families, it is not possible to fully understand the impact on particular protected characteristics of service users across the county at this stage.</p>
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>This programme will co-ordinate multi-agency support for families characterised by crime/anti-social behaviour, adults out of work, and children not attending school.</p> <p>The evidence for family intervention has been consistently strong, for all families.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>No changes to the proposal as a result of this EIA.</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>Understand the representation of protected characteristics across families and staff participating in the programme, and monitor the impact of the programme over time.</p> <p>Where particular needs are identified, the programme will take steps to advance equal opportunities amongst families and staff, including any necessary training.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>None.</p>

Corporate Parenting/Looked After Children implications

46. The programme includes families with children in need. One of the planned outcomes is a reduction in Looked After Children.

Safeguarding responsibilities for vulnerable children and adults implications

47. Our local discretionary criteria of a family of concern prioritises the needs of vulnerable children and adults, focusing particularly on the following issues: children in need, mental ill-health, drugs and alcohol problems, NEET and or RONI young people, ex-prisoners, families at risk of becoming homeless and families with incidences of domestic abuse.
48. As part of the Team Around the Family (TAF) model of multi-agency working, partners will take joint responsibility for safeguarding of vulnerable children and adults within families with multiple needs. Working together limits the opportunity for safeguarding issues to go unnoticed.
49. The offer of up to twelve weeks intensive support for those families with the most complex multiple needs will help these families to safeguard themselves now and for the future.

Public Health implications

50. Through undertaking a health impact assessment. The following implications have been identified.

Environmental conditions: Positive impact to noise as programme impacts on anti-social behaviour

General socio-economic and cultural conditions: Positive impact on poverty, community safety, housing conditions, crime, education

Social and community network: Positive impact on social inclusion

Health behaviours: Positive impact on substance misuse

51. The programme will monitor the impact on health providers, in particular 0-19 public health services to ensure this has a positive rather than negative impact in their ability to deliver core public health services commissioned.

WHAT HAPPENS NEXT:

52. Phase one of implementation involves setting up Family Support Teams and associated support mechanisms in Elmbridge, Guildford, Spelthorne, Reigate and Banstead, Waverley, and Woking, with teams in place and 350 families signed up to the programme by April 2013.
53. Discussions are taking place with Epsom and Ewell, Tandridge, Runnymede, Surrey Heath and Mole Valley councils and other stakeholders over extending the programme countywide by October 2013.

Contact Officers:

Name/Post Title: Sean Rafferty, Head of Family Services
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Name/Post Title: Zoe de Haes, Project Officer
Telephone: 020 8213 2664

Consulted:

Members:

- Children and Families Select Committee
- Supporting Families Task Group

Stakeholders/Partners:

- Children's Services
- Education
- Adult's Services
- Health (including CCGs)
- Mental health
- Drug and Alcohol Action Team (DAAT)
- Police (including CIAGs)
- Skills Training UK
- Registered Social Landlords

Public:

Those families involved in pilots of the Surrey Family Support Programme.

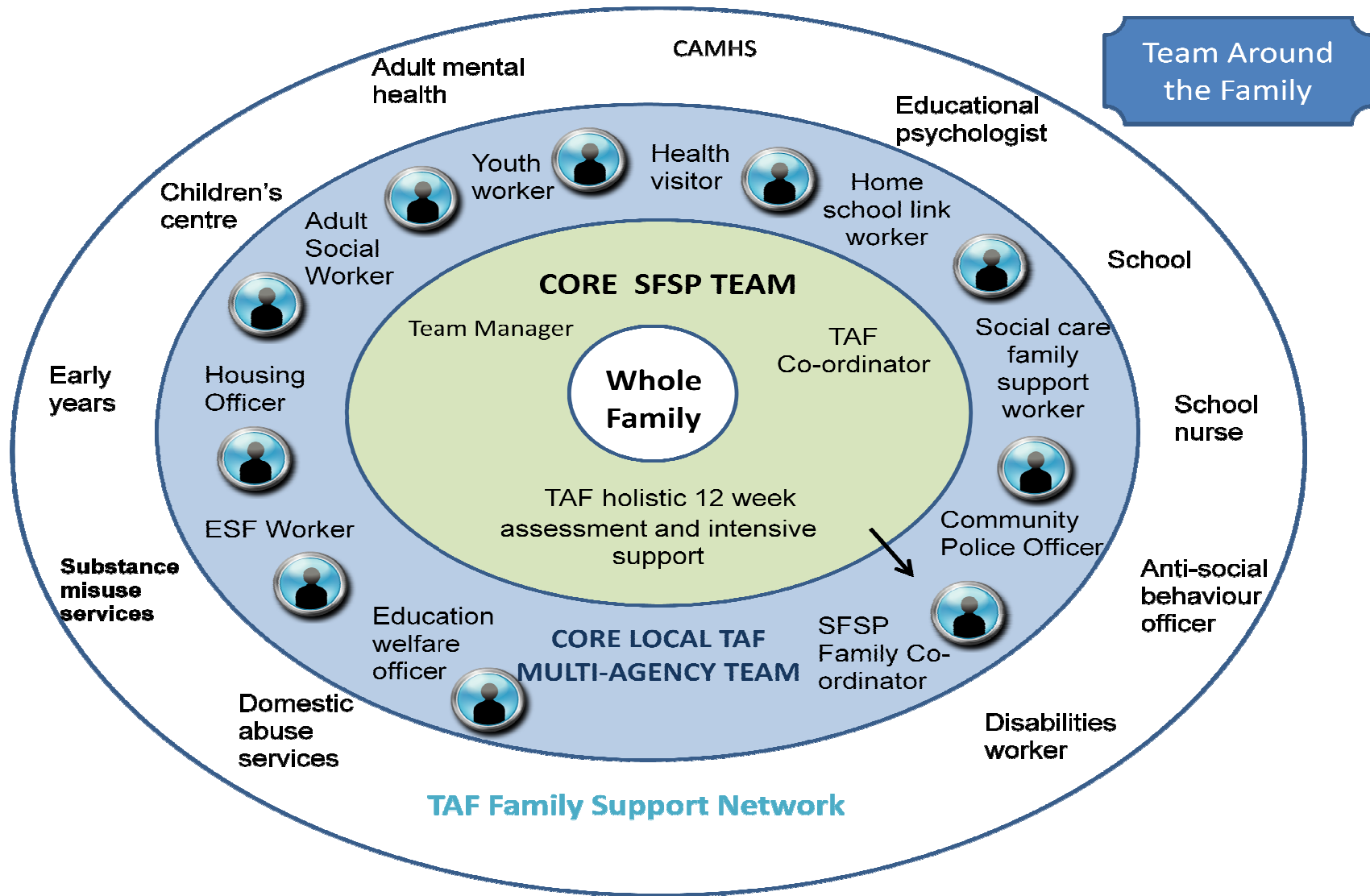
Annexes:

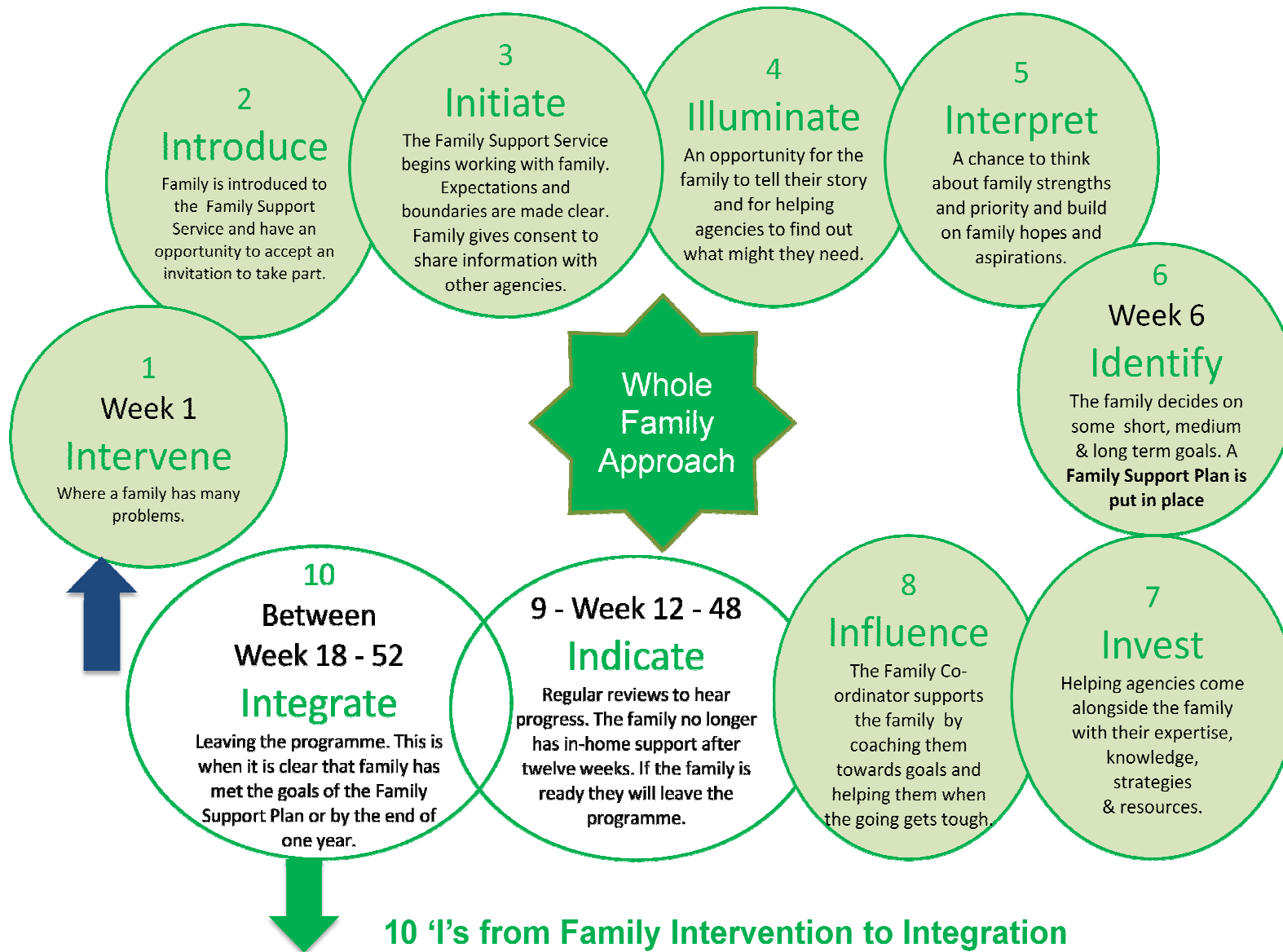
Annex 1 – Team Around the Family

Annex 2 – Ten 'I's

Sources/background papers:

- The Troubled Families Programme: Financial Framework (Department for Communities and Local Government)
- Listening to Troubled Families (Department for Communities and Local Government, July 2012)
- Working with Troubled Families: A guide to evidence and good practice (Department for Communities and Local Government, December 2012)
- The Cost of Troubled Families (Department for Communities and Local Government, January 2013)





SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013

**REPORT OF: CLARE CURRAN, CHAIRMAN OF CHILDREN AND FAMILIES
SELECT COMMITTEE AND THE SUPPORTING FAMILIES TASK
GROUP**

SUBJECT: REPORT OF THE SUPPORTING FAMILIES TASK GROUP



SUMMARY OF ISSUE:

This report contains the findings and final recommendations of the Supporting Families Task Group, which has scrutinised the development of the Surrey Family Support Programme.

The Surrey Family Support Programme is the name given to the local implementation of the Government's Troubled Families Programme, which seeks to target interventions at those families who have the most needs and cause the most problems within their communities. The Supporting Families Task Group is a cross-select committee task group, sponsored by the Children and Families Select Committee. The objectives of the task group were:

- To consider the high-level objectives of the Surrey Family Support Programme;
- To recommend how families should be prioritised for inclusion within the local project;
- To identify what is being done to simplify and rationalise the multi-agency service offer to families within the Programme;
- To assess how sustainability of outcomes is being built into the Programme's design;
- To consider how defined outcomes for families will be monitored;
- To review how the local business case for Surrey agencies is being developed and what systems are being put in place to identify cash savings;
- To consider current governance of the Family Support Programme and recommend governance and scrutiny arrangements going forward for the Surrey Family Support Programme.

The task group has identified five recommendations for Cabinet which are listed below. The task group has also discussed a number of recommendations with the Head of Family Services, which aim to help shape the programme locally. The Head of Family Services is in agreement with these recommendations, which have either been implemented during the course of the task group's work, or will be implemented in due course. The recommendations to the Head of Family Services are included within the full report of the task group, which is attached as Annex 1.

RECOMMENDATIONS:

It is recommended:

1. That the Cabinet approves the stated objectives of the Surrey Family Support Programme.
2. That the Cabinet asks that the Strategic Director of Children, Schools and Families provide clarity over how the objectives of the Surrey Family Support Programme relate to the wider objectives of the Directorate Public Value Programme.
3. That Cabinet reviews the outcomes for a sample of the families a year after completing the Programme.
4. That the Cabinet receives an analysis of the costs of families included within the Surrey Family Support Programme and projected savings to the public purse.
5. That the Cabinet encourages the Borough and District Councils to develop a mechanism for involving and raising the awareness of elected Members through local governance structures, including Local Committees.

REASON FOR RECOMMENDATIONS:

The recommendations of the task group support the sustainability of improved outcomes for vulnerable families and the sustainability of the Surrey Family Support Programme.

RISK MANAGEMENT AND IMPLICATIONS:

This is a complex change programme involving the careful coordination of many agencies and professionals using local arrangements. Countywide and local implementation plans are in development.

Financial and Value for Money Implications

The Troubled Families Programme is a key Government priority and funding is linked to its successful implementation. Surrey County Council and its partners can potentially receive up to £3.5 million over three years through a system of payment by results. The Government strongly believes that its new approach will realise further efficiencies and deliver better outcomes for the families involved.

The task group has found that the financial sustainability of the Surrey Family Support Programme partly depends on the ongoing willingness of partners to jointly fund it and so developing an evidence base on the social and/or financial benefits of the Programme should be a priority.

Section 151 Officer Commentary

The Section 151 Officer acknowledges that the programme is complex and is still in its early stages. Therefore only high level costings have been possible to date. More detailed costings will be developed as more families are supported through the programme. The financial and value for money implications will be calculated throughout the programme and will inform the progress.

Legal Implications – Monitoring Officer

The legal implications for the Surrey Family Support Programme are contained in the report of the Strategic Director, which is also being considered at this meeting. There are no implications flowing from the recommendations in this report.

Equalities and Diversity

The Surrey Family Support Programme seeks to target support at those families who have a multiplicity of problems. As the programme and its priorities are developed, consideration will need to be given to the equalities profile of the families targeted through the programme and the success of family participation. Children and Families Select Committee will have the opportunity to scrutinise an equalities impact assessment as part of the review of Phase 1 implementation.

Corporate Parenting/Looked After Children implications

The programme includes families with children in need. One of the planned outcomes is a reduction in Looked After Children.

Safeguarding responsibilities for vulnerable children and adults implications

The local discretionary criteria of a family of concern prioritises the needs of vulnerable children and adults, focusing particularly on the following issues: children in need, mental ill-health, drugs and alcohol problems, NEET and or RONI young people, ex-prisoners, families at risk of becoming homeless and families with incidences of domestic abuse.

As part of the Team Around the Family (TAF) model of multi-agency working, partners will take joint responsibility for safeguarding of vulnerable children and adults within families with multiple needs. Working together limits the opportunity for safeguarding issues to go unnoticed.

The offer of up to twelve weeks intensive support for those families with the most complex multiple needs will help these families to safeguard themselves now and for the future.

Public Health implications

Through undertaking a health impact assessment, the following implications have been identified.

Environmental conditions: Positive impact to noise as programme impacts on anti-social behaviour

General socio-economic and cultural conditions: Positive impact on poverty, community safety, housing conditions, crime, education

Social and community network: Positive impact on social inclusion

Health behaviours: Positive impact on substance misuse

The programme will monitor the impact on health providers, in particular 0-19 public health services to ensure this has a positive rather than negative impact in their ability to deliver core public health services commissioned.

WHAT HAPPENS NEXT:

The Children and Families Select Committee will receive update reports in 2013 to monitor the implementation of the Task Group's approved recommendations and to consider the review of Phase 1 implementation. Any significant issues will be referred to the Cabinet.

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Consulted:

Mary Angell, Cabinet Member for Children and Families
Nick Wilson, Strategic Director for Children, Schools and Families
Sean Rafferty, Head of Family Services

Annexes:

Annexe 1 – Task Group report
Appendix 1 – Case study example

Sources/background papers:

- DCLG (March 2012) The Troubled Families Programme: Financial Framework for the Troubled Families programme's payment-by-results scheme for local authorities (www.gov.uk)
 - DCLG (July 2012) Listening to Troubled Families (www.gov.uk)
 - DCLG (December 2012) Working with Troubled Families (www.gov.uk)
 - DCLG (January 2013) The Cost of Troubled Families (www.gov.uk)
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Children and Families Select Committee
20 March 2013

Report of the Supporting Families Task Group

Purpose of the report: Policy Development and Review

This report contains the findings and final recommendations of the Supporting Families Task Group, which has scrutinised the development of the Surrey Family Support Programme.

Introduction:

1. The Surrey Family Support Programme is the name given to the local implementation of the Government's Troubled Families Programme, which seeks to target interventions at those families who have the most needs and cause the most problems within their communities. The Supporting Families Task Group is a cross-select committee Task Group, sponsored by the Children and Families Select Committee, which has scrutinised the development of the Surrey Family Support Programme. Its membership is as follows:

Clare Curran (Children and Families Select Committee, Chairman of the Task Group)

Steve Cosser (Communities Select Committee)

Tim Hall (Education Select Committee)

Peter Hickman (Health Scrutiny Committee)

Sally Marks (Adult Social Care Select Committee)

2. The Supporting Families Task Group brought its scoping report to Children and Families Select Committee on 10 October and to Council Overview and Scrutiny Committee on 18 October. This report included the following objectives:

- To consider the high-level objectives of the Surrey Family Support Programme;
- To recommend how families should be prioritised for inclusion within the local project;

- To identify what is being done to simplify and rationalise the multi-agency service offer to families within the Programme;
 - To assess how sustainability of outcomes is being built into the Programme's design;
 - To consider how defined outcomes for families will be monitored;
 - To review how the local business case for Surrey agencies is being developed and what systems are being put in place to identify cash savings;
 - To consider current governance of the Family Support Programme and recommend governance and scrutiny arrangements going forward for the Surrey Family Support Programme.
3. A short update report which provided an interim response to the work of the Surrey Family Support Programme was presented to the Children and Families Select Committee on 30 January 2013. This report welcomed the development of a challenging inter-agency project and agreed in principle with the model being developed by the Surrey Family Support Programme.
4. The task group has identified five recommendations for Cabinet which are listed below. The task group has also discussed a number of recommendations with the Head of Family Services, which aim to help shape the programme locally. The Head of Family Services is in agreement with these recommendations, which have either been implemented during the course of the task group's work, or will be implemented in due course. The recommendations to the Head of Family Services are included below for information.

Methodology

5. The Task Group began its work by receiving evidence from the Cabinet Member for Children and Families, the Strategic Director for Children, Schools and Families, the Head of Family Services and the officers with responsibility for the pilot programme in Waverley – the Chief Executive of Waverley Borough Council, the Strategic Director for Housing, Environment and Community Services, Waverley Borough Council and the Manager for the Waverley Family Support Team.

The Task Group then broadened its approach by receiving evidence from Heads of Service and partner agencies:

- Caroline Budden (Deputy Director – Children, Schools and Families)
- Garath Symonds (Assistant Director for Young People)
- P J Wilkinson (Assistant Director for Schools and Learning); Paula Evans (SW Area Education Officer)
- Dave Sargeant (Assistant Director – Personal Care and Support, Adult Social Care); Donal Hegarty (Senior Manager, Mental Health Commissioning, Adult Social Care)
- Mandy Dunn (Surrey and Borders Partnership Trust); Sue Walters (Central Surrey Health); Helen Bennett (First Community Health and Care)
- Alison Wilks (Surrey Chief Housing Officers Group)

- Lucy Anderson (Skills Training UK)
 - Joanne Tester (Guildford Action for Families)
 - Lin Pedrick (Director at Surrey and Sussex Probation Trust); Georgi Larkins (Surrey and Sussex Probation Trust)
 - Darren McInnes (Surrey Police)
 - Local Family Support Team Leads (District/Boroughs)
6. The Supporting Families Task Group has also reviewed a number of DCLG documents and considered some of the debates that have taken place nationally regarding the troubled families programme. It has considered benchmarking information on the approach to the 'Troubled Families' programme in different upper tier local authority areas; and reviewed the proposed performance management framework to be used to record and report on the progress and outcomes of families in Surrey.
 7. The Task Group felt that it would be useful to include a case study in its report to help readers understand how the Government envisages this family intervention approach will work. This is included as appendix 1.

Detailed Findings

Objective 1: To consider the high-level objectives of the Surrey Family Support Programme

8. The Task Group considered a summary of evidence by the DCLG¹ in support of the use of family intervention to achieve good outcomes for families with multiple needs and also heard support for family intervention from a number of the witnesses. It recognised the opportunity that this Programme offers to make services to vulnerable families more effective and efficient by integrating and localising the co-ordination of support – an opportunity supported by all the witnesses that the Task Group spoke to.
9. The Task Group also considered the Children, Schools and Families directorate Public Value Programme (PVP), which has the objective of enabling collaborative partnership working with all partners. This will bring greater efficiencies and effective working practices to collectively benefit children, young people and families in Surrey. The PVP aims to improve outcomes while delivering savings of £40m by 2017.

Two of the project streams within the PVP focus on early help and family support. The Task Group spoke to the Head of Family Services and the project leads for these two streams about how the Surrey Family Support Programme fits within the PVP. The Task Group understands that while the PVP is reviewing the universal service offer to families, the Surrey Family Support Programme is a discrete project working with specific families. However, the Task Group is aware that one of the objectives of the Surrey Family Support Programme is to develop a model of partnership working for family support and early intervention which can

¹ DCLG (December 2012) Working with Troubled Families
(<https://www.gov.uk/government/publications/working-with-troubled-families-a-guide-to-evidence-and-good-practice>)

then be applied to all vulnerable families. The Task Group feels that it is therefore important that the PVP and the Surrey Family Support Programme takes a strategically integrated approach.

10. Therefore, the Task Group supports the stated objectives of the Surrey Family Support Programme:

- Transform the quality and volume of multi-agency working with vulnerable families and children, introducing a single family assessment and plan.
- Development of effective family support practice and a sustainable model of partnership working for **all** vulnerable families.
- Improved outcomes for all the vulnerable families who take part.

However, the Task Group would like further clarity over how these objectives dovetail with the wider objectives of the PVP.

Cabinet recommendation 1: That the Cabinet approves the stated objectives of the Surrey Family Support Programme.

Cabinet recommendation 2: That the Cabinet asks that the Strategic Director of Children , Schools and Families provide clarity over how the objectives of the Surrey Family Support Programme relate to the wider objectives of the Directorate Public Value Programme.

Objective 2: To recommend how families should be prioritised for inclusion within the local project

11. The government has defined the families eligible for the programme as those who meet each of the following criteria:

- Have children not attending school - +15% unauthorised absence, excluded pupils etc, and;
- Are involved in anti-social behaviour, e.g. young offenders, adults with ASBOs, families with an anti-social behaviour related housing order, and;
- Have an adult claiming an unemployment benefit.

Where the number of families who meet all three criteria fall short of the local authority's target, families who meet two of the criteria alongside a local discretionary criteria can be included. Surrey has been given a target of turning around the lives of 1050 families by May 2015. However, as few as 100 Surrey families have been estimated to meet all three of the Government's criteria.

12. The Task Group has debated the opportunities and limitations of a local discretionary factor. Surrey's chosen local discretionary factor, the concept of a 'family of concern', is welcomed as it offers flexibility to Local Family Support Teams to tailor the offer according to local conditions and needs. A 'family of concern' is defined as families where one or more of the following issues are present: children in need, mental ill-health issues within the family, drug and alcohol problems, NEET and/or RONI young people, a risk of becoming homeless and families with incidences of domestic abuse. The Task Group recognised that the current definition encompasses most of the key issues identified at witness sessions. However, the Task Group also heard from a number of witnesses about the increasing problems of household debt. As household debt can be seen to underlie many of the other problems faced by troubled families, the Task Group suggests that the Head of Family Services discusses with Local Family Support Team Leads whether problems with household debt could be another factor within the 'family of concern' definition.
13. Given the limited number of families within Surrey who meet all three of the Government's criteria, the 'family of concern' local discretionary factor will allow Local Family Support Teams and partners the flexibility to jointly identify families who require intensive support or who would be most responsive to this kind of approach. The Task Group would encourage discussion and local agreements between different partners involved in the Programme as to how families are to be prioritised for inclusion within the Programme to ensure support and allow resources to be aligned to the local networks being established.
14. The Task Group recognised that local variations in approach to prioritising families for inclusion could lead to Local Family Support Teams working with very different types of family. It would like to encourage Local Family Support Teams to support a mix of families with long-term and complex problems as well as families with lower level problems for whom early intervention could prevent problems becoming entrenched. The Task Group felt that mechanisms would need to be developed within the Programme to ensure consistency in the types of outcomes achieved across the county.

Recommendation to the Head of Family Services 1: That the Head of Family Services resolves with the Local Family Support Team Leads whether problems of household debt could be another factor within the 'family of concern' discretionary factor.

Recommendation to the Head of Family Services 2: That the Head of Family Services encourages discussion and local agreements between different partners involved in the Programme as to how families are to be prioritised for inclusion within the Programme to ensure support and allow resources to be aligned to the local networks being established.

Recommendation to the Head of Family Services 3: That Local Family Support Teams be encouraged to support a mix of families with long-term and complex problems as well as families with lower level problems for whom early intervention could prevent problems becoming entrenched.

Recommendation to the Head of Family Services 4: That the Head of Family Services develops mechanisms within the Programme to ensure that, despite local variations in how families are prioritised for inclusion, there is consistency of outcomes across Surrey.

Objective 3: To identify what is being done to simplify and rationalise the multi-agency service offer to families within the Programme

15. The Task Group reviewed the pilot scheme conducted in Waverley, meeting with the officer leads and talking to many of the agencies involved. In Waverley, a Family Support Team of staff seconded from partner agencies including Housing, Surrey Police, Surrey Children's Service, Adult Social Care and the Youth Support Service provided a co-located intensive family intervention service to a small group of families with multiple needs. While the Task Group was struck by the enthusiasm of the Waverley officers for the project, it recognised the problems of sustaining an approach which seconds officers from services into local teams across the county. Surrey partners have since moved away from the approach taken in Waverley, instead intending to adopt a model which combines a small Local Family Support Team consisting of family coordinators and administrative staff, alongside a 'virtual team' of family support professionals from across partner agencies locally. They would together form a 'Team Around the Family' for each family participating in the Surrey Family Support Programme. An evaluation is currently being undertaken of the Waverley pilot scheme but the Task Group has been reassured through meeting with partner agencies that lessons have already been learnt and are being addressed in the programme being rolled out across Surrey.
16. The Task Group supports the model being implemented which gives local leadership to Borough and District Councils; provides for a co-ordinated single multi-agency assessment and plan and benefits from a paid resource in each local area to drive this project forward.
17. The Task Group heard concern about how the potential volume of paperwork involved could hold back the project and hopes were expressed that the multi-agency assessment would be light touch and link to existing assessments to avoid duplication and a lengthy process being initiated. Dialogue should take place between partner agencies before families are engaged to avoid "reinventing the wheel" and adding another layer of bureaucracy and complexity to the lives of these families.

18. The Task Group felt that there was a specific need locally for partner agencies to understand how the voluntary, community and faith sector could be involved in working with troubled families. The Task Group was particularly inspired by a meeting with Joanne Tester of Guildford Action for Families, which is a voluntary organisation that has a long history and experience in working with the types of families that the Surrey Family Support Programme intends to engage with. The Task Group noted the potential benefits of engaging the voluntary, community and faith sector, including its flexibility in comparison with the statutory sector and its relationship with and knowledge of the local community. It was felt that further guidance on involving this valuable sector should be issued to Local Family Support Team Leads.
19. The Task Group heard from a number of witnesses of the concern and uncertainty around how the Programme would interact with families who have a child on the Child Protection Register. It felt that it was important to address any unease amongst partners by providing clear guidance on this issue. However, it was understood that families with Child Protection Plans are to be excluded from the Programme apart from where it is part of a stepping down process led by Surrey Children's Services.
20. The Task Group recognised the increase in partnership working that has taken place in Surrey over recent years but accepted the views expressed by most witnesses that a step change in the culture of partnership working was still required. This would be key to the effectiveness of local networks and so time would need to be devoted to building relationships, developing a shared understanding of the Programme's objectives, developing a respect for professional standards and breaking down barriers e.g. to the sharing of information. The continuity of professionals engaged within the local networks was also crucial to improved partnership working and sustaining relationships with the families involved. Therefore, all partner agencies and their workers should be strongly encouraged and incentivised to be fully committed to and maintain stability of personnel within the Programme.

The Task Group agreed with the views expressed by some witnesses that Headteachers and Home School Link Workers should be approached individually to engage with the Surrey Family Support Programme. Such engagement would ensure that the Programme benefits from pre-existing relationships with the family and knowledge which has accrued over time.

21. The Task Group felt that there were issues beyond the scope of the Programme which may jeopardise its success. These issues included:

- How different eligibility criteria for different services and agencies would be taken account of through the multi-agency assessment and plan process. For example, a low-level mental health problem may be identified as an issue that needs to be addressed but would not qualify the individual for mental health services. The Task Group was concerned as to how this would affect the potential of the Programme to coordinate effective early intervention for some families. The Task Group heard some conflicting opinion as to how service eligibility criteria would be applied for families within the Surrey Families Support Programme and felt that further clarify was required.
- Lengthy processes to access services meaning they may not be accessible to families within the intensive support period.
- Services which are located in hard to reach places may prevent families from accessing these services at all, or after the intensive support has come to an end.

Recommendation to the Head of Family Services 5: That the Head of Family Services be charged with investigating how the voluntary, community and faith sector can be engaged with the Surrey Family Support Programme and issuing guidance to Local Family Support Teams to implement this.

Recommendation to the Head of Family Services 6: That the Head of Family Services issues clear guidance to Local Family Support Teams and Surrey Children's Services about the relationship between the Supporting Families Programme and families with Child Protection Plans.

Recommendation to the Head of Family Services 7: That Local Family Support Teams be given guidance and support on facilitating cultural change to help professionals from all agencies in the Local Family Support Programmes to identify themselves as part of the local networks and Teams Around the Family.

Recommendation to the Head of Family Services 8: That all Borough/District Councils and partner agencies be strongly encouraged and incentivised to engage fully and maintain a stability of personnel in the Local Family Support Programme.

Recommendation to the Head of Family Services 9: That Local Family Support Teams are encouraged to engage individually with Headteachers and Home School Link Workers.

Recommendation to the Head of Family Services 10: That the Head of Family Services issues guidance on the consistent application of service eligibility criteria for families participating in the Surrey Family Support Programme.

Objective 4: To assess how sustainability of outcomes is being built into the Programme's design

22. The sustainability of improved outcomes was of key concern to the Task Group. It noted that, while research in this area is limited, there are some studies which had found evidence of lasting change².
23. The Task Group concluded that the following issues would impact on the sustainability of any change in a family's behaviour:
- How families are engaged in the programme – this requires staff with the right skills, training and the flexibility and commitment to work with the families as appropriate. The Task Group heard about how the use of positive, pre-existing relationships with families can be harnessed to encourage engagement with the Programme. This could be an existing relationship with a statutory agency or, alternatively, involvement of the voluntary, community and faith sector may be invaluable in ensuring successful outcomes.
 - Whether families are central to and an equal partner in the Programme i.e. should have input into the multi-agency assessment and plan; agencies should listen to and take account of family priorities; families should be involved in measuring progress.
 - Whether there is real flexibility over the length of the intensive support offered to families, with more than 12 weeks intensive support offered where necessary.
 - Whether integration into the community is part of the multi-agency plan.
 - Whether there is a 'step-down plan' agreed with the family.
24. The Task Group was keen to explore the sustainability of the long term business case for potential future joint investment in the Surrey Family Support Programme. To understand the social benefits of this programme, it suggested the commissioning of research on outcomes with a number of families a year after leaving the programme.

Recommendation to the Head of Family Services 11: That the Head of Family Services consider the conclusions of the Task Group on issues which would impact on sustainable outcomes for families and respond to the Children and Families Select Committee in due course.

Cabinet recommendation 3: That Cabinet reviews the outcomes for a sample of the families a year after completing the Programme.

