

Cabinet

**Date & time**

Tuesday, 24
September 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

anne.gowing@surreycc.gov.uk or
james.stanton@surreycc.gov.uk

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

Cabinet Associates: Mr Steve Cosser, Mrs Clare Curran, Mrs Kay Hammond and Miss Marisa Heath

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 9122, 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.

***Note:** This meeting may be filmed for live or subsequent broadcast via the Council's internet site - at the start of the meeting the Chairman will confirm if all or part of the meeting is being filmed. The images and sound recording may be used for training purposes within the Council.*

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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: 23 JULY 2013

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

The deadline for Member's questions is 12pm four working days before the meeting (*18 September 2013*).

A copy of any questions received will be circulated following the deadline and published on the Council's website
www.surreycc.gov.uk/committeepapers

4b Public Questions

The deadline for public questions is seven days before the meeting (*17 September 2013*).

A copy of any questions received will be circulated following the deadline and published on the Council's website
www.surreycc.gov.uk/committeepapers

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 - 4)

- (a) Report from Children and Education Select Committee re. Increasing the Employability of Young People in Surrey
- (b) Report from Adult Social Care Select Committee re. Adult Social Care Budget 2013/14

6 BUDGET MONITORING REPORT FOR AUGUST 2013 (Pages 5 - 8)

This report presents the council's financial position at the end of period 5 – August of the 2013/14 financial year, with particular focus on the year end revenue and capital budgets forecasts and the achievement of efficiency targets.

Please note that the annexes 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]

7 TECHNICAL CONSULTATIONS ON 2014-15 AND 2015-16 LOCAL GOVERNMENT FINANCE SETTLEMENT AND REVISED POOLING PROSPECTUS

On 25 July 2013 the Department for Communities and Local Government (DCLG) published technical consultations on:

- Local Government Finance Settlement 2014/15 and 2015/16;
- New Homes Bonus and the Local Growth Fund; and
- Proposals for the use of capital receipts from asset sales to invest in reforming services.

The consultations are detailed and technical. However, they have important funding implications for Surrey County Council and local government overall.

DCLG also published a revised prospectus for authorities wanting to pool their business rates to apply from 1 April 2014.

Report to follow

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

8 GUILDFORD SURREY BOARD (Pages 9 - 14)

To support the progress of the strategic collaboration with Guildford Borough Council as exemplified by the memorandum of understanding,

and agree the establishment of the Guildford Surrey Board.

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

9 SURREY RAIL STRATEGY

(Pages
15 - 130)

This paper presents the outcomes of the development of a Surrey Rail Strategy. It makes recommendations for immediate active engagement with the rail industry and government, and proposes the development of an implementation plan to be integrated with the Surrey Transport Plan.

Good rail services are vital for maintaining and growing Surrey's economy. They provide fast links to jobs, education and leisure and reduce the number of car journeys adding to congestion. A good rail network is also a key factor in businesses and residents choosing to live and work in the county. Therefore, whilst the council has no statutory role in planning or delivering rail services or rail projects, we must actively engage with the rail industry to ensure that our priorities are reflected in medium and long term rail planning. We should not take the risk of leaving this to others.

While the county has a generally comprehensive rail network and a large number of rail stations, many services are at capacity and suffer from peak time overcrowding. Not all parts of Surrey are well served by rail. Some towns have no direct connections to London and some rail connections to Heathrow and Gatwick airports are unsatisfactory within Surrey.

The objective for the Surrey Rail Strategy is to identify proposals for strategic investment that the county council could work with others to deliver. Many of these proposals are long term but to secure investment in Surrey the county council needs to actively engage with the rail industry now.

The Surrey Rail Strategy includes high-level actions but does not list all the detailed activity needed to deliver investment in infrastructure and an improved rail service for Surrey residents. This will need to be developed through further engagement with the rail industry and other partners.

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

10 WINTER SERVICE DEVELOPMENT FOR 2013 / 14

(Pages
131 -
186)

The delivery of Winter Service is delivered in two distinct areas:

1. **Pre-treatment of Routes and Advance Planning** – this ensures that pre-defined route networks including carriageways, cycleways and areas of footway, are pre-treated according to their importance and the weather conditions, to inhibit the formation of ice and facilitate the removal of snow.
2. **Management of Severe Snow Event** – this ensures the service is prepared to manage a severe snow event, to reduce disruption and improve safety.

In 2010 a joint officer and Member Winter Task Group was formed to review the overall delivery of the winter service. The success of the Task

Group and the principals that have been applied now forms the backbone of the annual winter reviews in delivering continuous improvement to the service.

This report provides an overview of the performance of winter service last year and recommendations to further improve service and ongoing scrutiny.

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

11 CHILDREN, SCHOOLS AND FAMILIES SECTION 75 AGREEMENT WITH SURREY CLINICAL COMMISSIONING GROUPS (CCGS) (Pages 187 - 192)

There is an existing agreement under section 75 of the National Health Service Act 2006 which establishes a joint budget between the Council and the PCT for commissioning and providing integrated services for young people with mental health issues. These include the targeted Child and Adolescent Mental Health Service (CAMHS) and the HOPE service. This agreement has been in place for a number of years and comes to an end on 31 March 2014. Since the agreement was completed, the PCT has been disbanded and the recent organisational changes within the Health Service in April 2013, led to the establishment of six Clinical Commissioning Groups (CCGs) within Surrey (NHS East Surrey CCG; Guildford and Waverley CCG; Surrey Downs CCG; Surrey Heath CCG; North West Surrey CCG and North East Hampshire and Farnham CCG).

The existing arrangements are now hosted by Guildford and Waverley CCG. With the approaching termination of the agreement, it is proposed that a new overarching Section 75 Agreement between the Council and the six CCGs in Surrey now needs to be established. In renewing the agreement, the opportunity will be taken to provide a framework for joint commissioning or integrated service provision so that further services can be added as required, and aligned to the children's priorities of the Health and Wellbeing Board.

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

12 CONTRACT AWARD - EARLY HELP (VOLUNTEER SUPPORT FOR FAMILIES WITH A CHILD UNDER FIVE YEARS OLD) (Pages 193 - 208)

The current contract for the provision of Early Help (Volunteer support for families with a child under 5) Services expires on 31 October 2013. It is therefore necessary to award a new contract, following a procurement exercise, to Home Start Surrey (HSS) on the basis described in the Part 2 Annex 1 (agenda item 18) to deliver Early Help Support Services starting on 1 November 2013.

[The decisions on this item may be called in the Children and Education Select Committee]

- 13 PROVISION OF ADVERTISING SERVICES FOR STATUTORY NOTICES** (Pages 209 - 220)
- To award the Contract to the recommended tenderer for the provision of Advertising Services for Statutory Notices to commence on 1 November 2013 for a period of 3 years, with an option to extend for a further period of 1 year. The Report provides details of the procurement process, including the results of the evaluation process, and in conjunction with the Part 2 Annex (item 20), demonstrates why the recommended Contract award delivers best value for money.
- Due to the commercial sensitivity involved in the contract award process, the names and financial details of the potential suppliers have been circulated as a Part 2 Annex (item 20).
- [The decisions on this item can be called in by Council Overview and Scrutiny Committee]*
- 14 HORLEY NORTH EAST PRIMARY SCHOOL - A NEW SCHOOL PROVIDING 210 PLACES AND 26 PRE-SCHOOL PLACES** (Pages 221 - 224)
- To approve the business case for the provision of a permanent need one form entry (210 places and 26 place nursery) Diocesan primary school as part of the Schools Basic Need Programme.
- Numbers of children in Horley have been increasing for some years, due in part to large scale housing development of Horley and surrounding areas as part of the Horley regeneration plan.
- Also, refer to item 19, the Part 2 annex for this report.*
- [The decisions on this item can be called in by either the Council Overview and Scrutiny Committee or the Children and Education Select Committee]*
- 15 SCHOOL EXPANSION AND PERFORMANCE IMPROVEMENT IN THE FARNHAM AREA** (Pages 225 - 230)
- Pilgrim's Way Primary School is located within a mile of South Farnham Academy. It has been underperforming and undersubscribed in recent years and although it is no longer in special measures it continues to obtain results that are beneath National Floor Targets in some areas and remains of a significant concern to Officers. The County Council has entered into discussions with the Governing Bodies of both schools whom are in agreement to place Pilgrim's Way under the management of South Farnham Academy via a multi academy trust which will be expected to have a transformative effect on the reputation and quality of education outcomes of education at Pilgrim's Way school. Improvement in the popularity of Pilgrim's Way School will provide increased future capacity in the South Farnham area.
- The South Farnham Academy is a very popular, successful and oversubscribed school and would be able to accommodate further pupils to meet current and future demand if adaptations to the infrastructure at its Key Stage 1 site (the former Bourne Infant School) are made. There is not an immediate need to increase places however future planned housing development will create demand. The more immediate issue in the area is

the varying performance of the schools causing under and oversubscription in the schools.

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

- 16 LEADER / DEPUTY LEADER / CABINET MEMBER DECISIONS TAKEN SINCE THE LAST CABINET MEETING** (Pages 231 - 242)

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

- 17 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.

PART TWO - IN PRIVATE

- 18 CONTRACT AWARD - EARLY HELP (VOLUNTEER SUPPORT FOR FAMILIES WITH A CHILD UNDER FIVE YEARS OLD)** (Pages 243 - 246)

Part 2 annex for item 12.

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)

- 19 HORLEY NORTH EAST PRIMARY SCHOOL - A NEW SCHOOL PROVIDING 210 PLACES AND 26 PRE-SCHOOL PLACES** (Pages 247 - 254)

Part 2 annex for item 14.

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)

- 20 PROVISION OF ADVERTISING SERVICES FOR STATUTORY NOTICES** (Pages 255 - 258)

Part 2 annex for item 13.

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)

21 PROPERTY TRANSACTIONS: CORONER SERVICE RELOCATION

(Pages
259 -
272)

To accord with the requirements of the Coroners and Justice Act 2009, to provide approval to acquire freehold premises for the Coroner Service and to provide approval, in principle, to awarding a contract for the fit out of the acquired property.

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]

22 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, 16 September 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 its terms of reference, in line with the procedures set out in Surrey County Council's Constitution.

Please note:

1. Members of the public can submit one written question to the meeting. Questions should relate to general policy and not to detail. Questions are asked and answered in public and so cannot relate to "confidential" or "exempt" matters (for example, personal or financial details of an individual – for further advice please contact the committee manager listed on the front page of this agenda).
2. 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.
3. Questions will be taken in the order in which they are received.
4. Questions will be asked and answered without discussion. The Chairman or Cabinet Members may decline to answer a question, provide a written reply or nominate another Member to answer the question.
5. Following the initial reply, one supplementary question may be asked by the questioner. The Chairman or Cabinet Members may decline to answer a supplementary question.

MOBILE TECHNOLOGY – ACCEPTABLE USE

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 being caused to any PA or Induction Loop systems. The Chairman may ask for mobile devices to be switched off in these circumstances.

It is requested that all other mobile devices (mobile phones, BlackBerries, etc) be switched off or placed in silent mode during the meeting to prevent interruptions and interference with PA and Induction Loop systems.

Thank you for your co-operation

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CHILDREN & EDUCATION SELECT COMMITTEE

Item under consideration: Increasing the Employability of Young People in Surrey

Date Considered: 31 July 2013

1. At its meeting on 31 July 2013 the Children & Education Select Committee considered how Surrey County Council was working with partners to increase the employability of young people.
2. During the course of the meeting, Members of the Committee examined how Surrey was working to meet the requirements of the Raising of the Participation Age (RPA), how it was commissioning opportunities for young people that aligned with their aspirations, and how it was helping young people overcome barriers to Education, Training and Employment (ETE), and tackling worklessness in families.
3. The discussions were informed by a wide variety of witnesses, including representatives from secondary and post-secondary educational institutes, commissioned providers and Surrey County Council Officers.
4. The Select Committee heard that during 2011/12, 57% of young people who were Not in Education, Employment or Training (NEET) also had some form of Special Education Need (SEN). Whilst Members acknowledged the positive work currently undertaken to support these individuals progress into participation in ETE after Year 11, concern was raised that the implementation of Education, Health & Care Plans (EHCP) as part of the Children's & Families Bill would disadvantage those that, whilst not eligible for a combined plan, still required focused intervention.
5. The Select Committee was informed that provisions in the Children & Families Bill meant that additional funding for students on School Action and School Action Plus would no longer be available to schools. It was recognised by officers that this presented a significant challenge in terms of young people who were at risk of becoming NEET, as a large majority were currently supported through School Action and School Action Plus arrangements.
6. The Committee therefore made the following recommendation:
 - (a) **That Cabinet consider how students who are unlikely to be eligible for a combined plan will be supported following the introduction of Education, Health & Care Plans (EHCP) and the cessation of School Action and School Action Plus, so as not to jeopardise their chances of post-16 participation in Education, Training and Employment.**
7. Despite this concern, the Committee supported the direction of travel detailed in the Council's Employability Plan and, whilst acknowledging the challenges and financial pressures ahead, congratulated officers and partners on the work so far.

Dr Zully Grant-Duff
Chairman of the Children & Education Select Committee

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ADULT SOCIAL CARE SELECT COMMITTEE

Item under consideration: ADULT SOCIAL CARE BUDGET 2013/14

Date Considered: 5 September 2013

- 1 At its meeting of 5 September 2013, the Adult Social Care Select Committee considered a Budget Update report based on July 2013 figures prepared by Strategic Finance Manager, Paul Carey-Kent.
- 2 The Committee noted the financial position as of July 2013. The Committee was informed that the Adult Social Care budget was complex, demand driven and required to meet significant saving challenges. It was highlighted that savings of £24 million for 2013/14 were still to be met.
- 3 Members asked for clarification on the individual actions that would account for the savings related to social capital. The Cabinet Member explained that social capital was making use of resources both in the voluntary sector and community to meet need, and that part of the implementation of this would be to embed it within the assessment process. It was highlighted that the additional development of an IT portal linked to the Surrey Information Point would enable assessment teams to identify and access placements.
- 4 The Cabinet Member expressed the view that of the overall saving target of £46 million in 2013/14, £5 million was at risk of not being achievable. The Committee challenged this view as optimistic, and commented that the projected budget should reflect a more realistic outcome.
- 5 The Committee recognised the work done by the Adult Social Care Directorate, and Cabinet Member, to encourage the use of social capital and of Whole Systems funding to meet saving targets for this year but expressed the view that the budget position of the Directorate was still of serious concern, and that there should be recognition of the need to prioritise the safeguarding of vulnerable adults and older people.
- 6 The Committee has made the following recommendation:

That -- in light of the Committee's serious concerns about the possibility of budget overspend -- the Adult Social Care budget for this year be reviewed again to reflect increased demand on the services.

KEITH WITHAM
Chairman of the Adult Social Care Committee

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SURREY COUNTY COUNCIL

CABINET

DATE: 24 SEPTEMBER 2013

REPORT OF: MR DAVID HODGE, LEADER OF THE COUNCIL

LEAD OFFICER: SHEILA LITTLE, CHIEF FINANCE OFFICER AND DEPUTY DIRECTOR FOR BUSINESS SERVICES

SUBJECT: BUDGET MONITORING REPORT FOR AUGUST 2013



SUMMARY OF ISSUE:

This report presents the council's financial position at the end of period 5 – August of the 2013/14 financial year, with particular focus on the year end revenue and capital budgets forecasts and the achievement of efficiency targets.

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

RECOMMENDATIONS:

It is recommended that the Cabinet:

1. notes the:
 - forecast revenue budget underspend for 2013/14 (Annex 1, paragraph 1);
 - forecast ongoing efficiencies & service reductions achieved by year end (Annex 1, paragraph 60);
 - forecast capital budget position for 2013/14 (Annex 1, paragraph 64)
 - management actions to mitigate overspends (throughout Annex 1);

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 2013/14 financial year commenced on 1 April 2013. This is the third budget monitoring report of 2013/14. The budget monitoring reports for this financial year have a greater focus on material and significant issues, especially the tracking of the efficiency and reduction targets within the Medium Term Financial Plan. The reports also have a greater emphasis on proposed actions to be taken to resolve any issues.
2. The Council has implemented a risk based approach to budget monitoring across all directorates and services. The risk based approach is to ensure we focus resources on monitoring those higher risk budgets due to their value, volatility or reputational impact.

3. There is a set of criteria to evaluate all budgets into high, medium and low risk. The criteria cover:
 - the size of a particular budget within the overall Council's budget hierarchy (the range is under £2m to over £10m);
 - budget complexity relates to the type of activities and data being monitored (the criterion is about the percentage of the budget spent on staffing or fixed contracts - the greater the percentage the lower the complexity);
 - volatility is the relative rate at which either actual spend or projected spend move up and down (volatility risk is considered high if either the current year's projected variance exceeds the previous year's outturn variance, or the projected variance has been greater than 10% on four or more occasions during this year)
 - political sensitivity is about understanding how politically important the budget is and whether it has an impact on the Council's reputation locally or nationally (the greater the sensitivity the higher the risk).
4. High risk areas report monthly, whereas low risk services areas report on an exception basis. This will be if the year to date budget and actual spend vary by more than 10%, or £50,000, whichever is lower.
5. Annex 1 to this report sets out the Council's revenue budget forecast year end outturn as at the end of August 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.
6. The report provides explanations for significant variations from the budget, with a focus on staffing and efficiency targets. As a guide, a forecast year end variance of greater than £1m is material and requires a commentary. For some services £1m may be too large or not reflect the service's political significance, so any variance over 2.5% may also be material.
7. Also, Annex 1 to this report updates Cabinet on the Council's capital budget.
8. Appendix 1 provides details of the directorate efficiencies and revenue and capital budget movements.

Consultation:

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

Risk management and implications:

10. 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

11. The report considers financial and value for money implications throughout and future budget monitoring reports will continue this focus. The Council continues

to have a strong focus on its key objective of providing excellent value for money.

Section 151 Officer commentary

12. The Section 151 Officer confirms that the financial information presented in this report is consistent with the council's general accounting ledger and that forecasts have been based on reasonable assumptions, taking into account all material, financial and business issues and risks..

Legal implications – Monitoring Officer

13. There are no legal issues and risks.

Equalities and Diversity

14. 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

15. The County Council attaches great importance to being environmentally aware and wishes to show leadership in cutting carbon emissions and tackling climate change.
16. 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 Business Services
020 8541 7012

Consulted:

Cabinet / Corporate Leadership Team

Annexes:

Annex 1 – Revenue budget, staffing costs, efficiencies and capital programme summary.

Appendix 1 – Directorate financial information (revenue and efficiencies) and revenue and capital budget movements.

Sources/background papers:

None

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SURREY COUNTY COUNCIL**CABINET****DATE: 24 SEPTEMBER 2013****REPORT OF: MR PETER MARTIN, DEPUTY LEADER****LEAD OFFICER: JULIE FISHER, STRATEGIC DIRECTOR FOR BUSINESS SERVICES****SUBJECT: GUILDFORD SURREY BOARD****SUMMARY OF ISSUE:**

To support the progress of the strategic collaboration with Guildford Borough Council as exemplified by the memorandum of understanding, and agree the establishment of the Guildford Surrey Board.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. Approves the establishment of a Guildford Surrey Board comprising of representatives of the County Council, Guildford Borough Council and other relevant service agencies to progress shared strategic priorities.
2. Agrees the Memorandum of Understanding (MoU) between Surrey County Council and Guildford Borough Council, as set out in Annex 1 to this report, including the shared priorities for the new Board.
3. Authorises the Strategic Director for Business Services, in consultation with the Cabinet Member for Business Services, to agree memoranda of understanding with other relevant public service agencies where applicable.

REASON FOR RECOMMENDATIONS:

The above recommendations will improve strategic collaboration between Surrey County Council, Guildford Borough Council and other public service agencies in Guildford.

DETAILS:**Background**

1. The County Council is committed to improve relationships with partners to both improve service outcomes and value for money. Districts and Boroughs are recognised as key partners in improving places within the county.
2. There have been a number of examples where joint working is progressing well with partners such as the Reigate and Banstead Public Service Board and the Woking Strategic Partnership Board both of which involve representation from both the District and Borough and the County Council.

Memorandum of Understanding

3. The MoU is attached at Annex 1. It is a non-binding agreement setting out the areas of partnership activity that the two Councils will focus on in Guildford over the next few years.
4. The MoU will provide the framework for joint activity and influence the planning and resources in both organisations.

Governance Arrangements

5. The MoU proposes the creation of a Joint Public Service Board to oversee the delivery of the agreement.
6. Officers from both Councils will support the Joint Board. Guildford Borough Council will provide the secretariat support.
7. It is initially proposed that the Board will meet every two months.
8. Initially, the board will focus on the partnership between Surrey County Council and Guildford Borough Council. It is envisaged that this will expand to include other public sector partners with future memoranda of understanding with them.

CONSULTATION:

9. The following people have been consulted on the MoU: the Surrey County Council Leadership Team; the Cabinet Member for Business Services; Guildford Borough Council Executive.

RISK MANAGEMENT AND IMPLICATIONS:

10. There are no financial risks associated with the MoU, as existing resources will be allocated to delivering outcomes.
11. The MoU is a non-binding document and, as such, any party with membership on the Guildford Surrey Board can withdraw from the MoU without any liability. The only risk to withdrawing from the MoU would be to the ability of either organisation to drive forward improvements in partnership within the Borough of Guildford.

Financial and Value for Money Implications

- 12 The joint working proposals are central to strategies to achieve better value for money. Where priorities are agreed, existing resources will be focussed to progress them. There are no new financial commitments within the MoU itself and proposals arising from it will require the relevant approvals from each respective authority.

Section 151 Officer Commentary

- 13 The Section 151 Officer confirms that there are no financial implications arising as a result of the recommendations. Specific proposals arising from the Board will require approvals in accordance with existing governance arrangements within each authority.

Legal Implications – Monitoring Officer

- 14 The MoU is not a legally binding document. It provides a framework based on the shared objectives of Surrey County Council and Guildford Borough Council for improvements to the area to improve the quality of life for residents.
- 15 The purpose of the board is to provide an oversight and co-ordination role with no specific delegated authority being given to members of the board to make any decision on behalf of Surrey County Council which will continue being dealt with in accordance with the scheme of delegation.

Equalities and Diversity

- 16 The proposals will focus on the improving outcomes for residents within the Borough. Specific initiatives, where applicable, will be subject to Equality Impact Assessments to ensure all potential impacts have been captured and addressed.

Other Implications:

- 17 Working in collaboration with Districts and Boroughs is an important strategic priority for the County Council to achieve better outcomes for residents across a number of council priority and policy areas.

WHAT HAPPENS NEXT:

- 18 Officers from Surrey County Council and Guildford Borough Council will work together to develop work to address areas for joint working which have been identified in the MoU and develop action plans.
- 19 Other organisations to be invited into an extended membership will include University of Surrey, Royal Surrey County Hospital and Guildford College.

Contact Officer:
Julie Fisher, Strategic Director for Business Services
Tel: 020 8541 7216

Consulted:

Denise Le Gal, Cabinet Member for Business Services
Surrey County Council Corporate Leadership Team
Guildford Borough Council Executive

Annexes:

Surrey County Council and Guildford Borough Council Memorandum of Understanding

Sources/background papers:

- Report to Guildford Borough Council Executive, September 2013.
-

Guildford Borough Council Surrey County Council

Memorandum of Understanding

This memorandum of understanding sets out the basis upon which Guildford Borough Council and Surrey County Council (SCC) will work together to improve Guildford and the quality of life of its residents.

Guildford Surrey Board

Guildford Borough Council and Surrey County Council will establish a joint board (the Guildford-Surrey Board) to oversee progress on agreed initiatives and, where necessary, submit new proposals for approval to each council.

The board will comprise six members, three from Guildford Borough Council and three from Surrey County Council, with a quorum requirement of three of which at least one must come from each council.

The board will focus on, but not be limited to, overseeing the delivery of the following shared priorities:

- (1) Infrastructure improvements, including roads (trunk roads and town centre), rail and future transport innovations.
- (2) Economic development, including sustainable business and jobs growth and access to learning and skills.
- (3) Promoting sustainable development, including housing.
- (4) Delivering public health and wellbeing improvements.
- (5) Supporting families and our less advantaged communities, including in the light of welfare and benefit reforms.
- (6) Maximising the use of our assets and estates to drive income and community benefit.
- (7) Maximising the value extracted from waste.

Guildford Borough Council will provide secretariat support for the Board.

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SURREY COUNTY COUNCIL**CABINET****DATE: 24 SEPTEMBER 2013****REPORT OF: MR JOHN FUREY, CABINET MEMBER FOR TRANSPORT,
HIGHWAYS AND THE ENVIRONMENT****LEAD OFFICER: IAIN REEVE, ASSISTANT DIRECTOR, ECONOMY, TRANSPORT
AND PLANNING****SUBJECT: SURREY RAIL STRATEGY****SUMMARY OF ISSUE:**

This paper presents the outcomes of the development of a Surrey Rail Strategy. It makes recommendations for immediate active engagement with the rail industry and government, and proposes the development of an implementation plan to be integrated with the Surrey Transport Plan.

Good rail services are vital for maintaining and growing Surrey's economy. They provide fast links to jobs, education and leisure and reduce the number of car journeys adding to congestion. A good rail network is also a key factor in businesses and residents choosing to live and work in the county. Therefore, whilst the council has no statutory role in planning or delivering rail services or rail projects, we must actively engage with the rail industry to ensure that our priorities are reflected in medium and long term rail planning. We should not take the risk of leaving this to others.

While the county has a generally comprehensive rail network and a large number of rail stations, many services are at capacity and suffer from peak time overcrowding. Not all parts of Surrey are well served by rail. Some towns have no direct connections to London and some rail connections to Heathrow and Gatwick airports are unsatisfactory within Surrey.

The objective for the Surrey Rail Strategy is to identify proposals for strategic investment that the county council could work with others to deliver. Many of these proposals are long term but to secure investment in Surrey the county council needs to actively engage with the rail industry now.

The Surrey Rail Strategy includes high-level actions but does not list all the detailed activity needed to deliver investment in infrastructure and an improved rail service for Surrey residents. This will need to be developed through further engagement with the rail industry and other partners.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. notes the Surrey Rail Strategy and five suggested priorities; Crossrail 2 (regional route), the North Downs Line, access to airports, access to stations (car parking) and access to London from Camberley, Bagshot and Frimley.