² DCLG (December 2012) Working with Troubled Families
(<https://www.gov.uk/government/publications/working-with-troubled-families-a-guide-to-evidence-and-good-practice>)

Objective 5: To consider how defined outcomes for families will be monitored

25. The Task Group reviewed the performance framework which will be used to monitor progress across the county for the Government criteria and local criteria which fall within the 'families of concern' concept. The Task Group accepted the use of qualitative measures of performance to assess progress on local criteria but felt that there was a need for some consistency of approach. To that end, it makes the following recommendation:

Recommendation to the Head of Family Services 12: That the Surrey Family Support Programme co-ordinating team develops a consistent approach to and moderation of performance monitoring by:

- *liaising with Local Family Support Teams to agree definitions for each of the criteria within the 'family of concern' discretionary factor*
- *setting out quantitative measures of performance where they exist and providing guidance on qualitative measures to allow for some consistency in progress reporting across the borough and district teams*

Objective 6: To review how the local business case for Surrey agencies is being developed and what systems are being put in place to identify cash savings

26. The Task Group was concerned about the financial sustainability of the Programme, particularly given the reliance on Payment by Results in the second and third years of the Programme. The sustainability of the Programme would depend on the willingness of partners to jointly fund it. The Task Group acknowledged the Government's contention that the Troubled Families Programme would reduce costs for acute services in the medium to long term where successful, but felt that an analysis was needed within Surrey to quantify the costs of the families included within the Programme and any projected savings to the public purse generally and to which areas of public service this might accrue to e.g. police, health e.tc. This would either provide evidence to support a business case for further joint investment or to change the approach if necessary, not only for Surrey County Council's Family Support Programme but for Surrey's general approach to partnership working. The quantification of any projected savings would be of particular interest to the Children, Schools and Families directorate given the Medium Term Financial Plan pressures and the requirement on the Directorate to deliver savings of £40m by 2017.

Cabinet recommendation 4: That the Cabinet receives an analysis of the costs of families included within the Surrey Family Support Programme and projected savings to the public purse.

Objective 7: To consider current governance of the Family Support Programme and recommend governance and scrutiny arrangements going forward for the Surrey Family Support programme.

27. The Task Group noted the suggested governance arrangements for the Surrey Family Support Programme. While it supports local determination of local governance structures, it did request that Local Family Support Teams have a mechanism for involving and raising awareness of elected Members, through Local Committees and District/Borough Councils.
28. The Task Group felt that Surrey County Council Members could best engage with the Surrey Family Support Programme through regular monitoring on a countywide basis by the Children and Families Select Committee (or its equivalent). The review of Phase 1 implementation and further monitoring reports will be scheduled when timely.

Cabinet recommendation 5: That the Cabinet encourages the Borough and District Councils to develop a mechanism for involving and raising the awareness of elected Members through local governance structures, including Local Committees.

Conclusions:

29. The Supporting Families Task Group has worked closely with the Head of Family Services and spoken to a number of the agencies who will be involved with the roll-out of the Surrey Family Support Programme. It understands and welcomes the work undertaken and which continues to be undertaken to develop and implement this multi-agency programme. The Task Group endorses the objectives and the model being implemented and presents its recommendations to Cabinet in support of the Surrey Family Support Programme.
30. The task group has also discussed a number of recommendations with the Head of Family Services, which aim to help shape the programme locally. The Head of Family Services is in agreement with these recommendations, which have either been implemented during the course of the task group's work, or will be implemented in due course. The recommendations to the Head of Family Services are included in context throughout this report and are also included below for information:
 - (i) That the Head of Family Services resolves with the Local Family Support Team Leads whether problems of household debt could be another factor within the 'family of concern' discretionary factor.
 - (ii) That the Head of Family Services encourages discussion and local agreements between different partners involved in the Programme as to how families are to be prioritised for inclusion within the Programme to ensure support and allow resources to be aligned to the local networks being established.

- (iii) That Local Family Support Teams be encouraged to support a mix of families with long-term and complex problems as well as families with lower level problems for whom early intervention could prevent problems becoming entrenched.
- (iv) That the Head of Family Services develops mechanisms within the Programme to ensure that, despite local variations in how families are prioritised for inclusion, there is consistency of outcomes across Surrey.
- (v) That the Head of Family Services be charged with investigating how the voluntary, community and faith sector can be engaged with the Surrey Family Support Programme and issuing guidance to Local Family Support Teams to implement this.
- (vi) That the Head of Family Services issues clear guidance to Local Family Support Teams and Surrey Children's Services about the relationship between the Supporting Families Programme and families with Child Protection Plans.
- (vii) That Local Family Support Teams be given guidance and support on facilitating cultural change to help professionals from all agencies in the Local Family Support Programmes to identify themselves as part of the local networks and Teams Around the Family.
- (viii) That all Borough/District Councils and partner agencies be strongly encouraged and incentivised to engage fully and maintain a stability of personnel in the Local Family Support Programme.
- (ix) That Local Family Support Teams are encouraged to engage individually with Headteachers and Home School Link Workers.
- (x) That the Head of Family Services issues guidance on the consistent application of service eligibility criteria for families participating in the Surrey Family Support Programme.
- (xi) That the Head of Family Services consider the conclusions of the Task Group on issues which would impact on sustainable outcomes for families and respond to the Children and Families Select Committee in due course.
- (xii) That the Surrey Family Support Programme co-ordinating team develops a consistent approach to and moderation of performance monitoring by:
 - liaising with Local Family Support Teams to agree definitions for each of the criteria within the 'family of concern' discretionary factor
 - setting out quantitative measures of performance where they exist and providing guidance on qualitative measures to allow for some consistency in progress reporting across the borough and district teams

Financial and value for money implications

31. The Troubled Families Programme is a key Government priority and funding is linked to its successful implementation. Surrey County Council and its partners can potentially receive up to £3.5 million over three years through a system of payment by results. The Government strongly believes that its new approach will realise further efficiencies and deliver better outcomes for the families involved.

The Task Group has found that the financial sustainability of the Surrey Family Support Programme partly depends on the ongoing willingness of partners to jointly fund it and so developing an evidence base on the social and/or financial benefits of the Programme should be a priority.

Equalities Implications

32. The Surrey Family Support Programme seeks to target support at those families who have a multiplicity of problems. As the programme and its priorities are developed, consideration will need to be given to the equalities profile of the families targeted through the programme and the success of family participation. Children and Families Select Committee will have the opportunity to scrutinise an equalities impact assessment as part of the review of Phase 1 implementation.

Risk Management Implications

33. This is a complex change programme involving the careful coordination of many agencies and professionals using local arrangements. Countywide and local implementation plans are in development.

Implications for the Council's Priorities

34. The Task Group was pleased to note that young people not in employment, education or training (NEET) are included within the local criteria of a family of concern. The programme will also target families of the county's most vulnerable children. Both issues are in line with SCC priorities for 2012/13.

Recommendations:

35. The recommendations to Cabinet are included in context throughout the report and are listed below for ease of reference:
- (i) That the Cabinet approves the stated objectives of the Surrey Family Support Programme.
 - (ii) That the Cabinet asks that the Strategic Director of Children, Schools and Families provide clarity over how the objectives of the Surrey Family Support Programme relate to the wider objectives of the Directorate Public Value Programme.

- (iii) That Cabinet reviews the outcomes for a sample of the families a year after completing the Programme.
- (iv) That the Cabinet receives an analysis of the costs of families included within the Surrey Family Support Programme and projected savings to the public purse.
- (v) That the Cabinet encourages the Borough and District Councils to develop a mechanism for involving and raising the awareness of elected Members through local governance structures, including Local Committees.

Next steps:

Children and Families Select Committee to schedule the review of Phase 1 implementation on its forward work plan.

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Sources/background papers:

DCLG (March 2012) The Troubled Families Programme: Financial Framework for the Troubled Families programme's payment-by-results scheme for local authorities (www.gov.uk)

DCLG (July 2012) Listening to Troubled Families (www.gov.uk)

DCLG (December 2012) Working with Troubled Families (www.gov.uk)

DCLG (January 2013) The Cost of Troubled Families (www.gov.uk)

Appendix 1 to Report of the Supporting Families Task Group

The Task Group felt that it would be useful to illustrate the mechanics and potential impact of the type of approach the Surrey Family Support Programme and the Government's Troubled Families Programme aims to implement.

Here is a case study of the family intervention approach, taken from the DCLG paper "Working with Troubled Families – A Guide to the Evidence and Good Practice." This case study was provided by the Family Intervention Project in Yorkshire in December 2012.

Case study

Mel, a lone parent lived with three children, Tara 12, Jade, 10 and Jack 8. Mel had had a difficult childhood largely due to influence of her mum's partner who had both physically and sexually abused her. Mel described him as 'evil' and had spent much of her childhood trying to escape him. She said she had wanted to protect her mum from the domestic violence she endured but had been 'too afraid'. Mel had 'gone off the rails' in her early teens and started using alcohol and drugs. She had her first baby when she was 15 which was premature and died shortly after birth. She then had her second child at 16 and another when she was 18. The relationships with the fathers of her children did not last as they were abusive to her.

When family intervention became involved with the family, there were regular complaints about anti-social behaviour at the property Mel lived with her children. Mel was now a chronic amphetamine user, who refused to leave her house, but regularly allowed other drug users in. There were regular reports of noisy and rowdy behaviour at the property. All three children were regularly failing to attend school. Tara, the older daughter had serious behavioural issues and was about to be excluded. She was also believed by agencies to be at risk of sexual exploitation as was regularly out late unsupervised often with some of the people frequenting the property. All three children were on child protection plans and at risk of being removed into care.

Dedicated workers, dedicated to families

A worker from the Family Intervention Project, Elaine, was assigned to the family and although the door was opened, Elaine received a very hostile reaction from Mel who tried in various ways to get rid of her. Her approach was to empathise with the mum, Mel, and try to build the relationship; "I know things are tough right now, but just hear me out"... "I know how difficult it's been, but you know things don't need to be like this."

Practical 'hands on' support

Elaine quickly identified practical help the family needed and promised to personally get involved in sorting this out – as a way of building trust with the family and

showing that she delivered on what she said. For example, the house needed urgent repairs for a leaking roof, but this work had not been possible because the loft area was full of rubbish which needed clearing before work could start. Elaine arrived the next day with 20 bin liners and worked alongside Mel to clear rubbish. Elaine used the opportunity to talk to Mel about her life and find out what had happened to the family and how things had become so out of control. Once the rubbish was cleared the repairs began.

The children's bedrooms were all in a state of serious disrepair. The children told Elaine how desperate they were for these to be cleaned up and decorated. Elaine struck a deal with them and promised that if they made an effort to attend school she would help sort them out.

A persistent, assertive and challenging approach

When Elaine became involved the family were facing eviction and all three children were on child protection plans. Mel had become resistant to agencies' involvement and threats. Elaine sat down with her and explained the different types of action that was imminent and made her see these threats were very real. For example, she was in real danger of having her children removed if she didn't start to provide a safer home environment and some basic standards of parenting.

Considering the family as a whole – gathering the intelligence

Elaine got to know all of the family members and find out about their problems. She spent considerable time with each of the individual children. As relationships were built, Tara the 14 year old confided in her that she was desperate to learn to sing. Elaine agreed to try and help with this if she promised to work on her behaviour and attend school, which she began to do after a few false starts.

Jack the 9 year old boy revealed how upset he had been by the loss of contact with his grandfather some years earlier. His grandfather had been an important and positive person in his life, but had cut off contact with the family as he 'couldn't cope' with Jack's mum's drug use. As Mel started to reduce her drug use through a rehab programme, Elaine worked to bring Grandad back into the picture. His relationships with the children were rebuilt and he became a positive influence in all their lives.

After many weeks, Mel also confided in Elaine that the reason she rarely left the house was because she was embarrassed about her appearance. Her years of amphetamine use had led to her losing most of her teeth and she now couldn't bear to smile or look at herself in the mirror. Elaine helped her get an appointment to be fitted for false teeth which helped with a lot of Elaine's other problems.

Common purpose and agreed action

This family had been known to a host of agencies for many years and despite their best attempts via endless meetings and interventions, very little had changed for the family. At the first case conference she attended Elaine described the atmosphere as being like "everyone sitting under a dark cloud". It felt like everyone had lost hope about this family, agencies had given up and had become stuck, all paying lip service to the plan but without any real optimism about the possibility of change. Elaine brought a fresh perspective to the meeting on the family as a whole; challenging agencies' hopelessness.

For example, given the amount of problems the family were causing their neighbours, perhaps unsurprisingly, the Housing Association had come to the end of the line with the family; the schools had given up on Mel and Tara and were very negative about working with either of them. Elaine acted as an advocate for the family who she knew had potential to change, re-opening communication with these agencies persuading them to give the families a further chance – but based on the evidence she presented of the real efforts they were making to change with the help of the Family Intervention Project.

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SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013



REPORT OF: MRS KAY HAMMOND, CABINET MEMBER FOR COMMUNITY SAFETY

LEAD OFFICER: SARAH MITCHELL, STRATEGIC DIRECTOR FOR ADULT SOCIAL CARE

SUBJECT: EMERGENCY RESPONSE COVER LOCATIONS - EPSOM & EWELL AND REIGATE & BANSTEAD

SUMMARY OF ISSUE:

This report details how Surrey Fire and Rescue Authority (SFRA) intend to respond to the removal of the West Sussex Fire and Rescue Service fire engine based at Horley Fire Station and improve the deployment of fire engines in order to maintain an effective emergency response in accordance with the Public Safety Plan. SFRA will operate a chain of single fire engine fire stations running through the boroughs of Epsom & Ewell and Reigate & Banstead. There will be two new fire stations in Salfords and Burgh Heath and will provide a more efficient use of resources across the county.

RECOMMENDATIONS:

It is recommended that:

Cabinet approves the proposals for the improved deployment of single fire engine fire stations running through the boroughs of Epsom & Ewell and Reigate & Banstead, including the delivery of two new fire stations in Salfords and the Burgh Heath area.

REASON FOR RECOMMENDATIONS:

1. To mitigate the impact of changes at Horley as a result of the West Sussex Fire and Rescue Authority's decision to withdraw their fire engine.
2. To improve the fire engine response coverage in Surrey. This is measured through modelling analysis and performance data.
3. To improve the fire service provision across Surrey.

DETAILS:**Introduction and Background**

1. The Public Safety Plan (PSP) outlines 12 outcomes to be achieved by 2020. These include improving the balance of service provision across Surrey and improving the provision and use of property. Since the PSP was approved, West Sussex Fire and Rescue Authority have decided to relocate their fire engine based at Horley to Horsham and terminating their agreement to receive and respond to calls for assistance in the local ceded area with effect from 1 April 2013.

2. Surrey Fire and Rescue Service (SFRS) provide emergency response cover across the whole of the county and currently have up to 35 fire engines based at 24 fire stations. Two 24 hour fire engines are based each at Epsom and Reigate fire stations, which provide most of the initial response cover for Epsom & Ewell (E&E) and Reigate & Banstead (R&B) borough areas. The remaining thirty one fire engines are based at 22 fire stations across the other nine borough and district areas.
3. Currently the emergency response performance in E&E is, on average, the quickest when compared to the remainder of Surrey and well within the Surrey Response Standard as set out in the PSP. This is primarily due to the relatively small geographic area and presence of a centrally located two fire engine fire station.
4. There are areas of R&B where it has historically been difficult to achieve the Surrey Response Standard, such as Chipstead, and fire engines from Epsom often provide the quickest response to this area.
5. This proposal seeks to provide a more balanced service provision across the E&E and R&B Borough areas, in order to be better positioned to achieve the Surrey Response Standard in addition to addressing the relocation of the West Sussex fire engine from Horley.

Analysis

6. A range of options have been considered which included relocating existing resources or funding additional resources from a range of sources and availability options.
7. Each option was evaluated in relation to its impact on emergency response performance, cost, achievability within time and resource constraints as well as anticipated public acceptability and conformity with the principles agreed under the Surrey PSP. This option analysis, linked with the risk profile and from our experience of providing a fire and rescue service, helps to identify the following course of action.
8. The preferred option is to create a chain of single fire engine fire stations running through the boroughs of Epsom & Ewell and Reigate & Banstead.
 - a. Proposal 1: Relocate one fire engine from Reigate fire station to Horley fire station by agreement with West Sussex FRA on an interim basis from April 2013 whilst a more permanent second stage solution is created at a new optimal location in the Salfords area with a target date of the end of 2013.
 - b. Proposal 2: Relocate one fire engine from Epsom fire station to a new optimal fire station location in the Burgh Heath area with a target date of summer 2014.
9. This should result in the first fire engine reaching emergencies more quickly on average than they do now and should minimise the impact on the Surrey Response Standard. The percentage of the population that will be covered within 10 minutes of a fire station will increase, however, the average response times in the borough of Epsom and Ewell will also increase (see paragraphs 15 and 16, tables 1 and 2).

10. A broad consultation has been undertaken with local residents and Elected Members to inform this report and its recommendation.
11. Currently there are two fire engines crewed by staff to provide an immediate response 24 hours a day at Reigate fire station. The proposal is to base one fire engine at Reigate and base a second fire engine at a new location in the Salfords area with a target date of the end of 2013. Whilst the permanent site is established, the plan is to operate an interim fire station at the current Horley Fire Station by agreement with West Sussex from April 2013.
12. Currently there are two fire engines crewed by staff to provide an immediate response 24 hours a day at Epsom fire station. The proposal is to base one fire engine at Epsom and base a second fire engine at a new location in the Burgh Heath area with a target date of summer of 2014. These two fire engines will continue to provide an immediate response 24 hours a day. This proposal was included in the PSP as part of the second phase and will negate the planned change to two fire engines during the day and one at night based at Epsom.
13. The benefits of the proposals would create a more efficient use of resources across the County. R&B residents would receive one fire engine attending incidents on average in about seven and a half minutes which will usually be sufficient resources to deal with the emergency safely and effectively. E&E residents would receive one fire engine attending incidents on average in about six minutes which usually will be sufficient resources to deal with the emergency safely and effectively. For life and property risk incidents, additional resources will be on their way to provide the required support for the first crew attending. The first fire crew to get to the scene of the incident will assess the scale of the emergency and can request more resources should they be required.
14. An independent company (ORH) undertook emergency response modelling to support the PSP and this has proved to be accurate since the introduction of the Surrey Emergency Response Standard. This method has been used once more to support this consultation. The table below shows the impact upon the population and the coverage from base fire station locations in these areas:

Table 1: Population coverage, currently and with proposal

Response standard		Percentage of population 1st fire engine in 10mins	Percentage of population 2nd fire engine in 15mins
Current situation ¹	Surrey	79.9%	86.9%
	E&E	86.7%	100%
	R&B	52.1%	86.4%
Preferred option	Surrey	85.2%	86.8%
	E&E	86.7%	96.8%
	R&B	93.5%	86.4%

¹ Based only on existing SFRS resources

15. Modelled response times to emergency incidents are as follows:

Table 2: Response times, currently and with proposal

Response standard		1st response to all 2+ fire engine incidents		2nd response to all 2+ fire engine incidents		1st response to other emergencies
		Average	%in10mins	Average	%in15mins	% in 16 mins
Current situation	Surrey	07:25s	80.7%	10:03s	90.3%	98.1%
	E&E	05:16s	94.0%	06:12s	96.2%	98.5%
	R&B	08:36s	69.2%	10:21s	90.1%	97.5%
Preferred option ²	Surrey	07:17s	82.5%	10:27s	90.5%	98.3%
	E&E	06:07s	87.1%	11:48s	91.4%	97.7%
	R&B	07:18s	82.7%	10:35s	92.5%	98.8%
Preferred option ³	Surrey	07:20s	82.4%	10:25s	90.7%	98.3%
	E&E	06:03s	87.9%	10:16s	94.6%	97.7%
	R&B	07:32s	83.9%	10:56s	92.3%	98.8%

CONSULTATION:

16. The consultation period was extended by the Cabinet Member from the original 8 weeks to 12 weeks (10 December 2012 to 4 March 2013) to ensure all local residents and Elected Members views were heard and considered. A SCC Equalities and Diversity Policy officer and external advisor have been involved in ensuring that the consultation plan has been fully inclusive.
17. Consultation activities included a widely publicised on-line survey, postal questionnaires, presentations at public meetings, letters and emails to stakeholders from the Voluntary, Community and Faith Sector, all Surrey Local Committees and partner agencies, as well as Surrey Fire and Rescue staff and union consultation. The consultation was publicised in local GP practices, schools, churches, Post Offices, libraries, Citizens Advice Bureaux, community centres, through local media, SCC media and social media. See Annex 2 for the consultation report.
18. Feedback has been received from around 330 individual respondents and groups using a range of methods. The overall feedback was mixed and of the 253 survey respondents; 41% were supportive, 20% uncertain, 31% unsupportive and 8% had no opinion. Residents from Epsom & Ewell are less supportive (58% object) and people from Reigate & Banstead tend to support the proposal (52% support). Of the staff that responded; 44% were supportive, 22% were uncertain, 25% unsupportive and 9% had no opinion.
19. Concerns about an increase in second fire engine response times, a growth in population (especially in Epsom), overall reduction in fire engines, the accuracy of modelled response times and suitability of new fire stations for operational needs were offered as reasons for being unsupportive. Reasons for support included an improvement of first fire engine response times, fairer distribution of resources and covering previous gaps in provision.

² Based on optimal site for Salfords area and potential site at Tadworth Roundabout

³ Based on potential site at Salfords and optimal site in Burgh Heath area

20. In particular, the formal response from Epsom and Ewell Local Committee included following points:
- a. Consultation should have been better publicised.
 - b. Epsom is a growing area with new housing developments and large volume of traffic.
 - c. SFRS should seek to continue the arrangements with West Sussex (Horley) instead of acquiring two new stations.
 - d. Burgh Heath should be built in addition to existing resources. Reduction in service (i.e. second engine response time) is not desirable.
21. The formal response from Reigate and Banstead Local Committee included:
- a. Members expressed their support in principle for the proposals.
 - b. Concerns centred around Members wanting to be consulted on possible site locations, the short time line (summer 2014), the suitability of the location in terms of minimising impact on traffic and accessing a new housing development in Netherne on the Hill. Also, the planned refurbishment of Purley fire station needs to be taken into account.
22. These concerns have been fully considered and taken into account when finalising the proposals recommended.

RISK MANAGEMENT AND IMPLICATIONS:

23. Joint interim arrangements are being put into place with West Sussex Fire and Rescue Service to ensure that emergency response cover will be in place for the Horley area from 1 April 2013 until the Surrey Fire and Rescue Authority decision can be implemented.

Financial and Value for Money Implications

24. See Section 151 Officer Commentary.

Section 151 Officer Commentary

25. As identified in the 2013-14 budget preparation process, an additional pressure in the order of £125,000 will result in 2013-14, and the SFRS budget has already been adjusted to cover that. The longer-term position is less clear at this stage, due to potential knock-on effects on other aspects of the MTFP. The impact of the Cabinet decision will be reassessed and will form part of Member's planned MTFP refresh in June 2013.

Legal Implications – Monitoring Officer

26. SFRS must comply with the core functions identified in the Fire and Rescue Services Act 2004. These include extinguishing fires in its area and protecting life and property in the event of fires in its area. In order to do so the fire and rescue authority must “secure the provision of the personnel, services and equipment necessary to efficiently meet all normal requirements”, each of which must be taken into account.
27. The DCLG has published in July 2012 a revised Fire and Rescue National Framework for England, providing an overall strategic direction for fire and rescue authorities) which must be complied with by SFRS.
28. There are no specific references in any of these to actual timing within which the fire and rescue authority must respond to a call.
29. The development of the Surrey Fire and Rescue Authority Public Safety Plan (“PSP”) and this subsequent consultation for a period of 8 weeks, extended to 12 weeks, has met the requirements of the Fire and Rescue National Framework for England. Consultation was done by way of an on-line survey, postal questionnaire, presentations at public meetings and email.
30. SFRS’s commitment to the delivery of its duties under the Civil Contingencies Act 2004 as a Category 1 responder are also referred to in the PSP.
31. The Equality Impact Assessment has been prepared by SFRS. Whilst the EIA has been completed by SFRS, it has done so based upon the consultation process described above.
32. The decision by West Sussex Fire and Rescue Authority to stop services at Horley and consultation had by SFRS with communities must be taken into account.
33. In considering this report, the Cabinet must as a matter of law, give due regard to the results of the consultation attached and take these into account when making its final decision.

Equalities and Diversity

34. At the start of the project, an initial Equality Impact Assessment (EIA) was undertaken to identify the potential impact on people fall within one or more of the protected characteristics (As provided for by the Equality Act 2010) and high risk groups (i.e. age, mental health, disability), which also informed the consultation plan.
35. A full EIA assessed the impact of the proposals on people with protected characteristics and no additional impacts were identified as existing multi-agency prevention and protection arrangements are in place to reduce the risk from fire incidents and other emergencies, which are targeted to vulnerable groups. At the same time, due regard has also been given to the duty set out within the Equality Act, namely to eliminate, promote and foster good relations in relation to the protected characteristics. The conclusions from the EIA is that this proposal is in accordance with this.

36. There will be an improvement in emergency response cover, which includes areas with a higher prevalence of vulnerable people who are at risk of harm from fire incidents (see Annex 1). Other Implications:
37. The potential implications for the following council priorities and policy areas have been considered.

WHAT HAPPENS NEXT:

- We will implement the plan by relocating one Reigate fire engine to Horley fire station as an interim arrangement pending the permanent move to a new fire station in Salfords, with a target date of December 2013. An Epsom fire engine will be relocated to a new fire station in the Burgh Heath area, with a target date of summer 2014.
- The Communities Select Committee will oversee implementation of the plan.

Contact Officer:

Ian Thomson, Surrey Fire and Rescue Service, 01737 242444,
ian.thomson@surreycc.gov.uk

Consulted:

Leader, Portfolio Holder, SCC Councillors
SCC Communities Select Committee and Fire and Rescue Advisory Group
Local Committees in Reigate & Banstead and Epsom & Ewell
Epsom & Ewell Borough Council, Reigate & Banstead Borough Council
Parish Council for Sidlow and Salfords, Horley Town Council
Neighbourhood Panels in Horley West, Horley North West, Horley
Local Residents and Care Providers
External Equality Advisory Group
Empowerment Boards East And Mid Surrey
Partners (including South East Coast Ambulance, Surrey Police, NHS, West Sussex
Fire and Rescue Service, London Fire Brigade)
Staff, Representative Bodies and other Internal stakeholders

Annexes:

- 1) Equality Impact Assessment
- 2) Consultation Report and response to consultation

Sources/background papers:

- Surrey Fire and Rescue Authority Public Safety Plan 2011-2020
 - Cabinet Office Consultation Principles
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1. Topic of assessment

EIA title:	FRS Continuity of emergency response cover for Horley and Reigate and Banstead
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EIA author:	Gregory Finneron, Policy Officer, Customers and Communities
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2. Approval

	Name	Date approved
Approved by¹	Russell Pearson	13/03/2013

3. Quality control

Version number	1	EIA completed	10/03/2013
Date saved	05/03/13	EIA published	26/03/2013

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Greg Finneron Julia McDonald	Policy Officer	SCC	EIA author
Doug Feery	Barrister		External advisor
Corporate E&D	Policy Team	SCC	Internal advisor
Ian Thomson	Area Manager	SFRS	Internal Advisor

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>The Public Safety Plan (PSP) outlines 12 outcomes to be achieved by 2020. These include improving the balance of service provision across Surrey and improving the provision and use of property. Since the PSP was approved, West Sussex Fire and Rescue Authority have decided to relocate the fire engine hitherto based at Horley to Horsham and terminating their agreement to receive and respond to calls for assistance in the local ceded area with effect from 1st April 2013.</p> <p>Fire engine emergency response times will be affected, but people</p>
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¹ Refer to earlier guidance for details on getting approval for your EIA.

EQUALITY IMPACT ASSESSMENT

	and businesses would continue to access the services through usual channels (emergency line, FRS channels – website, stations, phone, email, etc).
What proposals are you assessing?	<p>The proposed option is to create a chain of single fire engine fire stations running through the boroughs of Epsom & Ewell and Reigate & Banstead.</p> <p>Proposal 1: Relocate one fire engine from Reigate to Horley Fire Station by agreement with West Sussex FRA on an interim basis from April 2013, whilst a more permanent second stage solution is created at a new optimal location in the Salfords area with a target date of the end of 2013.</p> <p>Proposal 2: Relocate one fire engine from Epsom to a new optimal location in the Burgh Heath area with a target date of summer 2014.</p> <p>The Proposals should result in the first fire engine reaching emergencies more quickly on average than they do now and should minimise the impact on the Surrey response standard.</p>
Who is affected by the proposals outlined above?	<p>The potential impact of this move is likely to be on residents and businesses in the area of Horley (continued cover), the remainder of Reigate & Banstead and Epsom & Ewell, as well as staff (re-location). The most significant impact will be experienced by those involved in incidents requiring the attendance of a second fire engine, particularly in parts of Epsom & Ewell. Approximately 67% of incidents are resolved with only one fire engine in attendance.</p> <p>The impact on residents is outlined in section 7.</p> <p>The detailed impact of options was established at the beginning of November and shared with the public and partners during the consultation phase (12 weeks, starting 10/12/12).</p>

6. Sources of information

Engagement carried out
<p>The proposal has been shared with numerous stakeholders during consultation.</p> <p>Consultation activities included a widely publicised on-line survey, postal questionnaires, presentations at public meetings, letters and emails to Voluntary, Community and Faith Sector (VCFS) stakeholders and partner agencies, as well as staff and union consultation. The Empowerment Board East Surrey and the Equalities Advisory Group have been consulted.</p> <p>The consultation was publicised in local GP practices, schools, churches, Post Offices, libraries, Citizens Advice Bureaux, community centres, through local media, SCC media and social media (see consultation plan, Annex 2).</p> <p>An E&D Policy officer and external advisor have been involved in ensuring that the consultation plan was inclusive and follows corporate guidance.</p>
Data used
<p>To inform the EIA, the project used:</p> <ul style="list-style-type: none"> • Impact modelling to ensure we understand the effects of different options • High risk group analysis using MOSAIC and Surrey-i data to understand the demographic make up of the affected areas • Consultation and engagement with residents and businesses from affected areas • Feedback from partners and politicians

EQUALITY IMPACT ASSESSMENT

- [SFRS Community Risk Profile 2011-12](#)
- [SFRS & ASC Briefing Document for Frontline Staff](#)

EQUALITY IMPACT ASSESSMENT

7. Impact of the new/amended policy, service or function

7a. Impact of the proposals on residents and service users with protected characteristics

Impact on all residents:

Emergency Response times:

The proposals have been created following response modelling aimed at ensuring that throughout Surrey, the first fire engine reaches emergencies more quickly on average than they do now and this should minimise the impact on the Surrey response standard. This model includes considering an average week for Surrey 2011/12 which would include false alarms, fires in a dwelling, other property and non property (secondary fires), as well as vehicle collisions and other incidents (special services). The fire engines would also have been used as required to standby at other locations to maintain emergency response cover across the County as required.

Average time to drive between fire station locations have been modelled, and during the rush hour periods this can be between 25-35 minutes from Epsom to Reigate and again from Reigate to Horley. During the day these journeys average at about 20 minutes each and overnight they are about 15 minutes each. Although these averages are based on normal (non-emergency) journeys they are considerably in excess of our emergency response standard. The journey time between the new optimal location at Salfords and the Horley fire station is less than 10 minutes on average during the day and about 5 minutes at night.

We predict that there would be a slight increase in the average response times for the first fire engine to arrive at an incident in Epsom and Ewell if the proposals are implemented. It would also mean that the second fire engine is likely to take longer to arrive at an incident in the Borough, especially in areas to the north and west of the current Epsom Fire Station. We predict that the average response time for the first fire engine to arrive at an incident in Reigate & Banstead overall would improve significantly if all the proposals were implemented. It would also mean that the second fire engine is likely to take longer to arrive at an incident in the Borough, particularly in the area close to the current Reigate Fire Station. The average for both R&B and E&E would still be well within the Surrey emergency response standard.

The proposal has also been created in accordance to PSP principles and following consultation on the plan.

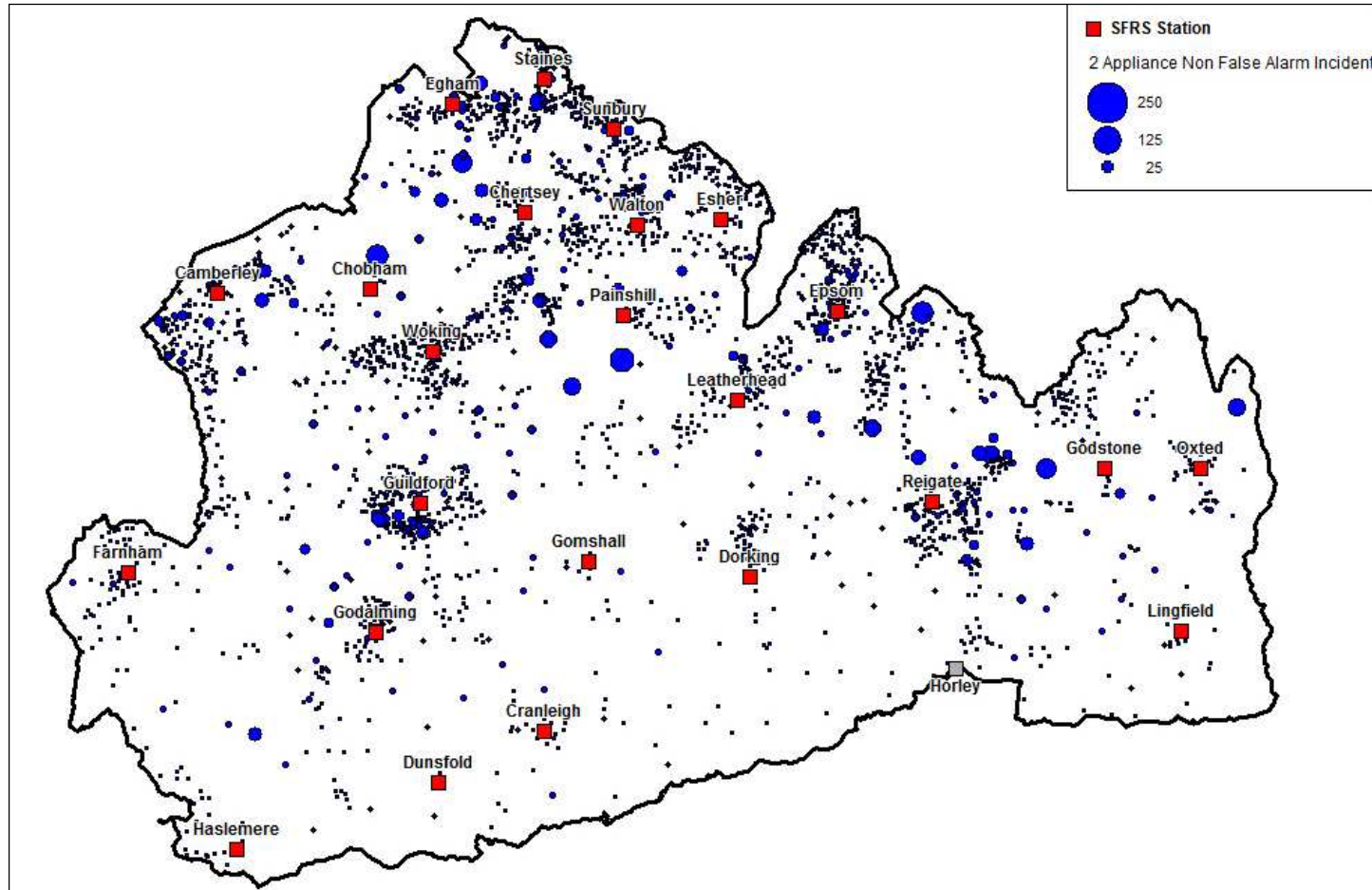
Response standard		1st response to all 2+ fire engine incidents		2nd response to all 2+ fire engine incidents		1st response to other emergencies
		Average	% in 10 mins	Average	% in 15 mins	% in 16 mins
Current situation	Surrey	07:25s	80.7%	10:03s	90.3%	98.1%
	E&E	05:16s	94.0%	06:12s	96.2%	98.5%
	R&B	08:36s	69.2%	10:21s	90.1%	97.5%
Preferred option	Surrey	07:17s	82.5%	10:27s	90.5%	98.3%
	E&E	06:07s	87.1%	11:48s	91.4%	97.7%
	R&B	07:18s	82.7%	10:35s	92.5%	98.8%

EQUALITY IMPACT ASSESSMENT

Numbers of one and two pump incidents in Surrey:

Approximately 67% of incidents are resolved with only one fire engine in attendance.:

Incident Distributions (6 year – 2006/07 – 2010/11 2 fire engine Non False Alarm Incidents)



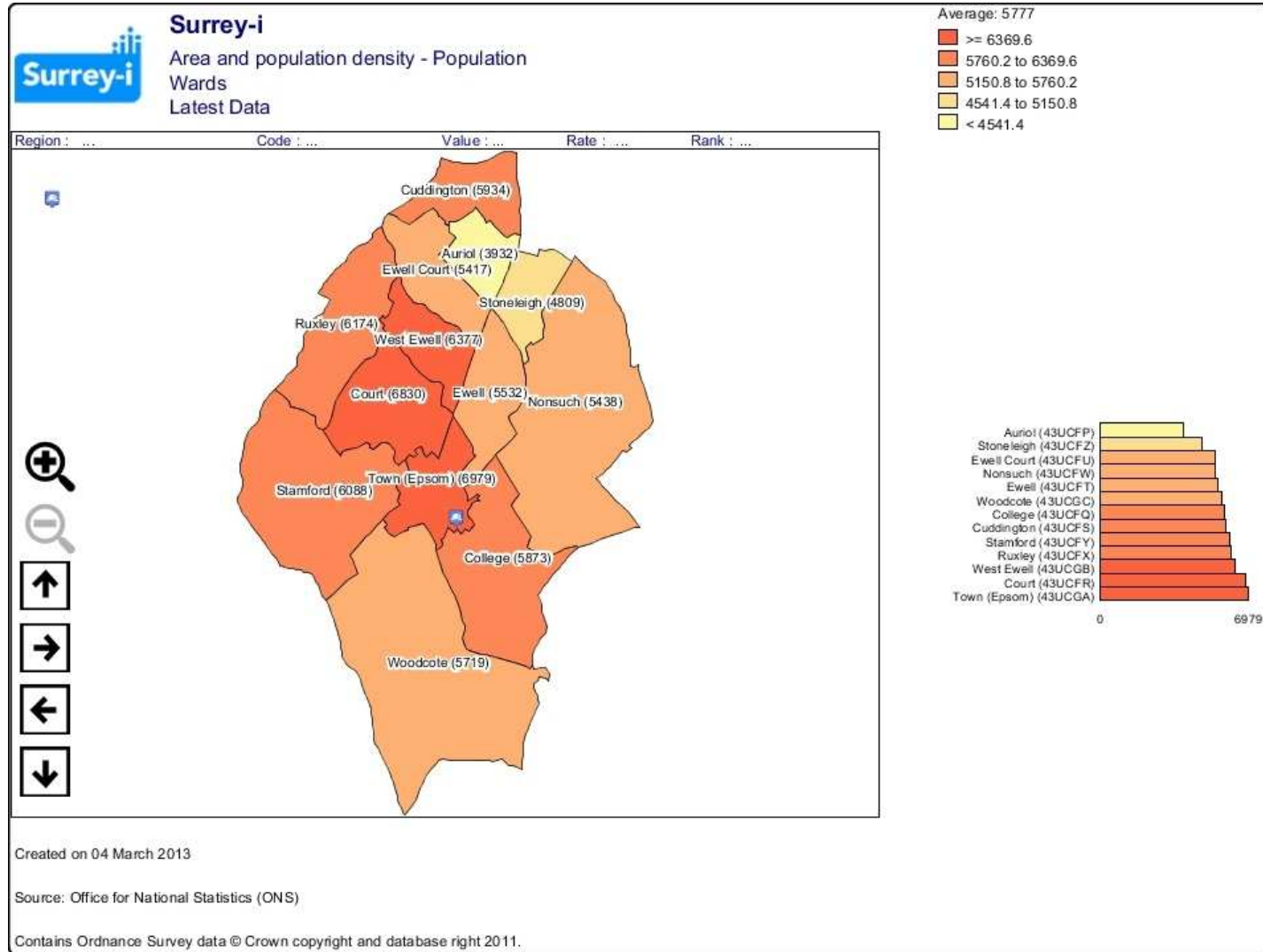
The distribution of number of incidents shows that, as expected, frequency is linked to density of population. The key areas for numbers of incidents are urban areas (however, severity of incidents is not linked to population density):

EQUALITY IMPACT ASSESSMENT

- Redhill / Reigate area
- Epsom
- North Reigate & Banstead (Burgh Heath / Banstead area)

The changes to the deployment of fire engines means that residents in North Reigate and Banstead that have previously had longer than average response times will have an improved provision (i.e. first engines are more likely to reach them within 10 minutes).

EQUALITY IMPACT ASSESSMENT



Source: Office for National Statistics (ONS)

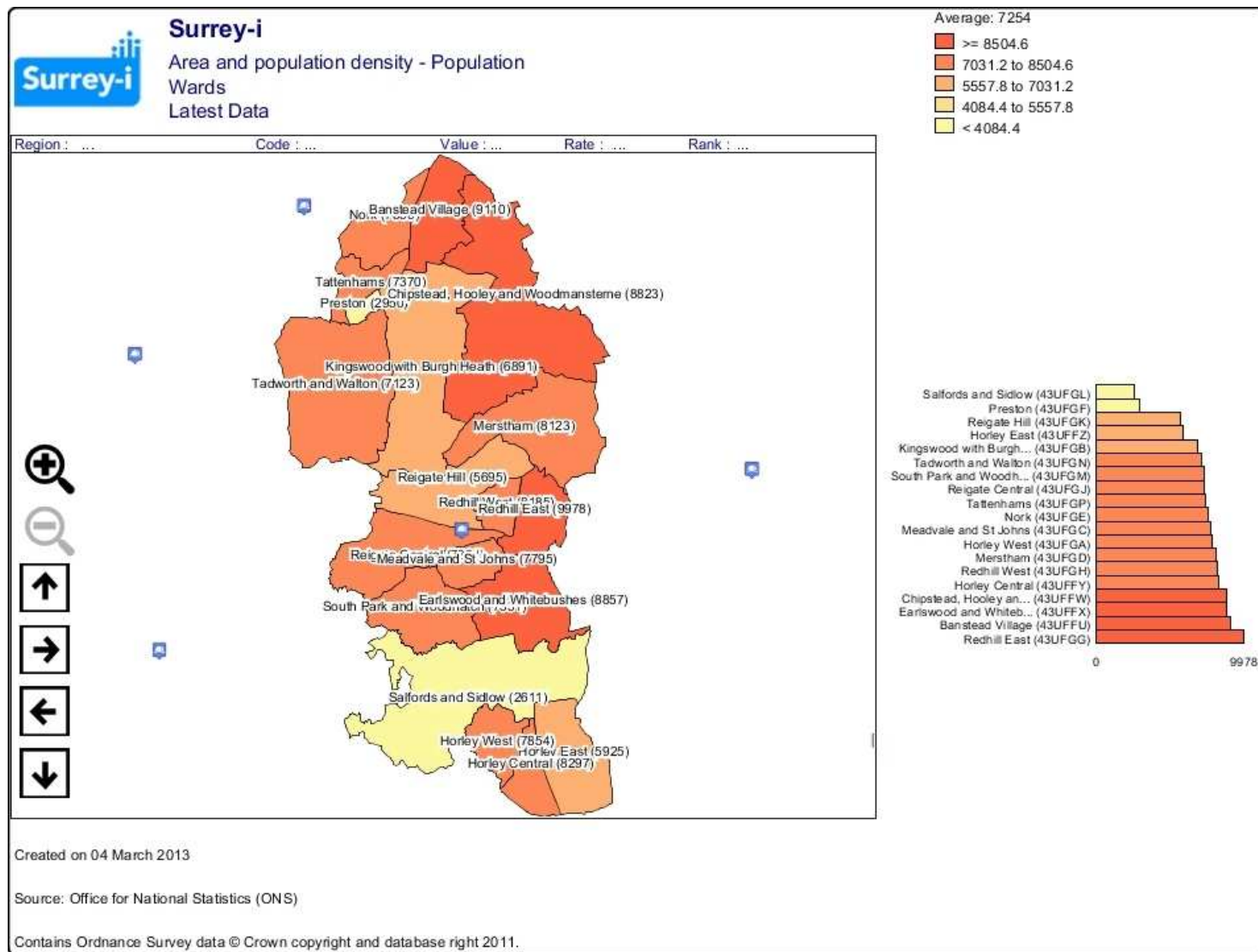
Dataset: Census: Population, households and area

This dataset includes data from the 2011 Census released by the Office for National Statistics (ONS)

<http://www.surreyi.gov.uk/GeographyDataBrowser.aspx>

Reigate and Banstead: Population by Ward

EQUALITY IMPACT ASSESSMENT



Source: Office for National Statistics (ONS)

Dataset: Census: Population, households and area

This dataset includes data from the 2011 Census released by the Office for National Statistics (ONS)

<http://www.surreyi.gov.uk/GeographyDataBrowser.aspx>

Population by Ward in Epsom and Ewell, Reigate and Banstead and Surrey

EQUALITY IMPACT ASSESSMENT

Reigate & Banstead	Population
Redhill East	9978
Banstead Village	9110
Earlswood and Whitebushes	8857
Chipstead, Hooley and Woodmansterne	8823
Horley Central	8297
Redhill West	8185
Merstham	8123
Horley West	7854
Meadvale and St Johns	7795
Nork	7556
Tattenhams	7370
Reigate Central	7361
South Park and Woodhatch	7331
Tadworth and Walton	7123
Kingswood with Burgh Heath	6891
Horley East	5925
Reigate Hill	5695
Preston	2950
Salfords and Sidlow	2611
Total	137835

Epsom & Ewell	Population
Town (Epsom)	6979
Court	6830
West Ewell	6377
Ruxley	6174
Stamford	6088
Cuddington	5934
College	5873
Woodcote	5719
Ewell	5532
Nonsuch	5438
Ewell Court	5417
Stoneleigh	4809
Auriol	3932
Total	75102

Surrey	1132390
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Source: Office for National Statistics (ONS)

Dataset: Census: Population, households and area

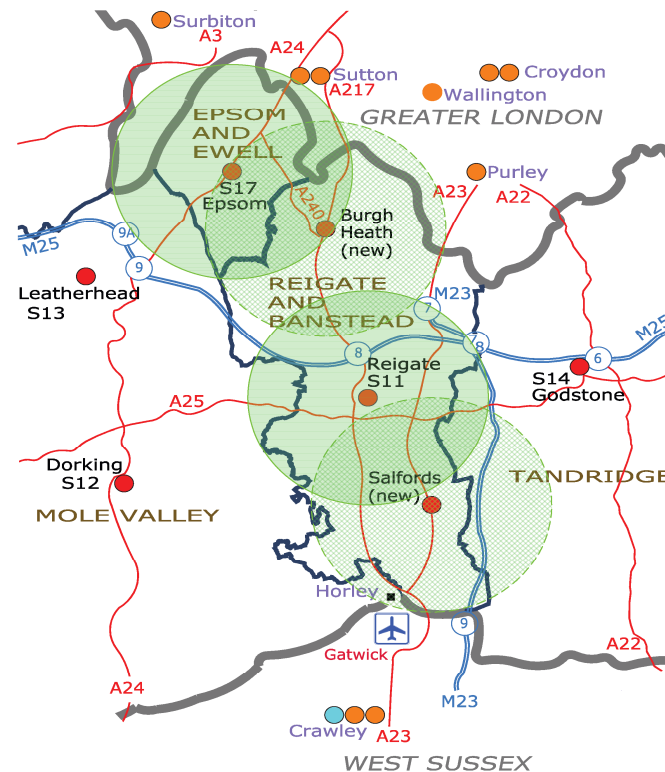
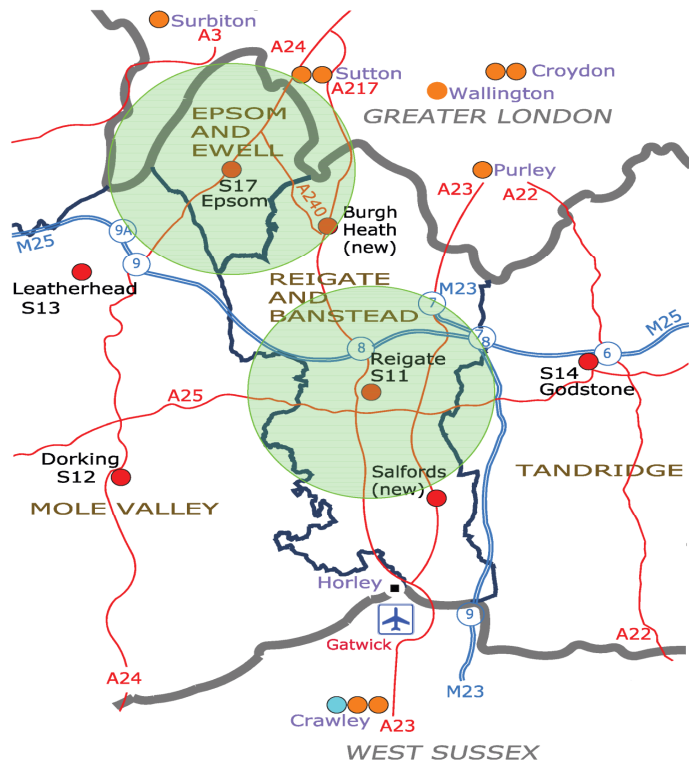
This dataset includes data from the 2011 Census released by the Office for National Statistics (ONS)

<http://www.surreyi.gov.uk>

**Graphic to demonstrate 10 minute drive time:
Current Configuration**

**Graphic to demonstrate 10 minute drive time:
Proposed Configuration**

EQUALITY IMPACT ASSESSMENT



LEGEND

- Wholetime Crewed Pump (24/7)
- Retained Crewed Pump
- Over The Border Wholetime Pump (24/7)
- No Fire Engine Deployed
- Local Authority Boundary
- Estimated 10 Minute Response Time

Vulnerable Adults

The Fire Investigation and Community Risk Reduction Team has direct access to the Adult Social Care (ASC) AIS client management system. This is a major step forward for both services as it allows SFRS to streamline its working practices with ASC, saving staff time and allowing us to better serve the adults at risk in Surrey.

EQUALITY IMPACT ASSESSMENT

Through the use of a Fire Risk Matrix which takes into account factors of age, client group (mental health, drug or alcohol use) and living alone, a risk score can be assigned to all open cases from the Social Care database, ie those known to ASC. The matrix does not include information on smokers which is likely to affect fire risk. Any individual may have a risk score of 0 - 6 based on this logic, and up to 3 risk factors recorded.

For the purposes of this EIA, this information was updated in February 2013. Countywide, 2666 people have been identified with a risk score of 5 or 6, indicating they may be at high risk in a fire situation. This represents 10% of the overall cohort.

Breakdown of people who may be at higher risk in a fire situation by District & Borough

District / Borough	High Fire Risk people out of all people open to ASC	% High Risk people
Elmbridge	258 out of 2638	10%
Epsom and Ewell	157 out of 1784	9%
Guildford	246 out of 2772	9%
Mole Valley	213 out of 1857	11%
Waverley	378 out of 3132	12%
Runnymede	214 out of 2106	10%
Reigate and Banstead	343 out of 3353	10%
Spelthorne	229 out of 2178	11%
Surrey Heath	171 out of 1914	9%
Tandridge	184 out of 1865	10%
Woking	273 out of 2190	12%
Grand Total	2666 out of 25789	10%

Source: ASC, SCC, February 2013

Breakdown of people who may be at higher risk in a fire situation By Ward:

Epsom & Ewell

EQUALITY IMPACT ASSESSMENT

Wards with a % greater than 10% have been highlighted

District / Borough	Ward	High Fire Risk people out of all people open to ASC	% of open cases considered to be at high risk in a fire situation
Epsom and Ewell	Auriol	7 out of 73	10%
	College	13 out of 129	10%
	Court	21 out of 221	10%
	Cuddington	5 out of 113	4%
	Ewell	16 out of 156	10%
	Ewell Court	13 out of 143	9%
	Nonsuch	9 out of 83	11%
	Ruxley	3 out of 140	2%
	Stamford	11 out of 129	9%
	Stoneleigh	7 out of 78	9%
	Town (Epsom)	27 out of 243	11%
	West Ewell	11 out of 140	8%
Woodcote	14 out of 136	10%	

Source: ASC, SCC, February 2013

Reigate & Banstead

Wards with a % greater than 10% have been highlighted

District / Borough	Ward	High Fire Risk people out of all people open to ASC	% of open cases considered to be at high risk in a fire situation
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EQUALITY IMPACT ASSESSMENT

Reigate and Banstead	Banstead Village	59 out of 321	18%
	Chipstead, Hooley and Woodmansterne	12 out of 156	8%
	Earlswood and Whitebushes	12 out of 208	6%
	Horley Central	47 out of 304	15%
	Horley East	2 out of 83	2%
	Horley West	14 out of 202	7%
	Kingswood with Burgh Heath	17 out of 143	12%
	Meadvale and St. John's	11 out of 132	8%
	Merstham	43 out of 314	14%
	Nork	8 out of 156	5%
	Preston	7 out of 85	8%
	Redhill East	3 out of 169	2%
	Redhill West	12 out of 215	6%
	Reigate Central	15 out of 161	9%
	Reigate Hill	23 out of 124	19%
	Salfords and Sidlow	5 out of 66	8%
	South Park and Woodhatch	9 out of 191	5%
Tadworth and Walton	24 out of 169	14%	
Tattenhams	20 out of 154	13%	

Source: ASC, SCC, February 2013

EQUALITY IMPACT ASSESSMENT

General Background on Reigate & Banstead and Epsom & Ewell:

In the Surrey Fire and Rescue Service Community Risk Profile 2011-12,

Area	Accidental Fire Deaths	Fire Injuries and/ or rescues
Reigate & Banstead	1	12*
Epsom & Ewell	2	15 *
Surrey	14	91

(Reporting period: 2006-09)

*The highest and second highest number of injuries or rescues in the County for that period.

General Background on the Most Vulnerable Groups:

It has been recognised that “a healthy person, excluding infants, with well positioned and working smoke alarms, should be able to escape without injury or the need to be rescued from an accidental dwelling fire at any time of the day or night.

Local and national risk assessment of those at highest risk of fire suggests that the key equality groups on which this project could impact are older and disabled people, including those who may be at risk of multiple disadvantage.

The [SFRS Community Risk Profile 2011-12](#) has identified that those at risk from a fire in their home fall into one or more categories of:

- Over 60 years old – (the risk increases when 75+)
- Living alone
- Mental health needs/dementia (or memory) issues
- Mobility issues
- Drug and/or alcohol issues
- Smokers

EQUALITY IMPACT ASSESSMENT

50% of the fatal fires in Surrey were started by careless use of smoking material resulting in the ignition of bedding or other furniture such as chairs. Research has highlighted that where a person is a smoker there are significant additional risks if the person is:²

- elderly,
- alcohol dependant,
- infirm (limited mobility) and/or
- has mental health needs

In London Care workers are being targeted in a new fire safety drive, after figures showed that one person receiving care is dying in a fire every month.³

Following a rise in fatal fires involving adults at risk in the year 2011/12, a joint Surrey Fire and Rescue Service (SFRS) and Adult Social Care (ASC) working group was set up to report to Surrey County Council (SCC) Cabinet on how the County can reduce the harm being caused by fire. The group took into account the publication of the Chief Fire Officers Association (CFOA) report on an aging population, [Ageing Safely](#) (December 2011), and the report on the fatal fire at [Rosepark Nursing Home](#) (April 2011). The [report to Cabinet](#), in May 2012 included a number of recommendations on how we can reduce the risk and better support adults to live in their own homes and in residential care. The strategy to implement the recommendations is being delivered through four working groups with an overarching, multi-agency Steering Group. The working groups are:

- Telecare Group – to use a high risk matrix to identify adults at increased risk of harm from fire and ensure they are offered telecare with a linked smoke alarm
- Residential Care – to increase the number of residential settings with sprinkler systems, fire retardant materials and improved training for staff
- Community Care – to ensure adults at risk are kept safe when in their own homes through better knowledge of the fire risks, the referral process and equipment available to them to keep them safe
- Marketing group – to increase awareness of the risks, support and equipment available to keep adults safe from fire.

Residential Care Homes and Number of Beds by Town

² <http://www.surreycare.org.uk/cms/uploads/news/keeping%20people%20safe%20from%20fire%20frontline%20staff%20briefing%20note%20v3.pdf>

³ <http://www.guardian.co.uk/social-care-network/2012/sep/11/fire-safety-drive-care-workers>

EQUALITY IMPACT ASSESSMENT

Reigate & Banstead

Town	Total number of Care Homes in this town	Total number of beds in Care Homes in this town
Redhill	32	397
Horley	20	275
Reigate	19	466
Banstead	19	610
Tadworth	7	218
Walton on the Hill	1	6
Chipstead	1	36
Lower Kingswood	1	6
Total	100	2014

Epsom & Ewell

Town	Total number of Care Homes in this town	Total number of beds in Care Homes in this town
Epsom	27	490
Ewell	3	31
Worcester Park	1	3
Total	31	524

Surrey	Total number of Care Homes	Number of beds in Care Homes
Total	451	12124

Source: ASC, SCC, December 2012

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The tables below present the correlations at the Super Output Area (SOA) level between Indices of Multiple Deprivation (IMD) Score, and Incident and Incident Type.

The IMD data is only available at the SOA level, whereas the incident data is more granular. This may result in the correlations being underestimated to a small extent. Also, the IMD scores in Surrey do not vary significantly. The first table shows that each incident type is very weakly correlated with the IMD score, however there is some evidence that FDR1s (Primary Fires) and FDR3s (Secondary Fires) are more reflective of IMD than other incident types. This result would be expected. The second table shows a weak correlation between IMD and incident numbers.

Geographical Incident Correlation to IMD Score

6 Year Sample (April 03 to March 09)

Incident Type ⁴	Correlation
Chimney	-0.01
False Alarm	0.03
FDR1	0.14
FDR1 - Vehicle	0.07
FDR3	0.14
RTC	0.01
Other Special Services	0.11

Geographical Incident Correlation to IMD

7 Year Sample

	Correlation
1 Appliance Incidents	0.08
2+ Appliance Incidents	0.06
All Incidents	0.08

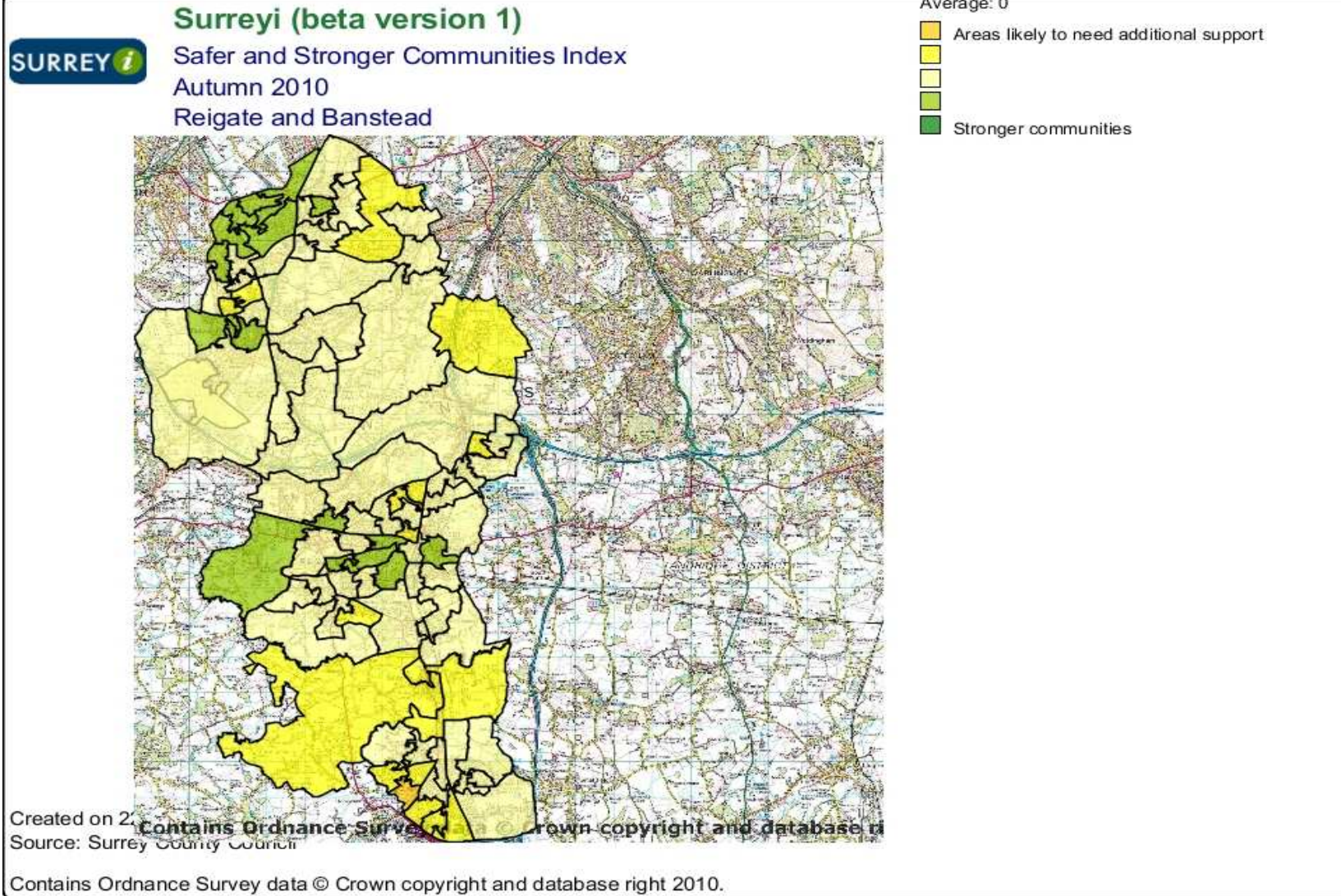
Source: SFRS

Surrey-i Heat Maps

The heat maps consist of 28 indicators, to highlight areas in Surrey that are likely to need additional support. The category indicators include population over 80, single pensioner households, households in socially rented tenure, income deprivation affecting older people, working age population claiming benefits, recorded crime and anti-social behaviour incidents, and accidental dwelling fires.

⁴ FDR1 and FDR3 describe types of fire before the national Incident Recording System (IRS) was introduced. An FDR1 fire related primarily to property that has an insurable value, such as a dwelling or commercial property, vehicle, etc. An FDR3 fire related primarily to those fires where there is no insurable loss, such as rubbish or grass, abandoned vehicle, etc.

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SURREY *i*

Surreyi (beta version 1)

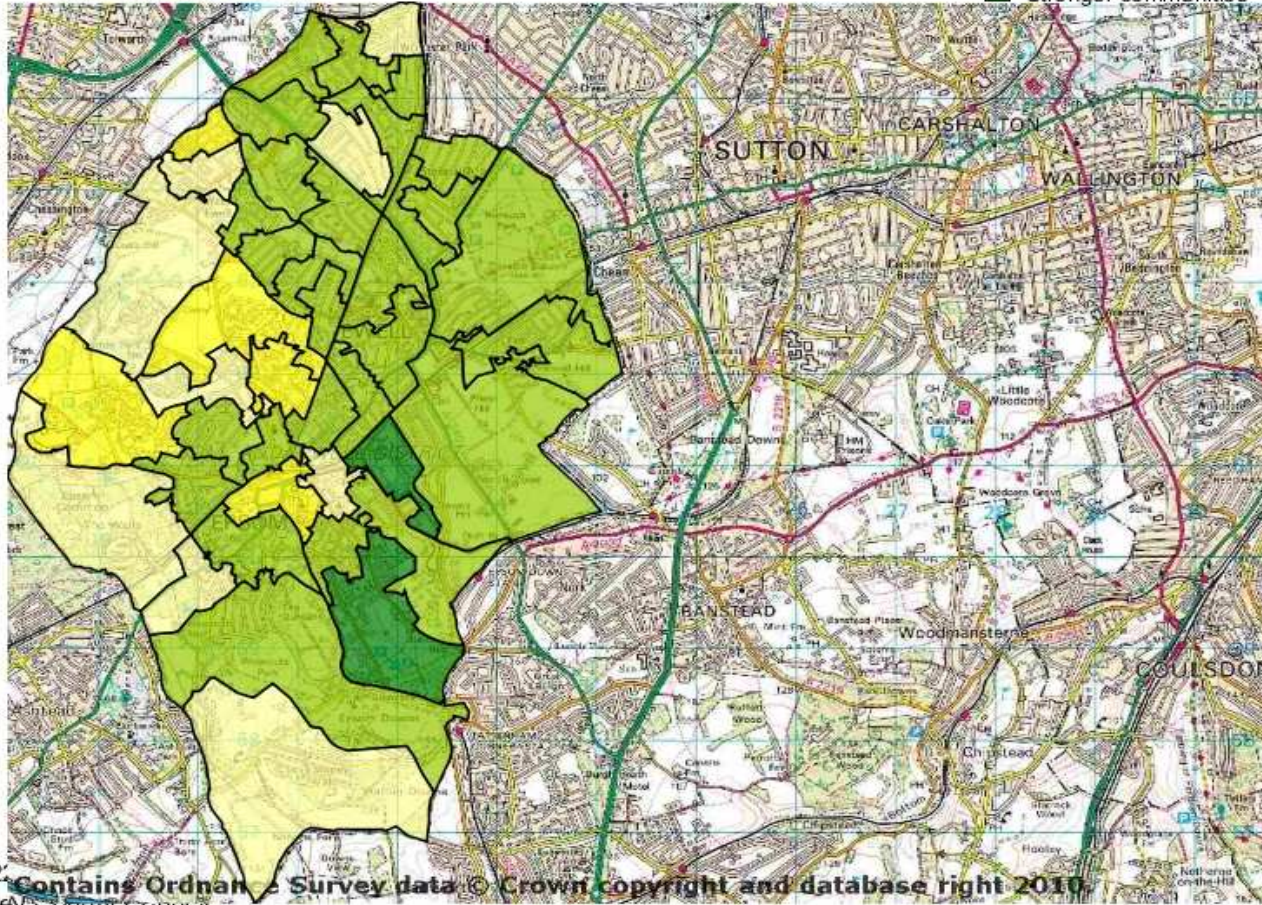
Safer and Stronger Communities Index

Autumn 2010

Epsom and Ewell

Average: 0

- Areas likely to need additional support
-
-
- Stronger communities



Created on 2/10/2010. Contains Ordnance Survey data © Crown copyright and database right 2010.
Source: Surrey County Council

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Hate Crime and Arson

In 2012 there has been only one Arson offence with a hate flag against it (racial flag). This offence was in Mole Valley. (Source: Surrey Police Incident Recording System, 2012) To understand if 1 racially motivated arson is 'typical', the tables below demonstrate that criminal damage is fairly prevalent, yet less than 0.5% of criminal damage to a dwelling was racially or religiously motivated. If this is used as a proxy, 1 racially motivated arson out of 299 (0.33%) suggests this would be the expected level.