2. approves the list of schemes on which Surrey County Council should immediately begin active engagement with government and the rail industry, including on Crossrail 2 (regional route) (see paragraph 13).
3. agrees that officers work with the Cabinet Member for Transport, Highways and Environment on developing options for Surrey County Council involvement in specific projects and initiatives. These will be reflected in an implementation plan to be integrated with the Surrey Transport Plan. As part of the Surrey Transport Plan, the implementation plan will need to be approved by Cabinet and Full Council. Proposals which progress specific schemes, including business cases, will be brought back to Cabinet.

REASON FOR RECOMMENDATIONS:

Delivering the Surrey Rail Strategy will support the county council's priorities to promote sustainable economic growth and secure investment in infrastructure. The Surrey Rail Strategy would benefit Surrey residents and businesses by driving economic growth, maintaining global competitiveness, reducing impacts on the environment and accommodating sustainable population growth.

DETAILS:

Background

1. Consultants (Ove Arup & Partners Ltd) were appointed in November 2012 to write a Surrey Rail Strategy (the strategy), as part of the Surrey Future initiative.
2. Surrey Future brings together Surrey's local authorities and business leaders, to agree the investment priorities to support the county's economy over the next few decades and establish a list of long term infrastructure priorities.
3. The strategy (Annex 1) provides a framework through which the county council and partners can:
 - a) Develop future rail policy, service and infrastructure initiatives
 - b) Respond to consultations e.g. rail franchises and aviation reviews
 - c) Lobby to influence national rail policy and planning
 - d) Support wider council growth initiatives.
4. It also provides an opportunity to review Surrey's position on rail services. It replaces the outdated Rail Services Strategy in Local Transport Plan 1 (2001/02 – 2005/06) and will be part of the Surrey Transport Plan (LTP3).
5. The strategy is closely linked to the Congestion Programme, a parallel work stream of Surrey Future.

Issues

6. At the start of the study the key issues affecting rail were identified. Surrey has an extensive rail network, with 84 stations, (more than any other

county except Kent) and some of the busiest commuter lines in the country.

7. Feedback from stakeholders and detailed analysis suggests that over the medium-long term the rail network will simply not be able to cope with the increasing demands placed upon it.
8. That Surrey's rail network, like its road network, is congested is a consequence of Surrey's dynamic, powerful economy, with strong links to London and two international airports on the county's borders. Inadequate infrastructure and poor services are holding Surrey's economy back.
9. Overcrowding is already a problem in many areas. Four of the 10 most crowded trains in England and Wales travel through Surrey (according to Department for Transport (DfT) figures (autumn 2012)). Without investment overcrowding is likely to get worse, with significant problems expected on the South West Main Line; serving stations including Woking.
10. The issues are outlined in full in a detailed Issues Paper and summarised in the strategy document. Given the nature of the rail network they include problems outside the county, including London Waterloo and Clapham Junction. The issues are diverse and include:
 - a) Inadequate access to local employment centres, such as Guildford,
 - b) Infrequent services from Camberley, Bagshot and Frimley,
 - c) Poor connections to other modes of public transport,
 - d) Poor access to Gatwick and Heathrow airports,
 - e) Inadequate car parking at certain stations.

Options

11. Options were identified for service and/ or infrastructure improvements that could address the identified issues. These underwent a rigorous assessment process to arrive at a short list of preferred measures. Schemes that could address the problems were identified.
12. All the options are outlined in a detailed Options Paper and summarised in the strategy document.
13. Several actions in the strategy relate to the county council's support for existing or planned schemes. These provide the county council with a list of options on which officers and members could now start to actively lobby Government and the rail industry. These include:
 - 13.1 On the South West Main Line:
 - a) strong support for the Crossrail 2 regional scheme;
 - b) support the committed scheme to lengthen trains;
 - c) work with Network Rail to develop incremental improvements to train frequency and length in the medium term, including 28 trains per hour;

- d) promote the Sturt Road Chord (a rail line which would connect Camberley, Bagshot and Frimley to the South West Main Line) option in the next High Level Output Specification (statement on what the Secretary of State wants the railway to deliver for the public funds made available).

13.2 On the Windsor lines:

- a) support the committed schemes to deliver 10-car operation and additional services.

13.3 On the North Downs Line:

- a) support the committed scheme to provide an additional service to Gatwick with the completion of platform 0 at Redhill;
- b) lobby the DfT to include train lengthening in the next franchise specification.

13.4 Brighton Main Line:

- a) support the committed schemes to provide additional capacity through the Thameslink Programme and lengthening of the Uckfield line,
- b) lobby the DfT to ensure that junction improvements are included in the next High Level Output Specification (statement on what the Secretary of State wants the railway to deliver for the public funds made available).

13.5 Access to airports:

- a) support the western connection to Reading that will benefit rail access to Heathrow.

- 14. Cabinet is asked to approve active engagement with government and the rail industry on this list of schemes.
- 15. Surrey County Council needs to engage the rail industry now to ensure that its priorities are reflected in medium and long term rail planning. Rail industry planning timescales are long. Each Control Period, the period over which the Office for Rail Regulation sets regulatory targets, income and costs for Network Rail, lasts five years. This provides certainty but means new infrastructure schemes are planned with more than five year lead times. There are opportunities to progress smaller schemes through the rail franchising process.

Priority options

- 16. Three priority options were identified in the draft strategy; Crossrail 2, the North Downs Line and access to airports. These were selected because they have the potential to have a major impact in Surrey. Two further priority options have been added following public consultation; access to stations (car parking) and access to London from Camberley, Bagshot and Frimley.

17. By concentrating on these options the county council will ensure resources are prioritised. These priority options are briefly outlined below (in timeline order).

Access to stations (car parking) (short term)

18. Problems with parking at certain rail stations, and the consequent impact on the surrounding roads, featured strongly in the consultation responses. Several stations around the county were highlighted. Further work is needed to quantify the problem, where the most significant problems are located and, if appropriate, consider further action in consultation with the rail industry. This work needs to be set in the context of an integrated transport system, which includes links to other forms of transport such as bus and walking/ cycling and undertaken in partnership with districts and boroughs.

North Downs Line (medium term)

19. The North Downs Line is the last significant stretch of non-electrified line left in Surrey. Addressing this issue is an opportunity for the county council to lead a rail project and demonstrate how improvements in infrastructure can benefit Surrey residents and boost economic growth.
20. Train lengthening and electrification between Reigate and Guildford, will improve east-west connectivity and allow faster and more frequent services to Guildford, Reading and Gatwick Airport. Electrification and upgrading would also allow for current Southern and South Western services to extend to the North Downs Line.

Access to airports (medium to long term)

21. With two of the UK's major airports on Surrey's borders, access to airports is considered to be a major issue. Further work on access to airports has been commissioned. This will identify the infrastructure improvements needed to address existing surface access issues to the airports and the improvements needed to regional and local links in the event of additional runway capacity at Heathrow and/ or Gatwick Airport. This work will help inform submissions to the Airports Commission.

Access to London from Camberley, Bagshot and Frimley (medium to long term)

22. Poor connections to London from Camberley, Bagshot and Frimley was identified a key problem during the issues analysis. The consultation responses also strongly emphasised the need to address this issue. This is a long term scheme because additional services can only be incorporated on the South West Main Line when other options – Crossrail 2 regional route – have been implemented. But there are potential short term measures that the strategy suggests should be explored to improve connections.

Crossrail 2 (long term)

23. Crossrail 2 has the potential to bring significant benefits to Surrey. The exact nature of the scheme has yet to be agreed, with a recent

consultation asking respondents to choose between two preferred routes – a ‘regional’ and a ‘metro’ route.

24. The regional route has the potential to provide a significant capacity increase on the South West Main Line. It will do this by diverting certain suburban services to Wimbledon, where passengers would interchange with tube, Crossrail 2 or other existing rail services. This will enable additional trains into London Waterloo, serving stations including Woking and Guildford. These extra trains could be used to:
- a) Reduce overcrowding on existing routes, particularly Woking
 - b) Encourage more people to travel by train as an alternative to the car
 - c) Improve the frequency of train services
 - d) Allow the Train Operating Companies to provide new services, for example direct London services to Camberley (via a re-instated Sturt Road Chord).
25. The thinking for Crossrail 2 also includes the construction of a rail flyover at Woking, which would further increase capacity on the South West Main Line.
26. Residents from parts of Surrey would benefit from better connectivity to the capital because faster, more frequent services into London will be made available from Wimbledon and Clapham Junction.
27. Surrey County Council responded to the recent Crossrail 2 consultation expressing support for regional route with the caveat that Surrey would expect to see no loss of service or declines in frequency of service to Central London from any station in Surrey as a result of the scheme. The county council’s response to the consultation is attached to this report (Annex 2).

Implementation

28. The extent to which the strategy and the priority options can be developed and implemented, will depend on the county council’s level of ambition in terms of rail. The county council has the opportunity to play a significant role in leading a rail renaissance in Surrey. This is a direct means to promote economic growth and make the Surrey economy more competitive.
29. Alternatively, the county council might maintain a more limited, business as usual approach. This could include:
- a. Engagement to ensure that rail infrastructure priorities are reflected in the Local Enterprise Partnership’s Strategic Economic Plans.
 - b. Some lobbying of partners in the rail industry to support existing and planned schemes, as listed above. This would be based on existing engagement with partners including the DfT, Network Rail and the Train Operating Companies.

30. The more ambitious actions outlined in the strategy are beyond current capacity and technical capabilities. Dedicated rail expertise is needed to progress these actions and ultimately implement the strategy. We propose to look at a temporary solution with someone with specific rail expertise. The initial focus will be for this person to engage with the rail industry to map out how each action might practically be achieved and where Surrey County Council might most effectively contribute.
31. Further actions which require additional resource are set out below. These include some of the actions needed to progress the priority options. For brevity not all the actions have been included, the list is only indicative. Where known the potential costs are identified:
- a. Lead on the proposals for the development of a North Downs Line improvement project with electrification and general upgrading of the line. To include engaging DfT, Network Rail and the Train Operating Company and the potential commissioning of a business case.
 - b. Explore short-medium term options to reduce journey times between Camberley and London via Ash Vale. Proactive engagement with South West Trains is needed.
 - c. Confirm the business case for two trains per hour from Alton to Guildford. Cost of the business case to be determined in partnership with Network Rail.
 - d. Take the lead in developing a station access improvement programme, with the support of local partners and the rail industry. This includes a review of parking arrangements at local stations. Problems with a lack of capacity have been highlighted at several car parks. Research will need to be commissioned to determine the problem. Car park expansions cost between £1 - 3 million.
 - e. Support the development of a station facilities improvement programme with Network Rail. Work would need to be commissioned.
 - f. Confirm the business case for Park Barn station and if proved lobby the DfT to include it in the next South Western franchise specification. Cost estimated to be circa £5 million based on similar projects
 - g. Develop a standard service specification for Surrey. External work would need to be commissioned.
 - h. Hold an annual rail summit: this approach, modelled on successful events facilitated by Kent County Council, would be a means to monitor delivery of the strategy, and ensure ongoing engagement with the rail industry. Resource would need to be identified to organise this summit but it could be linked to the creation of a rail forum.
32. It is not proposed that the council funds the various measures listed in the report. It is anticipated that the rail industry or government would lead on funding.
33. Using dedicated rail expertise, an implementation plan will be developed which will set out how the actions could be achieved. This plan will be

integrated with the Congestion Programme (already developed through the Surrey Future Initiative), subsequent work on surface access to airports and the Surrey Transport Plan to ensure an integrated approach. It will be developed with boroughs and districts and the Local Enterprise Partnerships which have new responsibilities to develop Strategic Economic Plans.

34. Officers will work with the Cabinet Member for Transport, Highways and Environment to agree the implementation plan and the development of options on specific projects and initiatives. As part of the Surrey Transport Plan the implementation plan will need to be approved by Cabinet and Full Council. Proposals which progress specific schemes, including business cases, will be brought back to Cabinet.

CONSULTATION:

35. The strategy has been informed by extensive engagement with the rail industry and subject to a 14 week public consultation. Engagement has included discussion at five local committees and the Environment and Transport Select Committee.

RISK MANAGEMENT AND IMPLICATIONS:

36. No risk management implications have been identified at this stage. A failure to secure investment in rail infrastructure in Surrey might impact on resident's quality of life and Surrey's economic performance.

Financial and Value for Money Implications

37. If the recommendations in this report are agreed, a dedicated rail expertise will be required (explained in paragraph 30). This temporary resource would be funded by New Homes Bonus grant which is already allocated to Environment & Infrastructure to support economic growth activities.
38. Options in the Surrey Rail Strategy might be suitable for county council financial support or investment. These proposals would be the subject of future reports, as appropriate.

Section 151 Officer Commentary

39. The S151 Officer confirms that all material financial and business issues and risks have been considered in this report. If the recommendations are agreed additional temporary expertise will be required and this will be funded from existing budgets. Implementation of the further measures outlined in the report is expected to be funded primarily by the rail industry or by central government; any financial support from the council would be the subject of a future report and business case.

Legal Implications – Monitoring Officer

40. No legal implications or legislative requirements have been identified.

Equalities and Diversity

41. An Equalities Impact Assessment (EIA) has been drafted and attached as annex 3.
42. The EIA identified that the strategy would have positive impacts on groups of people with the following projected characteristics:
 - Age
 - Disability
 - Pregnancy/ maternity
43. No negative impacts on any protected characteristic group were identified.
44. No changes have been made to the strategy as a result of the EIA. However, comments received during the consultation comments will need to be reflected on in the delivery of certain actions.
45. No mitigating actions are necessary as no negative impacts have been identified.

Climate change/ carbon emissions implications

46. Improvements to railway infrastructure and/ or services should encourage modal shift from vehicles. This could have a positive impact on climate change and carbon emissions.

WHAT HAPPENS NEXT:

The actions contained in the rail strategy have implications over the short, medium and long term. Dedicated rail expertise, funded from the New Homes Bonus grant, will be sought to help us support economic growth activities linked to rail. Options for delivering those activities will be developed in consultation with the rail industry, boroughs and districts, the Local Enterprise Partnerships and the Cabinet Member for Transport, Highways and Environment.

Contact Officer:

Iain Reeve, Assistant Director, Economy, Transport and Planning, 020 8541 7604.

Consulted:

The draft strategy has been subject to a 14 week public consultation. This consultation has included Surrey districts and boroughs, neighbouring transport authorities, Local Enterprise Partnerships, the rail industry, parish councils, residents associations, business groups and other bodies.

Annexes:

Annex 1: Surrey Rail Strategy

Annex 2: Crossrail 2: Surrey County Council consultation response

Annex 3: Equality Impact Assessment

Sources/background papers:

- Surrey Transport Plan (LTP3)

- Surrey Rail Strategy Issues Paper
 - Surrey Rail Strategy Options Paper
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Surrey County Council
Surrey Rail Strategy
Surrey Rail Strategy Report

Final | 12 September 2013



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This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

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Document Verification

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Appendix A

Meetings with Stakeholders

Glossary

Acronym	Meaning	Notes
BD	Boroughs and Districts (of Surrey)	
BML	Brighton Main Line	
CP4/5/6	Control Period 4/5/6	5 year periods by which NR is regulated by the Office of Rail Regulation CP4: 2009-2014; CP5: 2014-2019; CP6 2019-2024
DERA	Defence Evaluation and Research Agency	Former Ministry of Defence agency that was located on a large site near Longcross, Runnymede. This site is adjacent to the Longcross railway station and is set to undergo extensive redevelopment.
DfT	Department for Transport	
FCC	First Capital Connect	Train Operating Company
FGW	First Great Western	Train Operating Company
GIS	Geographical Information Systems	
GTL	Greater Thameslink	Future Rail Franchise combining the current operations of FCC and Southern.
HLOS	High Level Output Specification	The HLOS sets out information for the Office of Rail Regulation and for the rail industry about what the Secretary of State for Transport wants to be achieved by railway activities during a given railway Control Period.
HS1	High Speed 1	High speed railway linking London to the Channel Tunnel via Kent
HS2	High Speed 2	Proposed high speed railway linking London and Birmingham
LARTS	London Air Rail Transit System	
LENNON	Latest Earnings Networked Nationally Overnight	Database that collects data relating to every train ticket sale on the UK National Rail network.
LEP	Local Enterprise Partnership	
LTPP	Long Term Planning Process	Network Rail's process for working with stakeholders to predict future demand for rail services, agree priority uses for the capacity available and assess value for money options for investment. Builds on the RUS process.
NDL	North Downs Line	

Acronym	Meaning	Notes
NR	Network Rail	The organisation responsible for maintaining, renewing and enhancing the UK's railway infrastructure
ORR	Office of Rail Regulation	
PDFH	Passenger Demand Forecasting Handbook	Industry-standard framework for forecasting passenger demand on railway services.
PRT	Personal Rapid Transit	
RUS	Route Utilisation Strategy	Documents produced by Network Rail explaining their proposed approach to meeting demand on each part of the network
SBP	Strategic Business Plan	The SBP is NR's formal response to the HLOS and SoFA. It sets out how NR intends to achieve the DfT's requirements, providing details on the schemes that it wants to see taken forward over the course of each Control Period.
SCC	Surrey County Council	
SDO	Selective Door Operation	A system that permits stations to be served where the trains are longer than the platforms.
SoFA	Statement of Funds Available	Defines the amount of subsidy provided by the DfT to deliver the requirements of the HLOS in a given Control Period.
STP	Surrey Transport Plan	The Local Transport Plan for Surrey, the County-wide transport policy document.
SWML	South West Main Line	
SWT	South West Trains	Train Operating Company
TfL	Transport for London	
TOC	Train Operating Company	
tph	trains per hour	Measure of the frequency of train services on a given section of the railway network. Usually refers to trains running in one direction only.

Executive Summary

Objectives

Arup was appointed by Surrey County Council (SCC) in November 2012 to undertake the Surrey Rail Strategy study. This document is the **Surrey Rail Strategy Report**, the main deliverable from the study. The Rail Strategy forms part of the Surrey Transport Plan, which is the policy tool for developing transport programmes in Surrey.

In line with SCC's requirements the Strategy provides a framework through which SCC can:

- develop future rail policy, service and infrastructure initiatives;
- respond to consultations (e.g. rail franchises, aviation reviews);
- lobby to influence national rail policy and planning; and
- support wider Council growth initiatives.

We have developed a high-level **strategic approach** to this study. The strategy does not develop detailed options, rather it identifies potential interventions that SCC and partners can either develop directly or can support third parties to develop. From our experience we are confident that this approach provides SCC and its partners with the influential rail strategy that they require.

The four **rail development objectives** for Surrey were identified through review of relevant planning and policy documents and discussions with SCC; they are:

1. Maintain Global Competitiveness;
2. Drive Economic Growth;
3. Reduce impacts on the Environment;
4. Accommodate Sustainable Population Growth.

The objective for the study is to identify proposals for strategic investment that the County Council, working with partners, can plan and deliver.

Key Issues

The key issues affecting the delivery of the rail development objectives for Surrey, and the gaps remaining were identified in the Issues Paper. Issues were split into two categories:

- **Capacity issues** – related to the size and scale of the rail system (infrastructure and services) to meet the required demand, e.g. train length, number of trains; and
- **Adequacy issues** – related to the capability of the rail system to meet the requirements of passengers and policy, e.g. journey times, frequency, station facilities.

Issues were identified by undertaking extensive stakeholder consultation, and desk research and analysis.

Capacity Issues

The main capacity issues for rail in Surrey have been identified as:

- **Capacity to Waterloo** – without action, significant overcrowding is forecast to result by 2031 particularly on main line services, with demand growth likely to be suppressed;
- **Capacity on the Brighton Main Line** – some overcrowding is forecast to continue to occur by 2031, even after significant investment; and
- **The North Downs Line** – there is existing overcrowding on peak services between Guildford and Reading.

Adequacy Issues

The main adequacy issues for rail in Surrey have been identified as:

- **Access to London** - from locations in the Blackwater Valley area, e.g. Camberley and Frimley;
- **Access to main centres in the County** - existing train services are often infrequent and offer poor connections, for example Alton to Guildford;
- **Access to stations** – both lack of car parking and poor connections to other modes of public transport;
- **Links between new developments and stations** – to support sustainable travel choices, and developing appropriate solutions; and
- **Access to international gateways** – particularly Heathrow and Gatwick airports, but also High Speed (HS) 1 & 2, to maintain Surrey's global competitiveness.

Optioneering

Having identified the capacity and adequacy issues for rail in Surrey, a list of options was identified for service or infrastructure improvements that could address the different issues. This took the form of a **long-list of options** obtained from a range of existing sources, such as previous rail studies, Network Rail Route Utilisation Strategies and stakeholder consultation. A number of options are original solutions proposed by Arup.

An **assessment process** was undertaken to arrive at a short-list of preferred options that would be recommended for inclusion in the Surrey Rail Strategy. Each option was assessed against three criteria: *Suitability*, *Feasibility*, and *Acceptability*. These terms are explained below:

- **Suitability** - How does the option address SCC's objectives, does it support wider plans and strategies and is rail the most suitable mode?
- **Feasibility** - Is the option deliverable and by whom, what are the key risks and obstacles, can funding be obtained?
- **Acceptability** - Does the option have a good business case, does it have stakeholder support?

Options were scored either a Good Pass, a Pass, or a Fail. All options in the categories *Good Pass* and *Pass* were recommended for inclusion in the Surrey Rail Strategy. **Four options in the *Fail* category were rejected:**

- Double-deck trains on South West Main Line (SWML) outer services;
- 16-car trains on SWML outer services (to Waterloo International);
- Reinstatement of the Guildford-Cranleigh railway line;
- Interchange at Frimley to the South West Main Line.

Rail Strategy

The strategies for each area or topic comprise the committed schemes and the preferred options (those achieving a Pass or Good Pass in the assessment) for the short, medium or long term timescales.

Committed schemes are generally those that are included in the Network Rail Strategic Business Plan for Control Period 5 (2014-2019).

Options included range from those that are already being developed by the rail industry and just need support and input from Surrey County Council and its partners, to those that are new ideas and are not yet proven, which need further development to determine if they are viable schemes. In all cases, Surrey County Council and partners should be convinced that there is a robust business case for any option before they give their full support and certainly before any funding is committed.

The **main actions** to deliver each option are also considered; to inform the action plan.

The **areas/topics** covered are:

- South West Main Line;
- Windsor Lines;
- Brighton Main Line;
- North Downs Line;
- Access to airports;
- Access to Guildford; and
- Network wide and stations.

These area/topic strategies combine to form the Surrey Rail Strategy.

Delivery

The recommended actions for Surrey County Council, its partners, and other stakeholders in the short, medium, long term to deliver the rail strategy are presented in the Action Plan.

The Action Plan is split into three tables:

- Short and Short-Medium term
- Medium and Medium-Long term
- Long term

The top priority actions are identified to enable the effort and resources to be focused on the most important issues.

In the **short term action plan** there are actions required to:

- Support committed train lengthening schemes on the South West Main Line and Windsor Lines;
- Continue to work with Network Rail on level crossing issues along the Windsor Lines;
- Commence strong lobbying for further development of the Crossrail 2 regional scheme to deliver more capacity on the South West Main Line, working closely with Transport for London and other key stakeholders;
- Explore options to reduce journey times between Camberley and London;
- Support committed additional platform at Redhill;
- Lobby for train lengthening on the North Downs Line;
- Proactively engage with the Davies Commission on airport capacity;
- Support committed schemes that will benefit Gatwick Airport;
- Work with Kent County Council to consider the feasibility of a Tonbridge-Gatwick service.
- Improve road-based access to Heathrow Airport;
- Lead the development of the station access and station facilities improvement programmes, as well as the standard rail service specification for Surrey;
- Lead review, and where appropriate, the development of rail improvements to support developments.

In the **medium term action plan** there are actions required to:

- Work closely with Network Rail to support the effective use of committed funding to deliver capacity improvements at London Waterloo;
- Lobby for additional train lengthening on the SWML, particularly its inclusion in the next South Western franchise specification;
- Proactively lobby for the inclusion of Surrey County Council and partners in the development of the Crossrail 2 scheme;
- Promote the Sturt Road Chord scheme as an effective use of future additional capacity on the SWML;
- Monitor actual demand growth on SWML Inner Suburban and Windsor Lines services;
- Support committed schemes on the Brighton Main Line and monitor the construction impacts of the Thameslink Programme;
- Work with Network Rail to develop further Brighton Main Line capacity improvements;
- Lead development of the improvement schemes for the North Downs Line, working closely with the Department for Transport and Network Rail;
- Support committed Heathrow Western Connection to Reading;
- Develop options that will benefit Gatwick Airport in future;
- Engage with all options which seek to address access to Heathrow;
- Raise Crossrail extension option in discussions on Airtrack Lite;
- Confirm the business case for Guildford local access schemes, including 2 tph (trains per hour) Alton-Guildford, and new stations at Park Barn and Merrow;
- Engage with the rail industry on demand management measures.

In the **long term action plan** there are actions required to:

- Identify further capacity upgrades on the South West Main Line and enabling schemes for Crossrail 2;
- Secure policy support for a southern rail access to Heathrow Airport through the rail industry long term planning process for delivery in CP6 (linked to expansion at Heathrow Airport, if granted through the Airports Commission).
- Develop the concept of a new, possibly high speed, rail link across Surrey from Heathrow to Gatwick Airport and possibly beyond;
- Develop the business case for the Clapham Interchange option.

There are a number of actions identified above covering many different options. There is a risk of confusion over priorities and dilution of resources across too many activities, particularly if human resources to lead and develop options are limited.