Criminal Damage	Offence category	April 2010 – March 2011	April 2011 – March 2012
	Criminal damage to a dwelling	1809	1591
	Criminal damage to a building other than a dwelling	1059	925
	Criminal damage to a vehicle	5446	5026
	Other criminal damage	3365	3076
	Total	11679	10618

Racial or Religious Aggravated Criminal Damage	Offence category	April 2010 – March 2011	April 2011 – March 2012
	Racially or religiously aggravated criminal damage to a dwelling	4	5
	Racially or religiously aggravated criminal damage to a building other than a dwelling	6	0
	Racially or religiously aggravated criminal damage to a vehicle	5	6
	Racially or religiously aggravated other criminal damage	2	4
	Total	17	15

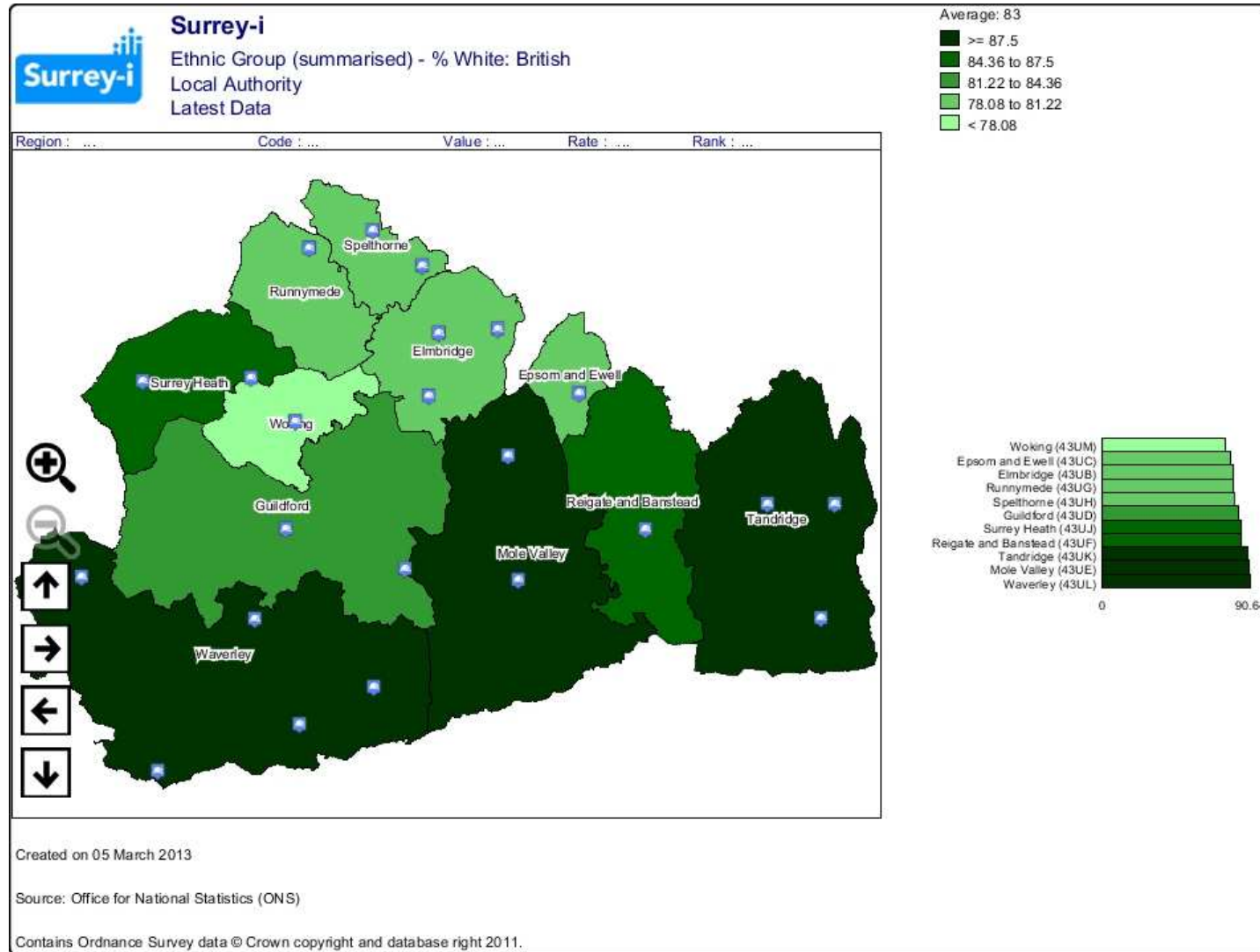
Arson	Offence category	April 2010 – March 2011	April 2011 – March 2012
	Arson endangering life	49	22
	Arson not endangering life	305	277
	Total	354	299

Source: D10 Partnership Product, Surrey Police Incident Recording System, March 2012

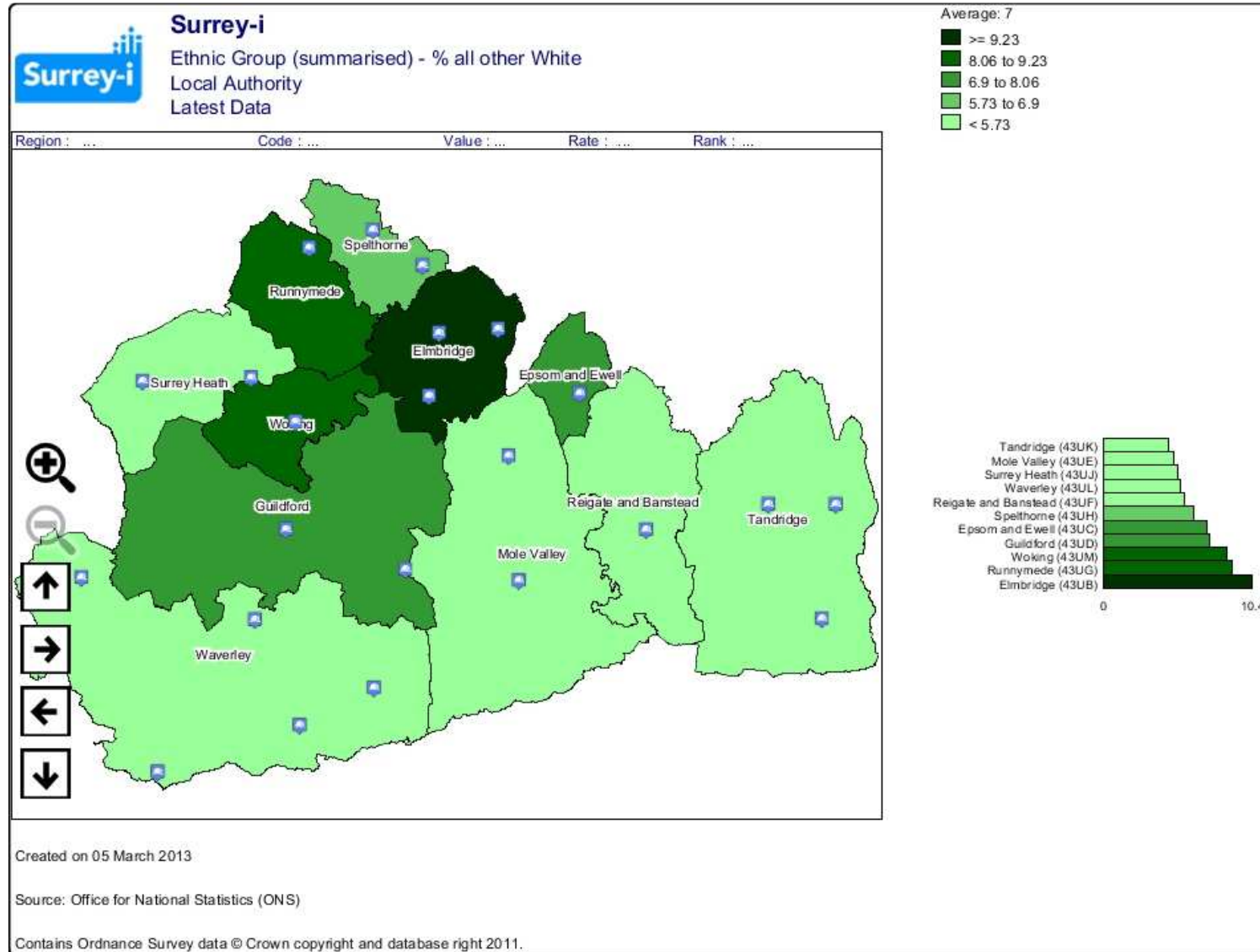
EQUALITY IMPACT ASSESSMENT

Race

Data from the Community Risk Profile 2011-12 suggests that the groups most at risk in Surrey are White British and White Other. The two maps below show that the White British population in Epsom and Ewell is below average for Surrey and above average in Reigate and Banstead. The trend for the category White Other demonstrates the reverse trend.



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Page 292

Source: Surrey-i: <http://www.surreyi.gov.uk/Viewpage.aspx?C=basket&BasketID=224>

Protected characteristic	Impacts	Evidence
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5																																																																		
Age	<p>Data Analysis</p> <p>This has identified a link between fire deaths/injuries and older people (i.e. 65 years and over). This risk is compounded in cases where there are other risk factors, e.g living alone, mobility, mental health, smoking, etc). There is also an increase in fire deaths during the winter months.</p> <p>Potential Positive Impacts</p> <p>Continued emergency response cover for the Horley area and better first engine response times across R&B, especially in the north of the borough.</p> <p>Potential Negative Impact</p> <p>Modeled slightly longer emergency response times for the second fire engine in the Reigate area and significantly longer response time for second fire engine for E&E but within the Surrey Emergency Response Standard.</p>	<p>Census 2011 Surrey shows an increased number of under 5s and increase of older people over 65. Population Increases by Age Group in Surrey between 2001 and 2011 Census</p> <table border="1"> <thead> <tr> <th rowspan="2">Age Group</th> <th colspan="2">Reigate & Banstead</th> <th colspan="2">Epsom & Ewell</th> <th colspan="2">Surrey</th> </tr> <tr> <th>Population</th> <th>% Inc.</th> <th>Population</th> <th>% Inc.</th> <th>Population</th> <th>% Inc.</th> </tr> </thead> <tbody> <tr> <td>Under 5s</td> <td>9,200</td> <td>17.9</td> <td>4,600</td> <td>15</td> <td>71,300</td> <td>13.5%</td> </tr> <tr> <td>Over 65s</td> <td>22,700</td> <td>10.2</td> <td>12,600</td> <td>11.5</td> <td>194,500</td> <td>13%</td> </tr> <tr> <td>Over 85s</td> <td>3,800</td> <td>26.7</td> <td>1,900</td> <td>11.8</td> <td>30,000</td> <td>25.5%</td> </tr> </tbody> </table> <p>http://www.surreyi.gov.uk/Resource.aspx?GroupID=55&ResourceID=928</p> <p>Population Projection 2035</p> <table border="1"> <thead> <tr> <th>Region</th> <th>All ages</th> <th>Age 0-4</th> <th>Age 65-84</th> <th>Age 85+</th> </tr> </thead> <tbody> <tr> <td>England</td> <td>62,078,400</td> <td>343,8700</td> <td>424,8300</td> <td>294,8900</td> </tr> <tr> <td>Surrey</td> <td>133,7500</td> <td>71,600</td> <td>111,000</td> <td>75,600</td> </tr> <tr> <td>South East</td> <td>989,9500</td> <td>517,000</td> <td>815,600</td> <td>561,700</td> </tr> <tr> <td>Epsom and Ewell</td> <td>93,200</td> <td>5,300</td> <td>6,400</td> <td>4,400</td> </tr> <tr> <td>Reigate and Banstead</td> <td>176,300</td> <td>9,800</td> <td>14,000</td> <td>9,600</td> </tr> </tbody> </table> <p>http://www.surreyi.gov.uk/Viewpage.aspx?C=basket&BasketID=222</p> <p>SFRS Community Risk Profile 2011-12</p> <p>Fatalities from Fire The age range of all who died in accidental fires from 2006 -2009 was 17 –</p>	Age Group	Reigate & Banstead		Epsom & Ewell		Surrey		Population	% Inc.	Population	% Inc.	Population	% Inc.	Under 5s	9,200	17.9	4,600	15	71,300	13.5%	Over 65s	22,700	10.2	12,600	11.5	194,500	13%	Over 85s	3,800	26.7	1,900	11.8	30,000	25.5%	Region	All ages	Age 0-4	Age 65-84	Age 85+	England	62,078,400	343,8700	424,8300	294,8900	Surrey	133,7500	71,600	111,000	75,600	South East	989,9500	517,000	815,600	561,700	Epsom and Ewell	93,200	5,300	6,400	4,400	Reigate and Banstead	176,300	9,800	14,000	9,600
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⁵ More information on the definitions of these groups can be found [here](#).

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97 years of age.

Average Age of those who died

Male / Female	Average Age
Male	64
Female	69
Overall	67

Number of those who died under /over Statutory Retirement Age

Under Statutory Retirement Age	Over Statutory Retirement Age	Total
5	9	14

The individuals most at risk of fire are white British males and females in the 30 -60 year age range. Over all the age ranges, white British Females are shown to be the biggest groups at risk from injury and/or rescue from fire.

Underlying Causes of fire deaths and incidents:

Underlying Cause to Fire Deaths and Incidents

Category	Alcohol	Mobility	Mental Health / Depression
Number of Fire Deaths	7	5	10
% of Fire Incidents	50%	35%	71%

Age and Alcohol Misuse: The Surrey Fire and Rescue Service Community Risk Profile 2011-12 identified alcohol as a contributing factor to the cause of the fire and/or their injury. As a contributing factor to the cause of the fire and/or to their injury affect the 21 – 60 age groups. Of the 13 people who were asleep at the time of the fire, 7 were under the influence of drugs or alcohol. Alcohol misuse declines with age, however

EQUALITY IMPACT ASSESSMENT

the chronic health damage from prolonged alcohol misuse is more likely to manifest as people get older. Different types of drinking and alcohol misuse are associated with different ages. For example, binge drinking is more prevalent in 18-24 year olds while increasing risk drinking is more common among 25-44 year olds.

Age and Mobility: Numerous studies have documented a positive correlation between age and mobility limitations, i.e as age increases, the likelihood of having difficulties with walking and movement increases. In particular, at higher ages of 70 years and over, there is a very strong association between age and mobility limitations. However research also suggests that such a relationship is influenced by gender (i.e women live longer increasing the likelihood of mobility limitations), marital status, and health behaviours e.g. smoking and alcohol misuse, and changes in health behaviours in smoking and physical activity.

Age and Mental Health: Older people are particularly affected by several risk factors for depression: poor physical health, caring responsibilities, loss and bereavement and isolation.

Road Casualties

In 2009, 25% of all road casualties in Surrey involved young people. Of these 158 were Killed or Seriously Injured casualties and 1,278 slight casualties.

SFRS Consultation on Changes to Fire Engine Deployment 2013

Consultation for this project has produced data from Care Home managers that reports that reduced mobility of older residents impacts on fire safety.

Mosaic Data 2009

The table below shows the breakdown of the 3.7% of the Surrey population placed in category M: Elderly people reliant on state support.

M56: Older people living on social housing estates with limited budgets	1.2%
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EQUALITY IMPACT ASSESSMENT

		<table border="1"> <tr> <td>M57: Old people in flats subsisting on welfare payments</td> <td>0.1%</td> </tr> <tr> <td>M58: Less-mobile older people requiring a degree of care</td> <td>2.2%</td> </tr> <tr> <td>M59: People living in social accommodation designed for older people</td> <td>0.2%</td> </tr> </table>	M57: Old people in flats subsisting on welfare payments	0.1%	M58: Less-mobile older people requiring a degree of care	2.2%	M59: People living in social accommodation designed for older people	0.2%																			
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<p>Disability / health</p>	<p>Data Analysis</p> <p>This has identified a link between fire deaths/injuries and mobility. This risk is compounded in cases where there are other risk factors, e.g. age, living alone, mental health, smoking, etc.</p> <p>There is no heat map available that can identify where single people with health conditions or disabilities live. However, please see Heat Maps on Page 21 and 22 for areas in Reigate and Banstead and Epsom and Ewell identified as places likely to need additional support.</p> <p>Consultation has not produced any specific issues related to disability. All concerns reflected those of the general population.</p> <p>Potential Positive Impacts</p> <p>Continued emergency response cover for the Horley area and better first engine response times across R&B, especially in the north of the borough.</p> <p>Potential Negative Impact</p>	<p>Census 2011 Proportion of people reporting a health problem or disability</p> <table border="1"> <thead> <tr> <th>Category</th> <th>R&B</th> <th>E&E</th> <th>Surrey</th> </tr> </thead> <tbody> <tr> <td>Day to day activities limited a little</td> <td>7.9%</td> <td>7.8%</td> <td>7.8%</td> </tr> <tr> <td>Day to day activities limited a lot</td> <td>6.1%</td> <td>5.6%</td> <td>5.7%</td> </tr> <tr> <td>All with activities limited</td> <td>14%</td> <td>13.4%</td> <td>13.5%</td> </tr> <tr> <td>In bad or very poor health</td> <td>3.6%</td> <td>3.4%</td> <td>3.5%</td> </tr> <tr> <td>All people providing unpaid care</td> <td>13,105 (9.5%)</td> <td>7,328 (9.8%)</td> <td>9.6%</td> </tr> </tbody> </table> <p>http://www.surreyi.gov.uk/ViewPage1.aspx?C=Resource&ResourceID=1002</p> <p>SFRS Community Risk Profile 2011-12 Underlying causes of fire deaths include: mobility and mental health. 7 of the 8 people who died in fires outside the home were suffering from mental health issues and started these fires as a deliberate act. All the people who were asleep at the time of the fire had additional underlying issues of restricted mobility, mental health, and/or alcohol misuse.</p> <p>The risk profile also found that 4 people affected by fire injuries had disabilities, 1 person had special needs and 1 person was under the influence of medication. In total 20 people injured by fire had mobility,</p>	Category	R&B	E&E	Surrey	Day to day activities limited a little	7.9%	7.8%	7.8%	Day to day activities limited a lot	6.1%	5.6%	5.7%	All with activities limited	14%	13.4%	13.5%	In bad or very poor health	3.6%	3.4%	3.5%	All people providing unpaid care	13,105 (9.5%)	7,328 (9.8%)	9.6%	
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Modeled slightly longer emergency response times for the second fire engine in the Reigate area and significantly longer response time for second fire engine for E&E but within the Surrey Emergency Response Standard.

medical conditions, disabilities or special needs issues that effected their ability to escape unharmed. This equates to 22% to all casualties and affects in the main, the old age groups.

“The county council continues with its intention to support independent living, supporting people to live in their own homes. There are an estimated 222,000 people with common mental health problems in Surrey and a Dementia estimate that approximately one in 79 (1.3%) of the Surrey population should have dementia approximately 13,600 people”.

SFRS Consultation on Changes to Fire Engine Deployment 2013

Postal questionnaires were predominantly from Care Homes, completed by Care Home Managers. 51% of this cohort were in favour of the proposals, with only 8% rejecting the proposal. The main area of concern was regarding the safety of elderly residents. There was also positive support for the proposals from those with a disability.

Age and Mobility: See Previous Section

Disability and Mobility: In addition to the large body of literature on mobility limitations among older adults, there are also a number of studies on mobility limitations among the intellectually and developmentally disabled and the visually impaired (Cleaver, Hunter, and Ouellette-Kuntz, 2008; Salive, Guralnik, Glynn, and Christen, 1994).

Mental Health:

Race and ethnic differences in the levels of mental well-being and prevalence of mental disorders are influenced by a complex combination of socio-economic factors, racism, diagnostic bias and cultural and ethnic differences and are reflected in how mental health and mental distress are presented, perceived and interpreted.

Gender: Gender impacts significantly on risk and protective factors for mental health and expression of the experience of mental distress. Neurotic disorders including depression, anxiety, attempted suicide and self harm are more prevalent in women than men, while completed

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suicide, drug and alcohol abuse, anti-social personality disorder, crime and violence are more prevalent among men.

Gay, lesbian, bisexual and gender reassignment peoples are at increased risk for some mental health problems – notably anxiety, depression, self-harm and substance misuse – and more likely to report psychological distress than their heterosexual counterparts.

Smoking (and Mental Health): Surrey JSNA also identifies that those at risk of high rates of smoking include: mental health service users - who exhibit rates of smoking at least twice that found among the general population. The Surrey Fire and Rescue Service Community Risk Profile 2011-12 identified that in 45% of the fire deaths, smoking material was the primary cause of the fires. Of the 7 people who smoked, the primary cause in 4 of these incidents was smoking related. Although relevant, this is the primary cause of fire and all these victims had additional underlying issues of mobility, mental health, and alcohol problems. However only 7 of the accidental fire injuries were due to smoking materials.

Estimated Number of Carers 2012

Region	Number of Carers
Reigate and Banstead	13,110
Epsom and Ewell	7,400
Average for Surrey District & Boroughs	9,701
Surrey	106,740

Source Surrey-i

65 and over Population Predicted to Have Severe Depression - 2012 -2020

Region	2012	2013	2015	2020	% Increase
Epsom and Ewell	358	366	385	413	15.36%

EQUALITY IMPACT ASSESSMENT

		<table border="1" data-bbox="1093 130 1848 347"> <tr> <td>Reigate and Banstead</td> <td>665</td> <td>691</td> <td>721</td> <td>786</td> <td>18.20%</td> </tr> <tr> <td>Surrey</td> <td>5,645</td> <td>5,802</td> <td>6,045</td> <td>6,555</td> <td>16%</td> </tr> </table> <p data-bbox="1106 376 1473 432">Source: Surrey-i (NHS London Health Observatory)</p> <p data-bbox="1064 467 1590 496">% of Population with smoking prevalence</p> <table border="1" data-bbox="1048 536 1601 727"> <thead> <tr> <th>Region</th> <th>% of Population</th> </tr> </thead> <tbody> <tr> <td>Epsom and Ewell</td> <td>14.50</td> </tr> <tr> <td>Reigate and Banstead</td> <td>14.30</td> </tr> <tr> <td>Surrey</td> <td>14.1%</td> </tr> </tbody> </table> <p data-bbox="1064 743 1431 799">Source: Surrey-i (NHS London Health Observatory)</p>	Reigate and Banstead	665	691	721	786	18.20%	Surrey	5,645	5,802	6,045	6,555	16%	Region	% of Population	Epsom and Ewell	14.50	Reigate and Banstead	14.30	Surrey	14.1%
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<p data-bbox="107 1070 324 1139">Gender reassignment</p>	<p data-bbox="349 802 546 831">Data Analysis</p> <p data-bbox="349 871 1014 1034">According to the GIRES report, the prevalence of transgender people experiencing some degree of gender variance is 0.6%, but there is no validated estimate of the population of transgender people in the UK.</p> <p data-bbox="349 1038 965 1134">There could potentially be more at risk of hate crime related fires, but there is no local data on this.</p> <p data-bbox="349 1142 1021 1238">Consultation has not produced any specific issues related to gender reassignment. There was no feedback from the gender reassignment population.</p> <p data-bbox="349 1278 860 1307">Potential positive / negative impacts</p> <p data-bbox="349 1315 495 1343">See above</p>	<p data-bbox="1048 836 1924 900">Gender Variance in the UK: Prevalence, Incidence, Growth and Geographic Distribution</p> <p data-bbox="1048 903 1977 932">Report for Gender Identity Research Organisation (GIRES), June, 2009</p> <p data-bbox="1048 971 1917 1035">'A high degree of stress accompanies gender variance with 34% of transgender adults reporting at least on suicide attempt.'</p> <p data-bbox="1048 1075 1989 1139">In Surrey the prevalence of people, 16 or over, who have presented with gender dysphoria is 37 per 100,000.</p>																				

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<p>Pregnancy and maternity</p>	<p>Data Analysis</p> <p>There is a lack of data on this group. Expectant and new mothers could potentially be at more risk, as emergency evacuation may be difficult due to reduced agility, dexterity, co-ordination, speed, reach and balance. Mothers will also face the additional difficulty of evacuating young children, etc.</p> <p>Consultation has not produced any specific issues related to pregnancy and maternity. There was no feedback from respondents proclaiming to be part of this section of the population.</p> <p>Potential positive / negative impacts See above</p>	<p>Census 2011 There has been a 17.9% increase in the 0-4 year old population in R&B and a 15% increase in E&E since the 2001 census.</p> <table border="1" data-bbox="1048 268 2024 395"> <thead> <tr> <th rowspan="2">Age Group</th> <th colspan="2">Reigate & Banstead</th> <th colspan="2">Epsom & Ewell</th> <th colspan="2">Surrey</th> </tr> <tr> <th>Population</th> <th>% Inc</th> <th>Population</th> <th>% Inc</th> <th>Population</th> <th>% Inc</th> </tr> </thead> <tbody> <tr> <td>Under 5s</td> <td>9,200</td> <td>17.9</td> <td>4,600</td> <td>15</td> <td>71,300</td> <td>13.5%</td> </tr> </tbody> </table>	Age Group	Reigate & Banstead		Epsom & Ewell		Surrey		Population	% Inc	Population	% Inc	Population	% Inc	Under 5s	9,200	17.9	4,600	15	71,300	13.5%												
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<p>Race</p>	<p>Data Analysis</p> <p>There is limited data available on vulnerabilities of specific ethnic groups in terms of fires.</p> <p>In 2012 there has been only one Arson offence with a hate flag against it (racial flag). This offence was in Mole Valley.</p> <p>Prevention work needs to take into account possible requirements for translation and other culturally sensitive approaches (especially for Epsom and Ewell where prevalence of non-White ethnic groups and non-British White groups are above average).</p> <p>The data available suggests that the groups most at risk in Surrey are White British and White Other. Please see maps on page 24 and 25</p>	<p>Census 2011 Summary of Ethnicity Data</p> <table border="1" data-bbox="1048 874 2024 1139"> <thead> <tr> <th>Area</th> <th>White British</th> <th>All Other White</th> <th>Indian</th> <th>Paki stani</th> <th>Other Asian Ethnic Grps</th> <th>Black African/ Carb/ Black British</th> <th>All Non White Ethnic Grps</th> </tr> </thead> <tbody> <tr> <td>E&E</td> <td>78.6%</td> <td>7.3%</td> <td>2.4%</td> <td>0.9%</td> <td>5.3%</td> <td>1.5%</td> <td>14.1%</td> </tr> <tr> <td>R&B</td> <td>85%</td> <td>5.7%</td> <td>1.6%</td> <td>0.9%</td> <td>2.6%</td> <td>1.6%</td> <td>9.4%</td> </tr> <tr> <td>Surrey</td> <td>83.5%</td> <td>6.9%</td> <td>1.86%</td> <td>1.0%</td> <td>2.9%</td> <td>1.1%</td> <td>9.6%</td> </tr> </tbody> </table> <p>http://www.surreyi.gov.uk/Resource.aspx?GroupID=55&ResourceID=999</p> <p>The Surrey Fire and Rescue Community Risk Profile 2011-12 found that the majority of those injured in fires (68 of 91) were white. The second highest group was white other (3).</p> <p>Understanding communities and particular risks relating to behaviour and lifestyles becomes more complex with changes to population demography.</p>	Area	White British	All Other White	Indian	Paki stani	Other Asian Ethnic Grps	Black African/ Carb/ Black British	All Non White Ethnic Grps	E&E	78.6%	7.3%	2.4%	0.9%	5.3%	1.5%	14.1%	R&B	85%	5.7%	1.6%	0.9%	2.6%	1.6%	9.4%	Surrey	83.5%	6.9%	1.86%	1.0%	2.9%	1.1%	9.6%
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	<p>Consultation has not produced any specific issues related to ethnicity. All ethnic groups' concerns were similar and reflected those of the general population.</p> <p>Potential Positive / negative impacts</p> <p>See above</p>	<p>Hate Crime and Arson</p> <p>Please see page 23 Source: D10 Partnership Product, Surrey Police Incident Recording System, March 2012</p> <p>Age and Ethnicity</p> <p>People living alone are at higher risk of accidental fires The proportion of White men aged 85 living alone is around 42%, which is much higher than for other ethnic groups.</p> <p>https://www.wp.dh.gov.uk/health/files/2012/11/Adult-Social-Care-Outcomes-Framework-Equality-Analysis.pdf</p>																												
<p>Religion and belief</p>	<p>Data Analysis</p> <p>There is limited data available on vulnerabilities of specific religious groups in terms of fires. There could be factors around use of candles, incense burners, or around hate crime related fires, but there is no local data on this.</p> <p>Consultation has not produced any specific issues related to faith or belief. All religious groups' concerns were similar and reflected those of the general population.</p> <p>Potential Positive / negative impacts</p> <p>See above</p>	<p>Census 2011</p> <p>Summary of Faith & Belief Data</p> <table border="1" data-bbox="1048 794 1989 927"> <thead> <tr> <th>Region</th> <th>Christian</th> <th>Buddhist</th> <th>Hindu</th> <th>Jewish</th> <th>Muslim</th> <th>Sikh</th> </tr> </thead> <tbody> <tr> <td>E&E</td> <td>46,222</td> <td>480</td> <td>1,913</td> <td>239</td> <td>2,277</td> <td>125</td> </tr> <tr> <td>R&B</td> <td>85,325</td> <td>618</td> <td>1,880</td> <td>294</td> <td>2,637</td> <td>205</td> </tr> <tr> <td>Surrey</td> <td>711,110</td> <td>6,019</td> <td>15,018</td> <td>3,055</td> <td>24,378</td> <td>3,783</td> </tr> </tbody> </table> <p>http://www.surreyi.gov.uk/Resource.aspx?GroupID=55&ResourceID=1000</p> <p>Hate Crime and Arson</p> <p>In 2012, in Surrey, only one arson incident was recorded as hate crime with a racial or religious motivation. This was in Mole Valley. Please see page 23 Source: D10 Partnership Product, Surrey Police Incident Recording System, March 2012</p>	Region	Christian	Buddhist	Hindu	Jewish	Muslim	Sikh	E&E	46,222	480	1,913	239	2,277	125	R&B	85,325	618	1,880	294	2,637	205	Surrey	711,110	6,019	15,018	3,055	24,378	3,783
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	<p>Data Analysis</p>	<p>SFRS Community Risk Profile 2011-12</p>																												

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<p style="text-align: center;">Sex</p>	<p>Identified the individuals most at risk of fire are white British males and females in the 30 - 60 year age range. Overall the age ranges, white British Females are shown to be the biggest groups at risk from injury and/or rescue from fire.</p> <p>Consultation has not produced any specific issues related to gender. Both genders' concerns were similar and reflected those of the general population.</p> <p>Potential Positive / negative impacts</p> <p>See above</p>	<p>Accidental Dwelling Fires</p> <table border="1" data-bbox="1048 236 1888 491"> <thead> <tr> <th>Category</th> <th>Male</th> <th>Female</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Deaths</td> <td>7</td> <td>7</td> <td>14</td> </tr> <tr> <td>Deaths (+ under influence of alcohol)</td> <td>2</td> <td>5</td> <td>7</td> </tr> <tr> <td>Injured and/or rescued</td> <td>39</td> <td>52</td> <td>91</td> </tr> <tr> <td>Injured attempting to extinguish before arrival of Fire Service</td> <td>3</td> <td>6</td> <td>9</td> </tr> </tbody> </table> <p>Road Casualties In terms of road casualties, 72% were male. And in terms of slight casualties 56% were male.</p> <p>Risk of Fire and Alcohol Misuse In England, alcohol misuse is greater among men than women. 38% of men and 16% of women consume more alcohol than is recommended by the Department of Health (3-4 units per day for men, 2-3 units per day for women) (5,7).</p> <p>Risk of Fire, Age, Gender and Mobility See previous section on age.</p> <p>Risk of Fire, Gender and Mental Health See previous section on disability.</p> <p>Risk of Fire, Age, Gender, and Ethnicity The proportion of White men aged 85 living alone is around 42%, which is much higher than for other ethnic groups. https://www.wp.dh.gov.uk/health/files/2012/11/Adult-Social-Care-Outcomes-Framework-Equality-Analysis.pdf</p>	Category	Male	Female	Total	Deaths	7	7	14	Deaths (+ under influence of alcohol)	2	5	7	Injured and/or rescued	39	52	91	Injured attempting to extinguish before arrival of Fire Service	3	6	9
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<p style="text-align: center;">Sexual orientation</p>	<p>Data Analysis</p> <p>There is a lack of data on this group, there may be an associated risk relating to living alone.</p>	<p>People living alone at higher risk of accidental fires</p> <p>National research has found that Gay men and women in Britain are far</p>																				

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	<p>Consultation has not produced any specific issues related to sexual orientation. Concerns from all individual groups were similar and reflected those of the general population.</p> <p>Potential Positive / negative impacts</p> <p>See above</p> <p>Negative impacts</p> <p>Whilst there are many causes for deliberate fires, hate crime is one potential cause. If hate crime against specific groups with protected characteristics is taking place then these groups will be more regular users of SFRS and would therefore experience a greater impact</p>	<p>more likely to end up living alone and have less contact.</p> <p>It has been found that 75 % of older LGBT people live alone, compared to 33% of the general population.</p> <p>Also see previous section on disability and mental health.</p> <p>In 2011/12 Reigate & Banstead had the highest number of deliberate fires (excluding vehicles) than any other District or Borough within Surrey.</p> <p>In 2012, in Surrey, only one arson incident was recorded as hate crime with a racial or religious motivation. This was in Mole Valley.</p> <p>Please see Hate Crime and Arson on page 23</p>
<p>Marriage and civil partnerships</p>	<p>Data Analysis</p> <p>There is a lack of data on this group. There may be an associated risk with living alone.</p> <p>Consultation has not produced any specific issues related to status of marriage or civil partnership. Concerns from all individual groups were similar and reflected those of the general population.</p> <p>Potential Positive / negative impacts</p> <p>See above</p>	<p>It is people who live alone, rather than those who live with partners, who are at higher risk of accidental fires.</p> <p>“The increase in those living alone also coincides with a decrease in the percentage of those in this age group who are married – from 79 per cent in 1996 to 69 per cent in 2012 – and a rise in the percentage of those who have never married or are divorced, from 16 per cent in 1996 to 28 per cent in 2012.” Labour Force Survey.</p>