The priority actions should be those which relate to those options which are closely aligned with the Surrey rail development objectives and which have the potential to have a major impact on rail in Surrey, in the short, medium or long term. These **priority options** are considered to be:

- **Capacity on the South West Main Line** – the South West Main Line has significant capacity challenges in future. In the short to medium term the County Council should support committed and planned schemes to increase capacity through train lengthening and additional services. In the longer term, the Crossrail 2 project has the potential to address some of the capacity gap forecast on the line and, depending on the configuration of the scheme, has wider benefits for parts of Surrey in terms of greatly improved access to major employment centres in London and in maintaining Surrey’s global competitiveness by providing better connections to HS1 and in future HS2. It should be a priority of the strategy to implement actions that encourage further development of the Crossrail 2 regional scheme with stakeholders, and also to develop the enabling schemes in the short to medium terms, such as Woking Flyover and plans to relieve the inner area of the South West Main Line;
- **Local Orbital Rail Services** – improvements to the North Downs Line will address capacity issues in the short-medium term, but in the medium long term there is potential to create a really strong orbital link through Surrey, anchored by Gatwick Airport at one end and Reading at the other (for the future employment opportunities in Reading and wider connections, such as the planned Western Connection to Heathrow) and with the major Surrey towns of Redhill and Guildford between the two. There is also potential to link through to Kent on the Tonbridge line. This is an option that Surrey County Council and its partners can step up to and take the lead on, and it should be a priority of the strategy to push forward with this option;
- **Access to Airports** – this is a high profile and political issue in Surrey, and it affects decisions to locate people and businesses in the County. There are a number of options in the short and longer terms to address access to Heathrow and Gatwick, but in the case of Heathrow, there are no easy solutions. It should therefore be a priority for Surrey County Council and its partners to demonstrate leadership on this issue, by defining its position on airport capacity, and taking the lead on improving access to airports from Surrey. Inevitably, a final position will be dependent on the conclusions of the Davies Commission, but it is important that Surrey lobbies strongly for the continued development of Heathrow and Gatwick, because of their contribution to Surrey’s global competitiveness, economic prosperity, and employment.

Implementing the strategy

Once the Surrey Rail Strategy is approved and adopted by Surrey County Council, it should be implemented quickly to maintain the momentum gained during the development stage of the strategy. In particular the short term options should be developed as a priority to feed into the main rail industry processes. Early engagement should include:

- Engagement with the **Department for Transport** to clearly promote Surrey's requirements for:
 - the 2017 High Level Output Specification (HLOS) and Control Period 6;
 - future franchise specifications and priorities (Thameslink, South Western, Great Western, etc);
- Engagement with **Network Rail** to ensure Surrey's active participation in the Long Term Planning Process (LTPP) particularly the London and South East Market Study and future Route Studies. Conditional outputs should be clearly defined so options for Control Period 6 are developed and agreed;
- Engagement with **Transport for London** to ensure Surrey's active participation in the development of the Crossrail 2 scheme;

Regular engagement should also be held with the **Train Operating Companies** to build relationships around development and implementation of relevant options, and with **Surrey stakeholders**, such as Boroughs and Districts and the business community, to report on progress, build relationships around the rail strategy, and harness local skills and knowledge to support implementation.

There is excellent stakeholder interest and support from both within the County and the rail industry, and this should be harnessed by Surrey County Council and its partners to deliver a successful rail strategy for Surrey that delivers the development objectives for the County.

1 Introduction

1.1 Background

Arup was appointed by Surrey County Council (SCC) in November 2012 to undertake the Surrey Rail Strategy study. The objective for the study is to identify proposals for strategic investment that the County Council, working with partners, can plan and deliver.

This document is the Surrey Rail Strategy Report, the main deliverable from the study. The Rail Strategy forms part of the Surrey Transport Plan, which is the policy tool for developing transport programmes in Surrey.

The report is informed by Arup's previous Issues Paper and Options Paper reports, which are referenced in this report and should be consulted for further details on the issues and options considered in the study.

In line with SCC's requirements the Strategy provides a framework through which SCC can:

- develop future rail policy, service and infrastructure initiatives;
- respond to consultations (e.g. rail franchises, aviation reviews);
- lobby to influence national rail policy and planning; and
- support wider Council growth initiatives.

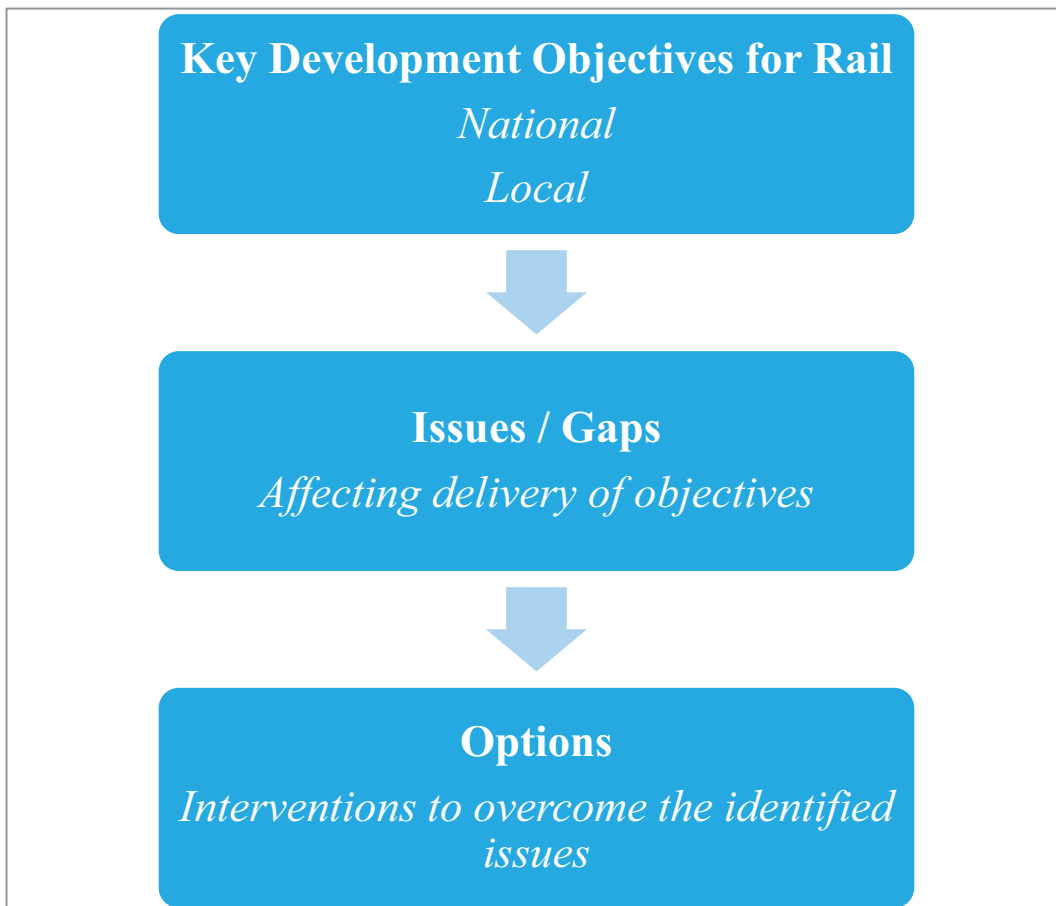
The Rail Strategy covers passenger rail only and does not include freight. Freight issues are covered in a separate Freight Strategy within the Surrey Transport Plan.

1.2 Approach

We have developed a high-level strategic approach to this study. The strategy does not develop detailed options, rather it identifies potential interventions that SCC and partners can either develop directly or can support third parties to develop. From our experience we are confident that this approach provides SCC and its partners with the influential rail strategy that they require.

The approach is illustrated in **Figure 1**. The following sections of the report present the findings from each stage of the approach. The Strategy is then constructed from the preferred options identified.

Figure 1: Study Approach



2 Objectives and Industry Timescales

2.1 Rail Development Objectives for Surrey

The initial task of the study was to identify the rail development objectives for Surrey. These were identified through review of relevant planning and policy documents and discussions with SCC. Documents reviewed include:

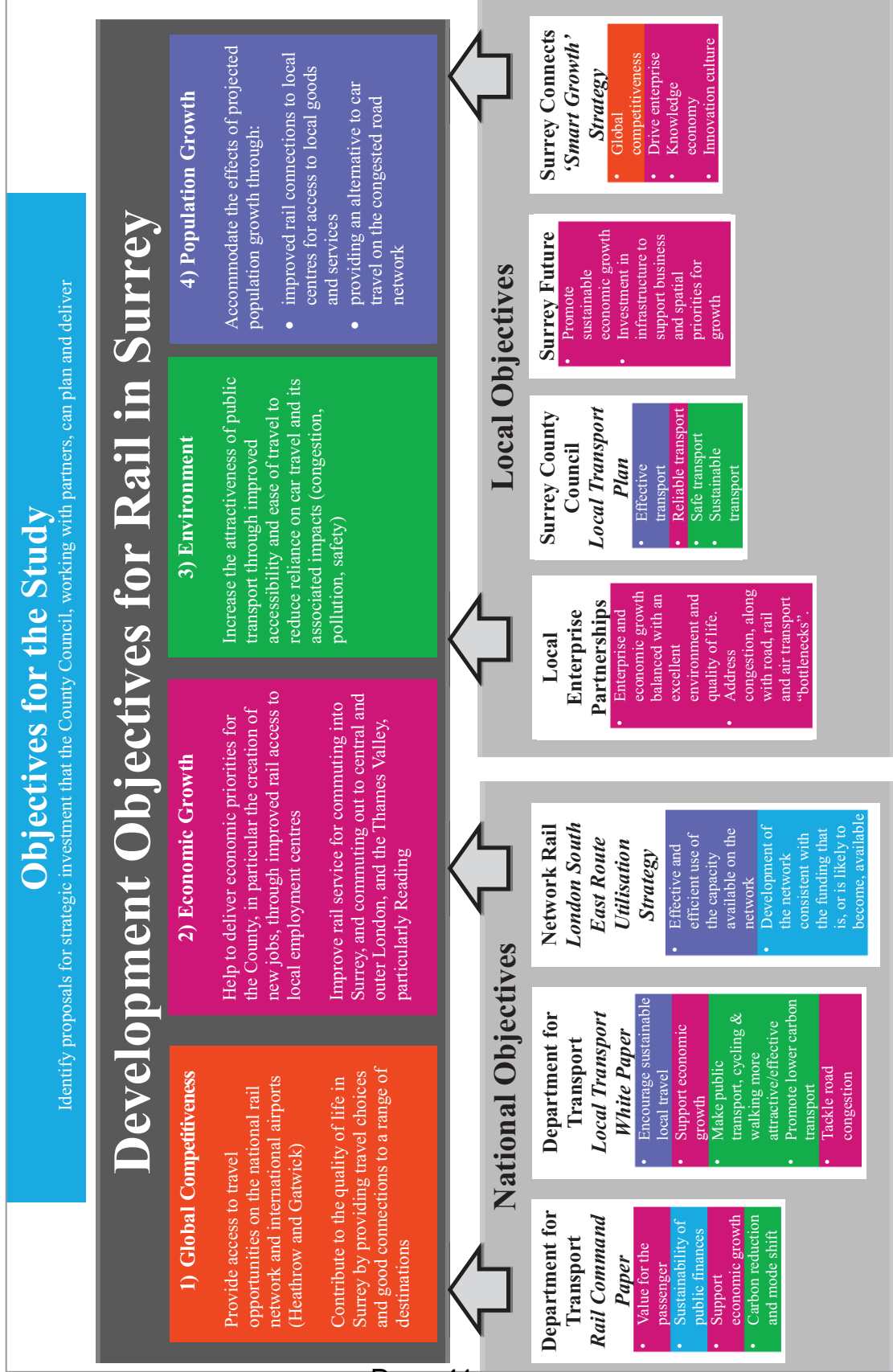
- The Department for Transport's (DfT) Rail Command Paper (March 2012);
- The DfT's Local Transport White Paper (January 2011);
- Network Rail's (NR) London and South East Route Utilisation Strategy (RUS) (July 2011);
- Surrey Transport Plan (April 2011);
- Surrey Connects' Forward through Smart Economic Growth (August 2011);
- Local Enterprise Partnerships growth strategies (Enterprise M3 and Coast-to-Capital)..

Key themes from these documents were identified to develop the rail objectives for Surrey, as shown in **Figure 2**, overleaf.

The four development objectives for rail in Surrey are:

1. Maintain Global Competitiveness
2. Drive Economic Growth
3. Reduce impacts on the Environment
4. Accommodate Sustainable Population Growth

Figure 2: Development Objectives for Rail in Surrey



2.2 Rail Industry Timescales

A key element in developing the rail strategy is understanding the rail industry timescales for development of initiatives. A summary of the timescales in the industry is shown in Figure 3, below.

It is important to understand that rail industry planning timescales are long. Each Control Period, the period over which the Office of Rail Regulation sets regulatory targets, income and costs for Network Rail, lasts five years. Whilst this is good for the industry, in that it can plan with some certainty of funding for that period, it means that new infrastructure schemes often have to be planned with more than five year lead times.

For example, the plans for Control Period 5 (2014-2019) are largely fixed now, so any new infrastructure schemes are likely to be implemented in the next Control Period, ie 2019-2024. Planning for this period starts with the Department for Transport's High Level Output Specification (HLOS), which is expected to be published in 2016/17. Consultation and negotiations for the HLOS will therefore start in 2015/16, with the publication of Network Rail's Initial Industry Plans.

There are opportunities to progress smaller schemes and service improvements through the franchise renewal processes, which in Surrey will occur before the end of the next Control Period, for example Great Western in 2016/17 and South Western in 2019/20.

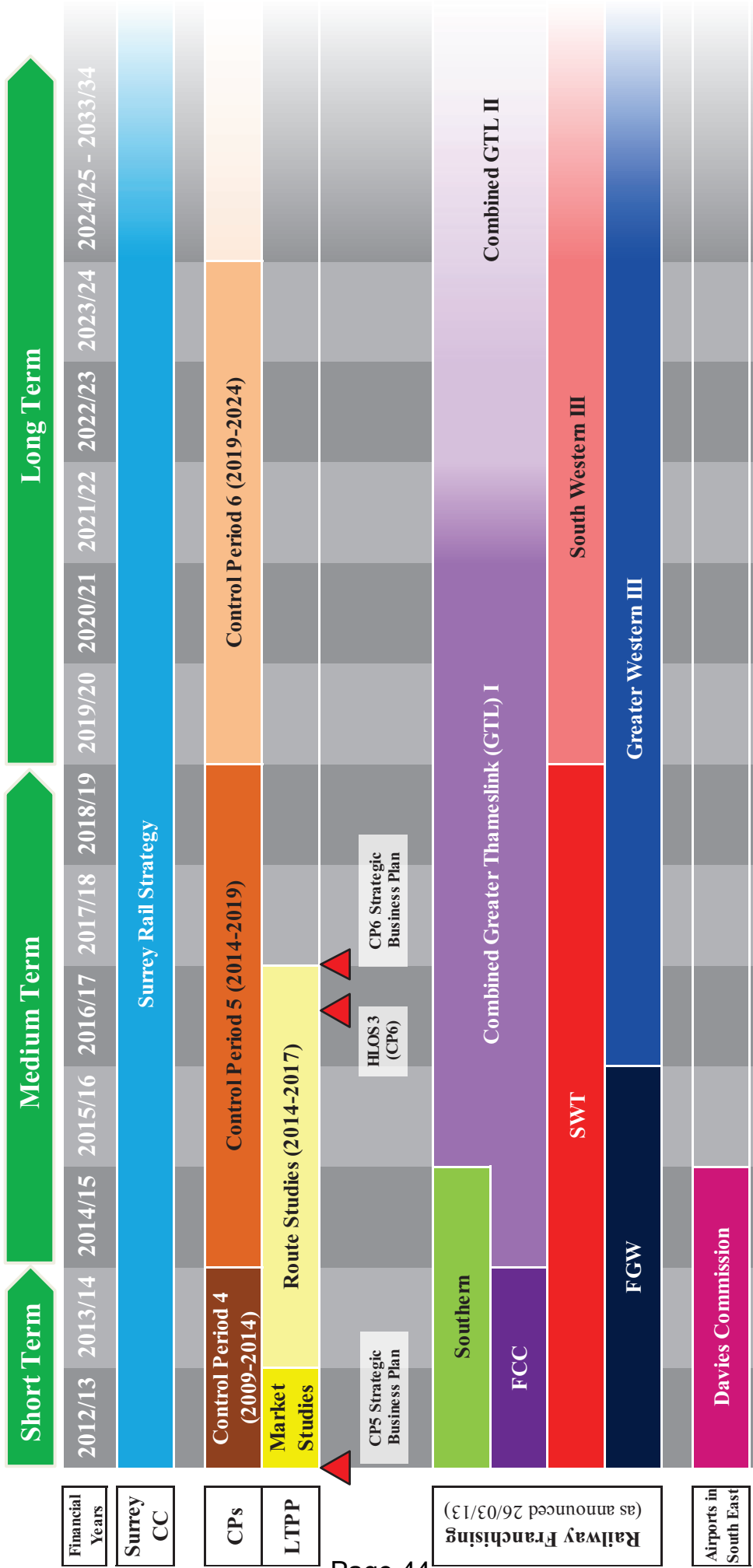
Table 1 provides full definitions for common rail industry terms that are used in the timeline above, and throughout this report.

Table 1: Definitions of rail industry terminology

Acronym	Meaning	Descriptions
HLOS	High Level Output Specification	The HLOS sets out information for the Office of Rail Regulation and for the rail industry about what the Secretary of State for Transport wants to be achieved by railway activities during a given railway Control Period. The HLOS is a statutory requirement introduced by the Railways Act 2005. Alongside the HLOS, the DfT also provides a Statement of Funds Available (SoFA) that defines the amount of subsidy available to deliver the requirements of the HLOS. The HLOS for CP5 (2014-2019) was published by the Department for Transport (DfT) on the 16 th of July 2012.
LTPP	Long Term Planning Process	The LTPP is how Network Rail works with stakeholders to predict future demand for rail services, agree priority uses for the capacity available and assess value for money options for investment. It builds on the Route Utilisation Strategy (RUS) programme previously used by NR.

Acronym	Meaning	Descriptions
SBP	Strategic Business Plan	The SBP is NR's formal response to the HLOS and SoFA. It sets out how NR intends to achieve the DfT's requirements, providing details on the schemes that it wants to see taken forward over the course of each Control Period.
CP	Control Period	The 5-year periods over which the Office of Rail Regulation sets regulatory targets, income and costs for Network Rail. They are numbered, e.g. CP4 covers the period April 2009 to March 2014 and CP5 covers the period April 2014 to March 2019.
-	Franchise	<p>A type of contract that the DfT uses to procure train operation services from the private sector. The award of a franchise should generally follow this process:</p> <ol style="list-style-type: none"> 1. DfT consults stakeholders on what should be delivered by the future franchise holder. 2. The DfT draws up a shortlist of franchise bidders, based on the results of a Pre-Qualification Questionnaire (PQQ). 3. Taking into account stakeholder views, the DfT issues an Invitation to Tender (ITT) to shortlisted bidders that specifies in detail the criteria against which the merit of franchise bids will be judged. 4. Bids are submitted to the DfT for evaluation. 5. The DfT announces the bidder to which they wish to award the franchise (the Preferred Bidder). 6. A period of negotiation ensues between the Preferred Bidder and the DfT to agree upon a final contract. 7. On a set date the operation is taken over by the winning bidder. Franchises are of fixed length (normally between 7 and 15 years).

Figure 3: Rail Industry Timescales



Abbreviations: CPs – Network Rail Control Periods, LTTP – Network Rail’s Long Term Planning Process, HLOS – High Level Output Specification, FCC – First Capital Connect, FGW – First Great Western, GTL – Greater Thameslink, SWT – South West Trains.

3 Rail Strategy Issues

The next task in the study was to identify the issues affecting the delivery of the rail development objectives for Surrey, and the gaps remaining.

Issues were split into two categories:

- **Capacity issues** – related to the size and scale of the rail system (infrastructure and services) to meet the required demand, e.g. train length, number of trains; and
- **Adequacy issues** – related to the capability of the rail system to meet the requirements of passengers and policy, e.g. journey times, frequency, station facilities.

Issues were identified by undertaking extensive stakeholder consultation, and desk research and analysis. This is reported in detail in the Surrey Rail Strategy Issues Paper (March 2013) and summarised below.

3.1 Stakeholder Consultation

A number of key stakeholders were consulted to obtain views on the key issues for rail in Surrey. A list of stakeholders consulted, with consultation format and dates, is included in Appendix A.

Many of the stakeholders provided input to the Surrey Rail Strategy at events organised by Surrey County Council (or other organisations in certain cases). These events are listed in Table 2.

Table 2: List of stakeholder consultation events

Event	Date
Drop-in event for SCC Councillors and Officers	26 Nov 2012
Group meeting with Planning/Transport officers from Surrey Districts and Boroughs (1)	26 Nov 2012
Group meeting with Planning/Transport officers from Surrey Districts and Boroughs (2)	30 Nov 2012
Surrey County Council Member Seminar	14 Jan 2013
Meeting of the Enterprise M3 Transport Action Group	24 Jan 2013
Options Workshop	29 Jan 2013
Presentation at Surrey Future Launch Event	6 Mar 2013
Presentation to SCC Transport Select Committee	6 Mar 2013
Strategy Workshop	15 Mar 2013

The issues arising from the stakeholder consultation are included in the research and analysis in the following section.

A formal consultation on the draft Rail Strategy Report was held by the County Council from April to June 2013. This attracted an unprecedented 150 responses, which have informed this final report.

Surrey County Council and Arup would like to thank all stakeholders for their interest and inputs to the study.

3.2 Research and Analysis

The work that was undertaken to produce the Issues Paper followed a simple methodology. Factors influencing the *demand* for travel in Surrey were identified and analysed, followed by an appraisal of the current *supply* of transport in the County in terms of service levels and quality. With a clear understanding of both these influences, it was then possible to define a number of issues that the Surrey Rail Strategy would seek to address. As described above, issues were placed in one of two categories: **Capacity Issues** or **Adequacy Issues**.

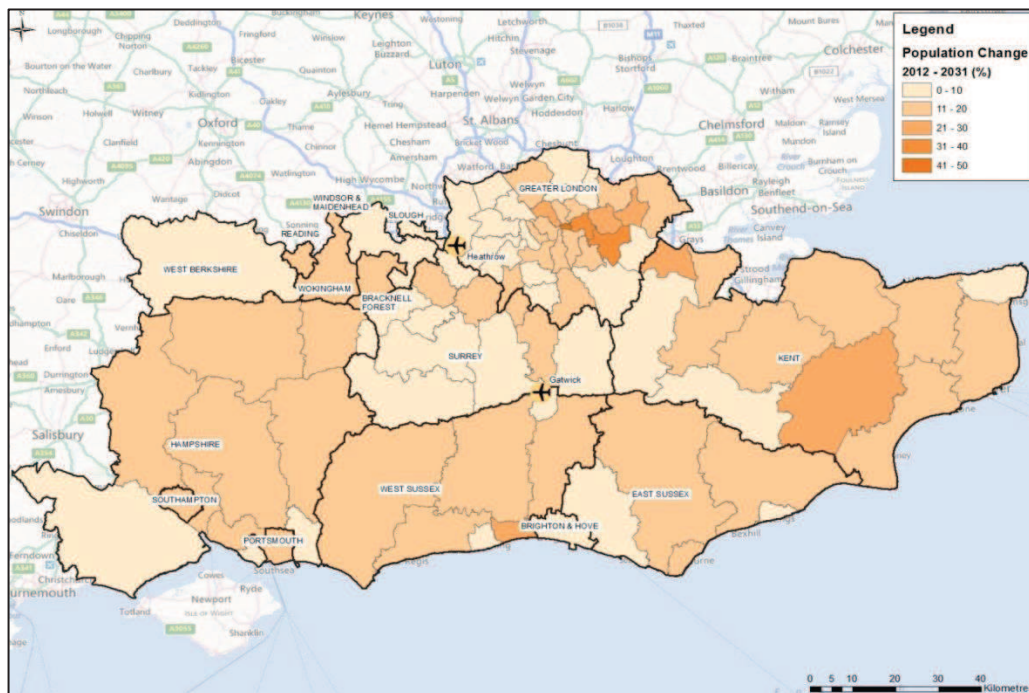
3.2.1 Understanding Demand for Travel in Surrey

Population and Employment

Demand for travel is generated by the need for people to get from where they live to where they undertake any other activity, such as work, study or leisure. Analysing population and employment trends in Surrey and the surrounding region was therefore vital to understanding patterns of travel demand.

With the aid of Geographical Information Systems (GIS), official projections of population growth were overlaid on maps of the South East to display patterns of growth and how these might affect Surrey (see **Figure 4**, below). A similar map was produced to show jobs growth (see Issues Paper for more information).

Figure 4: Map of projected population change in London and the South East (2012-2031)



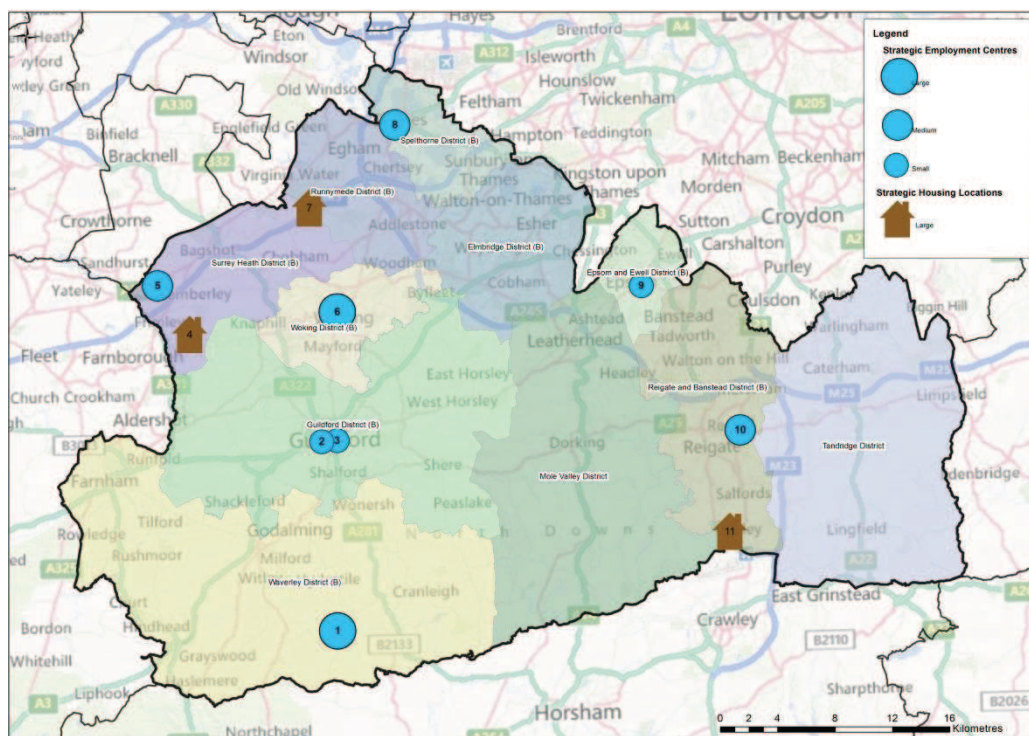
Source: TEMPRO

Figure 4 shows that population growth will be strongest in inner London boroughs (particularly in the East) and areas further from London in Hampshire, Sussex and Kent. Growth is expected to be weaker closer to London, including in Surrey, perhaps reflecting the constraining effect of the Metropolitan Greenbelt on housing growth.