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7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence																																							
<p style="text-align: center;">Age</p>	<p>The new stations in Salfords and Burgh Heath may be a more convenient location for some staff to access.</p>	<p>The new stations in Salfords and Burgh Heath may be a less convenient location for some staff to access.</p>	<p>The location of the new venue could impact on staff with caring responsibilities.</p> <p>Due to the nature of the Service and retirement age, the bulk of staff are between 30- 50 years old (over 70%).</p> <p>% of Staff by Age Group</p> <table border="1" data-bbox="1469 639 1921 1214"> <thead> <tr> <th>Age</th> <th>SFRS %</th> <th>SCC %</th> </tr> </thead> <tbody> <tr><td>15-19</td><td>0.12</td><td>1.03</td></tr> <tr><td>20-24</td><td>2.20</td><td>4.69</td></tr> <tr><td>25-29</td><td>8.29</td><td>9.51</td></tr> <tr><td>30-34</td><td>14.15</td><td>11.68</td></tr> <tr><td>35-39</td><td>16.10</td><td>12.34</td></tr> <tr><td>40-44</td><td>23.66</td><td>15.32</td></tr> <tr><td>45-49</td><td>19.51</td><td>16.96</td></tr> <tr><td>50-54</td><td>9.88</td><td>16.35</td></tr> <tr><td>55-59</td><td>3.66</td><td>13.06</td></tr> <tr><td>60-64</td><td>1.95</td><td>7.70</td></tr> <tr><td>65-69</td><td>0.49</td><td>2.41</td></tr> <tr><td>70-75</td><td>0.00</td><td>0.42</td></tr> </tbody> </table> <p>SFRS Consultation on Changes to Fire Engine Deployment 2013 No specific concerns were raised on grounds of a protected characteristic.</p>	Age	SFRS %	SCC %	15-19	0.12	1.03	20-24	2.20	4.69	25-29	8.29	9.51	30-34	14.15	11.68	35-39	16.10	12.34	40-44	23.66	15.32	45-49	19.51	16.96	50-54	9.88	16.35	55-59	3.66	13.06	60-64	1.95	7.70	65-69	0.49	2.41	70-75	0.00	0.42
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<p>Disability</p>	<p>The new stations in Salfords and Burgh Heath may be more accessible to some staff.</p>	<p>The new stations in Salfords and Burgh Heath may be less accessible to some staff. However disabled accessibility is a legal requirement and will need to be ensured as part of the relocation.</p>	<p>The location of the new venue may be less accessible for some staff.</p> <p>% of Staff with a Disability</p> <table border="1" data-bbox="1469 336 1904 601"> <thead> <tr> <th>Staff</th> <th>SFRS %</th> </tr> </thead> <tbody> <tr> <td>Headcount</td> <td>1.34</td> </tr> <tr> <td>Front Line Staff</td> <td>1.49</td> </tr> <tr> <td>Team Leaders</td> <td>0.82</td> </tr> <tr> <td>Middle Mgr</td> <td>6.67</td> </tr> <tr> <td>Senior Mgr</td> <td>0.00</td> </tr> </tbody> </table> <p>SFRS Consultation on Changes to Fire Engine Deployment 2013 No specific concerns were raised on grounds of a protected characteristic.</p>	Staff	SFRS %	Headcount	1.34	Front Line Staff	1.49	Team Leaders	0.82	Middle Mgr	6.67	Senior Mgr	0.00
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<p>Gender reassignment</p>	<p>No specific issues have been identified.</p>	<p>No specific issues have been identified.</p>	<p>SFRS Consultation on Changes to Fire Engine Deployment 2013 No specific concerns were raised on grounds of a protected characteristic.</p>												
<p>Pregnancy and maternity</p>	<p>The new stations in Salfords and Burgh Heath may be more accessible to some staff, e.g in terms of changing rooms, etc.</p>	<p>The new stations in Salfords and Burgh Heath may be less accessible to some staff. However such accessibility is a legal requirement and will need to be ensured as part of the relocation.</p>	<p>SFRS Consultation on Changes to Fire Engine Deployment 2013 No specific concerns were raised on grounds of a protected characteristic.</p>												
<p>Ethnicity</p>	<p>No specific issues have been identified</p>	<p>No specific issues have been identified.</p>	<p>% of BME Staff</p> <table border="1" data-bbox="1404 1453 1986 1513"> <thead> <tr> <th>Staff</th> <th>SFRS %</th> <th>SCC %</th> </tr> </thead> <tbody> <tr> <td> </td> <td> </td> <td> </td> </tr> </tbody> </table>	Staff	SFRS %	SCC %									
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EQUALITY IMPACT ASSESSMENT

			<table border="1" data-bbox="1406 137 1984 335"> <tr> <td>Headcount</td> <td>1.95</td> <td>7.58</td> </tr> <tr> <td>Front Line Staff</td> <td>0.75</td> <td>7.87</td> </tr> <tr> <td>Team Leaders</td> <td>2.46</td> <td>7.61</td> </tr> <tr> <td>Middle Mgr</td> <td>0.00</td> <td>6.67</td> </tr> <tr> <td>Senior Mgr</td> <td>0.00</td> <td>5.29</td> </tr> </table> <p data-bbox="1348 370 1995 432">SFRS Consultation on Changes to Fire Engine Deployment 2013</p> <p data-bbox="1348 438 1995 501">No specific concerns were raised on grounds of a protected characteristic.</p>	Headcount	1.95	7.58	Front Line Staff	0.75	7.87	Team Leaders	2.46	7.61	Middle Mgr	0.00	6.67	Senior Mgr	0.00	5.29															
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<p data-bbox="129 869 327 932">Religion and belief</p>	<p data-bbox="376 609 808 740">The new stations in Salfords and Burgh Heath may be more accessible to some staff, e.g in terms of pray space, etc.</p>	<p data-bbox="840 609 1317 772">The new stations in Salfords and Burgh Heath may be less accessible to some staff. However such accessibility will need to be ensured as part of the relocation.</p>	<p data-bbox="1348 572 1742 603">% of Staff by Religion/Belief</p> <table border="1" data-bbox="1393 641 1977 1064"> <thead> <tr> <th>Religion</th> <th>SFRS %</th> <th>SCC %</th> </tr> </thead> <tbody> <tr> <td>Any other religion</td> <td>3.90</td> <td>5.34</td> </tr> <tr> <td>Buddhist</td> <td>0.73</td> <td>0.57</td> </tr> <tr> <td>Christian - all faiths</td> <td>33.78</td> <td>32.98</td> </tr> <tr> <td>Hindu</td> <td>0.12</td> <td>0.67</td> </tr> <tr> <td>Jewish</td> <td>0.12</td> <td>0.12</td> </tr> <tr> <td>Muslim</td> <td>0.37</td> <td>0.84</td> </tr> <tr> <td>No Faith / Religion</td> <td>17.20</td> <td>17.89</td> </tr> <tr> <td>Sikh</td> <td>0.00</td> <td>0.22</td> </tr> <tr> <td>Not Stated</td> <td>43.78</td> <td>41.36</td> </tr> </tbody> </table> <p data-bbox="1348 1101 1995 1163">SFRS Consultation on Changes to Fire Engine Deployment 2013</p> <p data-bbox="1348 1169 1995 1232">No specific concerns were raised on grounds of a protected characteristic.</p>	Religion	SFRS %	SCC %	Any other religion	3.90	5.34	Buddhist	0.73	0.57	Christian - all faiths	33.78	32.98	Hindu	0.12	0.67	Jewish	0.12	0.12	Muslim	0.37	0.84	No Faith / Religion	17.20	17.89	Sikh	0.00	0.22	Not Stated	43.78	41.36
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<p style="text-align: center;">Sex</p>	<p>The new stations in Salfords and Burgh Heath may be a more convenient location for some staff to access.</p>	<p>The new stations in Salfords and Burgh Heath may be a less convenient location for some staff to access.</p>	<p>% of Staff by Gender</p> <table border="1" data-bbox="1435 201 1953 344"> <thead> <tr> <th>Gender</th> <th>SFRS %</th> <th>SCC %</th> </tr> </thead> <tbody> <tr> <td>Female</td> <td>9.51</td> <td>73.00</td> </tr> <tr> <td>Male</td> <td>90.49</td> <td>27.00</td> </tr> </tbody> </table> <p>% of Male/Female Staff Full and Part Time</p> <table border="1" data-bbox="1375 448 2013 671"> <thead> <tr> <th>Male/Female Full Time/Part Time</th> <th>SFRS %</th> <th>SCC %</th> </tr> </thead> <tbody> <tr> <td>Female FT</td> <td>83.33</td> <td>38.26</td> </tr> <tr> <td>Female PT</td> <td>16.67</td> <td>61.74</td> </tr> <tr> <td>Male FT</td> <td>84.64</td> <td>72.48</td> </tr> <tr> <td>Male PT</td> <td>15.36</td> <td>27.52</td> </tr> </tbody> </table> <p>% of Female Staff</p> <table border="1" data-bbox="1404 775 1984 999"> <thead> <tr> <th>Female Staff</th> <th>SFRS %</th> <th>SCC %</th> </tr> </thead> <tbody> <tr> <td>Front Line Staff</td> <td>8.96</td> <td>80.73</td> </tr> <tr> <td>Team Leaders</td> <td>9.51</td> <td>57.78</td> </tr> <tr> <td>Middle Mgr</td> <td>8.33</td> <td>68.41</td> </tr> <tr> <td>Senior Mgr</td> <td>18.75</td> <td>46.47</td> </tr> </tbody> </table> <p>SFRS Consultation on Changes to Fire Engine Deployment 2013 No specific concerns were raised on grounds of a protected characteristic.</p>	Gender	SFRS %	SCC %	Female	9.51	73.00	Male	90.49	27.00	Male/Female Full Time/Part Time	SFRS %	SCC %	Female FT	83.33	38.26	Female PT	16.67	61.74	Male FT	84.64	72.48	Male PT	15.36	27.52	Female Staff	SFRS %	SCC %	Front Line Staff	8.96	80.73	Team Leaders	9.51	57.78	Middle Mgr	8.33	68.41	Senior Mgr	18.75	46.47
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<p style="text-align: center;">Sexual orientation</p>	<p>No specific issues have been identified</p>	<p>No specific issues have been identified.</p>	<p>% of Staff by Sexual Orientation</p> <table border="1" data-bbox="1350 1305 1890 1487"> <thead> <tr> <th>Sexual Orientation</th> <th>SFRS %</th> <th>SCC %</th> </tr> </thead> <tbody> <tr> <td>Bisexual</td> <td>0.61</td> <td>0.60</td> </tr> <tr> <td>Gay Man</td> <td>0.61</td> <td>0.43</td> </tr> <tr> <td>Heterosexual</td> <td>55.49</td> <td>47.18</td> </tr> </tbody> </table>	Sexual Orientation	SFRS %	SCC %	Bisexual	0.61	0.60	Gay Man	0.61	0.43	Heterosexual	55.49	47.18																											
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Not Stated	23.29	27.00										
Marriage and civil partnerships	No specific issues have been identified.	No specific issues have been identified.	<p>SFRS Consultation on Changes to Fire Engine Deployment 2013 No specific concerns were raised on grounds of a protected characteristic.</p>									

EQUALITY IMPACT ASSESSMENT

8. Amendments to the proposals

Change	Reason for change
<p>Impact on Residents and Users. No change in approach is required as a multi-agency prevention and protection arrangements are in place to reduce the risk from fire incidents and other emergencies, which are targeted to vulnerable groups. Evidence demonstrates that suitable prevention arrangements have the most positive affect on enabling vulnerable people to live safely in the community rather than relying solely on emergency response once an incident has occurred.</p> <p>Impact on Staff The project will pursue a cooperative and voluntary approach where possible to identifying and selecting suitable staff for the move to minimise negative impact. The Service may need to post staff to locations where they do not chose to work, but this is within current contractual terms & conditions and will be avoided if possible. Furthermore, union representatives will be involved throughout the project.</p>	

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9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Improved balance of service provision: some areas will have improved first fire engine response times, other areas a longer second fire engine response time.	None identified.		

EQUALITY IMPACT ASSESSMENT

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
None identified.	

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	Consultation process JSNA, GIREs 2009, Community Risk Profile, Census 2011
Key impacts (positive and/or negative) on people with protected characteristics	Better response times for first fire engines in Reigate and Banstead, and the whole of Surrey. Longer response times for first fire engines in Epsom and Ewell, however on average they will be within the Surrey Response Standard. Longer response times for second fire engines in all areas (Reigate and Banstead, Epsom and Ewell and Surrey), however on average they will still be within the Surrey Response Standard.
Changes you have made to the proposal as a result of the EIA	None identified.
Key mitigating actions planned to address any outstanding negative impacts	None identified.
Potential negative impacts that cannot be mitigated	None identified.



Consultation report

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1 Executive Summary

From April 2013, there will no longer be a fire engine based at Horley Fire Station, which is operated by West Sussex. Surrey Fire and Rescue Service (SFRS) intends to alter the deployment of fire engines in order to maintain effective emergency response arrangements in accordance with the Public Safety Plan (PSP). SFRS aims to create a chain of single fire engine fire stations running through the boroughs of Epsom & Ewell and Reigate & Banstead, with two new fire stations in Salfords and Burgh Heath. This would create a more efficient use of resources across the county.

Consultation on this proposal ran from 10/12/2012 to 04/03/2013 and Members of the public, staff, councillors, community groups, businesses and partners were invited to provide us with their feedback.

Around 350 responses were received including from focus groups, surveys and questionnaires, email feedback, staff workshops, public meetings and formal responses. The results are as follows:

- Feedback from the survey, emails, focus groups, public meetings and formal responses was mixed. After merging and analysing the data, the level of support for the proposal overall is as follows:
 - 42% supportive
 - 20% uncertain
 - 32% opposing
 - 6% no opinion
- Staff were slightly less supportive (38%) and had concerns about the new facilities, the accuracy of the modelled response times, impact of changes to on-call contracts, and the resilience of the service. Some said that the FRS should be looking to relocate sources from north Surrey to avoid reducing the number of pumps in the area.
- Members of the public (including community representatives and Councillors) were slightly more supportive of the proposal (42%) than staff.
- Main objections came from people of Epsom and Ewell, where 60% of the public opposed the proposal and only 15% supported it. The main concern was that the continued growth in their area will add to congestion and increased fire risk – which in their opinion requires the second pump response time to be much faster than under the new proposal. Also, the cost of the move and the overall drivers for the proposals were questioned.
- Residents from areas in R&B that have been chronically under-served were supportive of the proposal. 61% of the public in R&B supported the proposal, saying it would be fairer distribution of resources; only 13% opposed it.

2 Context – Surrey Fire and Rescue Service

The Public Safety Plan (PSP) outlines 12 outcomes to be achieved by 2020. These include improving the balance of service provision across Surrey and improving the provision and use of property. Subsequent to the PSP, West Sussex Fire and Rescue Service are relocating the fire engine based at Horley and terminating their agreement to receive and respond to calls for assistance in the local ceded area with effect from 1st April 2013.

Surrey Fire and Rescue Service (SFRS) currently base two 24 hour fire engines each at Epsom and Reigate Fire Stations, which provide most of the initial response cover for Epsom & Ewell (E&E) and Reigate & Banstead (R&B) Borough areas.



This project seeks to provide a more balanced service provision across the E&E and R&B Borough areas, in order to be better positioned to achieve the Surrey Response standard. It should also address the relocation of the fire engine from Horley as well as improving the property provision in these boroughs.

The preferred option is to create a chain of single fire engine fire stations running through the boroughs of Epsom & Ewell and Reigate & Banstead.

Proposal 1: Relocate one fire engine from Reigate to Horley Fire Station by agreement with West Sussex FRA on an interim basis from April 2013 whilst a more permanent second stage solution is created at a new optimal location in the Salfords area with a target date of the end of 2013.

Proposal 2: Relocate one fire engine from Epsom to a new optimal location in the Burgh Heath area with a target date of summer 2014.

This should result in the first fire engine reaching emergencies more quickly on average than they do now and should minimise the impact on the Surrey response standard.

This report summarises the results of the extensive consultation about the proposals undertaken between December 2012 and March 2013.

3 Methodology

Government recommends running proportional consultation exercises ranging 2 to 12 weeks.¹ The proposal generated strong public opinion and significant interest, which is why the consultation period was extended from originally 8 to 12 weeks (10 December 2012 to 4 March 2013).

Before the start of the consultation, we agreed with key stakeholders on how they would like to be kept engaged during the consultation process. All nine protected characteristics, as stipulated in the Equality Act 2010, have been considered in the consultation plan. We sought advice and support from an external Equality & Diversity expert and the directorate's Equality and Cohesion Officer. We also followed the good practice developed during the PSP consultation and national and SCC consultation and engagement guidance. As a result, a comprehensive consultation and communications plan was established to target those who are likely to be most affected by the proposals. We used a mix of quantitative and qualitative research methods, as well as a wide mix of communication channels to gather the views of our stakeholders (see Appendix F for consultation plan). This included:

- Letters and emails to approx 700 stakeholders, including partner agencies (e.g. Police, NHS, Ambulance, etc), Voluntary Community Faith Sector (VCFS) organisations, Resident Associations, Resident Panel members, Surrey Members of Parliament and County Council, Borough Council and Parish Council Elected Members including all Surrey Local Committees (see Appendix B).
- Distribution of consultation material through the External Equality Advisory Group, borough councils' community officers' mailing lists and business associations

¹ Cabinet office, Consultation Principles, July 2012,
<http://www.cabinetoffice.gov.uk/sites/default/files/resources/Consultation-Principles.pdf>



- On-line survey for residents, businesses, partner agencies, staff and Members (using email invites to ORS panel², R&B and E&E mailing list, Business mailing list, EEAG member mailing list³)
- Postal questionnaires to care homes in Epsom and Ewell and Reigate and Banstead and a mental health group in Reigate (see Appendix A).
- Presentation at Horley West neighbourhood panel, Horley neighbourhood panel and Horley North West neighbourhood panel (through Surrey Police)
- Presentation at Horley Town Council and Salfords and Sidlow Parish Council meetings
- Informal meetings of Reigate & Banstead and Epsom & Ewell Local Committees
- Presentations at Communities Select Committee in January and March 2013
- Meetings with partner agencies to discuss the proposal (West Sussex FRS, Fire and Rescue Advisory Group, London Fire Brigade, Public Sector Board)
- Meetings with the Fire Brigade Union
- Face to face briefings for staff at two workshops in Reigate and Epsom
- Frequent briefs and written communication for staff
- Two focus groups in Reigate and Epsom, with members of the public recruited through the survey
- Public meeting in Ewell's Bourne Hall
- Advertisement of our consultation through:
 - SCC, E&E and R& B websites, social media (SCC, E&E and R&B Twitter / Facebook feeds), boroughs' residents' magazines (articles appeared in both), Members' and Senior Manager bulletins ('Communicate', Select Committee Briefing, 'Issues Monitor' and E&E BC Members briefing), press and media (see Appendix E).
 - Leaflets and posters sent to libraries, town centres, resident associations, community centres, Citizens Advice Bureaux, schools, churches, GP surgeries, fire stations, post offices, Borough Council offices, E&E Town Hall notice board (see Appendix C).
 - Posters (inside and out) at Bourne Hall and flyers in Reception area.

4 Resources

A dedicated team has developed, delivered and analysed the consultation between October 2012 and March 2013. The principle resources dedicated to this have been:

- Senior manager in Surrey Fire & Rescue (30% FTE throughout)
- Project and evaluation support (approx 100% full time equivalent throughout)
- Communications and promotional support (approx 80% Full Time Equivalent throughout)

In addition to the dedicated team, there has been a considerable time commitment from other senior Fire & Rescue officers, including the Chief Fire Officer, in providing guidance and progress review and liaising with elected Members.

The Cabinet portfolio holder has dedicated support and time to help shape the process and to present to other elected Members.

² ORS – external research organisation used for previous consultation on Public Safety Plan in 2011.

³ EEAG – External Equalities Advisory Group (Surrey-wide network of organisations representing people with protected characteristics)



5 Analysis

The consultation received feedback from around 350 individuals and groups, through surveys, workshops, emails and calls, formal responses from Councils and other representative groups.

	Staff		Public*		E&E		R&B		Total
Survey	56	22%	187	74%	69	27%	149	59%	253
Workshops	27	57%	20	43%	31	66%	16	34%	47
Emails / calls	3	17%	15	83%	14	78%	4	22%	18
Neighbourhood panels			22		0		22		22
Other (rep groups)	1		9						10
TOTAL	86	25%	253	72%	114	33%	191	55%	350

* includes residents, businesses, representative groups, neighbourhood panels and councils

See Appendix G for full listing and analysis.

5.1 Survey

- There were 253 responses, of which 38 were postal returns and 215 surveys were answered on-line. Response rate is hard to gauge, because invites were distributed to an unknown number of people from various partner agencies' mailing lists.
- The respondent groups were distributed as follows:

Member of the public	141	56%
Representative of a business	33	13%
Member of staff (Surrey Fire and Rescue Service)	56	22%
Member of staff (Surrey County Council)	6	2%
Partner agency, for example NHS, Police, other FRS	4	2%
Representative of a community group	7	3%
Elected Member	6	2%
answered question		253

- 94% of respondents value or strongly value the SFRS. Only 4% stated that they were unsure.
- 33 respondents said that they had contact with the SFRS because of a fire incident in the last three years, and 26 respondents had a Home Fire Safety visit. The main contact point, as staff and partners also completed the survey, was in a professional capacity (34%). If we discount staff and partners, the main way that respondents had contact with the FRS was still in a professional capacity (15%), 12% through a fire incident and 11% through a Home Fire Safety visit. 52% of non-staff and non-partners had not had any contact with the service.
- 41% of all respondents agreed with the proposals. 20% were not sure and 31% rejected the proposals. Only 8% stated that they held no opinion or didn't submit an answer. The level of support for this proposal, by respondent group, was:



	SFRS staff (56)		Public (residents and businesses) (174)							
			E&E (56)		R&B (110)		Other (8)		Total (174)	
Yes	24	43%	12	21%	54	49%	1	13%	67	38%
Not sure	12	21%	11	20%	26	24%	1	13%	38	21%
No	15	27%	32	57%	19	17%	4	50%	55	29%
No opinion / na	5	9%	1	2%	11	10%	2	25%	14	7%

	Community Representatives / Councillors (13)				Partners (4)		SCC staff (6)			
	E&E (7)		R&B (6)						Total (13)	
Yes	0	0%	6	100%	6	46%	1	25%	6	100%
Not sure	0	0%			0	0%		0%		0%
No	6	86%			6	46%	2	50%		0%
No opinion / na	1	14%			1	8%	1	25%		0%

	TOTAL (253)							
	EE (69)		RB (149)		Other (27)		TOTAL	
Yes	13	19%	77	52%	14	52%	104	41%
Not sure	12	17%	32	21%	6	22%	50	20%
No	40	58%	27	18%	6	22%	78	31%
No opinion / na	4	6%	13	9%	1	4%	21	8%

- Councillors, community representatives and residents from Epsom and Ewell were the strongest opponents of the proposal. The main points of objection were:
 - A doubling of response time for the 2nd engine in Epsom and Ewell, with its continuing population growth and development
 - Cost of building new fire stations
 - Resilience of a one pump station
 - Lack of detail for the proposals
- We received 38 postal surveys, mainly from care homes and some from members of a mental health community group. Their feedback on the proposals was a bit more positive than the on-line responses: only 8% rejected the proposals outright. 53% supported them and 26% were unsure. The main concern for care home managers was the increased response times which they felt would impact the safety of their residents.
 - *“Arrival of 2nd fire engine (12 minutes) would not be acceptable as we have 75 elderly residents.”* (Care home manager)
- 8 in 10 respondents said that we explained the proposals clearly. Of those that requested more clarification, 35% were staff. The main demand was for more details on the location of fire stations, planning permission and costing. Very few respondents were under the impression that we proposed closure of fire stations.
- General comments included praise for the service in general, concerns about the proposals (reduction in fire engines, extra cost and fragmentation of fire stations, vicinity



of major transport hubs and increasingly dense population) and the wish that consultation should be more extensive and better advertised.

- 44% of respondents heard about the consultation directly from the SFRS (for staff it was 96%, for the public the figure was 18%). The other major channel was local press, where 34% became aware of the consultation. Only 8% of respondents were alerted to the survey through the SCC website, Facebook and Twitter.
- 77% were willing to complete the Equality and Diversity section. Compared to the demographic make up of E&E and R&B, the sample was slightly more middle-aged, more male and with fewer representatives of the disabled and BME sections. However, care home managers responded on behalf of their elderly and disabled residents, which would increase the elderly and disabled sample size. There was one pregnant respondent and none who had undergone gender reassignment. Looking at the responses from the individual sub-groups, no difference in attitude could be discerned, either because they reflected the average result or because the sample size was statistically too insignificant to be representative.

5.2 Focus groups

Reigate

Seven members of the public joined the group to discuss the proposal. Issues like costing, risk profile, possible locations and staffing were explored with the attending Fire Officers. The overall consensus at the end of the session was supportive, as respondents recognised the proposal to be about service improvement and fairer provision across the borough and county, rather than a cost cutting exercise. Three of the respondents stated that the session had answered all their concerns and that they had changed their minds as a result. Only one attendee, despite being overall supportive, maintained slightly concerned about response times to major incidents on the M23.

- *“The proposal seems sensible and I’m happy that the service has explored all options to put forward the most robust approach.”* (attendee)

Epsom

Seven members of the public, among them 2 Councillors, attended the focus group in Epsom to discuss the proposals. The overall consensus at the end of the session was more re-assured than at the beginning, when attendees registered their concerns, which revolved around suitable locations in Burgh Heath, the cost of building a new fire station, the overall reduction in pumps, an increased response time for the 2nd fire engine and congestion. Equally, positives about the more flexible approach and improved service for areas around Burgh Heath (Chipstead, Kingswood) were identified. The FRS was able to reassure attendants about the comprehensiveness of the modelling and response standards, and that partners are being involved.

- *“There is a greater area of deficit for the 2nd response but I do accept that the 1st response is the most important. I think you may have difficulties finding a Burgh Heath site – may be unachievable.”*
- *“Tonight has certainly changed my views on things, changed the picture.”*



5.3 Public meeting

The SFRS organised a public meeting on request of Epsom and Ewell Borough Council. The meeting was held on 14 February 2013 and was publicised in 102 outlets, including libraries, town centres, GPs, community centres, churches, schools, post offices, borough council offices and town halls. Posters were put inside and out of Bourne Hall, with flyers available in the reception. A press release on the event was issued and the media were also briefed separately by E&E BC staff and an article appeared in Epsom Guardian. The event was also publicised online and through social media sites Twitter and Facebook. County and local Members were also briefed on the event so that they could raise it with their constituents. 6 people attended, amongst them 3 local councillors and 3 members of the public. The SFRS gave a presentation and collected feedback and replied to questions which included:

- Cost of building new stations (is it worthwhile?)
- Finding a suitable location in Burgh Heath
- Epsom and Ewell is an area with continued growth
- Frequency and nature of cooperation with Sutton Fire Brigade
- Option of acquiring an additional engine in Burgh Heath
"As an Epsom resident I don't want to just defend us, that's not right, but the quicker you get somewhere the better. Looking at it in the great whole of things, it's worth spending the money. So I'd like the option of keeping a 5th engine on the patch." (attendee)
- Cover when the engine is out and about
- Number of false alarms
- Proportion of one pump incidents
- Number of crew on a fire engine
- Incidents on Epsom Downs, the common and Horton Country Park in dry summers

5.4 Neighbourhood Panels

As part of the consultation, officers and Members attended three Neighbourhood Panel meetings in the Horley area in December and January. The general consensus was:

Horley West, 12/12/2012:

- Kay Hammond (Surrey County Council Cabinet member for Community Safety Decisions) attended. No feedback.

Horley, 18/12/2012:

- Seven members in attendance. Several questions about the proposals, including locations, response time impacts. Everyone present, including the Police officers, seemed to support our proposals.

Horley North West, 24/1/2013:

- Well attended (over 15 residents). Very few questions about the proposals and general support for proposal.



5.5 Equality & Diversity sections

E&D survey results

- **Age:** The distribution of age groups for the population of R&B and E&E and the age distribution for the survey is as follows:

Age	R&B	E&E	Applied to sample (15-85+)	Actual sample
15-24	11%	12%	14%	1%
25-44	28%	26%	33%	33%
45-64	26%	28%	33%	47%
65-84	14%	14%	17%	19%
85+	3%	3%	4%	

It is not representative of the demographic make up of the boroughs. The survey contains questionnaires that were completed by care home managers, who represent old age pensioners (predominantly 75+). When looking at the postal questionnaires (mainly from care homes), we find that 53% support the proposal and only 8% reject it outright. Of those that were unsure and unsupportive, the main feedback concerned the safety of the elderly residents.

Only two respondents were aged 15-24 and they were not supportive of the proposal. The reasoning however reflected the average causes for objection (population growth in Epsom) and had no reference to young age.

The older age group 65+ (those at high risk of fire death/injury) seemed least supportive of the proposal. However when looking at the verbatim from objectors, comments were mainly made about the location of the Burgh Heath station (2x) and increase in response times (2x) and cover for the M25 area from Reigate (1x).

Age	Sample size		Yes		Not sure		No		No opinion	
15-24	2	1%					2	100%		
25-44	54	33%	25	46%	9	17%	18	33%	2	4%
45-64	78	47%	37	47%	15	19%	24	31%	2	3%
65+	32	19%	13	41%	7	22%	11	34%	1	3%
Overall	166	100%	75	45%	31	19%	55	33%	5	3%

In this survey, age as a risk factor has only been raised by care home managers.

- **Disability:** Mobility issues and mental health issues are known to be fire risk factors. Looking at the 18 respondents stating to have a disability, we can say that their level of support is more positive. The main concerns for the disabled group were reduced resources and longer response times. Respondents stating that they had no disability were slightly more negative about the proposal.

Disability	Sample size		Yes		Not sure		No		No opinion	
Yes	18	11%	10	56%	4	22%	3	17%	1	6%
No	146	89%	64	44%	27	18%	51	35%	4	3%
Overall	164	100%	74	45%	31	19%	54	33%	5	3%

- **Gender:** The survey was completed by more men than women, which is not representative of the boroughs. Also, females are more at risk of injury or death by fire.⁴

⁴ Community Risk Profile, 2011-12



In terms of support, women seemed less negative and unsure of the proposal. Men had a much higher objection rate.

Gender	Sample size		Yes		Not sure		No		No opinion	
Female	64	40%	27	42%	16	25%	18	28%	3	5%
Male	97	60%	47	48%	11	11%	37	38%	2	2%
Overall	161	100%	74	46%	27	17%	55	34%	5	3%

- Ethnicity:** We know that the majority of those suffering injuries or death through fire are White British. In the survey, 91% of those that stated their ethnicity was White British or English (which is slightly above the average for R&B and E&E population, 88%). 7 respondents came from an Other White background (4%) and 4 from an Asian background (2%), 1 (1%) from a Mixed Asian-White background, 1 from a Chinese and 1 from an Arab background and 1 respondent from the Black community. There were no ethnicity-specific comments amongst any of the ethnic groups. On contrary non-White British respondents were more supportive of the proposals.

Ethnicity	Sample size		Yes		Not sure		No		No opinion	
White British	147	91%	68	46%	24	16%	51	35%	4	3%
Not White British	15	9%	7	47%	5	33%	2	13%	1	7%
Overall	162	100%	75	46%	29	18%	53	33%	5	3%

- Religion:** The majority of respondents classed themselves as Christian (66%, average for R&B and E&E is 62%). 30% said they had no religion (average for E&E & R&B is 25%). 3 respondents were Buddhist and 3 Hindu. There were no Muslim or Jewish respondents amongst the sample. There were no religious-specific comments amongst those that held a religion.

Religion	Sample size		Yes		Not sure		No		No opinion	
Christian	101	66%	46	46%	18	18%	33	33%	4	4%
Other faiths (Buddhist, Hindu)	6	4%	1	17%	4	67%	1	17%	0	0%
No religious / faith group	45	30%	24	53%	7	16%	14	31%	0	0%
Overall	152	100%	71	47%	29	19%	48	32%	4	3%

- Marital status:** Single occupancy is known to be a fire risk factor. Hence, looking at the 25 respondents stating to be single, divorced, separated and widowed, we can say that their level of support is not as positive but also that their negativity is slightly weaker than average. A considerable part had no opinion. The main concerns for the single group were reduced resources and longer response times. Married and co-habiting respondents were more positive about the proposal.

Status	Sample size		Yes		Not sure		No		No opinion	
Married, co-habiting, civil partnership	132	84%	61	46%	24	18%	46	35%	1	1%
Single, widowed, separated, divorced	25	16%	9	36%	5	20%	8	32%	3	12%
Overall	157	100%	70	45%	29	18%	54	34%	4	3%



- **LGB:** 4 of 253 respondents stated to be lesbian, gay or bisexual. The level of support split into 25% supportive, 25% unsure and 50% unsupportive. However, it was only a very small sample, which makes this data unrepresentative. The verbatim that the unsure and unsupportive respondents gave had no reference to their sexuality or any other lifestyle choice associated with this protected characteristic (single occupancy, etc).

Status	Sample size		Yes		Not sure		No		No opinion	
Heterosexual	147	97%	71	48%	27	18%	45	31%	4	3%
LGB	4	3%	1	25%	1	25%	2	50%	0	0%
Overall	151	100%	72	48%	28	19%	47	31%	4	3%

- **Pregnancy / maternity:** One respondent stated that she was pregnant / had been pregnant in the last 12 months. She objected to the proposal, because of the increase of the 2nd engine's response time for Epsom and Ewell. There was no reference to her maternity status.
- **Gender reassignment:** No respondents stating that they had undergone gender reassignment.

Empowerment Board East Surrey and Mid Surrey:

The Surrey Empowerment Boards is a group that represents disabled people with physical, sensory and cognitive impairments in Surrey. The consultation response was prepared by the chairs of the five Empowerment Boards and representatives from the following groups: Surrey Coalition of Disabled People, Social Information Disability, Reigate and Banstead Access Group and Epsom and Ewell Access Group. The group also represents residents from all boroughs of Surrey and the greater dispersal of resources will affect every town and village across Surrey.

The Boards do not support the proposals for various reasons:

- location of other essential services such as Epsom and East Surrey hospitals
- shutting two fire stations to build a new one doesn't make financial sense
- difficulties in responding to serious crashes on the M25 from Salfords and Horley (modelled response times do not reflect rush hour) – maybe operate a similar system to the ambulance service where the engines are based throughout the county on side roads.
- incidences at homes – i.e. Telecare is currently being promoted. If more people take up the offer of having a smoke detector linked to the community alarm this will mean the Fire Service will have to respond to more alerts.
- continuous development of housing and other buildings in Epsom, Horley, Reigate and Redhill
- concerns about sufficient cover if there is a major accident at Gatwick or Heathrow airports
- London Fire Brigade are losing fire engines – effect on response times



5.6 Staff meetings / feedback

Survey responses:

56 SFRS staff responded to the survey. The support for their service was strong with only 7% not being sure about valuing the service. Judging the proposed option, 43% of staff supported the approach, 21% were unsure and 27% rejected the proposal.

The key reasons for those that were unsure or unsupportive were:

- reduction in engines from five to four is detrimental to the service,
- response time will be too long in E&E

59% said that we had explained the proposals clearly. The main criticism of the 26% that said that we hadn't was mainly lack of detail in the plan.

Other comments made by staff were:

- About the timing / extent of the consultation and how the proposal was portrayed
- Proposals timelines were unrealistic and having a fire station at an industrial unit would remove community focal point and might impact on facilities
- Proposals were best possible solution

Of the 46% that were willing to submit information on their demographic background, all were of working age so fell into the 15-24, 25-44 or 45-64 age groups. One staff stated that s/he had a disability (4%), which is above with the general make up of the SFRS (1%). 80% of staff respondents that completed the E&D section were male, which is slightly below the makeup of the SFRS (91%) and all were White British (above average, as 2% of SFRS staff are from a BME background).

Workshop themes:

Epsom, 18 January (attended by 18 staff):

- Cover for training (used to be 2nd pump) – acknowledgement that a reliance on the current two pump stations to cover crew based training would require consideration. There was consideration being given for an alternative training delivery but this was still in its formative phase.
- Cost of move to 4 one pump stations – under the current model a two pump borough relies on one station being at 28 and one at 24 compared to a single two pump station being staffed with 48
- Chance of redundancy – concerns around the mechanism by which the Service would manage the reduction in establishment. This was placed in the context that vacancy levels would be managed in order to avoid the necessity of redundancy.
- Modelling times from Epsom not accurate - staff at Epsom had produced a map. London have never been factored into the modelling. The only appliance which was over the border and from another Fire Authority was Horley.
- Because London Fire Brigade and Surrey would both be using the Vision system, the shared principle of nearest and quickest asset would apply. Therefore staff had concerns that where borders were shared LFB would be used in preference to Surrey FRS and therefore there would be a smaller mobilising footprint for SFRS assets in certain part of Reigate and Banstead borough.
- Agree with Proposal 1 (Salfords) but not with Burgh Heath



Reigate, 18 January (attended by 9 staff):

- Concerns about accuracy of modelling and predicted response times, should be put in context with staff knowledge
- Move is planned out too quickly. Can Salfords move be delayed, renting Horley for 2 years?
- Concern about reduction in pump numbers overall
- Resilience impaired – concerns about big incidents on M23 for example
- Staff feel that they could have come up with better proposal (but did not mention what)
- Change in on-call contracts might make move more difficult
- Cost of move and if SCC fund it
- Concerns about attractiveness of station in Salfords and functionality (i.e. for training)
- Proposal affects staff morale (prefer 2 pump stations)
- Question recruitment phase commencing before consultation closes – looks like decision was already made
- Consultation in north R&B and Mole Valley and Tandridge
- Contingency plan if SCC reject proposal

Email feedback:

Three staff had contacted the consultation inbox with following queries and concerns:

- Cautious to lose two pump stations – risk factors haven't changed, so reducing cover doesn't seem safe
- Banstead area looks feasible, A23 location ideal for south R&B station
- Avoid over-reliance on neighbouring Fire and Rescue Services
- Changing to crew contracts will increase risk
- Salfords - Potential lack of suitable facilities so managerial role cannot be executed effectively
- Concern about SGI's increasing role in the service

5.7 Union response

No formal response was received from the Fire Brigade's Union (FBU) during the consultation period.

However, the following is a summary of the one of the discussions with the Surrey FBU during the consultation period:

- Overall, the FBU feel that the fire cover model seems reasonable.
- Timescales associated with staff needing to apply for the posts that will be at Salfords (Horley) and the ability for FBU to meet with staff at Reigate.
- Duration of the consultation. FBU indicated that they felt the consultation should be 16 weeks (due to Christmas).
- Volume of incidents in certain areas (Burgh Heath and Horley) when compared with areas that the fire engines are being moved from.
- Response time graphic and the table of drive times not being representative and possibly being misleading.
- FBU have requested a risk assessment of the impacts of the proposed changes, specifically in relation to the geographic area where response times will be extended



from what they currently are. Specifically the area to the north and west of Epsom fire station.

- Risks associated with Gatwick Airport and training for Surrey crews, now that the West Sussex fire engine will no longer be based at Horley. FBU feel that Surrey crews are much more likely to attend an incident at Gatwick and therefore need additional training.
- Technical suitability of both the Horley and Salfords sites, specifically for Salfords this was linked to training facilities, possibility of being blocked in by traffic, etc.

No formal response was received from any other Representative Body during the consultation period.

5.8 Councils and Committees

All Surrey Local Committees and were written to as part of the consultation process and the proposals were presented to the Local Committees and Borough Councils of Epsom & Ewell and Reigate & Banstead. The proposal and accompanying information had been endorsed by the Portfolio Holder, Kay Hammond who engaged with key stakeholders prior to giving approval for public consultation.

Communities Select Committee (Scrutiny role)

At the meeting on 16 January 2013, following points were made by the Members:

- Concerns were expressed that the north of Epsom & Ewell was left vulnerable by the proposals, which were protecting the majority at an increased risk to a minority.
- Concerns were raised about the risk presented in low income or densely populated areas, in particular where there were old high-rise flats. The increased response time for second engines was felt to pose a significant risk in the eventuality of a serious incident taking place in such areas.
- In reference to Reigate & Banstead, the plan would not be able to meet the requirements of the response standard. Dissatisfaction was expressed with the communications received from Property Services when sites were under consideration for potential development.
- Some Members felt that Banstead was left vulnerable by the proposals. The Committee raised a question as to the implementation in Horley and requested further information about the interim cover for April 2013.
- The Committee raised concerns about Members not being informed of public engagement exercises in relation to the consultations.
- Next meeting to be held on 21 March 2013.

Fire and Rescue Advisory Group

At the meeting on 23 January 2013, the Fire and Rescue Advisory Group members acknowledged the consultation in response to changes at Horley fire station and the impact on emergency response arrangements in Surrey. It was agreed for members to respond on local issues directly or through their Local Committee structure.



Survey responses from Members

There were 6 responses from Councillors in the survey (mainly from ward level). Four of those objected to the proposal, with reasons revolving around the 2nd engine's response time in Epsom and Ewell and the fact that Epsom is such a built up place. One councillor raised the concern that changes in West Sussex and London Fire Brigade have not been discussed in the consultation material.

Reigate and Banstead Borough Council:

- Members expressed their support for the proposal and welcomed the resulting service improvements in the Borough.
- The Council offered assistance to the SFRS to find a suitable location for the new fire stations in Salfords and Burgh Heath.

Reigate and Banstead Local Committee:

- Members expressed their support in principle for the proposals.
- Concerns centred around Members wanting to be consulted on possible site locations, the short time line (summer 2014), the suitability of the location in terms of minimising impact on traffic and accessing a new housing development in Netherne on the Hill. Also, the planned refurbishment of Purley fire station needs to be taken into account.

Epsom and Ewell Borough Council:

The council objects to the proposal. Main areas for concerns were:

- Consultation should have been better publicised and a public meeting held (in response public meeting held on 14/02 in Ewell)
- North E&E is very populated and whole borough is heavy traffic area. Also, population growth is predicted and new developments are planned.
- Major incidents require two engines, response time for second engine is too long.
- One pump station in Epsom means reduction in prevention work and enforcement work
- Request new risk assessments for new housing development

Epsom and Ewell Local Committee:

- Consultation should have been better publicised.
- Epsom is a growing area with new housing developments, and a large volume of traffic.
- Seek to continue the arrangements with West Sussex (Horley) instead of acquiring two new stations.
- Burgh Heath should be in addition to existing resources. Reduction in service (2nd engine response time) is not desirable.

Response from Salfords & Sidlow Council

- Supportive of fire station in Salfords.
- Consideration must be given to the correct location in respect of residents and highway matters.

Response from Horley Town Council

- Supportive of fire station in Horley and then Salfords.
- Concerns on the ability to meet the second appliance response times. The drive time during day from Reigate Fire Station to Horley is calculated to be 14.8 minutes, which is too close to give any confidence that the target of 15 minutes is achievable. However, the council is aware that there is no quick solution to this.



Tattenhams Resident's Association

- Supportive of fire station in Burgh Heath.
- Respond to emergencies more quickly in the surrounding area, especially M25, in East Ewell and West Ewell (avoiding Epsom traffic), in Woodmansterne, Banstead, Kingswood, Walton.

5.9 Other feedback

Email from residents:

14 non-staff submitted their feedback to the consultation email address (one of them a councillor from Epsom, the rest residents and one business with a tender enquiry). One resident left comments via telephone.

Of those 15, 12 were from Epsom and Ewell and 3 from Reigate and Banstead. All but one objected to the proposal or registered some concerns, which included:

- Consultation was not widely enough publicised
- Growing population and more traffic in both Epsom and Reigate means that risk of fire incidents increase and an increase in the second engine's response time will put life at risk (rule by which major incidents need 2 pumps)
- The projected travel times might not be accurate as they did not reflect rush hour
- Cost of creating new fire stations
- Resilience for major incidents (i.e. M25, airports)
- Most in favour of keeping 2 pumps in Epsom

One resident from R&B supported the proposed building of a Salfords station.

Staff feedback on what customers said:

When asked what residents and businesses made of the consultation, fire and rescue staff didn't have much to report, other than the consultation should have been more publicised in the Reigate area and that there was objection in the Epsom area.

5.10 Media coverage

As part of the consultation, several press releases were published (see Appendix D). From 7 Dec – 5 March 2013, the proposal featured in 30 media items:

- 58% Positive
- 15% Neutral
- 27% Negative

Paid-for advertising equivalent for this positive coverage would cost £34,824 (Letters and advertorials are not rated). See Appendix E for full media coverage.



6 Key findings

The feedback of the consultation overall has been balanced, with more support from Reigate and Banstead and less support from Epsom and Ewell.

Group	Yes	Not sure	No	No opinion	Key themes	Total
Staff	38%	22%	34%	6%	Facilities at new locations, reduced resilience of service, cost of proposal, effect of changes to on-call contracts, accuracy of modelling times, cooperation with London Fire Brigade (over-reliance, Vision)	87
Public:	42%	20%	32%	6%	Reduced resilience of service, finding suitable sites (accessibility, noise disturbance), cost of creating new locations, consultation should have been better publicised	253
Public EE	15%	21%	60%	3%	High density area with continuous growth in Epsom, reduced resilience, increased risk and long waiting time for major incidents, growing volume of traffic and accuracy of modelled response times	91
Public RB	61%	19%	13%	7%	Fairer distribution, finding suitable sites, increasing population in Reigate, cost of creating new fire station	152
Partners	25%	25%	50%	0%	Support from NHS Surrey and Borders Partnership	4
SCC staff	100%	0%	0%	0%		6
TOTAL	42%	20%	32%	6%		350

All consultation data including formal responses, survey comments, emails, workshop feedback was coded to determine the most frequently raised concerns and questions.

Key themes that emerged were:

7 Next steps

Following the analysis of the consultation feedback, the key themes will be included in the paper outlining the proposal to Cabinet.

The Communities Select Committee will review the final proposal on 21 March, before the Cabinet will make a decision on 26 March. If the proposal is approved, the Action Plan will be implemented.

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SURREY COUNTY COUNCIL**CABINET****DATE: 26 MARCH 2013****REPORT OF: MR JOHN FUREY, CABINET MEMBER FOR TRANSPORT AND ENVIRONMENT****LEAD OFFICER: TREVOR PUGH, STRATEGIC DIRECTOR ENVIRONMENT & INFRASTRUCTURE****SUBJECT: INVESTMENT IN SAFE CYCLING INFRASTRUCTURE****SUMMARY OF ISSUE:**

In November 2012, the County Council submitted a bid to the Department for Transport (DfT)'s newly established Cycle Safety Fund. The fund was established in response to concern about the rising numbers of cycling casualties in the UK, with the funding focused on junctions or stretches of the highway with a record of cyclists being killed or seriously injured.

The County Council bid for five schemes, prioritising two which offered best fit with the fund criteria: Walton Bridge Links and Leatherhead Town Centre. The DfT was due to make an announcement in February but this has been delayed. In order to ensure deliverability of the schemes within the DfT timescales for completion by the end of 2013, the County Council will need to progress quickly to implementation as soon as the bid outcome is received.

RECOMMENDATIONS:

It is recommended that the decision to accept the grant is delegated to the Strategic Director for Environment and Infrastructure in consultation with the Leader and the Cabinet Member for Environment and Transport.

REASON FOR RECOMMENDATIONS:

Tackling cyclist KSI rates is a corporate priority. The rate of cyclist KSIs in Surrey has more than doubled in the last four years. The schemes will directly benefit areas of high cyclist KSI rates, by making cycling a safer option for residents that live, work and shop in the town centres. It will deliver economic benefit by making it more possible for people to cycle, reducing travel costs and congestion. It will support the County Council's ambition to secure a cycling legacy from the 2012 Olympics and will support development of Surrey's visitor economy.

Consultation with residents in Walton-upon-Thames and Leatherhead, identified that 89% of people would welcome the introduction of safe, segregated cycle routes. Of the people surveyed, 44% of cycle owners and 82% of non-owners identified road safety issues as a deterrent to cycling.

The relevant Local Committees have formally approved the proposed schemes.

DETAILS:

Background to the Bid

1. Building on the Olympic legacy for Surrey, the County Council has identified cycling as a priority for the county, delivering economic, environmental and health and well-being benefits to our residents. Work on a cycling strategy is underway, based on six principles:
 - a. Ensuring a lasting legacy from the Olympic Games
 - b. Maximising the benefits of cycling to the Surrey Economy
 - c. Taking action to address the rise in cycling KSIs
 - d. Ensuring cycling plays a key role in improving the health and well-being of our residents
 - e. Working with the boroughs and districts and other partners to develop local cycling plans that fit with local needs and aspirations, overseen by local committees
 - f. Monitoring outcomes to keep track of progress and assess the effectiveness of the approach

2. In July 2012, the Department for Transport (DfT) announced a £15m fund for cycling infrastructure improvements in light of the growing concern about cycle casualty rates in the UK. In response to this, Surrey County Council submitted an Expression of Interest in August 2012, identifying eight potential schemes where casualty rates were high. Feedback on the bids was positive, and the eight schemes were shortlisted to five schemes, which offered best fit with the fund criteria:

Walton Bridge Links – Upper Halliford to Walton on Thames

Leatherhead Town Centre

Leatherhead – Ashtead

Kingston Road, Staines

Egham Causeway

The County Council's bid to the fund totalled £3.2m, but prioritised two schemes: Walton Bridge Links and Leatherhead Town Centre, amounting to a £1.5m bid, reflecting the relatively small amount of funding available from the DfT, likely oversubscription to the fund and prioritisation based on fit with fund criteria and wider economic benefits.

3. The schemes have been designed on the basis that, wherever feasible, cyclists should be separated from motorised vehicles on busy roads and at busy junctions. This approach is based on best practice from countries such as the Netherlands, Denmark and Germany that have achieved a step change in levels of cycling. It was informed by attitudinal survey research with Surrey residents that was carried out as part of the bid development.

This research clearly indicated that Surrey residents would be far more likely to cycle if they had access to segregated cycle paths. Even amongst non cyclists, over 80% of people surveyed felt that such cycle paths would be an improvement in the two locations.

Bid Outcome

4. An announcement from the DfT was due in February 2013, but is still pending. The schemes are outlined below for information:

Priority Scheme 1: Walton Bridge Links

5. This scheme will link the new cycle paths on Walton Bridge with safe, segregated cycle paths to Walton town centre and Upper Halliford. It will support safe cycling to the retail centre in Walton-upon-Thames as well as local schools, Elmbridge Leisure Centre and the Thames Cycle Path.
6. There have been 35 cycle casualties along the route in the last three and a half years, including 3 serious casualties. The majority of these casualties resulted from motorists failing to see cyclists, for example when turning into a side road or pulling out into the main carriageway.

Priority Scheme 2: Leatherhead Town Centre

7. This scheme will address the problem of fragmented cycle routes in Leatherhead Town centre, which has resulted in 8 cycle casualties in the last three and a half years, including 3 serious casualties.
8. It will make cycling into and through Leatherhead a safer option, improving access to schools, the retail centre and the businesses located in the town.

Leatherhead Wider Links

9. This scheme will improve links between Leatherhead town centre and Ashted and specifically address issues of severance facing cyclists by the A24. It will also complete the traffic free route between Leatherhead and Dorking and the National Cycle Network 22, which will improve access to the Surrey Hills for residents and visitors.
10. There have been 10 reported casualties along the route in the last three and a half years, including 3 serious casualties. All of the casualties involved a collision with a motor vehicle.

Kingston Road, Staines

11. This scheme will provide continuous cycle paths segregated from motor vehicles and pedestrians along a busy road which has seen 16 cyclists injured in the last three and a half years, 2 of them seriously.

Egham Causeway

12. This scheme will provide safe, segregated cycle paths alongside the A308 Egham Causeway between Staines Bridge and Egham by-pass cycle path. There have been 18 cyclist injuries along the route in the last three and a half years, 5 of them seriously.

Delivery Phase

13. The funding requires that schemes are complete or substantially complete by December 2013. In order to achieve that timescale, work is already underway to develop detailed scheme designs. In addition, the schemes have been formally approved by Elmbridge, Mole Valley, Runnymede and Spelthorne Local Committees.
14. A critical element of the next phase will be to carry out public consultation with residents and businesses affected by the schemes. This will be completed by early summer. Construction work will commence in late summer in order to ensure that the deadline of December 2013 can be met.
15. A project board has been established that will oversee delivery and be responsible for project risk management.

CONSULTATION:

16. In developing the bid, the project team has ensured that local members and Local Committee Chairmen and Vice-Chairmen have been kept updated. The Local Committees considered and formally endorsed the schemes on the following dates:
 - Spelthorne Local Committee – 21 January 2013
 - Elmbridge Local Committee – 25 February 2013
 - Runnymede Local Committee – 25 February, 2013
 - Mole Valley Local Committee – 6 March 2013
17. In developing the bid, consultation took place with Area Highways Managers in each of the areas, as well as local cycling groups. An attitudinal survey with residents in Walton and Leatherhead was carried out to test the principles to shape the bid.
18. Detailed public consultation in the scheme areas will take place in spring / early summer 2013. Local residents and businesses will receive further updates in advance of and during the works in order to manage impacts during construction phase.

RISK MANAGEMENT AND IMPLICATIONS:

19. The following table provides a summary of the main risks identified as part of the bid development process. The risk register will be updated during detailed design and implementation phases.

Risk	Mitigating Actions
Delay in bid announcement leads to risk to programme deadlines	Detailed design and relevant approvals in place in advance of announcement in

	order to move quickly to implementation.
Local concerns about loss of road and pavement to segregated routes	<p>Work with local members to ensure schemes balance road user requirements.</p> <p>Carry out consultation during detailed design phase.</p>
Increased scheme cost results in greater funding requirement on County Council	Robust costings have been carried out as part of the outline design phase in order to manage risk of higher costs.
Reputational risk from County Council failing to tackle rising cycling casualty numbers	As part of the Surrey Cycling Programme we will assess potential funding sources to support further cycling infrastructure improvements.
Failure to complete schemes within bid deadline	<p>Progress detailed design and approvals process in advance of bid decision.</p> <p>Project management plan in place so that any project delays can be identified and managed.</p>

<u>Financial and Value for Money Implications</u>
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20. The costs for the priority schemes are as follows:

<u>Scheme</u>	<u>Total scheme cost</u>	<u>SCC Capital Programme</u>	<u>Developer contributions</u>	<u>DfT Grant</u>
Walton Bridge Links	£1,409,000	£200,000	£225,000	£984,000
Leatherhead Town Centre	£793,000	£240,000	£5,000	£548,000
Total	£2,202,000	£440,000	£230,000	£1,532,000

21. On 5 February 2013, the Cabinet approved a sum of £2.202m for Safe Cycling Infrastructure as part of the capital programme for 2013/14. This figure anticipated receipt of DfT funding of £1.5m, with a further £440,000 capital funding from the County Council.
22. A further £225,000 from Developer Contributions has been identified to support the Walton Bridge links scheme, and £5,000 developer contributions for the Leatherhead Town Centre Schemes.
23. Any shortfall will be managed within the Environment and Infrastructure 2013/14 budget. The project team will undertake a review of current cost estimates to identify any potential savings. In addition, the potential for further developer contributions will be assessed.

Section 151 Officer Commentary

24. The financial implications of accepting a grant offer are explained in paragraphs 23 - 26. Schemes were included in the Medium Term Financial Plan in anticipation of a grant award, at an expected cost of £2.202m. Should the total cost exceed this amount, and to the extent that this is not offset by additional grant or by cost reduction, this will be met from the wider Environment and Infrastructure budget.

Legal Implications – Monitoring Officer

25. There were no legal implications.

Equalities and Diversity

26. These schemes form part of the County Council's Cycling Programme, which is currently being developed. As part of this, Equalities Impact Assessments (EIAs) are being carried out in relation to infrastructure, promotion and training and skills. The issues that have been identified in relation to the schemes being considered are as follows:

Positive impacts

Reducing cycling casualties, particularly among young people

27. Historically, younger age groups have tended to make up a high proportion of cycle casualties, particularly those in the 10-14 and 15-19 age groups. More recently, the number of casualties in the 10-14 age group has reduced and the proportion of casualties has become more evenly spread. However it is still the case that young people would benefit significantly from segregated cycle routes as proposed in Walton on Thames and Leatherhead.

Providing safe routes that will appeal to more women, families and older people

28. Market research carried out in Walton on Thames and Leatherhead indicates that traffic danger is one of the main reasons why people do not cycle more. This is supported by national research. Safety issues are of particular concern to women and older people, and many parents do not allow their children to cycle for the same reason. The development of segregated cycle paths in Walton on Thames and Leatherhead will create opportunities for groups of people that are currently excluded from cycling by safety concerns to use these routes. The local market research found that many people would be encouraged to cycle by the provision of segregated routes, and the experience of European countries such as the Netherlands, where cycling is a far more universal activity, also supports this finding.

Health and accessibility benefits, particularly for those in disadvantaged groups

29. The development of safe cycling routes in Walton on Thames and Leatherhead will have further benefits for disadvantaged groups of people, such as those that may not be able to drive as a result of a disability, being too young, or being unable to afford the cost of car ownership and use. The

opportunity for increased physical activity will be of particular benefit in addressing health issues and obesity.

Negative impacts

30. None identified - The project team carefully considered the potential for negative impacts during scheme design. Loss of pavement space was identified as a potential negative impact, however this has been carefully considered during design, and pavement width along these routes will continue to be in accordance with national guidelines, and sufficiently wide to accommodate the throughput of pedestrians.

Actions and next steps

31. The schemes will go to public consultation in May, and the project team will ensure that the consultation process is inclusive and incorporates the views of groups such as older people, young people and disabled people. In addition, the project team will consult with the Surrey Access Forum on the County Council's Cycling Programme and associated equality impact assessments, and will consider any feedback in relation to scheme design.

Public Health implications

32. Increased cycling rates will impact positively on the health of the individual. The NHS identifies cycling as an activity that provides significant health benefits. The Government's Chief Medical Officer recently recommended cycling as a way to help prevent 20 long-term conditions including cancer, heart disease, strokes, diabetes and mental health problems.
33. Marketing of the new routes will include intensive marketing to residents near the new routes and will include cycle training offers to encourage those less confident to take up cycling.

Climate change/carbon emissions implications

34. Increased cycling rates, where it replaces motorised forms of transport, will reduce carbon emission levels in the County. Transport is responsible for one third of carbon emissions in Surrey. Surreys Local Transport Plan has a target to reduce carbon emissions from (non-motorway) transport by 10% (absolute emissions) by 2020, increasing to 25% reduction by 2035, from a 2007 baseline of 2,114k tonnes (1.9 tonnes per capita).

WHAT HAPPENS NEXT:

35. Following completion of the approvals process, the priority will be to commence the consultation phase, with detailed designs finalised in early summer. Construction is planned to commence in August 2013 in order to meet the DfT's requirement that work should be wholly or substantially completed by December 2013.

19 March 2013	Investment Panel
March – May 2013	Detailed design finalised
May – July 2013	Public consultation
August – January 13	Scheme delivery

Contact Officer:

Lesley Harding, Sustainability Group Manager, 020 8541 8091

Consulted:

Local Committees
Local Members
Local Committee Chairmen and Vice Chairmen
Cabinet Member for Community Safety
Area Highways Managers
Local Cycling Groups

Annexes:

None

Sources/background papers:

None

SURREY COUNTY COUNCIL**CABINET****DATE: 26 MARCH 2013****REPORT OF: JOHN FUREY, CABINET MEMBER FOR TRANSPORT AND ENVIRONMENT****LEAD****OFFICER: TREVOR PUGH, DIRECTOR ENVIRONMENT AND INFRASTRUCTURE****SUBJECT: SUPPORTING ECONOMIC GROWTH - COSTS ASSOCIATED WITH THE SECTION 278 DELIVERY OF THE SHEERWATER LINK ROAD (INCLUDING BISHOP DAVID BROWN ACCESS), WOKING, SURREY****SUMMARY OF ISSUE:**

Woking Borough Council is in the process of, or will be, entering into Section 278/38 Agreements with Surrey County Council to enable the above works. It is County Council policy to charge developers fees to cover our reasonable costs in enabling the proper assessment, design audit, and the inspection of the works, as well as to cover the cost of the legal agreement itself. These fees are based upon 12% of the cost of the works plus legal expenses. It is also County policy to charge Commuted payments for increased maintenance liabilities resulting from an additional piece of infrastructure provided to enable a development, and to take a bond lest the developer fails to complete the works.

This report is to seek Cabinet approval to waive SCC's normal fees including commuted sums for the Sheerwater scheme (including Bishop David Brown access). It also seeks to waive the need for a bond, and to seek authority to fund SCC's internal costs from the New Homes Bonus.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. Agrees to waive the agreement fee and does not require commuted payments or a bond for the Sheerwater link road/ Bishop David Brown scheme.
2. Funds the internal costs arising from the above recommendation from New Homes Bonus receipts.

REASON FOR RECOMMENDATIONS:

Surrey County Council wants to assist Woking Borough Council in the delivery of this economically important project that will contribute a significant beneficial effect on the Borough, County, and wider South East Regional economies. This will not only have a substantially positive effect on the residents of Surrey (especially current and future residents of East Woking), but also it will benefit those who work in East Woking and travel through it.

DETAILS:

Sheerwater Link Road/Bishop David Brown scheme:

1. The County Council are partnering with Woking Borough Council to deliver an economically important section of new road in East Woking. It will provide for a much needed improvement to the commercial activities in Sheerwater off Albert Drive, assist in improved access to the residential developments of Sheerwater, and unlock a valuable commercial redevelopment of part of the Sheerwater industrial area. The County are contributing a sum of £1,000,000 from its Local Sustainable Transport Fund monies secured through the 2012 bidding process to assist the Borough in the delivery of this much needed road.
2. Normally, the County would recover its internal costs in checking designs, auditing the work, and inspecting the works on the ground to ensure that the works are to the correct standards and suitable for purpose. It would also recover legal costs. Although these costs will still be incurred by the County, it is intended that Surrey County Council recognises the beneficial effect of the new link road to the wider Surrey economy, and waive these delivery and implementation charges.
3. Section 278/38 Agreements also normally require a bond in the event that developers fail to complete their works. This is equal to the total cost of the works, including statutory undertaker's costs. Given that the works are being undertaken through partnership working with a local authority, Woking Borough Council, it is recommended that on this occasion the need for a bond be waived. The County Council's interests can be further protected to some degree by delaying the payment of the £1,000,000 from LSTF funds to Woking until such a time as the works are completed and open to traffic. This sum will then act as a form of security for an element of the works.
4. Section 278/38 works also normally require that a commuted sum be paid to cover 30 year's worth of increased maintenance liability imposed upon the County by the additional works that usually are needed only to facilitate development. In the case of the Sheerwater Link Road/Bishop David Brown scheme, these works will add over £4,000,000 value to the County's infrastructure. They will replace existing old and tired infrastructure whilst delivering much needed improvements to accessibility in this area of east Woking. Given the community benefits it is considered acceptable to offset the additional maintenance liability against the regeneration benefits to the area. It is therefore proposed that a commuted payment not be charged in this case.
5. An investment in the spirit of partnership working with a Borough to deliver a locally needed scheme which could generate a more strategic scale of benefits to the wider South East Economy would be an appropriate use of these monies. At the more local level, the new link road will replace two old sections of carriageways between residential properties with on-going maintenance liabilities, with a new section of infrastructure designed and built for purpose.

CONSULTATION:

6. Consultation has taken place with the Strategic Director for Environment and Infrastructure.

RISK MANAGEMENT AND IMPLICATIONS:

7. No immediate risks have been identified at this point, other than the potential that this will be requested by other Borough/Districts when they implement infrastructure projects. In the event that this happens, it will need to be considered on an individual basis.

Financial and Value for Money Implications

8. There will be a cost to SCC of £290,000 as a result of waiving the agreement fee, legal fees and commuted sums. This is a local authority led scheme funded by public money. The overall scheme will unlock development and create employment, potentially resulting in the delivery of economic benefits to the local and wider area.
9. There is no risk of not requiring bond arrangements as the legal agreement will be with a public body, Woking Borough Council. In addition, SCC will hold the £1,000,000 LSTF payment to Woking until the works are provisionally complete and open to traffic.
10. The total internal cost of waiving the fees and the need for a commuted payment will be in the region of £290,000. If recommendation 2 is agreed, then the New Homes Bonus will be used during 2012/13 and 2013/14, subject to Cabinet agreeing that the unspent grant can be carried forward at the end of the year. The award of the New Homes Bonus by Central Government is intended to be in recognition of net additions to effective housing stock in an authority's area. It is considered that the provision of a new link road and associated junction improvement works to unlock and encourage the regeneration of one of Surrey's most economically deprived areas is an appropriate use of these grants. DCLG have advised that they may be spent on either revenue or capital, strategic projects or placed in reserve for situations such as this.

Section 151 Officer Commentary

11. The financial implications are explained in paragraphs 8 – 10. Waiving fees in this instance would lead to a cost to the Council of £290,000 which it is proposed is met through use of New Homes Bonus grant already received. Waiver of fees and charges in excess of £100,000 requires approval by the Cabinet.

Legal Implications – Monitoring Officer

12. There is no statutory requirement to charge fees for highway agreements although every highway authority has the power to, and is generally financially obliged to, cover its costs. In this instance working in partnership with the Borough will bring a positive community benefit which justifies the departure from normal policy.

Equalities and Diversity

13. Waiving the agreement fee and commuted sums will have no impact on the local community. The proposed scheme itself will unlock development, create jobs, pave the way for the potential for more housing investment in the area and improve the highway network for all road users within the vicinity.

Other Implications:

14. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report.
Public Health	No significant implications arising from this report
Climate change	Please see the section below on Carbon Emissions which could contribute to overall climate change.
Carbon emissions	The assistance in the delivery of the Sheerwater Link Road will reduce congestion in the area of East Woking, which in turn will have a positive impact on reducing carbon emissions in the immediate locality. There may be a wider negative impact on emissions as the economic multiplier takes effect and generates greater economic activity in the South East.