Within Surrey, overall population is projected to grow by 9% between 2012 and 2031, equating to an average annual population growth rate of only 0.45%. The strongest population growth is projected for the districts and boroughs bordering London, with double-digit growth in Elmbridge (+13%), Epsom and Ewell (+11%) and Reigate and Banstead (+13%). Runnymede is expected to see growth of +14%, while the main centres of Woking and Guildford are both expected to grow by +10%. Growth in Surrey's rural areas is expected to be limited.

To add detail to these long term population projections, a review of local development plans in the County was carried out to provide a clearer view of where growth in houses and jobs is likely to occur in the short to medium term (see **Figure 5**).

Figure 5: Current plans for housing and employment development in Surrey



Source: Arup research

In terms of new housing major developments are planned for Horley (3,600 homes), Longcross (1,500 homes) and Deepcut (1,200 homes).

Regarding office/commercial developments, significant new floor space is planned for Woking (75,000 m² retail), Camberley (41,000 m² retail), Guildford (32,500-37,000 m² retail), and Longcross (80,000 m² office).

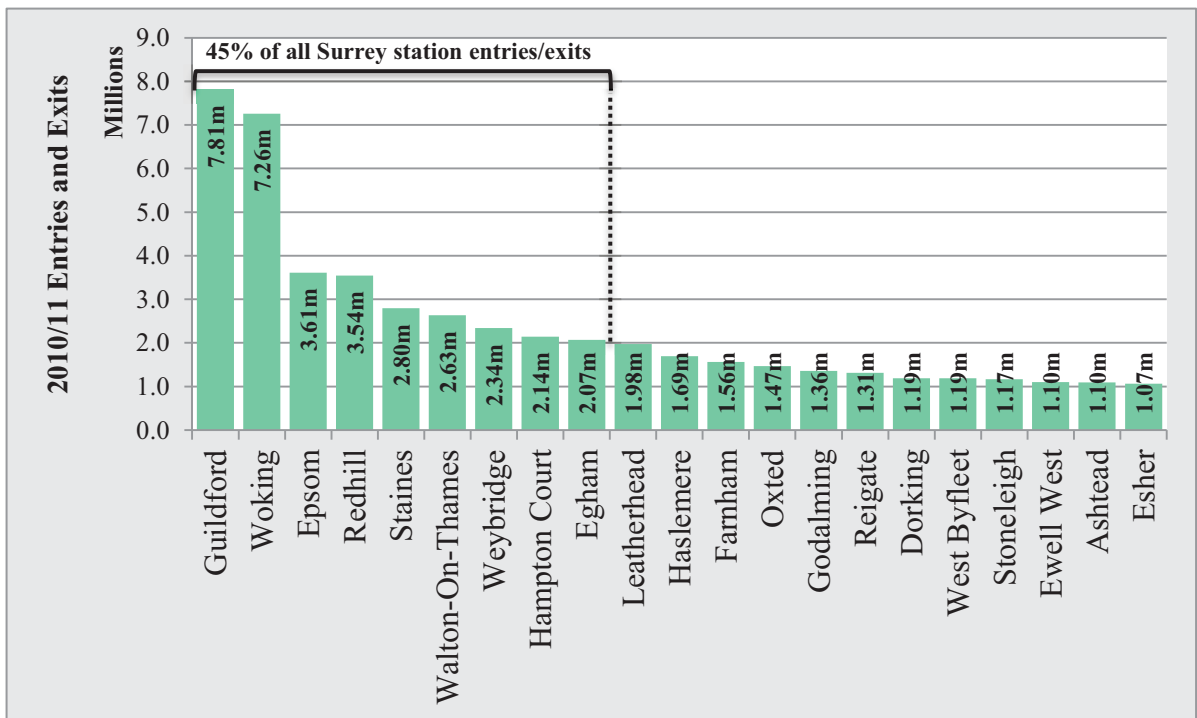
Other major developments are planned for centres located close to Surrey, such as Reading, Basingstoke and Crawley. In Reading there are a number of proposed developments, including Southside (40 hectare mixed use site, including 80,000 m² of office space), and Kenavon Drive (550 homes planned), all very close to the rail station, as well as major expansion of the railway station itself.

Rail Demand

To investigate existing patterns of demand for rail services in Surrey, both station usage data (provided by the Office of Rail Regulation (ORR)) and ticket sales data (provided by South West Trains) were analysed.

Analysis of 2011/12 station usage data (see **Figure 6**) showed that the 9 busiest stations in Surrey accounted for nearly half of all annual station exit/entries in 2011/12. This demonstrated that, although Surrey is served by a comprehensive railway network comprising 84 stations, the majority of passengers' experience of travel by train in Surrey will be based on travelling through a handful of very busy stations.

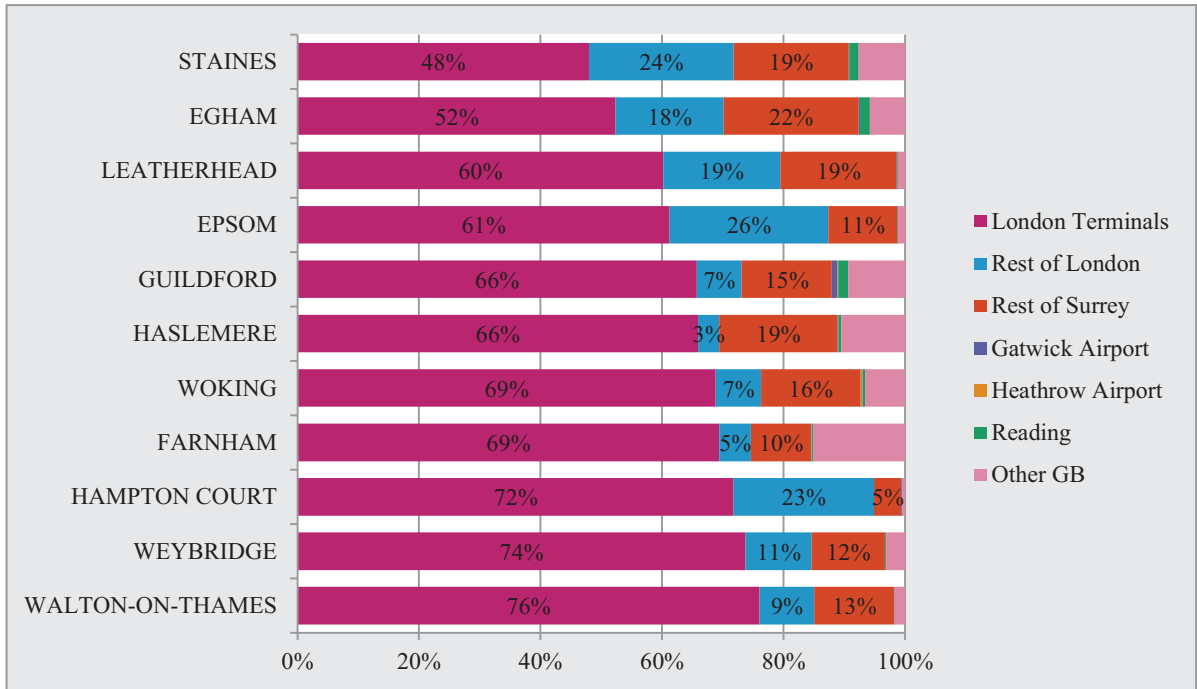
Figure 6: Annual station entries and exits at key stations in Surrey (2010/11)



Source: ORR

Ticket sales data from South West Trains provided insight into the types of journeys that Surrey rail passengers take. **Figure 7** shows the destinations of passengers leaving from principal Surrey stations. It can be seen that certain stations are predominantly used for travel into central London (e.g. Walton-on-Thames, Weybridge), while others serve a more diverse market including the rest of Surrey (e.g. Egham). The predominance of London is expected, however, given the popularity of Surrey as a home for London-bound commuters.

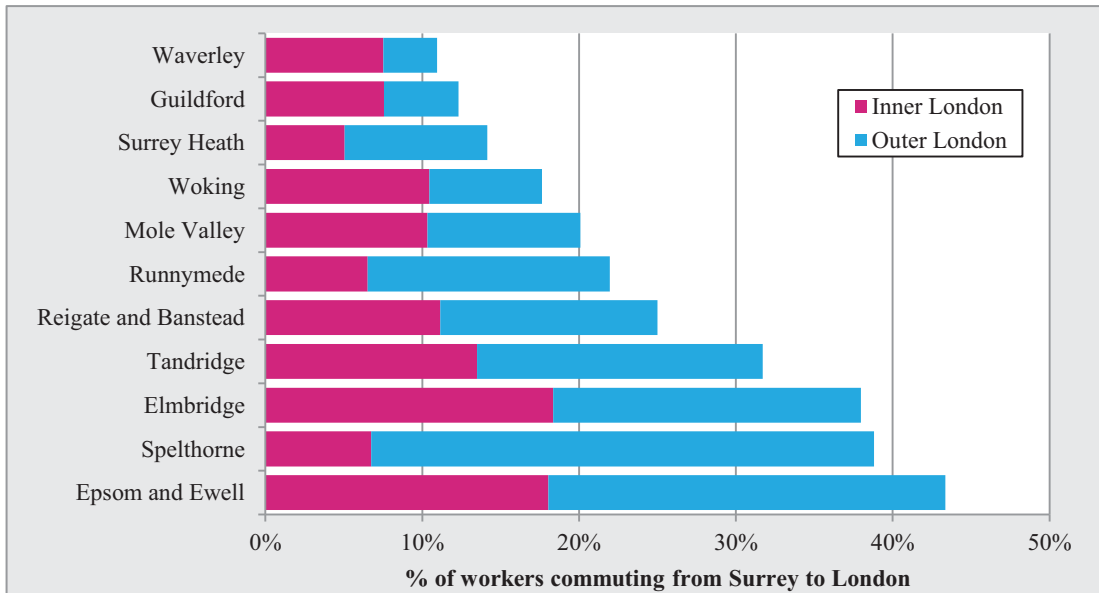
Figure 7: Destinations of passengers boarding at selected Surrey stations (2011/12)



Source: SWT/LENNON

The predominance of London revealed in the ticket sales data was supported by Census data that records the work destinations of Surrey residents. According to the 2001 census (2011 travel-to-work census data not yet available), certain Surrey districts see over 40% of workers commuting to London (see **Figure 8**).

Figure 8: Surrey districts ranked by percentage working in London



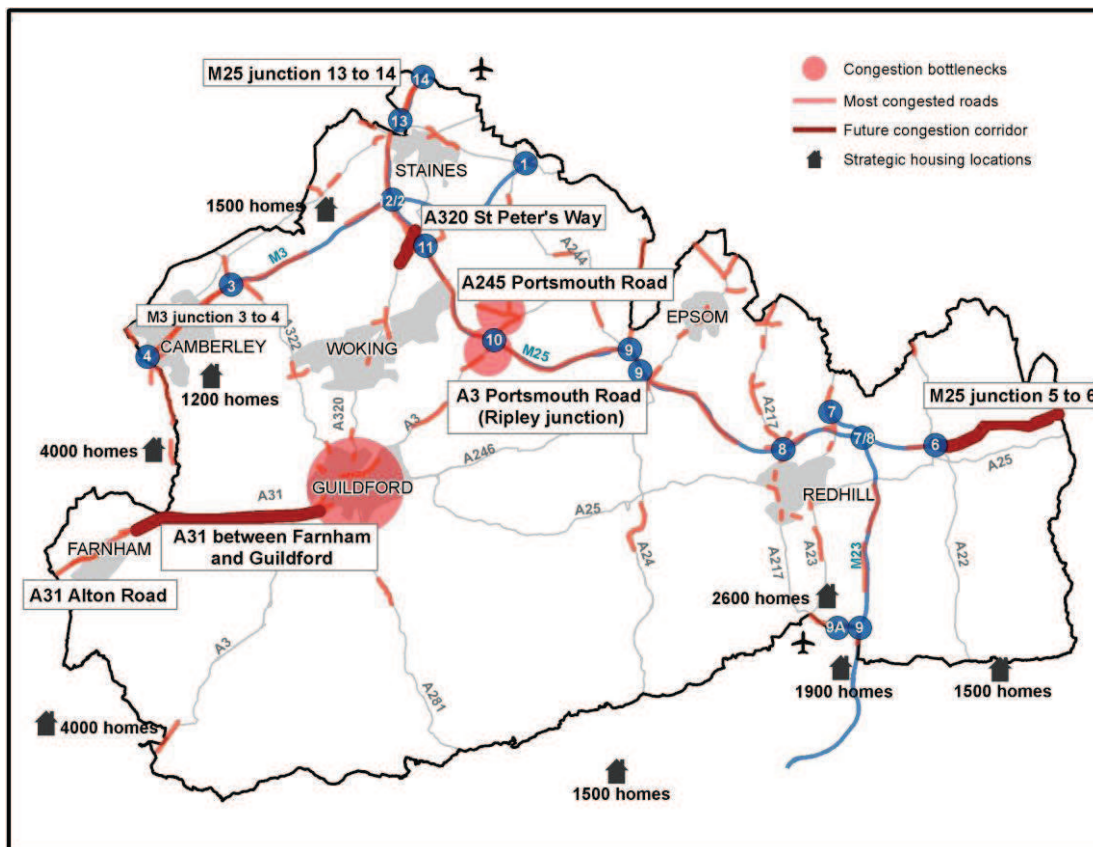
Source: 2001 Census

3.2.2 Understanding Transport Supply in Surrey

As defined in the objectives for the Surrey Rail Strategy, one of the roles of rail in the County must be to provide “an alternative to car travel on the congested road network.” For this reason, prior to studying Surrey’s rail services in detail, the issue of road congestion was examined, based on work already carried out as part of the Surrey Future Congestion Programme. The most pressing road congestion issues, as displayed on the map in **Figure 9**, were found to be:

- High levels of traffic congestion on the important A3 corridor;
- Expected worsening of congestion on the A31 between Farnham and Guildford;
- Significant commuting-related traffic congestion on roads at peak times in Guildford, due to the concentration and growth of jobs in the area and relatively poor accessibility by rail (e.g. Surrey Research Park);
- High levels of congestion on the M25 and M23 motorways affecting road access to Gatwick airport and the wider Gatwick Diamond economic zone; and
- Limited provision for orbital movement (e.g. east-west) across Surrey south of the M25 by road.

Figure 9: Current and future congestion areas on Surrey’s road network



Source: Surrey Future Draft Congestion Programme

Railway Capacity

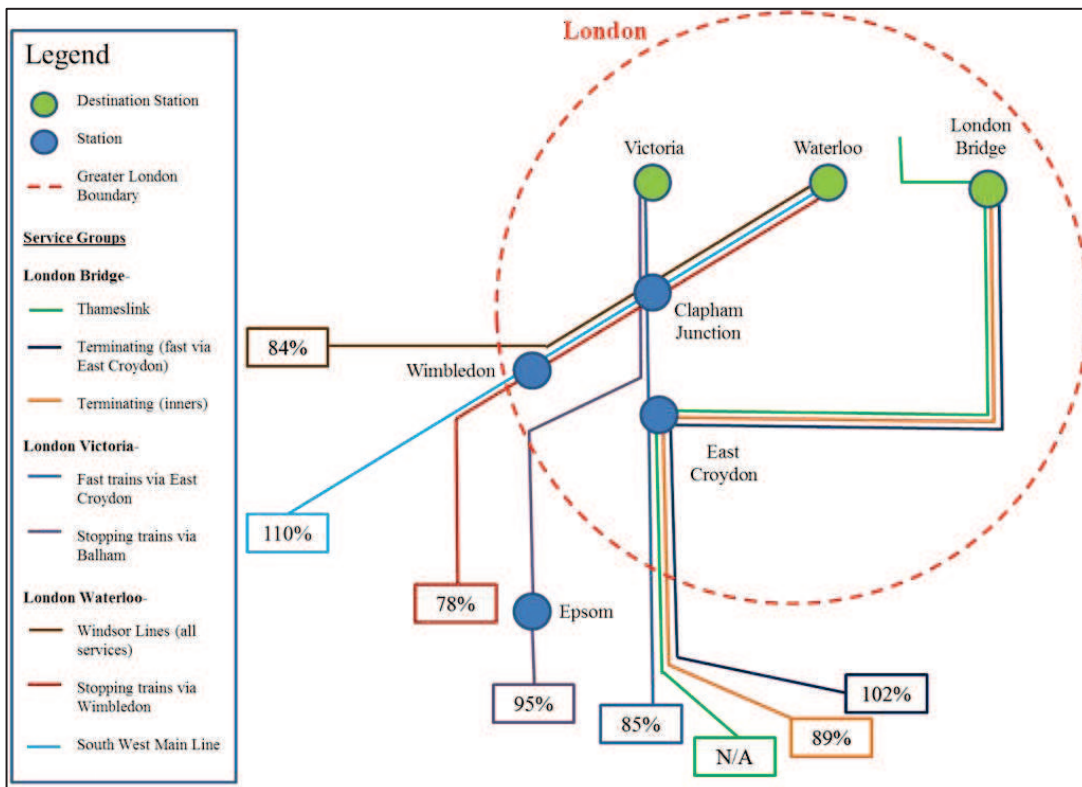
Congestion is not a problem unique to road travel, however. Overcrowding on London-bound trains during the morning peak on weekdays was identified by stakeholders as a major concern for many Surrey residents.

Network Rail’s 2011 Route Utilisation Strategy (RUS) for London and the South East revealed the extent of crowding on the busiest trains travelling between Surrey and the London termini. The NR crowding analysis is summarised in **Figure 10**, overleaf.

It can be seen that in 2010 services on the South West Main Line (SWML) into Waterloo were already operating at 110% of capacity at the busiest point (likely to be Clapham Junction or Vauxhall stations). Note that ‘capacity’ according to official definitions does not refer to seating capacity alone, but seating plus an allowance for standing room (one passenger per 0.45 m²).

Other important routes between Surrey and London are also operating close to capacity at the busiest times, such as the Windsor Lines via Staines (84% of capacity), the Mole Valley Line via Epsom (95%) and London Bridge terminating services via East Croydon (102%).

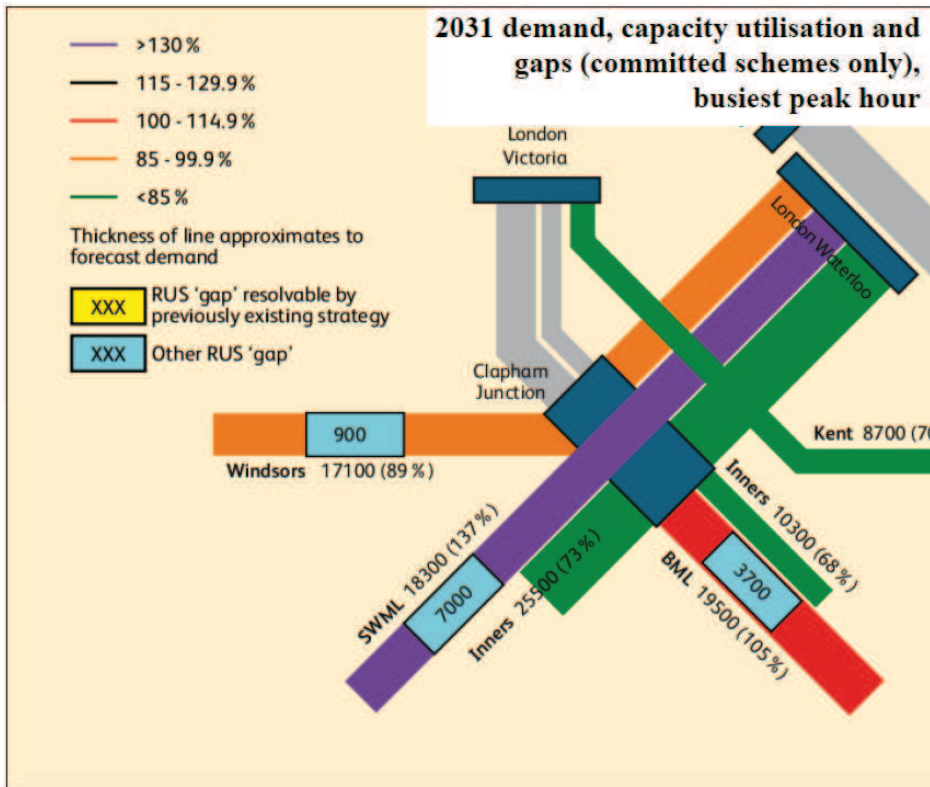
Figure 10: Train load factors (%) on London-Surrey lines - AM 1-hour peak (Autumn 2010) at busiest point



Source: Network Rail

The Network Rail RUS also forecasts how demand and crowding in expected to change over the period to 2031, taking account of committed investment. Expected levels of crowding on Waterloo and Victoria bound services in 2031 are shown in **Figure 11**.

Figure 11: 2031 demand, capacity utilisation and gaps (committed schemes only), busiest peak hour



Source: Network Rail London and South East RUS 2011

Network Rail forecasts that:

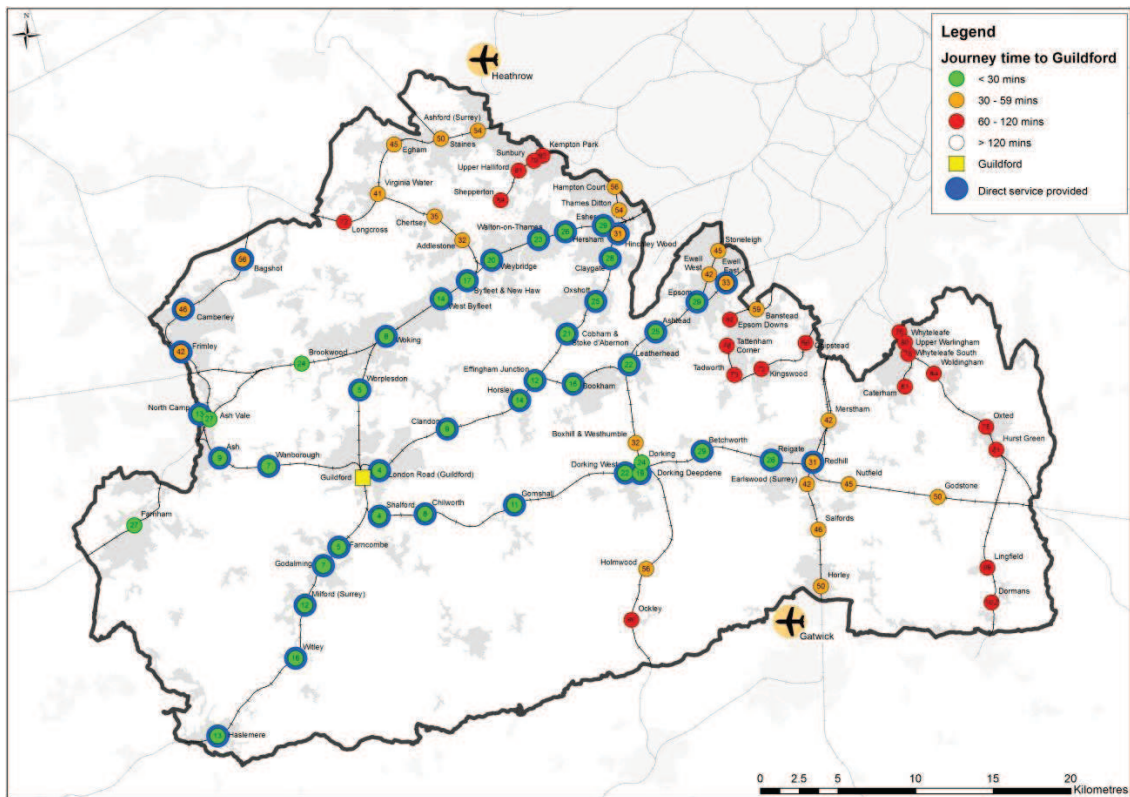
- By 2031 morning peak passenger demand will have grown by around one quarter on the Windsor and South West Main Lines (SWML);
- Use of Brighton Main Line services via Clapham Junction during the morning peak will grow by 37%;
- Taking into account capacity improvement schemes that are already committed, by 2031 the gap between demand and capacity on the SWML will have increased from 10% to 37%;
- Similarly, on Brighton Main Line services usage will exceed capacity by 5%; and
- Other lines will be close to capacity by 2031.

Existing Train Service Levels

A comprehensive station-by-station review of existing railway services in Surrey was carried out. As with demographic data, GIS mapping was used to present this information in a format that would allow the patterns of provision to be understood.

An example of this is shown in **Figure 12**, where journey times to Guildford from all other Surrey stations have been mapped. Where the journey time is less than 30 minutes, the station is coloured green. Journey times between 30 and 59 minutes are coloured amber and journey times of 60 minutes and more are coloured red. Stations with direct services are circled in blue.

Figure 12: Map of fastest journey times to Guildford in the morning 1-hour peak from all stations in Surrey



Source: National Rail Enquiries

From this map it can be seen that Guildford is well served by direct rail services from many stations across Surrey. However, for certain locations in Surrey, particularly in Spelthorne, Runnymede and Tandridge, journey times by rail to Guildford are very long, typically due to the need to change trains in central London. In such cases travel by rail will be an unattractive alternative to the car.