Climate change/carbon emissions implications

15. It is likely that there will be both positives and negatives arising out of the assistance in the delivery of the Sheerwater Link Road.

WHAT HAPPENS NEXT:

- a) The County will enter into a Section 278 / 38 Agreement with Woking Borough Council, will waive all fees and commuted sums and will not require a bond related to the Sheerwater Link Road/Bishop David Brown scheme
- b) The costs incurred by a number of internal SCC teams in supporting this project will be met by the New Homes Bonus

Contact Officer:

Dominic Forbes, Planning and Development Group Manager, 020 8541 9312

Consulted:

Trevor Pugh – Strategic Director for Environment and Infrastructure

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SURREY COUNTY COUNCIL**CABINET****DATE: 26 MARCH 2013****REPORT OF: N/A****LEAD OFFICER: ANN CHARLTON, HEAD OF LEGAL AND DEMOCRATIC SERVICES****SUBJECT: LEADER/DEPUTY LEADER/CABINET MEMBER DECISIONS TAKEN SINCE THE LAST CABINET MEETING****SUMMARY OF ISSUE:**

To note any delegated decisions taken by the Leader, Deputy Leader and Cabinet Members since the last meeting of the Cabinet.

RECOMMENDATIONS:

It is recommended that the Cabinet note the decisions taken by the Leader, Deputy Leader and Cabinet Members since the last meeting as set out in Annex 1.

REASON FOR RECOMMENDATIONS:

To inform the Cabinet of decisions taken by Members under delegated authority.

DETAILS:

1. The Leader has delegated responsibility for certain executive functions to the Deputy Leader and individual Cabinet Members, and reserved some functions to himself. These are set out in Table 2 in the Council's Scheme of Delegation.
2. Delegated decisions are scheduled to be taken on a monthly basis and will be reported to the next available Cabinet meeting for information.
3. **Annex 1** lists the details of decisions taken by Cabinet Members by the time of the publication of the agenda for this meeting.

Contact Officer:

Anne Gowing, Cabinet Committee Manager, 020 8541 9938

Annexes:

Annex 1 – List of Cabinet Member Decisions

Sources/background papers:

- Agenda and decision sheets from the Cabinet Member, Deputy Leader and Leader meetings (available on the Council's website)

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CABINET MEMBER DECISIONS

MARCH 2013

(i) PETITION – HELICOPTOR NOISE

That the response attached at Appendix 1 be approved.

Reasons for decision

To respond to the petition.

(Decision of Cabinet Member for Transport and Environment –
13 March 2013)

(ii) LICENCING OF THE SURREY HILLS TRADEMARK TO SURREY HILLS ENTERPRISES COMMUNITY INTEREST COMPANY

1. That the Trademark be licensed to Surrey Hills Enterprises to use commercially for an initial period of three years at no cost, and to be reviewed at the end of that term.
2. That the final wording of the Trademark licence be agreed by officers and signed off by the Cabinet Member for Transport and Environment
3. That the Trademark be licensed to the Community Interest Company (CIC) once the Head of Legal Services has advised that the CIC is properly established and the Area of Outstanding Natural Beauty (AONB) Board have approved the licence.

Reasons for decision

The Surrey Hills AONB Board and the County Council are keen to see the Surrey Hills Trademark developed into a significant brand for Surrey, to support businesses in the County and to encourage visitors. The CIC has the ability to trade freely and can therefore sub licence the Trademark and generate an income and as the company has a community interest that income has to be used for the purposes set out in the CIC Memorandum and Articles of Association. In addition, the CIC has an asset lock whereby anything transferred into the company has to be retained by the company for the community interest.

This will help develop the Surrey Hills brand, help promote local businesses and allow the income to be used to fund activities in the Surrey Hills that deliver the AONB management plan. The licence will only be for three years initially to see how it works and ensure that all parties are getting the expected benefit from the Trademark.

(Decision of Cabinet Member for Transport and Environment –
13 March 2013)

(iii) A PROPOSAL TO RELOCATE PORTESBURY SPECIAL SCHOOL, CAMBERLEY FROM ITS CURRENT LOCATION TO A NEW SITE AND TO INCREASE THE CAPACITY OF THE SCHOOL FROM 70 TO 105 PLACES

1. That the proposal be implemented and Portesbury Special School be relocated to the old Blackdown Primary School site and expanded from 70 to 105 places.
2. That officers prepare a full planning application to be considered by the Planning Authority and that the proposal be implemented subject to the agreed budget set by Cabinet.

Reasons for decision

The current site and buildings are deficient and a solution has been required for some time. The consultation showed that there is strong support from the school, Governors and the local community on this proposal. Now that a suitable site has been identified that is acceptable to both the school and parents, the Local Authority should seek to proceed with the proposal to and to seek planning approval on the scheme.

(Decision of Cabinet Member for Children and Learning – 13 March 2013)

(iv) TO DETERMINE A PROPOSAL TO EXPAND ESHER COFE (VC) HIGH SCHOOL

1. That the school be enlarged by 2 forms of entry (from 6 FE to 8 FE).
2. That the school undertakes a building remodelling programme on its present site managed by Surrey County Council. This will add teaching accommodation and improve the use of space on campus and enable the school to accommodate 1200 students (PAN 240).
3. That this expansion be effective from 1 September 2015.

Reasons for decision

Esher High is a popular school and successful which delivers a high quality education. It was rated by OFSTED at its last inspection (Nov 2009) as an outstanding school. It also holds a number of awards and is recognised as a National Teaching School, a National Support School and a Lead school for educating Gifted and Talented students. The provision of additional places at Esher High meets the government's policy position to expand successful schools in order to meet parental preferences.

(Decision of Cabinet Member for Children and Learning – 13 March 2013)

(v) PROPOSED EXPANSION OF ST MARTIN'S COFE VA INFANT AND JUNIOR SCHOOLS, EPSOM

1. That the admission for St Martin's Infant School be approved as 3 FE from September 2014
2. That the admission for St Martin's Junior School be approved as 3 FE from September 2017
3. That additional accommodation be built at both schools and a suitable travel plan be agreed.

Reasons for decision

There is an immediate requirement for more primary school places in Epsom which is evidenced by data. This proposal to expand two popular and successful schools is in response to this need and the additional places will benefit local parents and children.

(Decision of Cabinet Member for Children and Learning – 13 March 2013)

(vi) CHARLWOOD INFANT SCHOOL: CHANGE TO A PRIMARY SCHOOL - DECISION

- (1) That Charlwood Primary School would decrease its Published Admission Number from 30 to 15 on 1 September 2013.
- (2) That no Year 2 children would remain on roll at Charlwood Primary School, but would continue to progress to other schools for their junior education.
- (3) That the school would become a restricted age primary school.
- (4) That Charlwood Primary School would extend its age range by 1 year on 1 September 2016.
- (5) That Charlwood Primary School would then extend its age range by 1 year each year until 1 September 2019, when it would become an all-through primary school.

Reasons for decision

Additional junior places in the area are necessary. The expansion of Charlwood Infant School would increase parental certainty of progression for their children and provide effective long-term provision to meet the needs of local children, promoting high standards, ensuring fair access to educational opportunity, and promoting the fulfilment by every child of their educational potential.

(Decision of Cabinet Member for Children and Learning – 13 March 2013)

RESPONSE TO PETITION CONCERNING HELICOPTER NOISE

The Petition

“We the undersigned petition Surrey County Council to help stop excessive helicopter noise over the county from non essential flights.”

Submitted by Mr Andy Lush
Signatures: 241

Further details from petition creator:

Surrey is regularly overflowed by noisy commercial and private helicopters, causing serious environmental health issues. The Civil Aviation Authority will not act. The vast majority of these flights are non-essential leisure and commuting trips. Affected residents in Surrey have had enough. We call on Surrey County Council to raise this issue at the highest level, and insist on protection for its residents from this extremely unpleasant and intrusive noise pollution.

Response

Firstly I would like to thank Mr Lush and the residents who signed the petition for raising this issue. The Council fully supports residents' rights to the peaceful enjoyment of their homes free from excessive noise pollution and recognises the concerns felt by those affected by aircraft noise.

The Council recognises the deficiency of the current regulatory framework and shares the petitioner's concern that this is an area which requires action at a national level. In this response I will set out the action which the Council is pursuing both to see strengthened controls over aircraft noise pollution, including helicopters, at a national level and measures which could be taken at a local level to help address local issues in Surrey.

The national picture – current regulations

Whilst there are regulations surrounding safety issues associated with helicopter flights, there are currently few controls over their noise. The main safety regulations regarding helicopters are incorporated within the Rules of the Air Regulations (2007), which form part of the Air Navigation Orders (2009). Safety regulations include:

- The 500 feet rule - Except with the written permission of the CAA, an aircraft shall not be flown closer than 500 feet to any person, vessel, vehicle or structure.
- The 1,000 feet rule - Except with the written permission of the CAA, an aircraft flying over a congested area of a city town or settlement shall not fly below a height of 1,000 feet above the highest fixed obstacle within a horizontal radius of 600 metres of the aircraft.
(Police helicopters are exempted from both the 500 feet and 1,000 feet rules).

The Civil Aviation Authority (CAA) is the organisation that deals with helicopter noise complaints. Helicopters flown according to the 'Rules of the Air' are given immunity from controls in relation to noise under the Civil Aviation Act 1982, the Air Navigation Regulations

and the Environmental Protection Act 1990.

Section 76 of the Civil Aviation Act 1982: "No action shall lie in respect of trespass or in respect of nuisance, by reason only of the flight of an aircraft over any property at a height above the ground which, having regard to wind, weather and all the circumstances of the case is reasonable, or the ordinary incidents of such flight, so long as the provisions of any Air Navigation Order... [broadly, the regulations governing licensing, air-worthiness, rules of the air and air traffic control] have been duly complied with."

There are specific restrictions for helicopters flying in the London and London City Control Zones. Single-engine helicopters are required to fly along designated routes; multi-engine helicopters can travel on more direct routes. Outside of these areas and Air Traffic Controlled airspace, helicopters are free to fly routes in accordance with the height restrictions set out above.

Further details can be found in the attached SASIG paper "The Impact of Helicopters". Also attached is a copy of Civil Aviation Authority report on planning controls - Helicopter Activity and Private Landing Sites.

The national picture – lobbying for change

Surrey County Council is a member of SASIG, the Strategic Aviation Special Interest Group of the Local Government Association. SASIG is a national group of local authorities with an interest in strategic aviation issues. These local authorities comprise a population of around 12 million people, over a fifth of the total population of England.

Surrey County Council works through SASIG to coordinate with other Local Authorities in a strategic manner on national aviation policy so as to reconcile economic, social and environmental issues.

In March 2011, the Government launched a scoping exercise towards developing a new sustainable policy framework for UK aviation. The Council and its partners in SASIG used this opportunity to call on the Government to include helicopter noise in the aviation framework as follows:

"Helicopter activity should be included in a new noise management regime, to address the associated impacts. Impacts from helicopter flights are related to the fact that the craft are flown using visual reference to the layout of buildings, transport routes, open spaces, etc. on the ground ('visual flight rules'), i.e. not along any predefined routes; the craft tend to be flown at lower altitudes than aircraft; and helicopters have specific noise characteristics." (Par. 6.10, pg.25)

Following the initial scoping exercise, the Government launched a consultation on its draft aviation policy framework in June 2012. The consultation included the following information in relation to helicopter noise:

4.90 We received a number of responses on the subject of helicopter noise, particularly in London. Unlike commercial aircraft, helicopters do not fly very high and therefore their noise has the potential to impact on people living along the entire length of their flight path. This means that in an area which experiences a concentration of helicopter movements, there

is scope for considerable disturbance. Many people have commented on the relatively greater annoyance from helicopter noise.

4.91 Helicopters must meet internationally agreed noise standards prior to the issue of a Certificate of Airworthiness. While it is possible to regulate airports and aerodromes, in many cases helicopters may not use these facilities. Helicopters are subject to Rules of the Air Regulations, which require minimum heights to be maintained, but there are no restrictions on helicopter movements within uncontrolled airspace. Within the London area, single engine helicopters are required to follow certain routes, though these are designed for safety rather than noise purposes. We would encourage NATS and the CAA to look at these issues overall, as well as in the context of work to review London airspace and we will consider how to address noise from helicopters in our review of the 2002 guidance.

The consultation ran until 31 October 2012. SASIG again took this opportunity to lobby for the inclusion of measures to address helicopter noise impact in the proposed legislation. SASIG's response to the consultation and the report informing its comments, setting out the regulations for helicopters and the community impacts and focusing on noise and controls, are attached to this response.

The Government's approach to the management of noise from general aviation and helicopters has been that it is not appropriate for the Government to intervene. The Government maintains the stance that local environmental issues are best resolved at a local level where possible.

SASIG does not agree that there are sufficient local powers for adequate local resolution of noise from general aviation and helicopters. SASIG has therefore called for the application of the Secretary of State's 'section 5 power' (Civil Aviation Act 1982), placing a duty on an aerodrome operator to have regard to the need to minimise adverse effects on the environment.

The Government should also take a proactive approach to reducing the impact of helicopters by using incentives to phase out noisier helicopters. In order to encourage newer and less noisy types of helicopters SASIG believes it is necessary to reduce the noise standard from the current level of 81 dB(A). In general, in seeking to reduce the number of older and noisier helicopters, the Government could use incentive/disincentive schemes to encourage phasing out of these helicopters.

SASIG has also lobbied for the development of a system of monitoring helicopter movements across additional areas of the UK and not just London. Currently, the CAA only monitors helicopter movements in London. In order to understand and quantify the impacts of helicopters in the UK, it is necessary to undertake more effective monitoring of helicopter movements across the UK and not just in the London Control Zone.

SASIG has called on the Government to recognise the role of heliport consultative groups in establishing local regulations to reduce impacts on communities and involve them and other groups in the development of legislation to address helicopter noise.

In addition to lobbying through SASIG, Surrey County Council also submitted its own separate response to the Government consultation on its draft aviation policy framework which directly addressed the issue of helicopter noise and shows the

seriousness with which the Council takes this matter. The Council's response, which is set out in the attached letter (see questions 12, 20 and 21), included the following views:

Unlike commercial aircraft, helicopters do not fly very high and therefore their noise has the potential to impact on people living along the entire length of their flight path. This means that in areas which experience a concentration of helicopter movements, there is scope for considerable disturbance. There is much feedback from the public in Surrey on helicopter noise and the relatively greater annoyance this causes. Policies included in the Framework to address this issue would be most welcome.

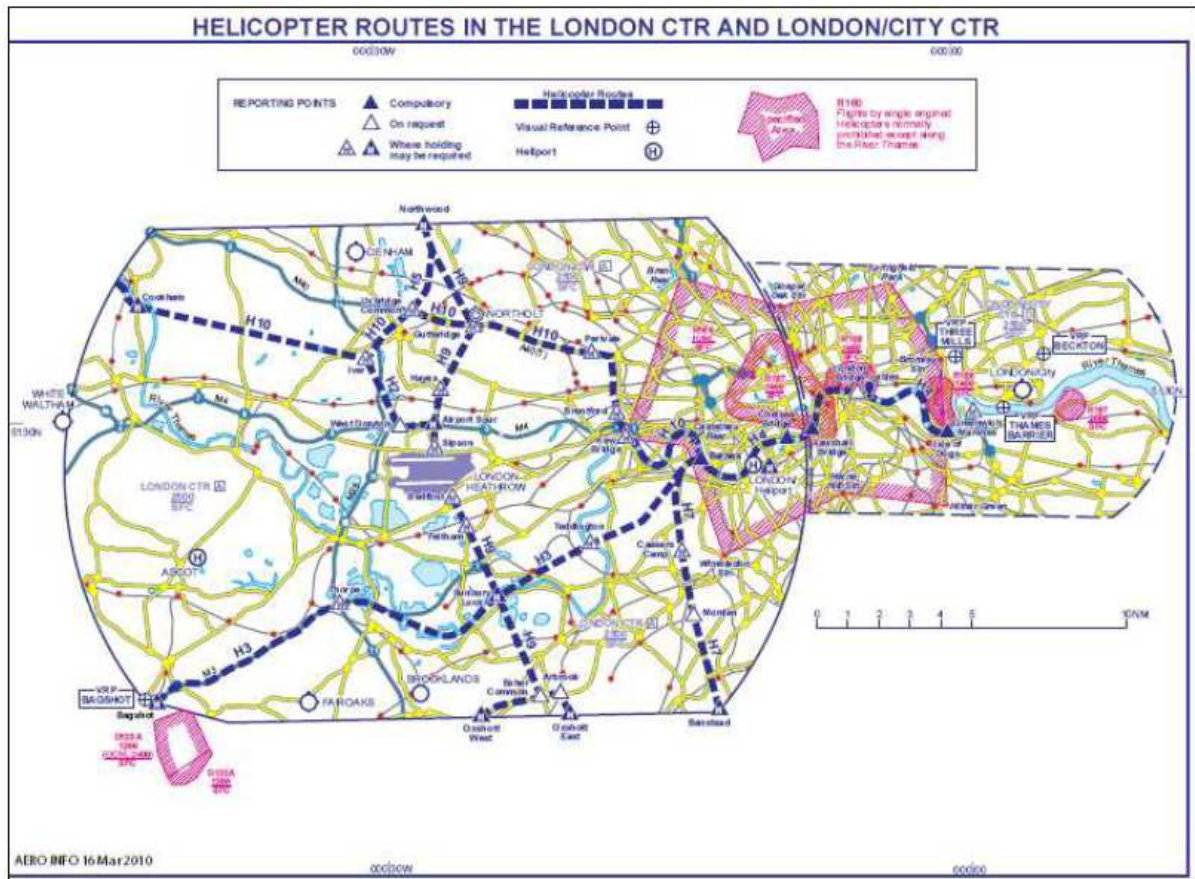
Legislation should be introduced to address helicopter noise and to extend the movement restrictions applicable to London. Permitted development rights for landing areas could be removed. The current exemption with regard to helicopter noise in the Environmental Protection Act 1990 could be revised.

The Government's response to the consultation and details of any proposed legislation is currently awaited. The petitioner will be advised of the response once received. Surrey County Council will continue to lobby both through SASIG and directly to promote the need for long-term, sustainable aviation policies that lead to a reduction in the environmental impact of aviation whilst securing appropriate social and economic benefits.

Local context – issues raised by the petition

In addition to continuing to lobby for effective controls on the adverse impacts of helicopter noise, the Council has also worked with partners at a local level to examine some of issues affecting Surrey residents.

An analysis of the location of signatories to the ePetition has shown that the majority reside in the north of the county and, in particular, grouped parallel to the boundary with London. This coincides with the alignment point of one of the main routes for helicopter flights into London (route H7 on the map below).



Further investigation, including work carried out into this issue by the London Heliport Consultative Committee, has pointed to one of the significant contributing factors to the complaints being leisure and social helicopter flights from Surrey airfields, particularly Redhill Aerodrome, lining up with the entry point to the set entry route to London over specific areas in the north of the county. This traffic 'funneling' leads to a number of flights taking place over the same areas and, therefore, often affecting the same residents disproportionately. This situation is added to by the presence of key racing events (Epsom Derby etc) in the area which can lead to significant additional number of helicopter flights at certain times of year.

I commend the steps already taken by the operator of Redhill Aerodrome to advise pilots using its airfield of the issues experienced by residents (attached). The aerodrome operator has asked its pilots to adhere to voluntary measures, including travelling at additional height and re-routing away from areas where complaints have been reported, to improve the situation for those residents affected. I will be contacting the aerodrome operator's consultative committee to see if there are other ways to improve the sharing and effectiveness of this advice with the aerodrome's users. Also, as a matter of local concern, I will be copying in the Local Committee Chairmen for the affected areas. They will be able to consider how best to take any local issues forward with their Borough and District colleagues at a future date.

Monitoring and reporting

Having considered the ways in which the Council is working at both the national and local levels on this issue, it is worth noting the positive direct role which local residents can play. In addition to the complaint reporting which can be made via the CAA, the operator of Redhill Aerodrome has put in place local arrangements for the

public reporting of aircraft noise issues (<http://www.redhillaerodrome.com/index.php/flying-complaint>). The aerodrome operator has shown a willingness to engage with the local community to address issues which have been raised and I urge residents who feel they have been affected to make use of those reporting arrangements. Such reports can be most effective when they include any details the resident might have about the aircraft/helicopter involved, the time and location of any instances and contact details for any follow up questions.

The aerodrome consultative committee receives regular reports on the noise complaints which have been submitted. If residents engage with the aerodrome operator it should be possible to identify if part of the problem does originate with these flights and whether or not voluntary measures are proving successful in encouraging pilots to fly with additional consideration of the potential impact on residents. Should it be discovered that there is another identifiable source of helicopter traffic affecting the area, then the same arrangements could also be used.

I hope residents will support the measures being taken at both the national and local level to address their concerns.

Mr John Furey
Cabinet Member for Transport and Environment
13 March 2013

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SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013



REPORT OF: TONY SAMUELS, CABINET MEMBER FOR ASSETS AND REGENERATION PROGRAMMES
LINDA KEMENY, CABINET MEMBER FOR CHILDREN AND LEARNING

LEAD OFFICERS: JOHN STEBBINGS, CHIEF PROPERTY OFFICER
PETER-JOHN WILKINSON, ASSISTANT DIRECTOR FOR SCHOOLS AND LEARNING

SUBJECT: WESTFIELD PRIMARY SCHOOL, WOKING – EXPANSION BY ONE FORM OF ENTRY FROM SEPTEMBER 2013

SUMMARY OF ISSUE:

To approve the provision of a permanent one form of entry increase at Westfield Primary School to two forms of entry to meet basic need requirements for primary places in the Woking area.

The number of primary school places in Woking is increasing. There are insufficient primary school places to meet this demand and increased primary provision is needed. Westfield Primary School is one of the schools best placed to expand to meet this demand. The demand is such that the expansion of Westfield Primary School is required for September 2013.

RECOMMENDATIONS:

It is recommended that Cabinet agrees the expansion and adaptation of Westfield Primary School, as detailed in this report, in principle subject to the consideration and approval of the detailed financial information set out in Part 2 of this agenda (agenda item 21).

REASON FOR RECOMMENDATIONS:

The proposal delivers and supports the Authority's statutory obligation to provide sufficient school places to meet the needs of the population in the Woking area.

DETAILS:

Business Case

1. The Cabinet Member for Children and Learning was informally consulted on 8 February 2013 and has given approval to the expansion of Westfield Primary School.
2. Westfield Primary School is located off Bonsey Lane, Woking and the site currently has other users in the form of Adult Education, Surrey Arts, and two private nurseries. The school currently provides 210 places but the school has taken 60 additional pupils over the last two years giving a total number on roll of 270. The proposal is to expand the school by 210 places to 420 places a net increase of 150 places over the current number on roll.
3. The main school buildings will have the capacity to provide for 420 pupils aged 4 to 11 on the basis that Surrey Arts vacate former school accommodation and the site in April 2013. The remaining requirement to achieve the expansion is an additional five classes. This will be achieved through internal remodelling of the school to be vacated by Surrey Arts.
4. The project is included in the County Council's school basic need capital programme as part of the 2013/2018 Medium Term Financial Plan.
5. A report for the relocation of Surrey Arts was presented to Cabinet on 26 February 2013 and was supported.

CONSULTATION:

6. This proposal is not a 'prescribed alteration' because Westfield Primary School has existing capacity in its current buildings for 420 pupils. The Local Authority is not required to undertake formal consultation on this proposal and the need to publish statutory notices does not apply in this circumstance.
7. The Cabinet Member for Children and Learning has not received a formal report to consider the publication of notices or to consider representations but endorses this proposal on the grounds that additional primary places are needed in the Woking area.
8. Whilst formal consultation is not required, significant informal consultation has been undertaken by the Local Authority with all primary schools in Woking regarding this proposal for some time and the school governors have consulted parents and pupils through their existing communication channels.

RISK MANAGEMENT AND IMPLICATIONS:

9. Risks associated with the projects are identified in the individual project business cases and a risk register is being maintained and updated on a regular basis for each.
10. Concerns over the increased traffic generation have been raised. A detailed Transport Assessment is being undertaken. Any significant recommendations for change may result in abnormal costs and these will be contained within the total cost envelope.

Financial and Value for Money Implications

11. The current total cost estimate for the two schemes is £2.63m. This will be subject to robust cost challenge and scrutiny to drive optimum value as the schemes progress.

Section 151 Officer Commentary

12. The Section 151 Officer confirms that funding for this scheme has been included in the 2013/18 Medium Term Financial Plan. The relocation of Surrey Arts, which is now part of the overall scheme will be included in the school basic need capital programme and included in the revised 2013/18 MTFP.

Legal Implications - Monitoring Officer

13. Section 13 of the Education Act 1996 places a general duty on local education authorities to secure that efficient primary education is available to meet the needs of the population of their area. Section 14 of the Education Act 1996 places a duty on local education authorities to secure that sufficient schools for providing primary education are available in their area. Section 5 of the School Standards and Framework Act 1998 places a duty to promote high standards. Therefore, there is a duty to provide efficient education and sufficient schools to do so.

Equalities and Diversity

14. The proposal would enhance educational provision for children in the community served by the school. There are no direct equalities implications arising out of the proposal. However the increase in provision will be open to all applicants, with the highest priority given to Looked After Children and pupils on the SEN register and/or who would benefit from a statement of educational need, thus supporting provision for our most vulnerable children.
15. Facilities will be fully accessible and meet all Disability Discrimination Act requirements.
16. The school will be expected to contribute towards community cohesion and will be expected to provide the normal range of before and after school clubs as are provided in a typical Surrey Country Council school.

Corporate Parenting/Looked After Children implications

17. This proposal would provide increase provision in the area, which would be of benefit to all in the community served by the school. This means it would, therefore, also be of benefit to any looked after children who will attend the school.

Climate change/carbon emissions implications

18. The County Council attaches great importance to being environmentally aware and wishes to show leadership in cutting carbon emissions and tackling climate change. New buildings will comply or exceed Building Regulations. For any new build projects, the contractor will be required to provide a Site Waste Management Plan.

WHAT HAPPENS NEXT:

19. Subject to Cabinet approval, the award of a contract to the contractor to deliver the works to provide additional pupil places.

Contact Officer:

Keith Brown, Schools and Programme Manager – 020 8541 8651
Kieran Holliday, School Commissioning Officer – 020 8541 7383

Consulted:

Will Forster, Local Member, Woking South
Julie Fisher, Strategic Director for Change and Efficiency
Paula Chowdhury, Strategic Finance Manager – Change and Efficiency
Schools – Head Teachers and governors in the Woking area
Parents and pupils

Annexes:

Annex 1

Sources/background papers:

The Education Act 1996
The School Standards Framework Act 1998
The Education Act 2002
The Education and Inspections Act 2006
Report to Cabinet: Schools Capital Budget Allocations 2010-2014 – 30 March 2010
Cabinet Member Report – Surrey Arts Relocation – 26 Feb 2013

SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013

REPORT OF: MS DENISE LE GAL, CABINET MEMBER FOR CHANGE AND EFFICIENCY

LEAD OFFICER: LAURA LANGSTAFF – ACTING HEAD OF PROCUREMENT & COMMISSIONING

SUBJECT: AWARD OF TWO YEAR CONTRACT FOR THE PROVISION OF TEMPORARY AGENCY STAFF



SUMMARY OF ISSUE:

- 1 Surrey County Council (SCC) currently has a contract in place for the supply of temporary agency workers through Manpower which was awarded in March 2009. The annual spend on this Contract is £10.8 million (in the financial year 2011/12).
- 2 The current contract expires on 31 March 2013 and there is a need for temporary agency workers to continue to be provided or there will be a shortfall in services.
- 3 The provision for this service is currently being reviewed to consider all options for a long term strategic solution for the supply of temporary staff. A cross functional team has been formed to review the long term requirement and offer the best commercial approach.

This paper focuses on the proposed short term contract whilst the long term strategy is devised.

RECOMMENDATIONS:

It is recommended that Cabinet approves the award of a two year new contract under a national framework which commenced April 2011 (contract notice 2010/s 209 3197760, so as to continue the provision with the current provider Manpower, for the supply of temporary staff.

REASON FOR RECOMMENDATIONS:

The current contract works well in delivering temporary agency staff to the Council. However after consultation with stakeholders there are aspects within the service provision that users would like to see improved.

A project team has been formed consisting of representatives from Human Resources, Procurement, Children's and Adult Services to consider and create a strategy for the long term use of temporary staff.

This review will take into account market conditions and industry performance as well as recent changes in legislation regarding temporary agency workers. It will focus on the best options for delivering the Councils requirements and will potentially create innovative solutions to meet those needs.

The contract will provide the time required to complete and implement the outcomes of the review.

<u>DETAILS:</u>

1. Surrey County Council currently has a contract for the supply of temporary agency workers through Manpower. The annual spend on this contract is approximately £10.8 million (in the financial year 11/12) which has reduced from £18m in 2009. The current spend for 12/13 is £10.5m. The Contract currently covers the provision of all the council's temporary agency workers with the exception of educational psychologists, supply teachers and medical escorts, which are delivered through a variety of other contracts.
2. The Council places c. 500,000 hours of work through the contract per annum. Children, Schools and Families expenditure is highest at £4.3m per annum (2011/12). Adults Social Care place the largest number of hours through the contract at 233,364 hours in 2011/12 at a cost of £3.9m.
3. There remains a need to have a flexible workforce to cover sick leave, maternity cover, shortfalls in establishment and seasonal peaks in workloads.
4. The current contract provides a number of benefits listed below:
5. It ensures compliance to all employment legislation. This includes the agency worker regulations, which provide a significant change to the way that temporary staff pay is calculated. The legislation states that after twelve weeks the agency worker has to be paid on par with a permanent member of staff performing the same job role.
6. The arrangements also enable the Council to have a complete and thorough process for ensuring safeguarding compliance, which would apply to the new contract. Manpower as the first tier supplier has the responsibility for regularly auditing all of the second tier suppliers. These audits review the processes that ensure eligibility to work, references and Disclosure and Barring Service ('DBS') (formerly CRB) checks are carried out on all placements working with the Council where required.
7. The current approach also enables the Council to have real time and up to date reporting on all agency spend. This has enabled the Council to analyse the way it uses agency staff across all directorates and work streams.
8. However, a series of workshops held with users to gather requirements for the provision of temporary staff, have identified certain ongoing issues, which will form part of the strategic review.
9. Quality of candidates is often seen as variable. In some sectors, such as qualified social care, there is a shortage in the market place. It is difficult to grow or radically alter this market and the review will look at how SCC could increase the availability of experienced staff.

10. Analysis of the usage of the current contract has revealed that the Council uses its temporary staff for a period of 12 weeks on average. The duration of placements is partly due to the fact that it is hard to recruit roles such as qualified social workers and unqualified care workers.
11. Training is not always adequate. Training of staff is currently the responsibility of the supply chain and much is delivered via e-learning packages. Whilst this might be acceptable for some areas of training, it is not adequate in all, for instance manual handling for moving people. SCC carries out classroom based training for its own staff and would like to have the same level of training amongst temporary agency staff.
12. Further the temporary agency market does not work towards developing their staff in the same way the Council does. The result of this is that temporary employees can remain at a static point in their personal development or SCC takes on the role of training temporary staff at its own cost.
13. The short term need to have this proposed contract in place is to enable the Council to identify potential ways of delivering a temporary workforce which is not necessarily using one of the traditional routes to market. The Council wishes to fully explore all potential models.
14. However, some of the feedback that has been received through the workshops can be addressed within the new short term contract:
 - Manpower will target and develop local suppliers in some of those locations where it is difficult to fill roles
 - Regular feedback meetings will be implemented for senior management and HR relationship managers to attend. These meetings will enable the Council to not only discuss contract performance, but market trends and future resourcing needs. This will also enable Manpower to work more proactively to meet the Council's requirements.

CONSULTATION:

15. Consultation has been across all services within the Council. Every service that uses temporary agency staff have been involved in workshops to establish what is working on the current contract as well as future requirements.
16. Requirements were gathered as part of the review of the service across a range of services and departments via a series of workshops. These workshops included service co-ordinators, hiring managers and HR Relationship Managers.

RISK MANAGEMENT AND IMPLICATIONS:

17. Manpower may lose motivation if the future strategic direction precludes them as a solution. However this will be mitigated by robust contract management.
18. A long term strategy has to be in place before SCC can source the next route to market. This needs to be completed in time to ensure that all procurement activity can be completed within the two year contract period. Robust project management disciplines will help mitigate against this.

Financial and Value for Money Implications

19. The budgets for temporary agency staff are included within Service departmental budgets.
20. During the current contract the Council has constantly driven through efficiency savings and it has negotiated the reduction in margins it pays for temporary staff of up to 6 percent depending on the sector. The proposed contract has been assessed against this reduced pricing.
21. Manpower will continue to charge at the current contract rates until the start of the new contract.
22. SCC is able to call off the new contract directly from a recent competitively tendered national framework. The recommended contract will provide an annual saving of £0.5m (based on a comparison of January costs under the current and recommended new contract).
23. In addition, the agency fee will remain fixed for the duration of the contract.

Continuing with the current supplier will mean that SCC will not have to undertake a large exercise to transfer staff to a new agency. Therefore, SCC will save on the cost of change by awarding to Manpower.