Similar maps were produced for travel from Surrey stations to London and Reading. In addition to journey times, service frequency was also analysed. Full details can be found in the Issues Paper.

Customer Satisfaction for Rail Services in Surrey

The results of research carried out by Passenger Focus as part of the National Passenger Survey were analysed to gauge levels of satisfaction with rail services in Surrey. Comparisons were made with customer satisfaction levels across the South East region as a whole (see **Table 3**).

For certain aspects of rail travel, Surrey passengers were more satisfied than South East passengers as a whole. This was particularly the case for on-train facilities. However, for some aspects Surrey satisfaction was below the South East average.

Table 3: Key findings of National Passenger Survey for Surrey passengers compared to South East average (aggregation of Autumn 2010, Spring 2011, Autumn 2011 and Spring 2012 survey waves)

ABOVE South East Average Satisfaction	BELOW South East Average Satisfaction
Facilities for car parking	Connections with other forms of public transport
Availability of on-train staff	Availability of station staff
Provision of information during the journey	Station facilities and services
Helpfulness and attitude of on-train staff	Value for money for the price of the ticket
Cleanliness of the outside of trains	Ticket-buying facilities
Space for luggage	
Upkeep and repair of the train	

Source: Passenger Focus

3.2.3 Identification of Capacity Issues

Network Wide

- Rail mode share in Surrey is 10% of work trips. Rail plays a very important role in the economy, with 19% of the working population (about 128,000 people) commuting to London each day (one third commuting out of Surrey in total). This puts a high demand on rail services in the County.
- The population of Surrey is forecast to grow by 9% to 2031, and employment is expected to grow by 11%. London employment, a key driver of rail demand in Surrey, is expected to grow by 11% by 2031, with some areas such as the City and Heathrow area growing in excess of 15%. The Thames Valley and Reading in particular, are also expected to grow in excess of 15%. This will put additional demand on rail services in Surrey.

South West Main Line (SWML)

- Network Rail forecasts that passenger usage on the SWML will grow by 24% by 2031 (about 1% per year). It is distinctly possible that growth could be above the Network Rail forecast, particularly in the short term, further exacerbating crowding levels.
- There is limited scope for major capacity improvements on the SWML in the short term, as peak main line trains are generally already operating at full length and no additional timetable slots can be found on the route for extra

trains, regardless of capacity at London Waterloo. Some minor train lengthening on selected services is committed in CP4 (2009-2014) but otherwise no additional capacity is currently committed on the network.

- By 2031, a capacity shortfall on the SWML of 4900 passengers is forecast. This means that services would be operating at 137% of capacity.
- Major interventions are needed on the SWML to address the capacity issues both in the short and long term.

Windsor Lines

- Network Rail forecasts that passenger usage on the Windsor Lines to London will grow by 26% by 2031 (about 1.1% per year). Strong employment growth in Reading will be a particular driver of travel demand on this line in the opposite direction.
- Additional capacity to Windsor is committed through the train lengthening programme in CP4 (2009-2013), which will deliver 10-car operation on Windsor Line services and one additional peak service into London Waterloo.
- With these capacity improvements, no capacity shortfall on the Windsor Lines is forecast by 2031, and services are forecast to operate at 89% of capacity (slightly worse than current).
- Further interventions may be needed if growth is higher than forecast.

Brighton Main Line (BML)

- Network Rail forecasts that passenger usage on the BML will grow by 37% by 2031 (about 1.5% per year).
- Additional capacity on the BML is committed through the Thameslink Programme, which will deliver train lengthening and some increased frequency services in CP4 (2009-2013) and CP5 (2014-2019).
- With these capacity improvements, the BML should operate at 87% capacity by 2031.
- Further interventions will be needed (beyond the Thameslink Programme) on the BML and its branches to address the capacity issues arising from significant growth in this corridor, probably focused on running more services.

North Downs Line (NDL)

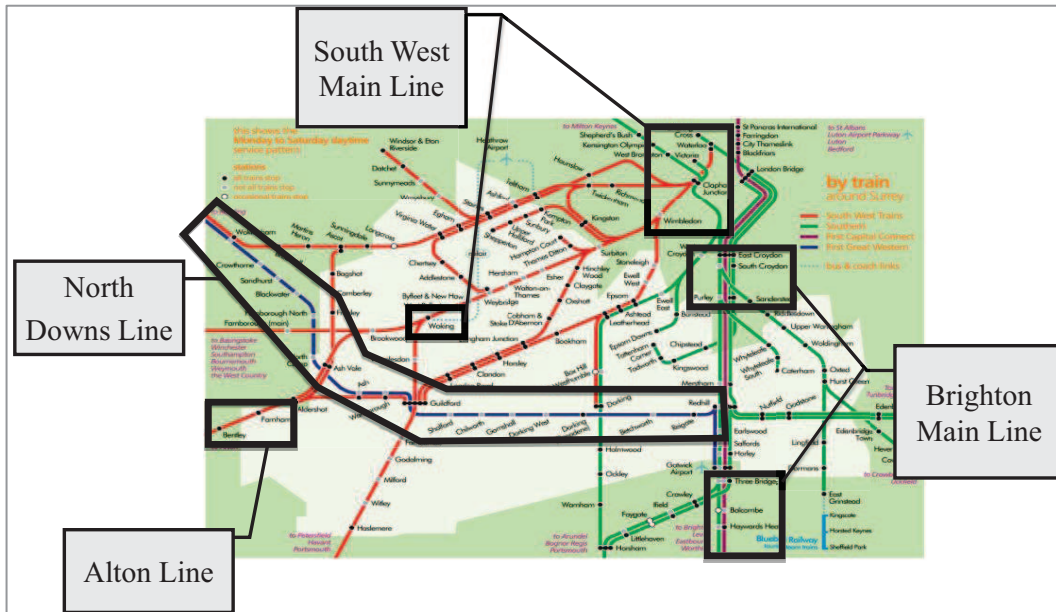
- Passenger demand is expected to increase, with significant employment growth forecast in Reading, Guildford and Gatwick, all key destinations along the line.
- Additional capacity on the NDL is committed in CP5 (2014-2019), as the additional platform at Redhill will enable 2 tph to Gatwick. No further interventions are planned on the NDL.
- Capacity improvements could be needed to address reported crowding on the NDL, particularly in the morning peak between Guildford and Reading, which may involve electrification.

Alton Line

Single track section between Farnham and Alton limits scope for further improvements to service frequency in this corridor.

The capacity issues are illustrated in **Figure 13**.

Figure 13: Capacity Issues



3.2.4 Identification of Adequacy Issues

Network Wide Issues

- Congestion on the Surrey road network is already an issue, and is expected to increase further in future causing longer and more unreliable journey times. There are also the associated wider impacts of congestion and increased traffic levels such as the cost to business, pollution, and safety. Therefore rail will have an increasingly important role to play in maintaining a good level of mobility and accessibility to support local economic growth and providing for sustainable travel in Surrey in future.
- In order to do this, rail services must be competitive with the private car, providing frequent services with short journey times, at a reasonable cost. All major towns in Surrey have a rail station, some with very good service levels, particularly to London. However, many towns have poor frequencies of service or long journey times to key destinations and employment sites remote from stations, which may deter users.
- Given the above, increased traffic congestion and a lack of rail capacity could potentially act as a brake on economic growth in Surrey, if not addressed very soon.

Access to London

- Whilst peak hour train frequencies to London are good from the main centres in Surrey (such as Guildford, Woking and Epsom), many stations have a lower frequency service. These stations include Camberley, Bagshot, Frimley, Farnham, Hampton Court, and stations at smaller settlements on the North Downs Line.
- Only a few stations in Surrey are within 30 minutes of London terminus stations, such as Woking, Redhill, Walton-on-Thames. Most other stations are

within one hour, but there are a few notable locations that are more than an hour away, such as Bagshot, Camberley and Frimley (due to their location off the Main Line).

- There are no committed schemes to address these issues.

Access to National Rail Network and International Airports

- Access to the wider national and international (HS1) rail network from Surrey is generally made via London, although Reading is also an important location for connections to the north and west of the UK, and will become more so if the Heathrow Western Extension is built.
- Access to the planned HS2 line to the north of the UK will be via Euston station from Waterloo, or potentially in future via Old Oak Common station from Clapham Junction. TfL is planning to increase frequencies on the West London Line from 4 tph to 6 tph in future, which will improve connections to HS2 from Surrey. However currently no SWML Outer services can stop at Clapham Junction in the peak hours. This needs addressing to ensure good access to HS2 in future.
- There is currently no direct rail access to Heathrow Airport from Surrey. Journey times by road are significantly more competitive than rail. A significantly improved rail service with fast direct links to Heathrow would be needed to be competitive with car and taxi.
- There is direct access to Gatwick Airport from Surrey on the North Downs Line and journey times are generally competitive with road, although frequencies are low (1 tph). Frequency and marketing improvements could make rail an even more attractive prospect for access to Gatwick.

Access to Local Employment Centres

- Reading and Guildford are important employment centres for working residents of Surrey. Improvements to these centres will also improve services for many intermediate towns in Surrey, particularly in the Blackwater Valley which will accommodate the growth from the Aldershot urban extension.
- Direct rail access from Surrey to Reading is provided on the Windsor Lines and North Downs Line, but frequencies are generally below 4 tph and journey times in excess of 30 minutes (45 minutes from Guildford, 47 minutes from Staines).
- Guildford is served by the radial Portsmouth Direct Line and the orbital North Downs Line, but only Woking has more than 4 tph to Guildford in the morning peak. Haslemere has 4 tph and most other stations have 1-3 tph to Guildford.
- A large number of stations in Surrey are within 30 minutes of Guildford by train, with the notable exceptions of Camberley, Frimley, and Bagshot (42-56 minutes).
- There are no committed schemes to address these issues.
- Access between rail stations and key employment centres were cited by many stakeholders as a key issue, for example the Surrey Research Park in Guildford.

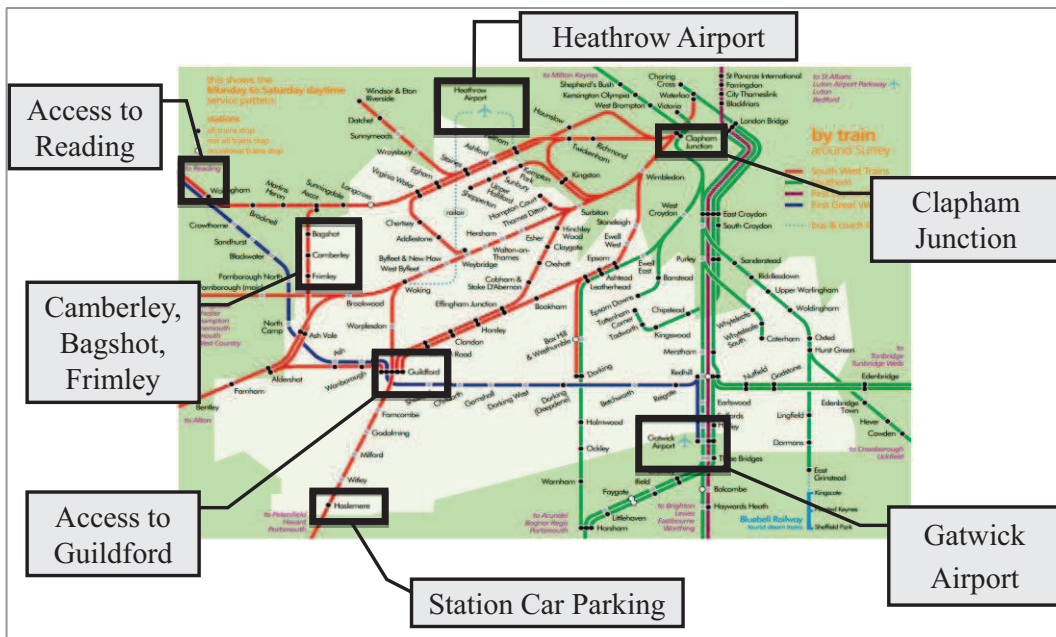
- Access between Guildford and Alton / Farnham to relieve congestion on the A3 and A31 roads.

Station Access

- Car parking availability and cost was a major issue in the stakeholder consultation. Whilst plans have been proposed to provide additional car park capacity (e.g. Haslemere), nothing is currently committed.
- There are station facility gaps on the network, where some stations do not have fully accessible stations or are staffed only part-time, or both.

The adequacy issues are illustrated in **Figure 14**.

Figure 14: Adequacy Issues



4 Options Identification and Assessment

Having identified the capacity and adequacy issues for rail in Surrey, it was then necessary to draw up a list of options for service or infrastructure improvements that could address the different issues. This took the form of a long-list of options obtained from a range of existing sources, such as previous rail studies, Network Rail Route Utilisation Strategies and stakeholder consultation. A number of options were original solutions proposed by Arup.

The options identification needed to take account of the committed schemes in the area. Committed schemes are generally those that are included in the Network Rail Strategic Business Plan for CP5 (2014-2019). These are subject to review by the Office of Rail Regulation (ORR) so could be subject to change. Final determination is expected in October 2013. The committed schemes are listed in **Table 4**.

Table 4: Committed Schemes

Committed Scheme
South West Main Line
Train lengthening
Further capacity improvement at London Waterloo (including possibility of 28 tph to Waterloo)
Windsor Lines
10-car train lengthening
Brighton Main Line
Thameslink Key Output 2
Uckfield 10-car lengthening and Caterham & Tattenham Corner 12-car lengthening
North Downs Line
Redhill platform 0 and additional 1 tph to Gatwick from Redhill
Access to Airports
Heathrow Western Connection to Reading

An assessment process was undertaken to arrive at a short-list of preferred options that would be recommended for inclusion in the Surrey Rail Strategy. The methodology used to assess the options is described in this chapter of the report. A full description of each of the options considered can be found in the Options Paper.

4.1 Long-list of Options

A total of 26 options were included in the long-list: 12 to address capacity issues (see section 4.1.1) and 15 to address adequacy issues (see section 4.1.2). Options were grouped according to geographical area and/or issue, e.g. 'South West Main Line' or 'Access to International Airports'.

4.1.1 Options to Address Capacity Issues

Area	Option
Network-Wide	C-NW-1 - Demand management interventions (e.g. smartcard technology).
South West Main Line	C-SWML-1 - Run all main line trains at maximum length.
	C-SWML-2 - Implement 12-car inner suburban operations.
	C-SWML-3 - Run double-deck trains on SWML outer services.
	C-SWML-4 - Run 16-car trains on SWML outer services into London Waterloo International.
	C-SWML-5 - Run 28 tph SWML outer (4 tph additional) with additional infrastructure at key pinch points (e.g. Woking Flyover).
	C-SWML-6 - Run 32 tph or more SWML outer with additional infrastructure at key pinch points and provision of five tracks between Hampton Court Junction and Clapham Junction.
	C-SWML-7 - Free up SWML main line capacity by running inner services into a variant Crossrail 2 route.
Windsor Lines	C-WL-1 - Run 18 tph at peak times on the Windsor Lines, including two additional trains an hour to Staines throughout the day.
	C-WL-2 - Implement 12-car Windsor Line operations.
Brighton Main Line	C-BML-1 - Provide additional route and platform capacity at East Croydon and grade separation at Windmill Bridge Junction, Stoats Nest Junction and Keymer Junction.
North Downs Line	C-NDL-1 - Train lengthening of some peak North Downs line services.

4.1.2 Options to Address Adequacy Issues

Topic	Option
Network-wide	A-NW-1 - Develop a standard service specification for minimum peak and off-peak frequencies (e.g. 4 tph / 2 tph) and minimum journey times to key urban centres (e.g. Guildford).
	A-NW-2 - Develop rail improvements schemes to support development in and around Surrey, e.g. Aldershot Urban Extension, Bordon, Cranleigh, using rail when supported by the Technology Choice Framework.
	A-NW-3 - Clapham Hub
Access to London	A-SWML-1 - Re-instatement of the Sturt Road Chord (or Interchange Station at Frimley).

Topic	Option
Access to Local Employment Centres (Guildford)	A-LECG-1 – 4 tph off peak Woking-Guildford with Worplesdon Park-and-Ride.
	A-LECG-2 – 2 tph Alton-Farnham-Guildford
	A-LECG-3 - New station at Park Barn, Guildford serving Royal Surrey Hospital and Surrey Research Park.
	A-LECG-4 - New station at Merrow, Guildford serving existing and potential new housing and commercial developments.
	A-LECG-5 - Re-opening of Guildford-Cranleigh Line
Access to Local Employment Centres (Reading)	A-LECR-1 - Electrification and Increased Frequencies on North Downs Line. Includes option to transfer line from Great Western franchise to South Western or Southern.
Access to International Airports (Heathrow)	A-AIAH-1 - Airtrack Lite and improved service frequency to Staines, e.g. Surrey Metro concept (and variants of this).
	A-AIAH-2 - High speed rail extension through Heathrow (from HS2) to Surrey and Gatwick Airport.
Station Access	A-SA-1 - Rail station parking improvement programme informed by data collection exercise on current usage and forecast growth.
	A-SA-2 - Station facility improvement programme focused on specific facilities wanted by passengers at different station types.

4.2 Option Assessment Methodology

Each option was assessed against three criteria: *Suitability*, *Feasibility*, and *Acceptability*. These terms are explained below:

Suitability

- How does the option address SCC's objectives, does it support wider plans and strategies and is rail the most suitable mode?

Feasibility

- Is the option deliverable and by whom, what are the key risks and obstacles, can funding be obtained?

Acceptability

- Does the option have a good business case, does it have stakeholder support?

These criteria were expanded into a framework against which each option was scored (see **Table 5**). There are 9 separate sub-criteria under the categories of Suitability, Feasibility and Acceptability. For each sub-criterion options received a score of 0, 1 or 2. These scores were added together to generate an overall score. The timescale of the option was also noted: Short, Medium or Long.

Table 5: Option scoring framework

Criteria	Low (0 marks)	Medium (1 mark)	High (2 marks)
Suitability			
Alignment with objectives	not aligned with objectives	aligned with 1 objective	aligned with >1 objective
Supports wider plans/strategies	does not support wider plans/strategies	supports 1 wider plan/strategy	supports >1 wider plan/strategy
Suitability of rail	rail not the best mode option	rail one of a number of alternative mode options	rail clearly the best option
Feasibility			
Deliverability	option required entirely new infrastructure	option adds to existing services or infrastructure	option modifies existing services or infrastructure
Delivery organisation	SCC no role in delivery	SCC can support delivery by 3 rd party	SCC has influence over delivery
Risk	high risk/uncertainty associated with option	medium risk/uncertainty associated with option	low risk/uncertainty associated with option
Funding	no funding source identified	funding expected to be made available	funding available through conventional sources
Acceptability			
Business case	poor business case proven/expected	marginal business case proven/expected	positive business case proven/expected
Stakeholder support	not generally supported by stakeholders	support from stakeholders	strong support from multiple stakeholders
Timescale			
	Short 2013-2014	Medium 2014-2019	Long 2019 onwards

Each option in the long-list was scored according to this framework. On the basis of total scores, the options were placed in one of three categories: **Good Pass** (score > 12), **Pass** (score ≥ 6 ≤ 12) or **Fail** (score < 7). These are shown overleaf.

Results of Option Scoring

Good Pass		Pass		Rejected	
Score		Score		Score	
16-M	C-SWML-1 Run all main line trains at maximum length	7-L	C-SWML-6 Run 32 tph or more SWML Outer services	6-L	C-SWML-3 Run double-deck trains on SWML outer services
13-L	C-SWML-2 Implement 12-car inner suburban operations	12-L	C-WL-1 Run 18 tph at peak times on the Windsor Lines, including two additional trains an hour to Staines throughout the day	6-L	C-SWML-4 Run 16-car trains on SWML Outer services into London Waterloo International
13-L	C-SWML-5 Run 28 tph SWML Outer services (4 tph additional) with additional infrastructure at key pinch points (e.g. Woking Flyover)	8-L	C-WL-2 Implement 12-car Windsor Line operations	6-M	A-LECG-1 4 tph off peak Woking-Guildford with Worplesdon Park-and-Ride
13-L	C-SWML-7 Free up SWML main line capacity by running inner services into a variant Crossrail 2 route.	12-L	A-SWML-1 Re-instatement of the Sturt Road Chord (connecting to SWML)	2-L	A-LECG-5 Reinstate Guildford – Cranleigh rail link
13-L	C-BML-1 Provide additional route and platform capacity at East Croydon and grade separation at Windmill Bridge Junction, Stoats Nest Junction and Keymer Junction	11-M	A-LECG-2 2 tph Alton-Farnham-Guildford	2-L	A-SWML-1 Interchange at Frimley to SWML
15-M	C-NDL-1 Train lengthening of some peak North Downs line services	11-M	A-LECG-3 New station at Park Barn, Guildford serving Royal Surrey Hospital and Surrey Research Park		
13-L	A-LECR-1 Electrification and increased frequencies on North Downs Line. Includes option to transfer line from Great Western franchise to South Western or Southern	12-M	A-LECG-4 New station at Merrow, Guildford serving existing and potential new housing and commercial developments		
15-S	A-SA-1 Rail station parking improvement programme informed by data collection exercise on current usage and forecast growth	8-L	A-AIAH-1 Airtrack Lite and improved service frequency to Staines, e.g. Surrey Metro concept (and variants of this)		
15-M	A-SA-2 Station facility improvement programme focused on specific facilities wanted by passengers at different station types	7-L	A-AIAH-2 Possible high speed rail extension through Heathrow (from HS2) to Surrey and Gatwick Airport		
		12-S	A-NW-1 Develop a standard service specification for minimum peak and off-peak frequencies (e.g. 4 tph / 2 tph) and minimum journey times to key urban centres (e.g. Guildford)		
		12-S	A-NW-2 Review rail improvements schemes to support development in and around Surrey, e.g. Aldershot Urban Extension, Bordon using rail when supported by Technology Choice Framework		
		11-M	A-NW-3 Clapham Junction Hub		
		11-M	C-NW-1 Demand management interventions		

4.3 Rejected Options

All options in the categories *Good Pass* and *Pass* were recommended for inclusion in the Surrey Rail Strategy. However, four options were rejected:

Double-deck trains on SWML outer services

This option was rejected because it posed several significant problems that would be challenging to overcome, while providing capacity increases that could be delivered by other, simpler schemes. Upgrading the infrastructure to accommodate double-deck trains would raise several issues:

- Huge cost of a programme of gauge enhancement, requiring numerous bridge and tunnel reconstructions, accompanied by all the risks of such a mega-project;
- Extended period of disruption to services while works along the length of the SWML are carried out;
- The requirement for a separate double-deck sub-fleet would be a new operational constraint;
- Longer station dwell times for double-deck trains would limit their use to services with a relatively small number of station calls to avoid impacting route capacity, offsetting the benefits of additional train capacity; and

Double-deck trains are not recommended by Network Rail due to the anticipated high cost and failure to address the capacity gap (see NR London and South East RUS, 2011).

16-car trains on SWML outer services (to Waterloo International)

The main reason that this option was rejected was the cost and disruption associated with the construction of a new two-track flyover at Clapham Junction and major re-modelling of the track layout at Queenstown Road. These infrastructure changes would be necessary to allow 16-car trains on the SWML to transfer onto the tracks on the north side of the railway corridor that lead to the former Waterloo International terminal. Other concerns included:

- Requirement for increased junction margins for longer trains would add new operational constraints; and
- Loading and un-loading of such long trains would require longer station dwell times, impacting route capacity (as with double-deck trains).

4tph off peak Woking-Guildford with Worplesdon Park-and-Ride

This option was rejected to reflect stakeholder concerns over potential traffic congestion around the station and issues with the local SSSI¹ designation.

Operational issues were also raised by South West Trains, particularly that any additional stops would affect the pathing of services in the Woking to Waterloo corridor and lead to longer journey times such as between London and Guildford. Capacity is also limited on these trains by the time they reach Worplesdon.

¹ Site of Special Scientific Interest.

Reinstatement of the Guildford-Cranleigh railway line

This option was rejected because of the lack of a viable business case. Previous detailed feasibility studies into the scheme carried out for Surrey County Council have concluded that patronage would be insufficient to justify the significant cost of rail line re-opening. There is no evidence to suggest that the fundamental drivers of demand have changed substantially since these studies were carried out in the 1990s.

It is suggested that improvements to bus services between Guildford and Cranleigh, and measures to address current traffic congestion are developed rather than a rail solution.

Interchange station at Frimley to the SWML

This option was considered as a solution to improving journey times to London from Camberley, Bagshot and Frimley. An interchange station at Frimley could have enabled transfer to fast SWML services into Waterloo. However, the option was rejected because:

- Adding a station and the additional stops onto the SWML at Frimley would have a significant impact on existing users, as train journeys would be extended as a result;
- An interchange would be required between services from Camberley and Bagshot onto main line services to London. This may deter users from using this service, as it provides little advantage over the current arrangement (ie transfer from bus or car to rail at Farnborough or Brookwood);
- There is a preferred longer term solution running direct trains onto the SWML when additional capacity is released through Crossrail 2.

4.4 Recommended Options

The options that passed the assessment and are taken forward to the rail strategy are listed below.

South West Main Line:

- Run all main line trains at maximum length;
- Implement 12-car inner suburban operations;
- Run 28 tph SWML Outer services;
- Free up SWML main line capacity by running inner services into a variant Crossrail 2 route;
- Run 32 tph or more SWML Outer services; and
- Re-instatement of the Sturt Road Chord (connecting to SWML).

Windsor Lines:

- Run 18 tph at peak times on the Windsor Lines, including two additional trains an hour to Staines throughout the day; and
- Implement 12-car Windsor Line operations.

Brighton Main Line:

- Provide additional route and platform capacity at East Croydon and grade separation at Windmill Bridge Junction, Stoats Nest Junction and Keymer Junction.

North Downs Line:

- Train lengthening of some peak North Downs line services.
- Electrification and Increased Frequencies on the North Downs Line.

Access to Airports:

- Airtrack Lite and improved service frequency to Staines, e.g. Surrey Metro concept (and variants of this); and
- Possible high speed rail extension through Heathrow (from HS2) to Surrey and Gatwick Airport.

Access to Guildford:

- 2 tph Alton-Farnham-Guildford;
- New station at Park Barn, Guildford serving Royal Surrey Hospital and Surrey Research Park; and
- New station at Merrow, Guildford serving existing and new housing development.

Network Wide and Stations:

- Develop a standard service specification for minimum peak and off-peak frequencies (e.g. 4 tph / 2 tph) and minimum journey times to key urban centres (e.g. Guildford);
- Review rail improvements schemes to support development in and around Surrey, e.g. Aldershot Urban Extension, Bordon using rail when supported by Technology Choice Framework;
- Clapham Junction Hub;
- Demand management interventions;
- Rail station parking improvement programme informed by data collection exercise on current usage and forecast growth; and
- Station facility improvement programme focused on specific facilities wanted by passengers at different station types.

5 Rail Strategy for Surrey

In this chapter, the strategies for each area/topic are presented. The strategies comprise the committed schemes and the preferred options (those achieving a pass or good pass in the assessment) for the short, medium or long term timescales.

Committed schemes are generally those that are included in the Network Rail Strategic Business Plan for CP5 (2014-2019). These are subject to review by the Office of Rail Regulation (ORR) so could be subject to change. Final determination is expected in October 2013.

Options included range from those that are already being developed by the rail industry and just need support and input from Surrey County Council and its partners, to those that are new ideas and are not yet proven, which need further development to determine if they are viable schemes. In all cases, Surrey County Council and partners should be convinced that there is a robust business case for any option before they give their full support and certainly before any funding is committed.

The main actions to deliver each option are also considered; to inform the action plan in the following chapter. These area/topic strategies combine to form the Surrey Rail Strategy.

The areas/topics covered are:

- South West Main Line;
- Windsor Lines;
- Brighton Main Line;
- North Downs Line;
- Access to airports;
- Access to Guildford; and
- Network wide and stations.

5.1 South West Main Line

This section covers the South West Main Line, but also has implications for the Windsor Lines, as it is not possible to completely separate the two areas, particularly at the Waterloo end of the lines. The Windsor Lines are covered more fully in the following section.

As demonstrated in the earlier chapters, the key issues for the SWML for Surrey are capacity-related. Network Rail forecasts that passenger usage on the SWML will grow by 24% by 2031 (about 1% per year). It is distinctly possible that growth could be above the Network Rail forecast, particularly in the short term, further exacerbating crowding levels.

There is limited scope for major capacity improvements on the SWML in the short term, as main line trains (the most crowded) are generally already operating at full length, and limitations on network capacity mean that no additional timetable slots can be found on the route for extra trains, regardless of capacity at

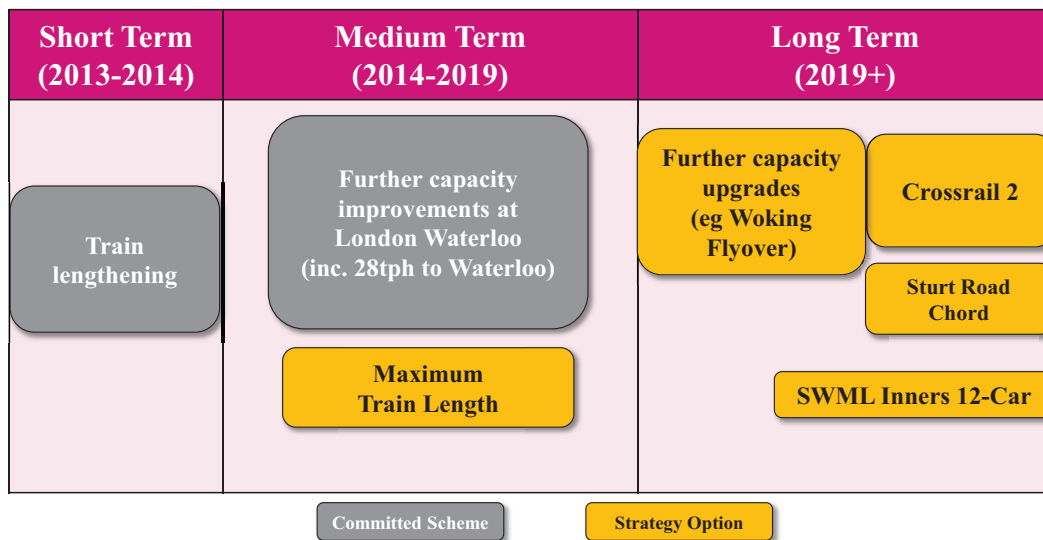
London Waterloo. By 2031, a capacity shortfall on the SWML of 4900 passengers is forecast. This means that services would be operating at 137% of capacity in the busiest peak hour.

Major interventions are needed on the SWML to address the capacity issues both in the short and long term.

In terms of adequacy, whilst peak hour train frequencies to London are good from the main centres in Surrey (such as Guildford, Woking and Epsom), many stations have a lower frequency service. These stations include Camberley, Bagshot, and Frimley, which have journey times in excess of one hour to London due to their location off the Main Line. There are no committed schemes to address this adequacy issue.

The strategy for the South West Main Line is shown in **Figure 15**, which includes committed schemes and preferred options for the short, medium and long term timescales.

Figure 15: South West Main Line Strategy



5.1.1 Committed Schemes

There are two committed schemes for the South West Main Line:

- Train lengthening; and
- Further capacity improvements at London Waterloo station.

In December 2011, the Government announced funding for South West Trains to lease 60 extra carriages to lengthen trains on services running into London Waterloo station. In May 2012, the Government announced additional funding for 48 extra carriages, making a total of 108 extra carriages to be implemented between May 2013 and December 2014.

The additional stock will be used on services from Guildford, Aldershot, Portsmouth, Alton, Basingstoke, and suburban services, so they will benefit a range of routes. The additional carriages will facilitate an internal rolling stock

cascade which will allow an extra 40 carriages in the morning and 37 carriages in the evening, providing around 8,000 extra peak-time seats into Waterloo every morning. Platform 20 at the former Waterloo International Terminal will come back into use from 2014 as part of the train lengthening scheme.

In the Government's High Level Output Specification (HLOS) 2012, the Secretary of State recognised that major works are likely to be required at London Waterloo and made provision for this. In Network Rail's Strategic Business Plan (Wessex Route) it states that a 'London Waterloo increased capacity and future capability project' was a late addition to the HLOS and the development is therefore not captured within the plan as the scope of the scheme is not yet fully investigated. However, in recent discussions with Network Rail since publication of the Strategic Business Plan, it has indicated that the following schemes are being considered under this project:

- Enabling work – congestion assessment;
- Windsor Lines 20 tph – using the new rolling stock and the re-opened platform 20 at Waterloo International to run additional trains;
- Suburban 10-car – includes works on platforms 1-4 at Waterloo;
- Main Line 28 tph – includes a timetabling solution, power upgrades and renewals work.

These schemes are not confirmed or fully developed at the time of writing, but they are Network Rail's preferred plan for CP5. The Main Line 28 tph scheme is particularly important, as it provides additional capacity on the SWML, by introducing an additional 4 tph in the high peak into London Waterloo, increasing the peak service from 24 tph to 28 tph on the existing fast lines from Surbiton inwards. Network Rail has stressed that the operation of additional trains is subject to the necessary rolling stock being available and the proving of traffic management technology that supports the extra capacity.

The incremental increases identified above are not all mutually exclusive. For example, if a move from 24 to 28 trains per hour happens in CP5 on the Main Lines, this will impact the number of additional paths a longer term intervention will free up without further additional works being required – most likely between Surbiton and the Woking area but possibly beyond.

The exact output of the committed schemes is still unclear, however it is expected that additional capacity will be provided on the SWML in the short-medium term, although this will not completely solve the capacity gap. It is distinctly possible that growth could be above the Network Rail forecast, particularly in the short term, further exacerbating crowding levels.

A number of stakeholders asked why more use could not be made of the disused former International Platforms at London Waterloo. Whilst there are plans, as described above, to make some use of these platforms for the Windsor Lines, to be used for any other service group, for example the Main Line Outer services, a flyover would be required to enable trains to cross over to the International terminal. Also, the route is capacity constrained inwards from at least Surbiton, not just at Waterloo station, so major infrastructure works would be required to

allow a significant number of trains to take advantage of the platforms. Therefore a major infrastructure scheme would actually be required to enable full use of the International station.

The following sections present the recommended options for the SWML strategy, which introduce progressive addition of further capacity in the longer term to address the gap, and the use of this additional capacity to address the adequacy issue at Camberley.

9

5.1.2 Maximum Train Length

This option provides additional capacity on the SWML through the lengthening of further peak outer suburban trains into London Waterloo to the maximum number of carriages (10- or 12-car), where this is readily achievable without major infrastructure changes. This applies to semi-fast suburban services from Guildford via Cobham and longer distance services from Salisbury on the West of England Main Line.

No further lengthening is possible, as Main Line trains are generally already full length and no additional timetable slots can be found on the route for extra trains, regardless of capacity at London Waterloo.

This option is above and beyond the committed scheme for train lengthening, so would require new funding for an estimated 40 5-car units².

Given the existing committed programme of train lengthening to December 2014, it is expected that this option would be implemented in the next South Western franchise, so after 2017.

Surrey County Council and partners should lobby the DfT and South West Trains to provide the funding and implement this option before the end of the current franchise.

5.1.3 Further Capacity Upgrades

Assuming the delivery of the 28 tph to Waterloo option in CP5 (i.e. by 2019) by Network Rail, this leaves a period between this and the implementation of Crossrail 2 or any alternative long term Main Line solution in the late 2020s / early 2030s where demand will continue to grow. Further capacity upgrades will be needed in CP6.

This option provides this further capacity upgrade, but it does not fully address the capacity gap on SWML services identified by Network Rail. It would, however, provide a significant interim step towards addressing the capacity gap.

The following infrastructure improvements are included in this option:

- Grade separation at Woking Junction³, also known as Woking Flyover;

² Based on informal discussion with South West Trains in March 2013.

³ Currently the South West Main Line and the Portsmouth Direct Line join together to the south-west of Woking Station at a flat junction. This means that trains towards London from Portsmouth have to cross the path of trains from London towards Weymouth, thus taking capacity out of the system. The Woking Flyover would put the Portsmouth Direct Line on a flyover bridge over the

- Remodelling of throat and approaches at London Waterloo;
- Introduction of enhanced signalling technology to allow trains to operate closer together;
- Remodelling at Queenstown Road and re-introduction of Platform 1;
- Infrastructure improvements to allow further services at Basingstoke.

On their own, the infrastructure schemes listed above do not release significant new capacity. But combined with other schemes and signalling upgrades they enable additional services to be introduced without conflict thus increasing overall capacity. For example, the Woking Flyover could be built tomorrow, but this would not enable significant additional trains to be operated, due to capacity constraints between Woking and Waterloo (particularly on the approaches to Waterloo Station). However, as part of a package of schemes, it enables incremental capacity enhancements to be introduced along the Main Line between Woking and Waterloo.

The exact composition of this option needs to be determined once the Network Rail plans for CP5 are confirmed. However, the option is included in the strategy to ensure that additional capacity improvements can be made in advance of Crossrail 2. It is important to note that any improvements between Clapham Junction and Waterloo would also benefit the Windsor Lines services that run on this section of track.

The option should be developed and delivered in the long term through Network Rail's CP6, i.e. April 2019 to March 2024.

Once defined, Surrey County Council and partners should lobby the DfT to include this option in the next HLOS so the option becomes a requirement for CP6.

5.1.4 Crossrail 2

Crossrail 2 potentially provides for a significant capacity increase on the SWML which would address a significant proportion of the forecast capacity gap. Depending on its final configuration, it could deliver wider benefits in terms of journey opportunities between some parts of Surrey and London, access to employment sites, connections to Crossrail 1 and the high speed rail network (HS1 & 2), and it develops Wimbledon and Clapham Junction as key interchange stations. With a favourable configuration, the scheme could meet multiple objectives for Surrey, particularly in terms of global competitiveness and employment growth.

The scheme effectively creates a five/six-track SWML from Raynes Park/Surbiton inwards. Connections off the slow lines of the SWML would run in tunnel towards central London, bypassing Waterloo. The new lines would continue in a north-easterly direction across the city, serving stations such as Clapham Junction, Victoria, Tottenham Court Road (connection with Crossrail 1), Euston St Pancras (connections with HS1&2) and joining the West Anglia line in

South West Main Line, enabling trains to cross the Main Line without conflicting with trains in the opposite direction.

the Tottenham area. This would potentially enable, for example, travel from Woking to Tottenham Court Road with one interchange at Wimbledon⁴.

To maximise the benefits from Crossrail 2, a wider package of complementary measures, including an additional track(s) between Wimbledon and Surbiton, would also be required. Incremental measures to release additional capacity on the Main Line will also be required to enable the scheme to achieve its full potential, such as Woking Flyover and potentially other works in areas outwards of Surbiton and Woking.

Crossrail 2 would release capacity between Wimbledon and Waterloo but, as indicated above, to maximise use of this additional capacity would require other works outwards of Wimbledon to be realised. The provision of an additional cross-London rail corridor will also relieve pressure on Waterloo; the Underground, particularly the Piccadilly, Victoria and Northern lines; and it is expected to reduce overcrowding experienced by Surrey commuters interchanging at Vauxhall and Waterloo stations.

The wider benefits, particularly the new journey opportunities and connections it brings to central London, make Crossrail 2 preferable to the 32 tph (five tracks from Hampton Court to Clapham Junction) scheme option described in Network Rail's LSE RUS. It is possible that variants of both options could be taken forward as they are potentially complementary, depending on the configuration of Crossrail 2. Network Rail's Wessex Route Study, due as part of the Long Term Planning Process will further examine both these long term options.

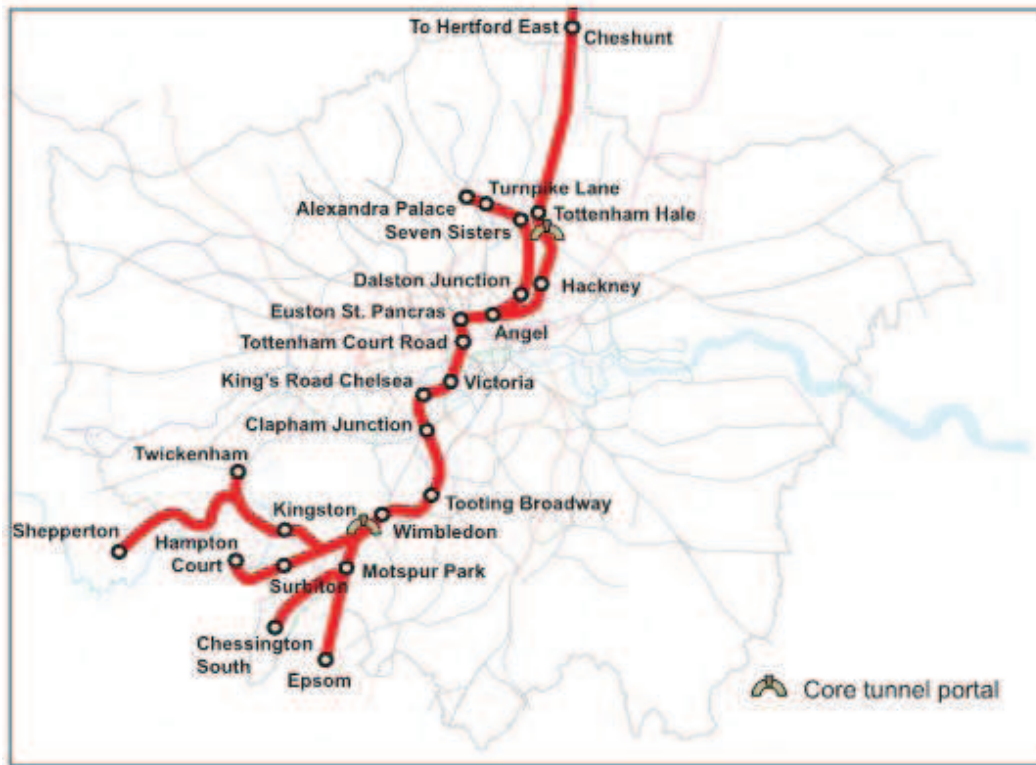
There are 'metropolitan' and 'regional' Crossrail 2 options currently under consideration. The regional option includes suburban and regional services in Surrey and is shown in **Figure 16**.

The regional scheme is preferred for Surrey because TfL's Development Study on Crossrail 2 concluded that it 'clearly offers more development benefits both to London and areas to the south west, including major towns in Surrey and Hampshire.'⁵ The metropolitan scheme does not have these wider benefits and is not preferred generally by local authority stakeholders.

It should be noted that both the Metro and Regional options are in the very early stages of development and scope and outputs are not fixed, and the Crossrail 2 consultation text does not reference specific train path outputs for the Main Line. There are several trade-offs to be assessed when considering the level of Main Line capacity that might be released in the inner area. One of these trade-offs is with the level of residual service that would operate from the inner suburban area into Waterloo. There are also trade-offs with the outer suburban timetable. Engineering feasibility is also at a very early stage and will have a significant part to play in defining the preferred train service pattern for Crossrail 2.

⁴ It is possible that Crossrail 2 trains could run directly to Woking or beyond without the need for an interchange at Wimbledon, but this is not currently indicated as an option by TfL and may not necessarily be any quicker, if the train stops at a number of destinations in between. The service pattern for Crossrail 2 trains will not be confirmed for a long time, certainly not before the infrastructure element of the scheme is further developed and funded.

⁵ 'Crossrail 2 – Update to Local Authority Forum', TfL, 12 February 2013.

Figure 16: Crossrail 2 Regional Option Indicative Routes

Crossrail 2 is not yet funded, however its profile is increasing following a recent report by London First promoting the scheme⁶ and the consultation on options held in mid-2013 by TfL. The cost is estimated in the region of £12-20bn (by TfL). In the Government's Comprehensive Spending Review (June 2013) £2m was announced to study the case for the project.

This is a long term option. The current target for implementation of Crossrail 2 is the early 2030s, but there are calls for accelerated implementation to deliver the scheme by 2026, to coincide with the opening of HS2 Phase 1. The scheme would most likely be implemented through a separate delivery vehicle, along the lines of Crossrail 1, so it is not tied to Network Rail Control Periods.

As this is one of the only options that potentially addresses the capacity gap on the SWML, and delivers many wider benefits for Surrey in addition, Surrey County Council and partners should lobby very hard for further development of the regional Crossrail 2 scheme. The lobbying should consider capacity requirements for Surrey that need to be included in the specification, such as 12-car train operation. This should be done by engaging in the TfL consultation exercise starting in April 2013 and also through proactively lobbying of DfT, TfL, and Network Rail to secure a place on any committees or boards established to develop the scheme.

It is important to note that this lobbying should focus on securing the Regional scheme with a range of service options (eg regardless of whether the trains run directly into Surrey), and securing funding for intermediate measures to enable Crossrail 2 to achieve its full potential (eg Woking Flyover).

⁶ 'Crossrail 2: Supporting London's Growth' (London First, February 2013).

Once the scheme is secured, further discussions and lobbying can be undertaken to obtain the preferred train service pattern for Surrey (eg services direct to Woking – if proven beneficial). A good reference example is the current Crossrail 1 scheme, which is currently under construction but there are still ongoing discussions and refinements to the planned train service pattern. The important focus for Crossrail 2 is to secure the Regional scheme; the exact service pattern can be determined in the longer term.

5.1.5 Sturt Road Chord

This option addresses the adequacy issue of poor connections to London from the town of Camberley. It provides a direct link between Camberley (including Bagshot and Frimley) to the SWML towards London. It involves re-instatement of the Sturt Road Chord which links the north-south Ascot to Ash Vale line with the South West Main Line to Woking and London, as shown in **Figure 17**. The trackbed embankment at the junction still exists and the site has not been redeveloped since its closure in 1964. For Down services (away from London) a grade-separated flyover (or tunnel) is required.

There is no funding currently allocated to this option. Costs are estimated in the region of £75m.

This is a long term scheme, because major infrastructure works are required and additional services can only be incorporated on the SWML when Crossrail 2 or an alternative long term solution has been implemented, which releases the additional capacity on the inner area of the SWML to enable this service to be operated. Indeed, even if a long term solution is implemented, the business case for providing services on this link would need to be evaluated against providing additional services on the Main Line to destinations such as Basingstoke or Haslemere.

Unfortunately there is no short term rail solution to this issue, as there is no spare capacity on the SWML to accommodate additional services to London even if the chord could be constructed tomorrow. For example, running a shuttle or joining or splitting trains from Camberley at Brookwood or Woking would take additional capacity on the Main Line from Outer Suburban services and is therefore not recommended. And running trains via Ascot to Weybridge via Virginia Water would not improve journey times and would either require an interchange at Weybridge or running onto the Main Line to Waterloo, which is not possible due to existing capacity constraints on the SWML.

Surrey County Council and partners should lobby the DfT to include the Sturt Road Chord option in the next HLOS so it becomes a requirement for CP6 (or 7, depending on the timing of Crossrail 2), although it should be planned to be delivered after a longer term capacity option. Engagement with TfL is also important to ensure that Crossrail 2 is developed to enable this option.

In the short-medium term, Surrey County Council and partners should explore ways to reduce journey times by rail from Camberley to London. This is very difficult via Ascot, because running faster services from Ascot is constrained by the two track railway towards London and high numbers of trains in this area. However, there may be opportunities via Ash Vale, if connection times could be

improved⁷, and this may be possible if the timetable in the area is significantly revised to accommodate direct trains between Alton and Guildford as recommended in this strategy, although impacts on other connections on the Ascot to Aldershot line will need to be considered and, if necessary, balanced against these improvements.

If none of the above rail solutions come to fruition, we would recommend further improvements to the bus services between Camberley, Frimley and Bagshot and key stations on the SWML to address this adequacy issue.

Figure 17: Sturt Road Chord



5.1.6 Lengthening of Inner Suburban Services to 12-Car

This option provides additional capacity on the SWML Inner Suburban services over and above the current committed 10-car lengthening in CP4. It applies to stopping services between Waterloo and Hounslow, Weybridge via Chertsey, Shepperton, Hampton Court, Chessington and Epsom.

This option is not yet funded and is only required if actual demand levels on Inner Suburban services grow beyond that forecast by Network Rail. Therefore, although it is a preferred option in the Strategy, it is only recommended if required by higher than forecast demand growth.

The option is only likely to be required in the long term, as the committed 10-car lengthening scheme should provide sufficient capacity until around 2030.

Surrey County Council and partners, in conjunction with Network Rail and the Train Operating Company on the South Western franchise, should monitor demand growth on the Inner Suburban services to identify if and when this option is required.

⁷ If the interchange at Ash Vale could be reduced to less than 10 minutes, this could save about 10 minutes on the journey from Camberley to London.

5.1.7 South West Main Line Strategy

There is a clear strategy to address the capacity and adequacy gaps on the SWML. It is summarised as:

- Supporting the committed schemes to lengthen trains in the short term and deliver improvements at London Waterloo;
- Working closely with Network Rail to develop incremental improvements to train frequency and length in the medium term, including the 28 tph scheme;
- Lobbying for additional lengthening of remaining trains in the medium term so all trains are operating at maximum length;
- Identification of requirements for further capacity upgrades and enabling schemes, including Woking Flyover, in CP6 before the implementation of a long term capacity solution to relieve the inner area of the SWML, such as Crossrail 2;
- Strong support for further development of the Crossrail 2 regional scheme, and proactive lobbying to include Surrey County Council in the development of the scheme;
- Promotion of the Sturt Road Chord option in the next HLOS, linked to additional capacity released by other options, so it can be delivered later in CP6;
- Exploration of short-medium term options to reduce journey times between Camberley and London via Ash Vale, linked to Alton-Guildford option;
- Monitoring of actual demand growth on Inner Suburban services to determine the requirement for additional lengthening to 12-car in the future.

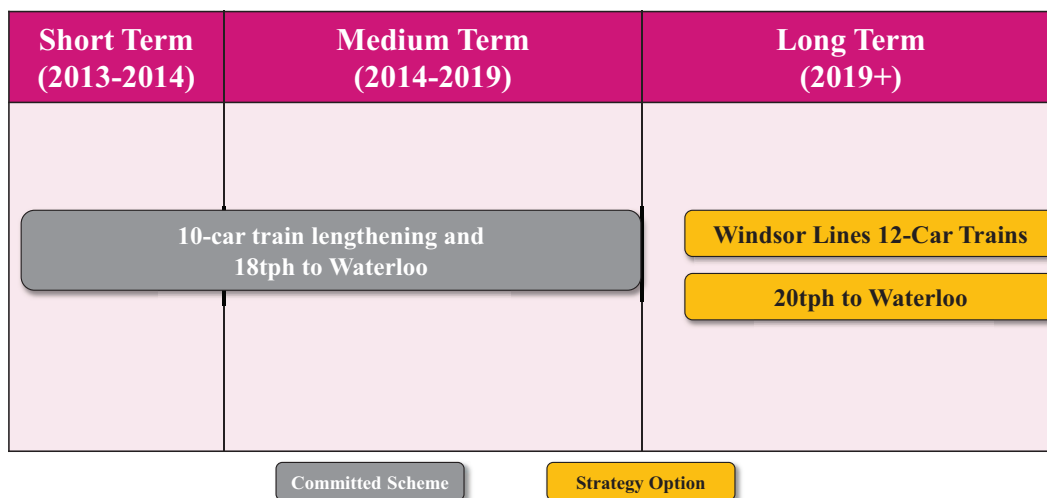
5.2 Windsor Lines

This section covers the Windsor Lines, although it overlaps to some extent with the previous section on the SWML, as it is not possible to completely separate the two areas, particularly at the Waterloo end of the lines.

There are no major capacity issues on the Windsor Lines for Surrey. No capacity shortfall on the Windsor Lines is forecast by 2031, and services are forecast to operate at 89% of capacity, just slightly worse than current. Further interventions may be needed if growth is higher than forecast.

No significant adequacy issues on the Windsor Lines were identified in the Issues Paper, although the issue of level crossing impacts on traffic was mentioned extensively in the consultation, with its associated impacts on traffic congestion and air quality. The strategy for the Windsor Lines is shown in **Figure 18**.