Section 151 Officer Commentary

24. The Section 151 Officer confirms that the financial implications of moving to a new agency contract have been addressed in this report. The savings from the new contract will be dependent upon future volumes, but notes that the estimated saving of £0.5m per annum has been calculated on the basis of the agency staff usage in January 2013, which is slightly below the average for the year.

Legal Implications – Monitoring Officer

25. The Monitoring Officer confirms that all material legal implications and legislative requirements have been considered in this report.

Equalities and Diversity

26. The Council has been mindful of its equalities duties in carrying out the procurements relating to this paper. Under the Equality Act 2012 when considering this item, the Cabinet should have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it - the relevant protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation
27. The contract which the tiered suppliers will sign stipulates that they will comply with the relevant equality and diversity legislation (including the Equality Act 2010) whilst performing the services. The contract also requires

the suppliers to adopt SCC's equal opportunities policy when recruiting and dealing with their personnel.

28. The contract will deliver a robust approach to recruiting temporary staff from all segments within society. The contract will have the same expectations to recruitment that the Council has. The contract will be awarded to the current provider who already meets our requirements for equalities and diversity.

Safeguarding responsibilities for vulnerable children and adults implications

29. The recruitment process is key to ensuring that vulnerable adults and children are not put at risk by those working in direct contact with them. The safeguarding element of the contract is very clear and stringent. There is a requirement for all temporary staff to have annual DBS checks and as well as full references on appointment.

The entire supply chain that sits behind the Manpower (MSP) are regularly audited to ensure compliance to these explicit requirements. Agencies that fail the audit are suspended from the supply chain, ensuring that no further bookings can be filled by the agency. Once issues have been resolved the agency can re-enter the supply chain if suitable to do so.

WHAT HAPPENS NEXT:

30. Approval by Cabinet 26 March 2013
31. Award contract 5 April 2013
32. Long term strategy to be signed off by CLT by May 2013
33. Communications will be both to agency staff and SCC staff. The Council will agree a joint statement with Manpower that will be released to both organisations.

Contact Officer:

Bernice Milton Senior Category Specialist 020 8541 9649

Consulted:

CLT
Service Co-ordinators
Hiring Managers
Temporary Labour Project Board

Sources/background papers:

- None.
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CABINET**DATE: 26 MARCH 2013****REPORT OF: MS DENISE LE GAL, CABINET MEMBER FOR CHANGE AND EFFICIENCY****LEAD OFFICER: LAURA LANGSTAFF – ACTING HEAD OF PROCUREMENT & COMMISSIONING****PAUL BROCKLEHURST – HEAD OF INFORMATION MANAGEMENT & TECHNOLOGY****SUBJECT: FRAMEWORK FOR THE PROVISION OF MANAGED PRINT SERVICES****SUMMARY OF ISSUE:**

The Council's current printer estate is out of date and costly due to the age of its existing devices, the associated rising maintenance burden and the need to purchase a diverse range of consumables.

The adoption of a modernised and rationalised printer estate will reduce costs and improve the working environment. It is proposed that this is achieved through the provision of a managed service solution delivering a range of printing methods including printing, photocopying, scanning and faxing.

The Cabinet is requested to approve the recommendations summarised below.

RECOMMENDATIONS:

A framework agreement that is open to all authorities in the region will provide a common route to market. This will enable the potential delivery of future economies of scale through collaboration, as Councils join up their print requirements over time. Surrey County Council plans to 'call off' from this framework initially for its immediate requirements.

It is therefore recommended that the Cabinet:

- (1) Approves the award of a four year framework agreement that will be made available for use by Surrey County Council, all local authorities and all public sector bodies in the South East. Details can be found in the Part 2 Annex (item 23)
- (2) Approves the award for Surrey County Council's specific print solution (as a mini competition from the framework) to the bidder identified in the Part 2 Annex(item 23) for a 5 year contract.

REASON FOR RECOMMENDATIONS:

Surrey County Council (SCC) needs to modernise its approach to printing by offering a holistic and flexible print solution that fits organisational and operational needs.

The Council has a wide range of devices that print, photocopy, fax and scan which are of different makes and models. Currently there are 1800 networked printers and numerous photocopiers, plus standalone printers/photocopiers in various teams. These devices are spread across 143 buildings. This wide range is difficult to support/maintain and therefore expensive. The Council also needs to buy and stock a wide range of consumables for the devices makes and models. The current cost of printing and photocopying is approximately £1,275,000 per annum.

A move to Multi Functional Devices (MFDs) offers the ability to scan, fax, photocopy and print from a single machine, with resultant cost savings and rationalisation of equipment. Such devices also offer increased security, along with a reduction in print wastage and carbon.

SCC has entered a framework agreement (which will be open to all local authorities and all public sector bodies in the south east). This will give the Council a route to market for all its print needs. The framework will also facilitate a longer term collective approach to the delivery of printing across Surrey or a larger region such as the South East 7.

DETAILS:

Background

1. The Council has a multiplicity of printing devices, photocopiers, scanners and fax machines which do not offer the same functionality and are expensive to maintain and operate. The use of separate devices to provide printing, photocopying, scanning and faxing means that the Council is wasting space, power and is not taking advantage of the latest technology to carry out basic activities which support the way staff work.
2. Local purchasing of devices has contributed to the wide range of equipment currently in use but has also put in place a wide range of procurement methods, particularly with photocopiers. Some have been purchased outright, others leased or rented and some charged for on the basis of the number of copies made or a combination of the above. As a result many different suppliers, different contract periods, maintenance agreements and different terms and conditions are in place across the Council, which does not optimise spend in these areas.
3. There is currently no corporate contract in place for the supply of printers, photocopiers or scanners, which denies the Council the opportunity to make savings from a consolidated contract, which would allow for economies of scale to drive down the total cost of ownership.
4. Market investigations have revealed that there are a range of options to manage SCC's printing that are unavailable with stand alone printers, such as scanning and faxing which can be sent to email addresses. There are no options within SCC's current printing to be able to print documents from

I-Pads or Blackberry devices which are part of the IT and Smarter Working strategies.

Procurement Strategy

5. At an early stage of the procurement plan a review of identified options was carried out and can be summarised as follows:

Option 1

6. Do nothing: This has been discounted for the reasons outlined above.

New stand alone printers could be procured to replace the current ones but this will continue to limit the opportunity for rationalisation and central management information would remain unavailable to support future changes in behaviour.

Further if we continue as we are, going against market and technological trends, we will not be able to combine with other authorities for future buying power.

7. The ongoing costs remain as they are at £1,275,000.

Option 2

8. Procure new Multi Functional Devices: A key benefit of this replacement technology is that it will provide a comprehensive view of usage patterns and support any policy looking to change this (which can be managed by creating particular user profiles via swipe cards). Overall, this is likely to lead to a general reduction in demand.
9. There are benefits in this option which are:
 - a positive impact on the Council's carbon 'footprint' and energy consumption,
 - provision of management information with consolidated billing
 - rationalisation of the use of consumables – including cartridges and paper.
10. However, any upfront capital commitment would be based on current print demand. It is only through the management information on usage patterns, which SCC will gain through the implementation, that the Council will be able to reduce demand and hence requirements for printers. Making a capital commitment up front is likely to lead to over capacity in the longer term with printers left idle or underused. However, a capital procurement may be a suitable option in the second iteration of this contract once the printer estate has been rationalised.
11. In addition to the actual cost of the printers there would also be costs for project management and implementation as well as the cost of the software that would support the follow me print requirement.

The recommended option (option 3)

Lot 3 – consumable purchases.

16. The Council intends to call off from the second lot immediately. However, the tender exercise has created a rounded and cost effective approach to buying goods and services for printing. This will create the maximum flexibility depending on the needs of the schools, libraries and the Council itself, whose requirements may be very different,
17. This contract will be able to serve the South East region for all Boroughs, Districts and County Council and this could lead to potential future economies of scale as authorities join up their requirements
12. A managed print service is where a company manages the devices and maintenance in a unified fashion. It offers SCC the flexibility to pay for the service based on volumes of documents actually produced (whether these are print, photocopying or fax). The service provision will include:
 - all project management costs for the implementation
 - all of the machines
 - the service support of those machines
 - the associated consumables.
13. A fully managed print service will meet the Council's future printing requirements through:
 - proactive maintenance of the Council's printer estate as well as rationalisation – fewer desktop printers and more consistent use of brands and models,
 - on-going optimisation of the Council's printer estate
 - a positive impact on the Council's carbon 'footprint' and energy consumption,
 - provision of management information with consolidated billing
 - rationalisation of the use of consumables – including cartridges and paper.
14. During the process of evaluating the route to market, meetings with Kent County Council (KCC) concluded that both Councils were in the same position with their printing and have similar requirements. After discussions it was agreed that both KCC and SCC would go to the market in a joint activity to maximize the commercial leverage. Guildford Borough Council also joined the procurement process as did Kent and Medway Fire Authority.
15. A tender exercise has been undertaken using the Bravo e-tendering system. (the results of which are detailed in the Part 2 Annex, item 23). The tender is designed to set up a framework which will have three lots:

Lot 1 - capital purchase of equipment.

Lot 2 - managed service provision.

18. The savings and efficiencies that the procurement exercise will realise will be further enhanced through future changes in behaviour.
19. The existing behaviours regarding printing across the Council need to change and modernise in keeping with the office improvements and new ways of working staff are now adopting. There is currently a high tendency for staff to print off emails and documents that could, and should be read on screen. One of the main reasons for this is the ease of printing to a printer that is adjacent to the individual. There is further evidence that staff will print off documents, but do not retrieve them from the printer/copier and are therefore wasting paper, toner and energy.
20. The new provision of devices will help to support our staff in more flexible ways of working and enhance our level of confidentiality when printing documents. For example, the benefits that will be achieved include:

	Benefits
"Follow Me" printing (no document is printed until the individual enters their unique identity)	<ul style="list-style-type: none"> • Printing of documents will not occur until the individual is present at the device. • A time period for collection of printing can be set, and printing not collected in that timescale will be deleted. • No confidential documents would be vulnerable to being left exposed on printers.
The individual can specify the printer they want the document sent to	<ul style="list-style-type: none"> • A member of staff undertaking a piece of work away from their normal base, can specify the printer they wish to collect the information from. E.g. a report prepared and sent to a printer from home, could be collected on the way in to a meeting. Ensuring just in time information management.

21. These changes will lead to less printing and less waste and therefore a further reduction in the amount the council will pay.
22. A multidisciplinary project team, based and project managed within the Change & Efficiency Transformation team, will be working with the approved supplier to support and guide the implementation, as well as supporting staff to take full advantage of this change and playing a part in their increased flexible working arrangements. The supplier will be providing a project manager for this phase of the project. The implementation will be underpinned by a robust and timely communications and engagement plan..
23. The new supplier will carry out a full audit site by site as part of the implementation phase. This will give a comprehensive and complete picture of all equipment and leases. The supplier will then present a site specific business case, which will take into consideration any existing leases and newly purchased equipment. This will ensure that the most commercially advantageous options are signed off by the project team as part of the governance structure.

CONSULTATION:

24. This project is a collaborative project with Guildford Borough Council, Kent County Council and Kent Fire and Rescue. There have been extensive meetings with these authorities and they have also been involved in supplier discussions.

RISK MANAGEMENT AND IMPLICATIONS:

Describe the risks associated with this project	Risk Description	Mitigation Action
Financial Risks	There are risks that costs could escalate through the lifetime of the contract	This will be mitigated by having a commercial contract manager within Procurement. The detailed solution for each site will be signed off by SCC before it is implemented (with a right of refusal)
Reputational Risks	Poor performance of the supplier leads to reputational issues for the Council	Careful selection of suppliers and careful management and audit of service by IMT and Facilities staff.
Service delivery risks	Cultural change is not achieved	A project team will be in place supporting the implementation. The team will sit within the CAE Transformation team.

Financial and Value for Money Implications

25. The estimated cost of printing and photocopying is approximately £1,275,000 per annum. These costs have been estimated based on spend data however a comprehensive figure cannot be established until the full audit process has been concluded. This will be further validated in the implementation phase.
26. The results of the tender process for the managed service will deliver estimated savings of £500,000 per annum, once the managed service solution is fully operational, which is expected to be the financial year 2015/16. A timeline of the expected net savings expected is included in the part two annex (item 23).
27. These savings will be achieved as a direct result of printer rationalisation and reductions in consumables costs. They are based on the current level of demand being sustained in the future, although we are expecting demand to reduce. Current demand levels have been calculated based on the amount of paper used (c. 32 million sheets per annum).
28. The estimated savings do not include reduced utility costs. Once the supplier has completed the equipment audit, an estimate of the utility savings achievable will be calculated.
29. As already detailed in this report, further savings will also be generated through managing changes in the pattern/overall level of demand, e.g. reduction in the use of paper through reduced printing.

30. The contract will be funded through a central budget held by Property which will improve the Councils ability to understand the cost of printing and raise its understanding of how to drive those costs down. The budget will be created from budget virements from each department based upon the cost and usage information as established during the first implementation phase.
31. The contract will be managed three ways during the contract. Initially the contract will be managed by the Transformation project manager as part of the implementation in conjunction with IMT. Post implementation the contract management will sit within the Property Services Facilities Management team. Procurement will commercially manage the contract throughout its lifetime.
32. With a fully networked solution all usage can be tracked with auditing software to provide management information on who printed what, when and where.
33. The back-office administration can be reduced by providing a single invoice per quarter which covers all print devices on the contract and all aspects of output.
34. A report will be provided to the leader one year after the commencement of implementation detailing all benefits realised compared to those outlined within this report.

Section 151 Officer Commentary

35. The Section 151 Officer confirms that the financial implications of the recommendation are covered in this paper and the associated part two annex (item 23). The profile of estimated savings will be further validated during implementation.

Legal Implications – Monitoring Officer

36. The Monitoring Officer confirms that all material legal implications and legislative requirements have been considered in this report.

Equalities and Diversity

37. The Council has been mindful of its equalities duties in carrying out the procurements relating to this paper. Under the Equality Act 2012 when considering this item, the Cabinet should have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it - the relevant protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation
38. The procurement process for the Framework agreement was undertaken through an EU Procurement procedure, which was advertised to allow suppliers to express their interest. An electronic tendering platform was used through the Bravo E-sourcing Portal.

39. The contract which the suppliers will sign stipulates that they will comply with the relevant equality and diversity legislation (including the Equality Act 2010) whilst performing the services. The contract also requires the supplier to adopt SCC's equal opportunities policy when recruiting and dealing with their personnel.
40. An Equality Impact Assessment will be completed at each site prior to implementation.
41. All suppliers will be able to provide a range of equipment which meet DDA requirements.

Climate change/carbon emissions implications

42. Changing SCC's printer estate will dramatically improve the carbon footprint for printing within the County Council. The current old printers do not power down which new machines will do. There will be a reduction in paper usage as the proposal will reduce waste caused by print outputs being left uncollected by printers. The new provider will be tasked in demonstrating carbon reductions as part of the contract performance indicators.
43. Multifunctional devices are energy star accredited. A key criterion for Energy Star compliance is the automatic 'power down' function that reduces the machine's power consumption when not in use.
44. The standard energy consumption of some MFD's can be as low as 1w, compared to 690w for older devices.
45. The MFD's use on demand fixing technology which only heats up when required saving up to 75% of energy compared to traditional fixing technology.
46. All old printers will be disposed off in accordance with the WEEE regulations.

WHAT HAPPENS NEXT:

Approval by Cabinet 26 March 2013

Award the framework 5 April 2013

Award the call off 15 April 2013.

Activate the contract 16 April 2013.

March 2013 implementation team active and communications with services commences.

Contact Officer:

Bernice Milton, Senior Category Specialist HR and Corporate Procurement and Commissioning

Tel: 020 8541 9649

Consulted:

Cabinet Member Change and Efficiency
Head of Service IMT
Head of Service Transformation
Building users groups
Making a Difference Project Board
Category Manager CEC

Annexes: None

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SURREY COUNTY COUNCIL

CABINET

DATE: 26 MARCH 2013

REPORT OF: MR JOHN FUREY, CABINET MEMBER FOR TRANSPORT AND ENVIRONMENT

LEAD OFFICER: TREVOR PUGH, STRATEGIC DIRECTOR – ENVIRONMENT & INFRASTRUCTURE

SUBJECT: WASTE MANAGEMENT: PROPOSAL TO DELIVER ECO PARK



SUMMARY OF ISSUE:

To report on current status, describe next steps, and request approval to carry out the necessary activity to enable Cabinet to make a final decision regarding a contract amendment to deliver the Eco Park.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. Approves the actions proposed in this report, and requires a further report by the end of July 2013, which provides the necessary information to enable the Cabinet to approve the actions to deliver the Eco Park.
2. Notes the positive discussions with DEFRA and supports a realignment of grant with planned spend profile.

REASON FOR RECOMMENDATIONS:

The recommendations are necessary to provide proper authority to:

1. Deliver the Eco Park which represents a corporate priority for the Council.
2. Avoid significant cost implications to the Council
3. Provide assurance to contractual and funding partners to the Council
4. Demonstrate ongoing commitment to value for money for the UK taxpayer

DETAILS:

Reason for Report to Cabinet

1. In March 2011 the Cabinet delegated authority to amend the Waste Contract to deliver the Waste Strategy, including the construction of the Eco Park. Since then the technical solution has been developed, permissions have been granted and the financial and legal negotiations are at an advanced stage. There have also been significant developments in the approach to waste in Surrey and in the South East 7 (SE7) region, aimed at delivering savings through increasing the value of waste materials and benefits of scale and efficiency.
2. Given the corporate significance of the Waste Strategy and the fact that new issues have arisen, the Cabinet Member for Transport and Environment felt it was prudent for the Cabinet to receive a further report prior to making a final decision relating to the delivery of the Eco Park, to ensure that the decision is based on the most up to date information.
3. It is necessary for a decision to be taken as soon as possible to avoid further delay in the construction of the Eco Park. Delay would result in significant costs to Surrey taxpayers and delays in the achievement of the Waste Strategy targets.

The Drivers for Change

4. Historically waste in the UK has been disposed of by landfill. Landfill is an inefficient use of scarce resources and biodegradable waste in landfill is a significant producer of harmful greenhouse gases. The Waste Strategy is aimed at reducing levels of municipal waste and increasing the value of materials within the waste stream by reusing, recycling and producing renewable energy. The cost of landfill has risen steeply and will continue to rise in the future.
5. Delivery of solutions based on the Waste Strategy, including the Eco Park, is necessary to ensure that Surrey County Council is effective in delivering financial and environmental benefits to the Surrey taxpayer, in partnership with District and Borough Councils and the SE7 region.
6. Full details of the need to deliver new solutions are provided in the February 2010 and March 2011 Cabinet reports.

Waste Management Progress

7. In June 2006, the County Council, along with all Surrey waste authorities, adopted a Joint Municipal Waste Management Strategy. This strategy set out a plan for managing household waste in Surrey until 2026. An updated version was produced called "A Plan for Waste Management" and was subsequently endorsed by SCC's Cabinet on 29 September 2010.

8. A Plan for Waste Management sets out a series of ambitious targets for Surrey's local authorities, relating to reducing household waste, increasing recycling and diverting household waste from landfill.
9. Surrey authorities have made significant performance improvements over the past five years, which have significant environmental and financial benefits for the Surrey taxpayer.
 - The amount of waste produced per head of population in Surrey reduced by 17% between 2007/08 and 2011/12.
 - The Surrey recycling rate has increased from 35% in 2007/8 to 51.5% in 2011/12.
 - The proportion of waste Surrey sends to landfill has reduced from over 60% to under 20%.
 - Recycling performance improvement through changes in kerbside collection systems, including collection of a wider range of materials for recycling. Surrey is the first county where all districts and boroughs collect food.
 - A number of joint contracting and purchasing arrangements have been introduced including green waste processing and the purchase of fuel.
10. The Surrey Waste Partnership continues to develop. Work over the next few years is set to deliver further performance and efficiency improvements.
11. Surrey County Council is now looking to deliver further improvement by engaging with the 55 waste authorities in the SE7 area. A strategic blueprint is being developed to steer the SE7 authorities towards becoming a regional waste business that supplies commodities and fuel to the market and delivers substantial financial benefits for the SE7 taxpayer. In June 2013 SE7 Leaders will consider the investment required to achieve this vision.

Eco Park Progress

12. Planning - Following extensive consultation, planning permissions have been granted for the Eco Park at Charlton Lane, Shepperton. In March 2011 a permanent permission to use as a waste site was granted, followed in March 2012 by a permission to develop the Eco Park on the same site. Both permissions are subject to a number of conditions that require the applicant (SITA) to submit detailed technical schemes and plans, this process will take into account changes to sub-contractors and technology providers where appropriate. This activity is well advanced although further submissions and detailed applications will be required.
13. Environmental Permit - On 8th October 2012 an environmental permit was issued by the Environment Agency. This permit is required before any waste facility can operate. It will require a variation to reflect the change of technology provider referred to later in the report.

14. Footpath diversion – One planning condition is a requirement to divert a footpath to enable the Eco Park to be built. Following objections by a number of local residents, the Planning Inspectorate has decided to hold a public inquiry which will take place on 3rd and 4th April 2013. A decision is expected by July 2013.
15. Delivery timetable (based on satisfactory outcomes of regulatory requirements without significant delay)
 - September 2014 Recycling and bulking facility operational
 - End 2015 Eco Park fully operational.

The Contractual Position

16. The County Council is the statutory Waste Disposal Authority for Surrey. The District and Borough Councils are the statutory Waste Collection Authorities.
17. In 1999 the Council entered into a long term (25 year) integrated waste management contract with Surrey Waste Management Ltd, (a wholly owned subsidiary of SITA UK). DEFRA supports this contract by providing Waste Infrastructure Grant. The Waste Contract provides for the treatment of residual waste delivered by Waste Collection Authorities and the operation of 15 Community Recycling Centres where the public can take waste to be recycled or for disposal.
18. The Council's Waste Contract was one of the first waste contracts of this kind. At that time the anticipated volume of residual waste requiring disposal was over 330,000 tonnes a year and the original intention was to dispose of this largely through two energy from waste plants, to be provided as part of the Waste Contract.
19. The first 10 years of the contract saw a rapidly changing landscape for waste. There were significant changes in the law and policy in relation to waste management at national, regional and local level, alongside a shift in public behaviour. Alternative technologies have also emerged.
20. In order to move forward, the Surrey Councils jointly developed a revised Waste Strategy in 2010, and the Cabinet now has to consider varying the Waste Contract within the mechanisms it provides.
21. The existing Waste Contract with SITA predates the Waste Strategy. It requires the contractor to fulfil statutory waste management obligations on behalf of the Waste Disposal Authority, in relation to disposal of all Surrey's residual municipal waste and operating community recycling centres.
22. In summary, in order to proceed with the Waste Contract, it would require amendment to have the following effect:
 - Update the service specification and service delivery plan
 - Update the financial model based on the delivery of Waste Solutions, and adjust the contractual payments accordingly

- Update performance targets and timescales
- Confirm the contractual position relating to cost and risk resulting from the replacement of energy from waste incineration technology by new technologies (anaerobic digestion and gasification)
- Confirm the funding arrangements by which the contractor will provide finance for the infrastructure required, including the Eco Park.

Assessment of Amendment to Waste Contract to deliver Waste Solutions

23. The decision to vary the Waste Contract to deliver the Eco Park requires careful consideration by Cabinet as it is a complex assessment involving many facets. The assessment process is summarised below in order that Cabinet can confirm their approval of the process and timescales.

24. Officers have taken advice from:

- technical advisers (Mott MacDonald)
- legal advisers (Simmons and Simmons)
- financial advisers (Deloitte)
- planning advisers (Enviros)

25. The assessments of relevant Heads of Service are also required:

- Head of Waste Service – technical and service
- Head of Legal Service – legal (contractual, procurement and local government)
- Chief Finance Officer – affordability and value for money
- Head of Procurement – negotiation and contract strategy

26. The final assessment will be reported to Cabinet before the end of July 2013. It will provide:

- A technical consideration of the waste treatment technologies available
- The options available to the Council and the consequences of each option
- Recommendation of the most advantageous and value for money option
- Description of the proposed sub-contractors (including technology providers) appointed by SITA to build the Eco Park

Technical Assessment

27. Whenever amendment to the Waste Contract is considered, a technology assessment is undertaken by technical advisors, Mott McDonald, to ensure that Surrey benefits from the most modern and appropriate technologies. In March 2011 the technologies proposed for the Eco Park comprised anaerobic digestion for food waste and Batch Oxidation System (BOS) gasification technology for residual waste.
28. Since March 2011 the licence holder of the previously proposed BOS Gasification technology has gone into administration, removing this option to SITA. Mott McDonald have therefore carried out an update of the gasification technology assessment. The updated assessment concluded that there were now a number of potential suppliers within the gasification market.
29. In order to address this issue and demonstrate value for money SITA has conducted an additional procurement exercise. This has been to secure the most advantageous anaerobic digestion and gasification technologies within a sub-contract led by an engineering, procurement and construction (EPC) contractor who will be responsible for the overall delivery of the Eco Park, including the appointment of the technology providers. The procurement exercise is at its final stage and therefore remains commercially sensitive. Appointed contractors will be reported to Cabinet in the next report.

Operational and Sustainability Assessment

30. Waste management is a statutory responsibility for the Council and a crucial front line service affecting all residents. The operational consequences of each option available to the Council, including risks to service provision and comparative environmental impact, will be assessed and reported to Cabinet in the next report.

Financial Assessment: Value for Money and Affordability

31. The Value for Money assessment has to take into account the overall effect on the public purse, i.e. it will not take into account the reduced costs to the council through support from government in the form of Waste Infrastructure Grant. Formal value for money advice will be provided by the Chief Finance Officer in the next report to Cabinet.
32. The affordability assessment will consider the long term cost of options and impact on the Council budget.

Government Support for Waste Infrastructure

33. The Council's Waste Contract was procured under the Private Finance Initiative (PFI) in 1998 and is backed by government grant, known as PFI credits, which support capital expenditure on infrastructure, financed by the Council through the contract. The Council and its contractor SITA have committed significant time and resources to deliver waste infrastructure in Surrey.

34. As well as working in partnership with its contractor, the Council has worked closely with DEFRA to deliver its objectives. In December 2010 it submitted a variation business case to DEFRA in support of the current Eco Park proposals and is in ongoing discussions with officials.
- 35 As Members may be aware from press reports, in February 2013, Ministers withdrew the provisional allocation of credits from three waste projects: Merseyside Recycling and Waste Authority and Halton; Bradford and Calderdale; and North Yorkshire and City of York. This followed an assessment by DEFRA of national progress towards providing treatment infrastructure to meet the country's obligations to reduce the amount of waste sent to landfill. It is reassuring to be able to report that, when these grants were withdrawn, the Chief Executive received a letter from the Parliamentary Under Secretary informing him of Ministers' continued support for Surrey's project, provided that it continues to meet the terms and conditions of its grant (letter attached).
- 36 Council officers have also recently met DEFRA officials to discuss the Council's variation business case and the outcome of the consultation referred to above. The interests of DEFRA and SCC are closely aligned towards delivering, as quickly as possible the planned further infrastructure. DEFRA reaffirmed its commitment to providing support to the Council through its transactor and by other means. However both the Council and DEFRA recognised that the current profiling of the remaining grant does not align with the planned profile of infrastructure spend and agreed that it would be represent a better use of public money if those profiles were aligned. DEFRA has reassured the Council that there is no intention to reduce the total amount promised to the Council when it agreed to enter into the contract with SITA subject to the delivery of planned infrastructure. The details of how this reprofiling would be implemented are still to be developed by the officers and civil servants involved. The broad principles are that the proportion of grant payment reprofiled will be based on the capital expenditure attributable to the facilities yet to be delivered and that grant payments would be reduced until the facilities are constructed, at which point payments would increase until the end of the contract period. Given the Council's ongoing commitment to recycling and diverting waste from landfill and delivering the Eco Park, the proposed reprofiling should not materially disadvantage the Council.

Legal, Commercial and Risk Assessments

37. These assessments will be reported to Cabinet in the next report.

Summary

38. The assessment process described in this report will provide Cabinet with a sound basis upon which to make a decision before the end of July 2013.

RISK MANAGEMENT AND IMPLICATIONS:

39. The risk management implications are significant and will be fully addressed in the next report to Cabinet.

Financial and Value for Money Implications

40. The cost, funding and value for money implications will be fully reported to Cabinet before the end of July 2013. The Chief Finance Officer has advised on the assessment process and confirms that it is fit for purpose.

Section 151 Officer Commentary

41. All material financial and business issues and risks will be properly taken into account in making recommendations to the Cabinet before the end of July 2013. At that stage the implications for the Medium Term Financial Plan (2013/18) will be set out clearly. Furthermore the External Auditor will continue to be kept informed of all developments through regular liaison meetings. The Chief Financial Officer will directly support the Chief Executive in agreeing future arrangements for the Waste Infrastructure Grant and will ensure implications are reflected in the Medium Term Financial Plan (2013-18) accordingly.

Legal Implications – Monitoring Officer

42. The legal implications will be fully reported at the next meeting to Cabinet. The Head of Legal Services has advised on the assessment process and confirms that it is fit for purpose.

Equalities and Diversity

43. The Council’s policies relating to Equalities and Diversity will apply to the recommendations in the next report to Cabinet.

Climate change/carbon emissions implications

44. The climate change / carbon emissions implications will be fully reported in the next report to Cabinet. The Sustainability Group Manager has advised on the assessment process and confirms that it is fit for purpose.

Other Implications:

45. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report
Public Health	No significant implications arising from this report

WHAT HAPPENS NEXT:

- Actions relating to the permitting of the Eco Park will progress, covering satisfaction of planning conditions, variation to the environmental permit and a diversion of the footpath.
- Negotiations with SITA will be concluded.
- Discussions with DEFRA will continue to ensure their continued support.
- An assessment of options will be concluded

The options analysis will be provided in the next report to Cabinet. It will cover the service, financial, legal, commercial and risk assessments. The options available to the Council are consistent with those reported to Cabinet in March 2011, they are:

Option 1: Amend the Waste Contract to deliver Waste Solutions

Option 2: Terminate Waste Contract: re-procure to build and operate Waste Solutions

Option 3: Terminate Waste Contract: achieve recycling and landfill diversion improvements without new infrastructure (i.e. secure alternative technology contracts)

Option4: Terminate Waste Contract: achieve recycling improvements without new infrastructure (i.e.continue to landfill)

- A recommended solution will be reported to Cabinet before the end of July 2013.

46.The Eco Park is planned to commence operations by December 2015.

Contact Officer:

Ian Boast, Assistant Director. Tel: 020 8541 9479

Consulted:

Waste Disposal Authority consultation on Eco Park proposals prior to planning permission:

(Note: this does not relate to the County Planning Authority consultation as part of the planning application as this was a separate process.)

- Local MP
- All local Residents Associations (Charlton Lane RA; Shepperton RA)
- Spelthorne Local Committee, which includes local councillors and county councillors
- Spelthorne Borough Council relevant officers (eg Chief Executive, Deputy Chief Executive, Director for Environment)
- 10,000 local residents

- Elmbridge Borough Council
- Adjacent neighbours
- SCC Cabinet

Consulted on report to Cabinet:

- Leader
- Cabinet Member
- Chairman – Environment and Economy Select Committee
- Chief Executive
- Strategic Directors-
 - Environment and Infrastructure
 - Change and Efficiency

Informed:

All relevant stakeholders informed.

Sources/background papers:

- Cabinet Report:– 2nd February 2010 – 11th March 2011
- A Plan for Waste Management: www.surreywastepartnership.org.uk/theplan
- Consultation details and analysis:
www.surreywastepartnership.org.uk/consultation
- Mott MacDonald technical advisors report – Technology Review August 2012



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David McNulty
Chief Executive
Surrey County Council
County Hall
Penrhyn Road
Kingston-on-Thames
Surrey
KT1 2DJ

21 February 2013

david.mcnulty@surreycc.gov.uk

From Lord de Mauley
Parliamentary Under Secretary

Dear David,

Surrey County Council Waste Infrastructure Credits (WIC)

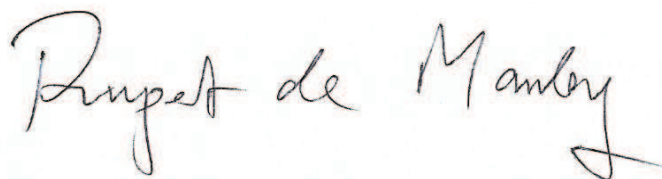
As part of the continuous monitoring of our progress towards meeting EU Landfill Directive targets Defra has made an assessment of the amount of residual waste treatment infrastructure it is estimated, on reasonable assumptions, is required nationally to meet our obligations to reduce the amount of waste that is sent to landfill.

As a result of this assessment Ministers have decided to withdraw the provisional allocation of Waste Infrastructure Credits (WIC) from those three projects that have not yet completed their procurements. These three projects are: Merseyside Recycling and Waste Authority and Halton; Bradford and Calderdale; and North Yorkshire and City of York.

I would like to reassure you that this decision has no impact on those projects that have already completed their procurements including yours, provided they continue to meet the terms and conditions of the WIC award.

I can also reassure you that commercial and technical advice will continue to be available to your project from our Waste Infrastructure Delivery Programme (WIDP).

Yours sincerely,

A handwritten signature in black ink that reads "Rupert de Manley". The signature is written in a cursive style with a large initial 'R' and a long, sweeping tail on the 'y'.

Cc Ian Boast, Surrey County Council

Cc WIDP programme office

Cc Jeremy Seldon, WIDP Transactor

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of the Local Government Act 1972.

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