Figure 18: Windsor Lines Strategy



9

5.2.1 Committed Schemes

In the short –medium term, there will be significant schemes undertaken to increase capacity on the Windsor Lines.

In CP4 (to March 2014) a programme of enhancement projects is underway to deliver 10-car operation on the Windsor Lines and enable five additional Reading 8-car services per day. This includes the re-introduction of platform 20 at Waterloo International Station. A number of stations will have their platforms lengthened.

In CP5 (2014-2019) works will be undertaken to enable 10-car trains to operate between Reading and London Waterloo, and will include the lengthening of some platforms and the associated power supply upgrades to facilitate the use of lengthened trains. Where platform extensions are not feasible Selective Door Operation (SDO) will be operated.

Additionally, under the CP5 ‘London Waterloo increased capacity and future capability project’ mentioned in the previous section, it is likely that a scheme will be implemented to enable 20 tph on the Windsor Lines through the use of Waterloo International platform 20.

These committed schemes will provide significant additional capacity on the Windsor Lines in the short-medium term, and should solve the capacity gap.

Level crossings on the Windsor Lines reportedly have a major impact on traffic congestion in Surrey, particularly in Runnymede Borough. Ongoing improvements are planned by Network Rail to upgrade and in some cases remove level crossings. It is recommended that Surrey County Council continues to work with Network Rail on the issue of level crossing down-time along the Windsor Lines.

The following section presents the strategy for the Windsor Lines, which provides options for further capacity if demand increases above the forecast.

5.2.2 18tph at Peak Periods

This option would provide additional peak capacity on the Windsor Lines if additional demand growth above that forecast in the LSE RUS was experienced. It involves increasing peak service frequency from 15tph to 18tph on the Windsor Lines. It does not provide any additional services in the off-peak.

This option will become operationally viable once the platforms at Waterloo International are re-commissioned. No further infrastructure requirements would be necessary.

Surrey County Council, Network Rail and all key stakeholders should monitor demand growth and crowding levels on Windsor Lines services to determine when this scheme may be required.

5.2.3 12-Car Trains

This option could provide an additional 20% capacity on the Windsor Lines, which could accommodate further demand growth beyond the committed 10-car lengthening scheme, if it was above that forecast by Network Rail (it is distinctly possible that growth could be above the Network Rail forecast, particularly in the short term, further exacerbating crowding levels).

This is a long-term option that only needs to be considered in a high growth scenario.

Surrey County Council, Network Rail and all key stakeholders should monitor demand growth and crowding levels on Windsor Lines services to determine when this scheme may be required.

5.2.4 Windsor Lines Strategy

There is a clear strategy to address the capacity and adequacy gaps on the Windsor Lines. It is summarised as:

- Continue to work with Network Rail on level crossing issues along the Windsor Lines;
- Supporting the committed schemes to deliver 10-car operation and additional services in the short-medium term;
- Monitoring of demand growth on Windsor Line services to determine the requirement for 18tph and/or additional lengthening to 12-car trains in the future.

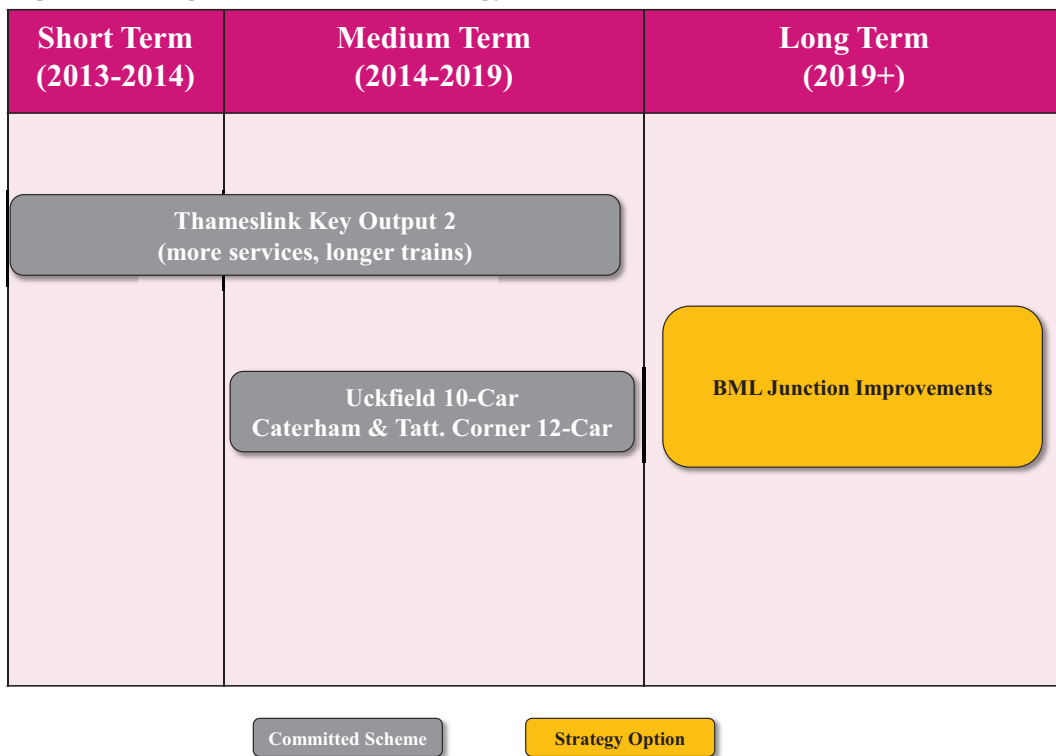
5.3 Brighton Main Line

Network Rail forecasts that passenger usage on the Brighton Main Line (BML) will grow by 37% by 2031. Additional capacity on the BML is committed through the Thameslink Programme, which will deliver train lengthening and some increased frequency services in CP4 and CP5.

With these capacity improvements, the BML should operate at 87% capacity by 2031. No significant adequacy issues on the Brighton Main Line were identified in the Issues Paper.

The strategy for the Brighton Main Line is shown in **Figure 19**.

Figure 19: Brighton Main Line Strategy



5.3.1 Committed Schemes

There is significant investment in the Brighton Main Line already committed.

The Thameslink Programme is a major upgrade of the rail network through the core Thameslink route, between St Pancras International low level and London Blackfriars via Farringdon, which enables additional trains to be operated and more destinations to be served. There are three stages to the Programme:

- Key Output 0 (delivered in 2009) allowed for services through to Kent;
- Key Output 1 (delivered in 2011) allowed for enhanced capacity and new stations at Farringdon and Blackfriars;
- Key Output 2 (currently planned for delivery in 2018) will allow for more services, longer trains and more destinations.

Key Output 2 specifically includes remodelling of the London Bridge station and the eastern and western approaches, including grade separation at Bermondsey and connections to the new viaduct at Borough Market. Additional trains will operate into the new London Blackfriars bay platforms and capacity will be freed up over Herne Hill Junction by rerouting Brighton Main Line trains via London Bridge which will enable additional local services.

The phased introduction of the Key Output 2 timetable in December 2018 will enable four 12-car trains per hour between Brighton and Bedford throughout the peak via London Bridge, and all services between Horsham/ East Grinstead/ Three Bridges/ Caterham/ Tattenham and London Bridge will be extended through the Thameslink core.⁸ This will have significant benefits for East Surrey.

Also on the Brighton Main Line, there is a short term scheme at Gatwick Airport for track layout and additional Platform 7. This scheme reduces the number of conflicting moves between the fast and slow lines and provides additional platform capacity on the fast line side of the station. It will also provide sufficient platform capacity on the slow line side for a future second Gatwick Airport to Reading service in CP5 – see the North Downs Line section for details.

In addition to the Thameslink Programme, in the medium term there are plans for strengthening of peak Uckfield line services to 8-car, and possibly 10-car in the longer term, with platform lengthening on the Uckfield branch for 10-car operation. This provides additional capacity for stations in Surrey on the Uckfield line, such as Hurst Green in Tandridge District. Our understanding, based on Network Rail and ORR Strategic Business Plan reports, is that this would not involve electrification of the line, although it is not clear from the reports where the additional diesel rolling stock required for 10-car operation would come from.

Committed improvements at Redhill station are dealt with separately under the North Downs Line section.

These committed schemes will provide significant additional capacity and new journey opportunities on the Brighton Main Line in the medium-long term. The Thameslink Key Output 2 improvements will also bring very significant challenges to the BML during its construction, which should be a concern for Surrey County Council and partners during the medium term. This is identified as an action in the strategy.

In the long term, the main infrastructure constraint to further growth on the BML is a combination of the series of flat junctions along the route, the existence of a single up and a single down fast line all the way between East Croydon and Battersea Park, and the number and current utilisation of fast line platforms at London Victoria.

⁸ ‘Consultation on the combined Thameslink, Southern and Great Northern franchise’ (DfT, May 2012), ‘Sussex Summary Route Plan’ (Network Rail, January 2013).

The following section presents the recommended option for the BML strategy, which provides further improvements in the longer term to address the remaining capacity gap after the Thameslink improvements.

5.3.2 BML Junction Improvements

This long term option removes constraints on the BML and enables the provision of additional capacity to address the forecast capacity gap. It will involve some or all of:

- full grade separation of Windmill Bridge Junction to remove conflicts between London Bridge and Victoria services;
- re-modelling (additional platforms) at East Croydon station to permit the pairing of fast lines by direction either side of an island platform;
- adjustment of track geometry at Stoats Nest Junction, where the fast Quarry Lines rejoin the slow lines north of Redhill, to increase junction throughput;
- grade-separation of Keymer Junction, where the Lewes line joins the Brighton Main Line just south of Wivelsfield.

These schemes combined will provide additional capacity on the BML in the long term.

Further improvements are likely to be required to make use of the extra capacity required; for example extra platform capacity could be required at Victoria and/or London Bridge to allow more frequent trains to operate. It is therefore important that an overall strategy is developed by the rail industry for the Brighton Main Line to ensure that the most efficient way of delivering capacity improvements is identified with the right balance of infrastructure enhancements across the route.

There is no funding currently allocated for this option; however the development of options is being considered for a possible CP6 scheme by Network Rail.

This is a long term scheme, because major infrastructure works are required, and would be expected to be implemented after the Thameslink programme is complete.

Surrey County Council and partners should work with Network Rail to develop the option and lobby the DfT to include this in the next HLOS so it becomes a requirement for CP6, although it should be planned to be delivered after the Thameslink programme is complete. This would include discussions on the extent to which the additional capacity would be used to improve performance on the BML as opposed to allowing significant further trains to operate.

5.3.3 Mole Valley Line

The Mole Valley Line refers to the line between Epsom and Horsham via Dorking. No options have been developed for the Mole Valley Line in this strategy. The analysis of issues did not identify any major capacity or adequacy issues in this area. Service frequencies to London range from 2tph south of Dorking up to 12tph from Epsom. Journey times to London range from 32 mins from Epsom to 66 mins from Ockley.

Improvements to this line are not considered a priority for Surrey County Council, particularly with the very low and dispersed population south of Dorking. There is potential for improvements through the North Downs Line option, which could improve interchange between the lines, for example to improve access to Guildford, Redhill and Gatwick. Any other proposals for upgrades by third parties should be considered on a value for money basis against Rail Strategy objectives.

5.3.4 Brighton Main Line Strategy

There is a clear strategy to address the capacity and adequacy gaps on the BML. It is summarised as:

- Supporting the committed schemes to provide additional capacity through the Thameslink programme, particularly the delivery of Key Output 2, and lengthening on the Uckfield line in the medium term;
- Monitoring the construction impacts of Key Output 2 and working with rail industry partners to ensure that the impacts on Surrey are not unreasonable;
- Working with Network Rail to develop the BML junction improvements and lobbying the DfT to include this in the next HLOS, so it becomes a requirement for CP6 to help address the remaining capacity gap.

The Brighton Main Line stations in Surrey will also benefit from improvements to interchange at Clapham Junction, covered below under the Network-Wide and Stations category. The presence of only a single Up and Down fast platform at Clapham Junction is a major constraint to capacity on the BML and will have to be resolved for more than a small amount of extra capacity to be released.

5.4 North Downs Line

No data is available for crowding on the North Downs Line (NDL), but evidence from stakeholders indicates that services are crowded between Guildford and Reading in the morning peak hour.

Passenger demand is expected to increase in future, with significant employment growth forecast in Reading, Guildford and Gatwick, all key destinations along the line. In Reading in particular, there are a number of proposed developments all very close to the rail station, as well as major expansion of the railway station itself. Employment expected to grow in excess of 15% by 2031.

Capacity improvements could be needed in the medium-long term, particularly in the morning peak between Guildford and Reading.

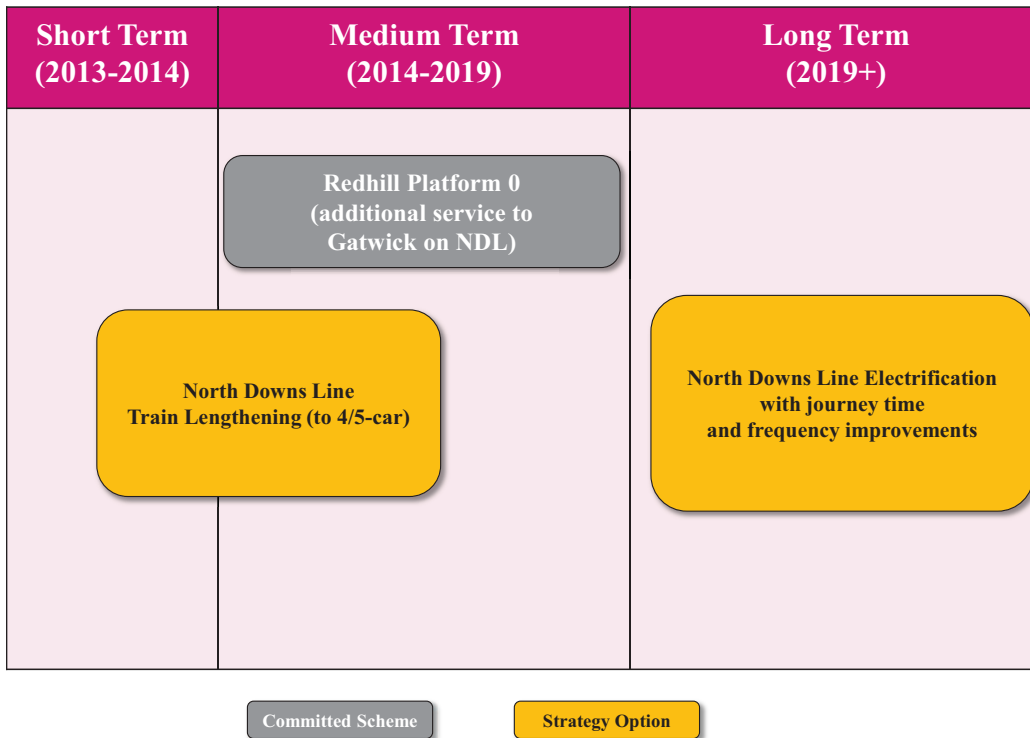
In terms of adequacy, Reading and Guildford are important employment centres for working residents of Surrey. Improvements in access to these centres will also improve services for many intermediate towns in Surrey, particularly in the Blackwater Valley, which will accommodate the growth from the Aldershot urban extension, and in the east of the County in Dorking and Redhill.

For direct rail access from Surrey to Reading frequencies are generally below 4 tph and journey times in excess of 30 minutes (e.g. 45 minutes from Guildford). With faster and more frequent services rail services could be much more competitive with road and more attractive to potential users.

In the stakeholder consultation for this study, a number of people expressed the view that the NDL is not a logical part of the Great Western franchise, and moving it into another franchise should be considered.

There are no committed schemes to address these issues.

Figure 20: North Downs Line Strategy



5.4.1 Committed Scheme

The High Level Output Specification, published in July 2012, gave approval for some key enhancements on Network Rail’s Sussex Route, including an additional platform at Redhill (platform 0). This provides a capacity improvement and enables the extension of a second Reading train in most hours from Redhill to Gatwick Airport. This scheme will be implemented in the medium term, in CP5.

In the short-medium term, the Reading station area redevelopment will deliver significant additional capacity at the station which could benefit the NDL in future.

There are no other committed schemes that affect the NDL.

5.4.2 Train Lengthening

This option addresses the crowding issues on the NDL by lengthening the existing 2- or 3-car diesel multiple unit trains to 4- or 5-car trains, on services between Reading and Redhill/Gatwick along the NDL. Lengthening would be carried out only on selected busy services.

This option should also include a recast of the timetable to ensure that the additional platform at Redhill is used to optimise journey times and stopping patterns along the line and that lengthened trains are deployed on the busiest services.

There is no funding currently allocated for this option. It is expected that additional rolling stock to enable train lengthening would be funded by the DfT through the franchising process.

This is a medium term scheme, which would be targeted for delivery during the next Great Western franchise period. The next franchise was due to start in 2013, but has been delayed due to the current review of franchising at the DfT.

Surrey County Council and partners should lobby the DfT to include this option in the next Great Western franchise specification so it becomes a requirement for the train operating company.

5.4.3 Major Improvement Project

This option provides for adequacy improvements on the NDJ through a major upgrade to services and stations. Improvements might include:

- Running two semi-fast services per hour from Gatwick to Reading, as well as a two hourly all stations Redhill to Guildford stopping service;
- Station upgrades and improvements;
- Rolling stock upgrade and improvement.

This option could also include electrification of the NDJ between Reigate and Guildford, and Ash and Wokingham. This would provide for improved connectivity for stations served by the NDJ to central London, Gatwick and Reading.

Electrification of the track provides greater rolling stock flexibility and improved integration with the rest of the network. It also enables faster operating speeds for existing services which would decrease journey times and improve the attractiveness of the line.

Electrification of the line could allow for current Southern and South Western electric services to extend to the North Downs Line. For example the existing London Bridge to Reigate service could be extended to Guildford providing a direct service for stations served by this line to central London, or South West Trains could provide an hourly all station service from Reading to Guildford. Also, services on the Mole Valley Line could be integrated with the NDJ, or at least improvements made to interchange between the lines at Dorking.

These improvements could stimulate the development of improvements around Redhill to better facilitate services to Gatwick and to/from Kent, for example a flyover to enable direct running to Gatwick from the NDJ or a chord to enable direct running from Tonbridge into Gatwick.

The service improvements could be packaged with station and rolling stock upgrades, with strong marketing of the improved NDJ to provide a step change in service provision for Surrey.

A feature of the development of this line should be the linkage with the proposed East-West Rail at Reading, a scheme due to be implemented in the medium term which will see orbital rail services running from Reading to Bedford via Oxford (in the initial western section, and beyond in the long term). An upgraded NDL would extend this orbital service through the new eastern underpass at Reading Station around the south-western quadrant of London via Guildford, Dorking and Redhill to Gatwick, with a longer term potential to expand through Tandridge District into Kent, as shown in the sketch **Figure 21**. The extension into Kent is already subject to development and business case work by Kent County Council.

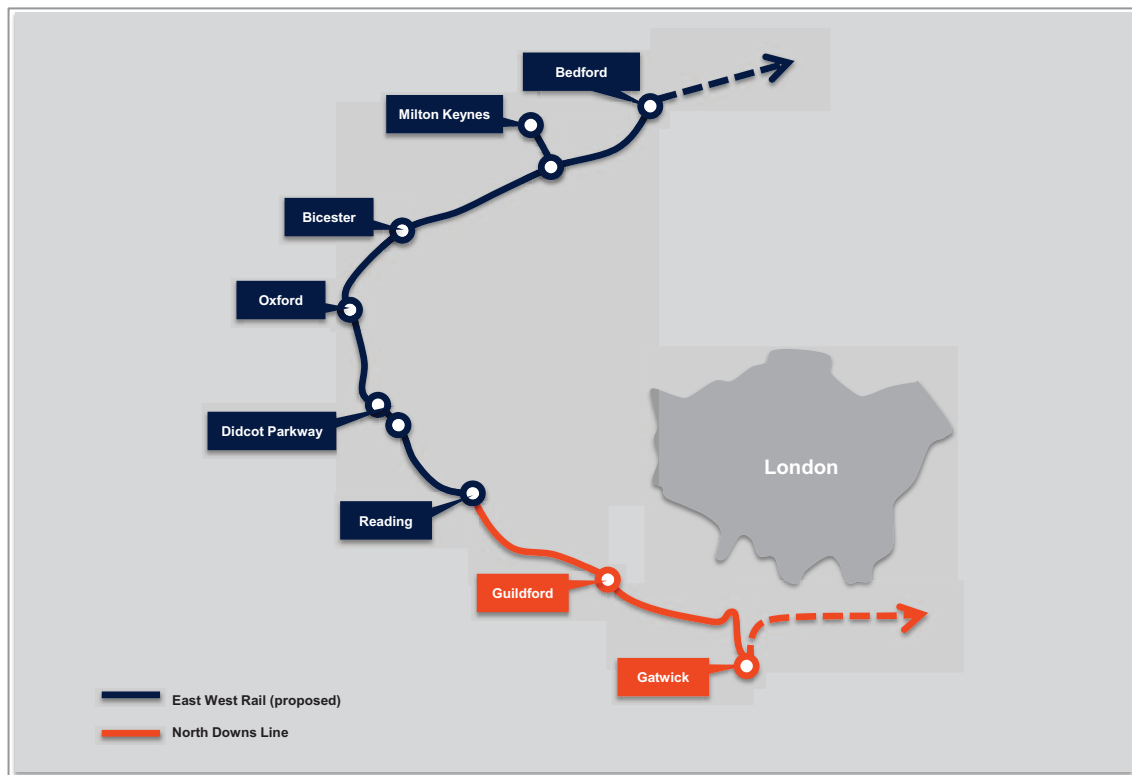
The advantages of this option are not only increased orbital connectivity within Surrey, and between Surrey and neighbouring authority areas to the north and east, but also the relief to London stations as passengers can use this orbital alternative to radial journeys in and out of London.

This option is not yet funded. It would most likely be funded through the franchise process, although funding by Surrey County Council and partners could also be considered.

If significantly new service patterns are operated on the line, the major improvement project and possible electrification of the line could be a stimulus for moving the NDL into a different franchise, either South Western or Southern. The latter will be incorporated into the Greater Thameslink franchise in 2015, which may provide an opportunity to include services in the franchise, which would be logical if there are plans to include Reigate to London Bridge services. If this is not achievable, the line could be incorporated in the new South Western franchise in 2017. This could be raised in the Great Western franchise consultation before franchise renewal in July 2016.

The enhancement is a long term scheme, which would be targeted for delivery during CP6, as part of a future franchise.

Surrey County Council and partners should consult with stakeholders on the future of the NDL and work with the DfT and Network Rail to determine the details of the line upgrade in the long term and the most appropriate franchise to include this in.

Figure 21: North Downs Line and East West Rail

5.4.4 North Downs Line Strategy

The NDL strategy provides a great opportunity for Surrey County Council and partners to play a major role in the development and improvement of the local rail service, which would have many benefits for Surrey in terms of access to local employment centres and wider strategic connections to employment opportunities in Reading and for jobs and flights at Gatwick Airport.

There is a clear strategy to address the capacity and adequacy gaps on the NDL. It is summarised as:

- Supporting the committed scheme to provide an additional through service to Gatwick with the completion of platform 0 at Redhill in the medium term;
- Lobbying the DfT to include train lengthening and timetable recast in the next franchise specification in the medium term;
- Leading the development of an NDL major improvement project with general upgrading of the line to provide an improved orbital service offering in Surrey and possible electrification. This would include close working between Surrey County Council and partners and the rail industry, particularly the DfT and Network Rail, to develop the scheme and determine the most appropriate franchise for the line to be included in;
- Working with Kent County Council to consider the feasibility of a service between Tonbridge and Gatwick that would benefit Tandridge District.

5.5 Access to Airports

Access to airports was identified as an adequacy issue in the Issues Paper.

There is currently no direct rail access to Heathrow Airport from Surrey. Journey times by road are significantly more competitive than rail, although journey time unreliability and the sustainability of car as an access mode are significant issues. A significantly improved rail service with fast direct links to Heathrow would be needed to be competitive with car and taxi.

There is direct access to Gatwick Airport from Surrey via the Brighton Main Line and interchange at Clapham Junction, as well as the North Downs Line. On the North Downs Line journey times are generally competitive with road, although frequencies are low (1 tph). Frequency and marketing improvements could make rail an even more attractive prospect for access to Gatwick. There is no direct service between Tandridge District in East Surrey and Gatwick Airport using the Redhill-Tonbridge Line. There are no committed schemes to address these issues.

Surrey is significant for travel to both Heathrow and Gatwick airports for passengers and staff and therefore needs a specific strategy.

In 2011, 2.04m terminating air passengers at Heathrow came from Surrey (6% of all passengers) and 2.22m at Gatwick were from Surrey (9% of all passengers)⁹.

According to the Heathrow Airport Employment Survey, in 2008/09 almost 9000 Surrey residents worked at Heathrow Airport (about 12% of the total Heathrow workforce). These workers come mainly from Spelthorne, Runnymede and Surrey Heath boroughs. 77% of Heathrow employees commute by car.

At Gatwick, the Employment Survey indicates that about 14% of employees live in Surrey (about 3200 people). 65% of Gatwick employees commute by car.

The strategy for access to airports is shown in **Figure 22**.

There is currently a major Government review underway (the Airports Commission, commonly known as the Davies Review) to identify and recommend to Government options for maintaining the UK's status as a global aviation hub. The Commission will examine the scale and timing of any requirement for additional capacity to maintain the UK's position as Europe's most important aviation hub; and it will identify and evaluate how any need for additional capacity should be met in the short, medium and long term. The Commission will report in summer 2015, with an interim report due by the end of 2013.

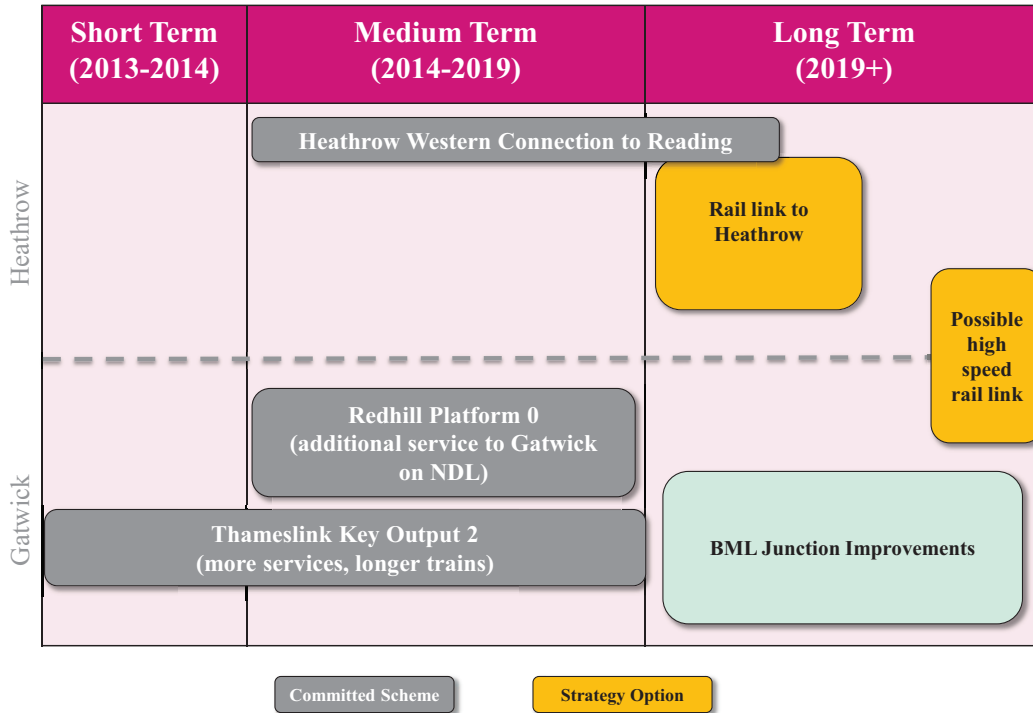
The recommendations of this Commission could have a major impact on Surrey, for example if either Heathrow or Gatwick is targeted for major expansion, or if a new hub airport in the Thames Estuary is developed. At the time of writing there is no indication of the outcome of the Commission, so whilst options are identified in this strategy, they should be reviewed as emerging findings are published by the Commission.

It is not in the scope of this study to advise on airport capacity issues for Surrey, however it is recommended that Surrey County Council and partners consider their position on airport growth in the region and proactively engage with the

⁹ Passenger Survey Report (CAA 2011).

Commission in the short term to ensure a preferential outcome for the County, so that the rail strategy for access to airports can be developed with more certainty.

Figure 22: Access to Airports Strategy



5.5.1 Committed Schemes

There are no committed schemes for airport access in Surrey, although there are committed schemes that will contribute to improvements.

For Heathrow, the Western Connection to Reading was identified in the HLOS as a scheme for development in CP5 for implementation in CP6. A number of options have been proposed and these will be assessed by Network Rail as part of the scheme development to deliver a typical four trains per hour between Heathrow Terminal 5 and Reading.

For Gatwick, the implementation of Redhill platform 0 in the medium term and the Thameslink programme Key Output 2 scheme in the long term will both improve rail access to Gatwick. In particular, the major capacity upgrade delivered by the Thameslink programme will provide additional capacity for commuter services on the Brighton Main Line and dedicated Gatwick Express services.

The following section presents the recommended strategy for access to airports, which considers options for rail access to Heathrow and Gatwick.

5.5.2 Heathrow Airport

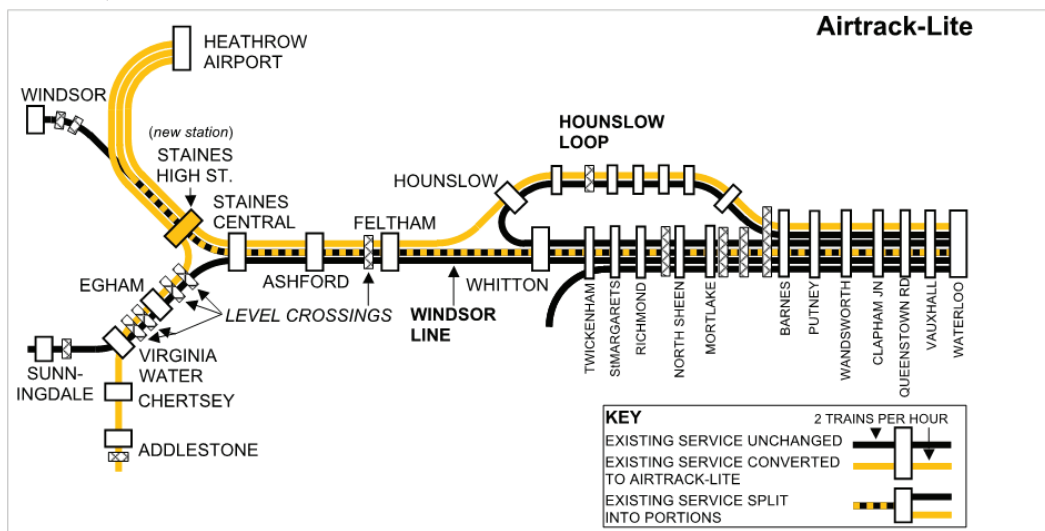
Rail access to Heathrow Airport from Surrey is a difficult issue. To be of value to Surrey, rail access needs to be fast and direct, and serve a number of destinations across the County. Rail also needs to be proven as the preferred choice over other modes, such as bus and coach.

There are a number of schemes that have been developed, or are in development, to provide a southern rail link to Heathrow.

There was a major scheme in development for several years promoted by BAA plc¹⁰, known as Airtrack, which provided for services from London Waterloo, Guildford, Woking and Reading to Heathrow with new infrastructure including a Staines Chord, a new station at Staines High Street, and a new link from Staines to Terminal 5 at Heathrow. This scheme was abandoned in 2011, with BAA citing lack of funding and other priorities at Heathrow, such as Crossrail and HS2, although the impact on local level crossing down-times was also a major issue.

A new scheme known as Airtrack Lite has since been promoted by Wandsworth Council. Airtrack Lite is a variant of Airtrack, which would divert an existing four trains an hour from London Waterloo to Terminal 5 with stops at Clapham Junction and Putney with a new station at Staines and a new rail link to Terminal 5. The scheme is illustrated in **Figure 23**.

Figure 23: Proposed Airtrack Lite Scheme (source: Wandsworth Council website)



Airtrack Lite has the advantage of avoiding routing extra trains through level crossings in Mortlake and Egham, which was a key problem with the original Airtrack scheme. Although some locations in Surrey would gain a direct service to Heathrow, such as Staines, Virginia Water, Chertsey and Addlestone, the service pattern as proposed seems to have limited benefits for wider Surrey towns such as Woking and Guildford.

¹⁰ Now known as Heathrow Airport Holdings.

We recommend that Surrey County Council and partners engage with Wandsworth Council to assess the benefits for Surrey and consider their support for this scheme.

One possible variation on Airtrack Lite would be to use the rail link between Staines and Heathrow to connect Crossrail services to Staines. Crossrail services are already planned to run to Heathrow Central and Terminal 4. This option would extend these through Terminal 5 to a terminus at Staines. The advantage of this scheme is not only the new direct link to Heathrow from Surrey, but the journey alternatives this brings to Surrey, which would divert traffic away from the heavily congested station at London Waterloo. For example, passengers on the Windsor Lines travelling to central London could change at Staines to take Crossrail services direct to Tottenham Court Road, Farringdon, Canary Wharf and Stratford. In the longer term, there could be potential to extend Crossrail services through Staines to stations on the Windsor Lines or via Chertsey to Weybridge or Woking.

This alternative should be raised by Surrey County Council and partners in the discussions on Airtrack Lite, to assess whether this scheme is worth pursuing further as an alternative to the proposed scheme.

There are other proposals for rail access to Heathrow from Surrey. Staines Rapid Rail, part of the London Air Rail Transit System (LARTS) concept, is a proposal to build a new light rapid transit line between Staines and Heathrow Terminal 5, with a park-and-ride site at Stanwell. It has potential to be extended to Heathrow Terminals 1-4, and into Surrey connecting with the South West Main Line at Byfleet.

There is currently no business case for this scheme so the feasibility of the scheme and the benefits for Surrey are unclear. We recommend that Surrey County Council considers the scheme once a business case assessment has been undertaken.

Other options raised for Heathrow in the consultation for this study include extending the existing Ultra Personal Rapid Transit (PRT) system to Staines from Terminal 5. This would require extension of the elevated infrastructure and new service patterns. No formal business case has been proposed for this proposal so it is recommended that Surrey County Council considers the scheme if and when a formal proposal is made and once a business case assessment has been undertaken. In particular, it should be considered whether this is the most appropriate mode for a link to Heathrow.

The disadvantage of all of the above options is that the majority of Surrey passengers beyond the immediate vicinity of Staines would require at least one interchange to get to Heathrow. This may deter staff, who will already have existing travel arrangements in place and may not be attractive enough to switch modes. It may also deter passengers, who are very sensitive to interchange, due to carrying luggage and unfamiliarity with the route¹¹.

Analysis in the Issues Paper for this study indicated the un-competitiveness of rail with road-based modes. In the off peak, road journeys to Heathrow from Surrey

¹¹ There is good evidence that airport passengers have a 45 minute interchange penalty for long journeys (20 minutes for shorter journeys), as stated in the Passenger Demand Forecasting Council's Passenger Demand Forecasting Handbook (PDFH), version 5, 2009.

can be relatively short (e.g. 20 minutes from Woking). However, unreliability of road journey times in the peak periods and the unsustainability of car as an access mode was an issue cited in the stakeholder consultation. The dispersed demand from Surrey, spread across a number of towns in the County, also makes it difficult for rail to be effective.

It may be that a southern rail link to Heathrow only becomes viable if Heathrow secures permission to build a third runway through the Airports Commission. This could generate significant additional demand for Heathrow Airport and trigger significant investment in infrastructure with the airport expansion.

We recommend that Surrey County Council and partners engage with all options which seek to address access to Heathrow. In particular, they should expend effort in the short-medium term on improving journey time reliability of access to Heathrow by road. They should also undertake research to inform the development of options for improving bus and coach access, for example by providing additional Rail-Air links from other locations (based on the existing Woking model). This will help to address adequacy issues in the short-medium term. In the longer term, and associated with a third runway at Heathrow if granted, secure policy support for a southern rail access through the rail industry long term planning process for delivery in CP6 (or possibly beyond, depending on the timing of airport expansion, if any).

5.5.3 Gatwick Airport

Rail access to Gatwick Airport from Surrey is already reasonably good and competitive with road-based modes, with direct services on the North Downs Line and Brighton Main Line.

Surrey County Council and partners should support the committed schemes that will benefit rail access to Gatwick to ensure that this is improved as the airport grows in future. These schemes include the Thameslink Key Output 2 on the Brighton Main Line and Platform 0 at Redhill and additional trains to Gatwick from the North Downs Line.

Surrey County Council and partners should also develop the recommended options that will benefit rail access to Gatwick in the future. These include North Downs Line train lengthening, North Downs Line major improvement project and possible electrification (with possible links into Kent from Gatwick), Brighton Main Line junction improvements, and the Clapham Hub. This will address adequacy issues in the medium-long term.

5.5.4 Rail Link to Heathrow and Gatwick

A much longer term option for access to airports is to provide a rail link, possibly higher speed, into Surrey from Heathrow, possibly extending to Gatwick and beyond through Tandridge District into Kent.

Heathrow Airport is expected to be linked to the High Speed 2 line between London and Birmingham with a newly constructed spur¹² in the very long term

¹² In January 2013 the Government announced that it has now paused work on the HS2 Heathrow spur until after the Airports (Davies) Commission has reported and there has been an opportunity

(i.e. 2033 onwards). This option could involve extending this spur south into Surrey, possibly in a tunnel, and probably along the M25 corridor. At least one intermediate station could give Surrey residents access to the new line. This could take the form of an interchange station on the South West Main Line at or near Woking, for example.

This line could be extended to Gatwick Airport, thus providing a connection between the two airports as well as access from Surrey, and many locations beyond. It could also run beyond Gatwick to link back with the High Speed 1 line at Ashford, thus providing an orbital high speed route around London.

This high speed line could provide fast, frequent, reliable and direct rail services between Surrey and both Heathrow and Gatwick, as well as a possible direct link to the North, and possibly the continent via High Speed 1.

With the current HS2 scheme threatening to shift the economic focus of the UK away from the south to the Midlands and North, this is a scheme worth considering for Surrey, as a major long term option. It does however require extensive feasibility work and will be dependent on the outcome of the Airports Commission decision on airport expansion.

Surrey County Council and partners should consider developing this scheme to pre-feasibility level to investigate the major opportunities and challenges, and build stakeholder support. Given the potentially large catchment of the scheme, and the potential benefits of bringing high speed rail to the south and west of London, there could be a large body of support spanning from West Sussex through Hampshire to Dorset, including major towns such as Brighton, Portsmouth, Southampton and Poole / Bournemouth.

5.5.5 Access to Airports Strategy

Access to airports is a major issue for Surrey, as having two of the UK's major airports on its doorstep is a major advantage of the County. The future of airport capacity in the South East is uncertain, with the current on-going Davies Commission; however this presents an opportunity for Surrey to proactively engage with the process to ensure the best outcome for the County.

There is a clear strategy to address the adequacy gaps for airport access. It is summarised as:

- Considering Surrey's position on airport growth in the region and proactively engage with the Davies Commission in the short term to ensure a preferential outcome for the County;
- Supporting the Western Connection to Reading committed scheme that will benefit rail access to Heathrow to ensure that this is improved in the medium-long term;
- Actively engaging with Wandsworth Council on the Airtrack Lite scheme to assess the benefits for Surrey and consider its support for this scheme;

to consider the Commission's recommendations. This scheme would only be possible if the spur goes ahead.

- In the discussions on Airtrack Lite, raising the alternative to extend Crossrail to Staines, to assess whether this scheme is worth pursuing further as an alternative to the proposed scheme;
- Considering scheme proposals such as Staines Rapid Rail and extension of the Ultra PRT to Staines, once these become formal proposals and a business case assessment has been undertaken;
- Expending effort in the short-medium term on improving journey time reliability of access to Heathrow by road, and undertaking research to inform the development of options for improving bus and coach access, for example by providing additional Rail-Air links from other locations (based on the existing Woking model);
- Securing policy support for a southern rail access through the rail industry long term planning process for delivery in CP6 (or possibly beyond, depending on the timing of Heathrow Airport expansion, if any).
- Supporting the committed schemes that will benefit rail access to Gatwick. These schemes include the Thameslink Key Output 2 on the Brighton Main Line and Platform 0 at Redhill and additional trains to Gatwick from the North Downs Line;
- Developing the recommended options that will benefit rail access to Gatwick in the future. These include North Downs Line train lengthening, North Downs Line electrification and improvements, and Brighton Main Line junction improvements, to address adequacy issues in the medium-long term;
- Develop the long term high speed rail link scheme to pre-feasibility level to investigate the major opportunities and challenges, and build stakeholder support.

5.6 Access to Guildford

Access to local employment centres was identified as a key issue in the study, particularly to Reading and Guildford, which are both important employment centres for working residents of Surrey.

Improvements to these centres will also improve access for many intermediate towns in Surrey, particularly in the Blackwater Valley which will accommodate the growth from the Aldershot urban extension.

Guildford is an important centre in Surrey; it has the highest population of all towns (74k) and the highest number of jobs (78k). Employment grew by 20% between 2004 and 2011, and is forecast to grow by another 9% by 2031.

Guildford is served by the radial Portsmouth Direct Line and the orbital North Downs Line, but only Woking has more than 4 tph to Guildford in the morning peak. Most other stations have 1-3 tph to Guildford.

A large number of stations in Surrey are within 30 minutes of Guildford by train, with the notable exceptions of Redhill (31 minutes) and Camberley, Frimley, Bagshot (42-56 minutes).

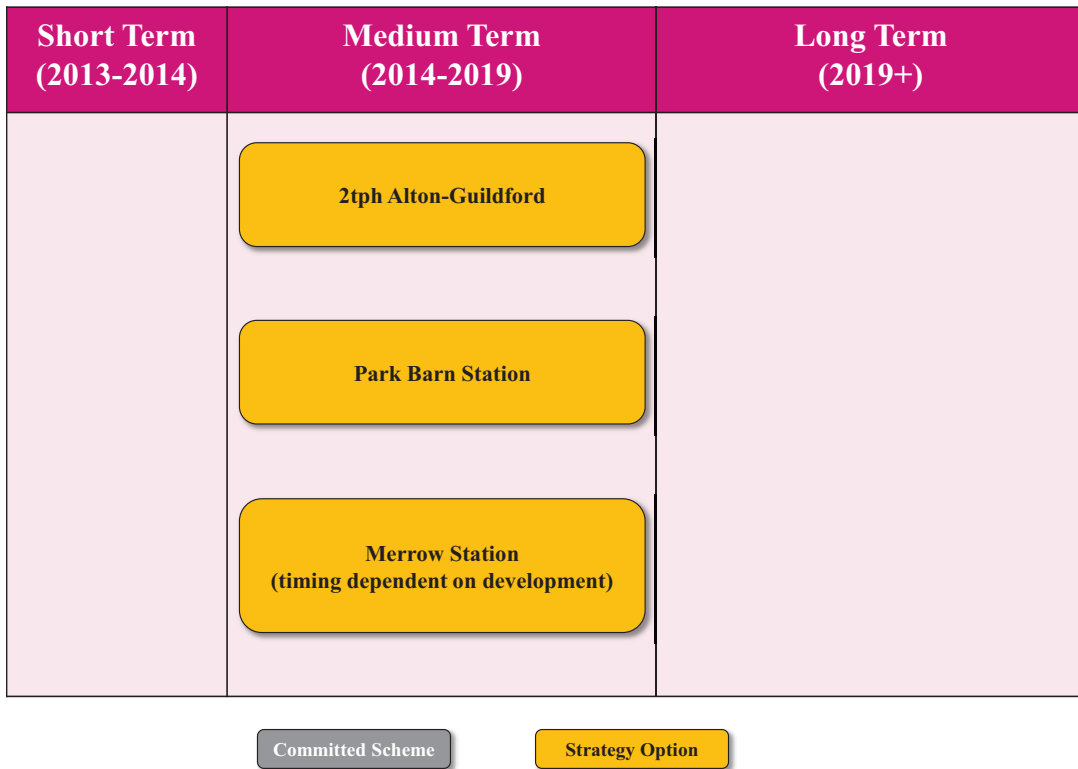
There are no committed schemes to address these issues.

Access between rail stations and key employment centres were cited by many stakeholders as a key issue, for example the Surrey Research Park in Guildford.

Access between Guildford and Alton / Farnham was also identified as an issue, to relieve congestion on the A3 and A31 roads.

The strategy for access to Guildford is shown in **Figure 24**, which includes preferred options for the medium term.

Figure 24: Access to Guildford Strategy



5.6.1 Committed Schemes

There are no committed rail schemes to improve access to Guildford, except for the train lengthening schemes on the SWML previously highlighted.

The following sections present the recommended options for the access to Guildford strategy, which provide adequacy improvements in the medium term.

5.6.2 Two Trains Per Hour Alton-Guildford

This option improves the rail service between Guildford and Alton to attract more users away from the heavily congested A3 and A31 corridors, and to provide better access to employment in Guildford.

Currently the only service between Alton and Guildford requires an interchange at Aldershot. This scheme involves the introduction of a direct service between Alton and Guildford operating twice every hour. It may require the re-introduction of at least a portion of the double track between Farnham and Alton, and the possible development of existing station car parks along Alton line to encourage mode shift, e.g. Bentley.

There is no funding currently allocated to this option. Cost estimates have not yet been made. Surrey County Council and partners should consider providing funding support for this option, as a scheme which potentially has good local benefits, although this should be subject to the usual business case assessment to demonstrate value for money and alignment with Rail Strategy objectives.

This is a medium term scheme, which could be included in the next South Western franchise, currently due for renewal in 2017.

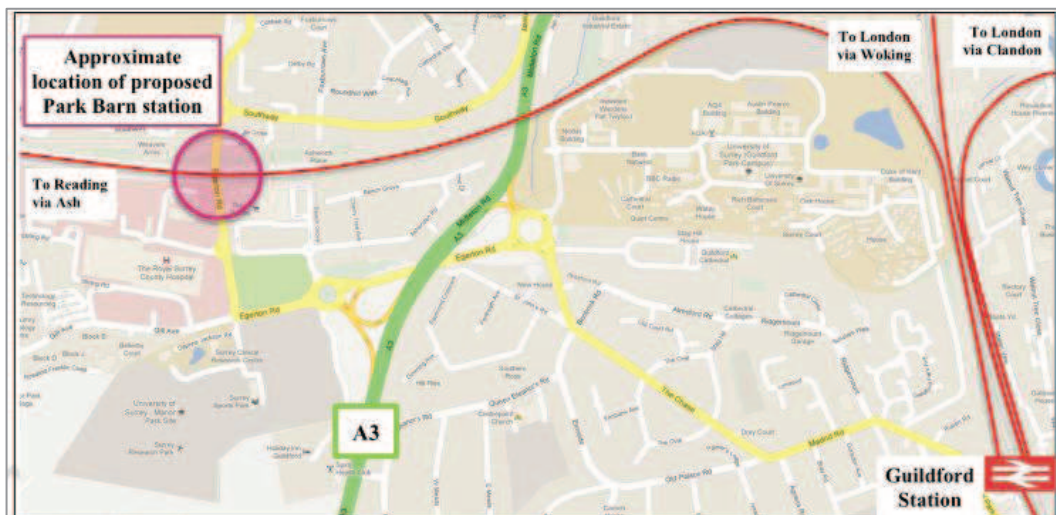
Surrey County Council should develop the scheme with South West Trains and other partners to confirm the business case for this option and lobby the DfT to include it in the next South Western franchise specification.

5.6.3 Park Barn Station

This option provides an additional station at Park Barn in Guildford which would improve rail access to employment centres particularly the Royal Surrey County Hospital and Surrey Research Park, and also to events and activities at the Surrey Sports Park.

The option involves a new train station on the Guildford-Reading line in the Park Barn area, as shown in **Figure 25**. Existing Guildford-Ascot and Reading-Redhill services could make additional calls at the station (although the existing service pattern would not support an additional stop in this section), although London-bound passengers would have to change at Guildford. It could also be served by the proposed 2 tph Alton-Guildford service option.

Figure 25: Park Barn Station



Costs are estimated in the region of £5m for this option. Surrey County Council and partners should consider providing funding support for this option, as a scheme which has good local benefits.

This is a medium term scheme, which could be included in the next South Western franchise, currently due for renewal in 2017. It would need support from Network Rail to deliver the infrastructure, which would have to be added to the schemes currently planned for CP5.

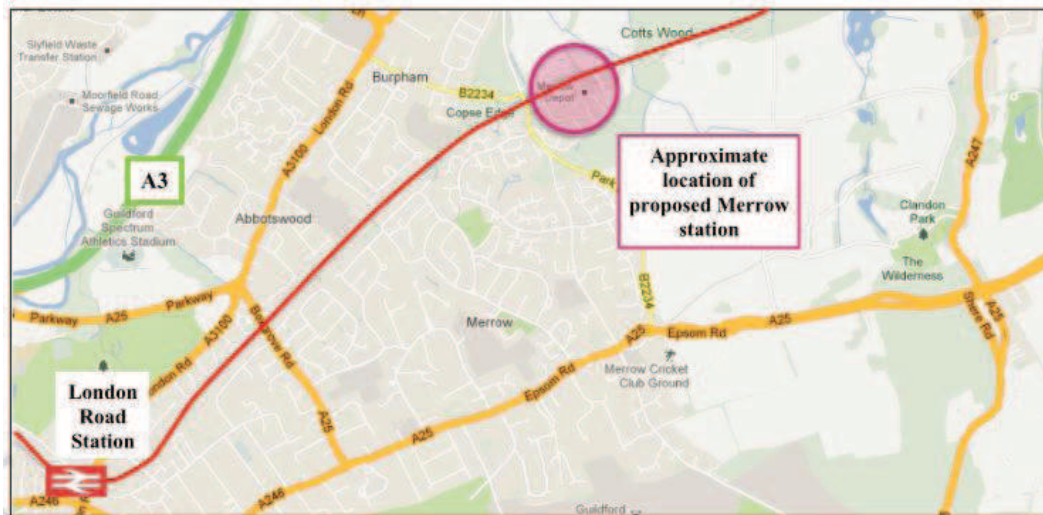
Surrey County Council and partners should confirm the business case for this option and lobby the DfT to include it in the next South Western franchise specification. They will also need to work closely with Network Rail to schedule delivery in CP5.

There is clear stakeholder support for this option to address traffic congestion and parking issues, particularly with the growth of the University, Hospital and Research Park.

5.6.4 Merrow Station

This option provides an additional station to the east of Guildford which would improve rail access to potential new housing and commercial developments on the edge of the urban area. Figure 26 indicates a possible location of the new station.

Figure 26: Merrow Station



Guildford Borough Council is currently preparing a new Guildford borough Local Plan which will identify strategic sites for potential housing and commercial developments.

The option includes a new train station on the Surbiton to Guildford via Clandon line in the Merrow area. Past proposals have recommended locating the station on the south side of the railway line off Merrow Lane. Existing Guildford-Waterloo via Cobham and Epsom services would make additional calls at the station.

Costs are estimated in the region of £5m for this option. Surrey County Council and partners should obtain developer funding support for this option.

This is a medium term scheme, which is linked to the timing of any development in the Merrow/Burpham areas. At the time of writing this was not confirmed.

The option could be included in the next South Western franchise, currently due for renewal in 2017. It would need support from Network Rail if any infrastructure was required, which would have to be added to the schemes currently planned for CP5.

Surrey County Council and partners should confirm the business case for this option once processes associated with preparing a new Guildford borough Local Plan are complete and the new plan is adopted. They should also lobby the DfT

to include it in the next South Western franchise specification. They will need to work closely with Network Rail to schedule delivery in CP5.

5.6.5 Access to Guildford Strategy

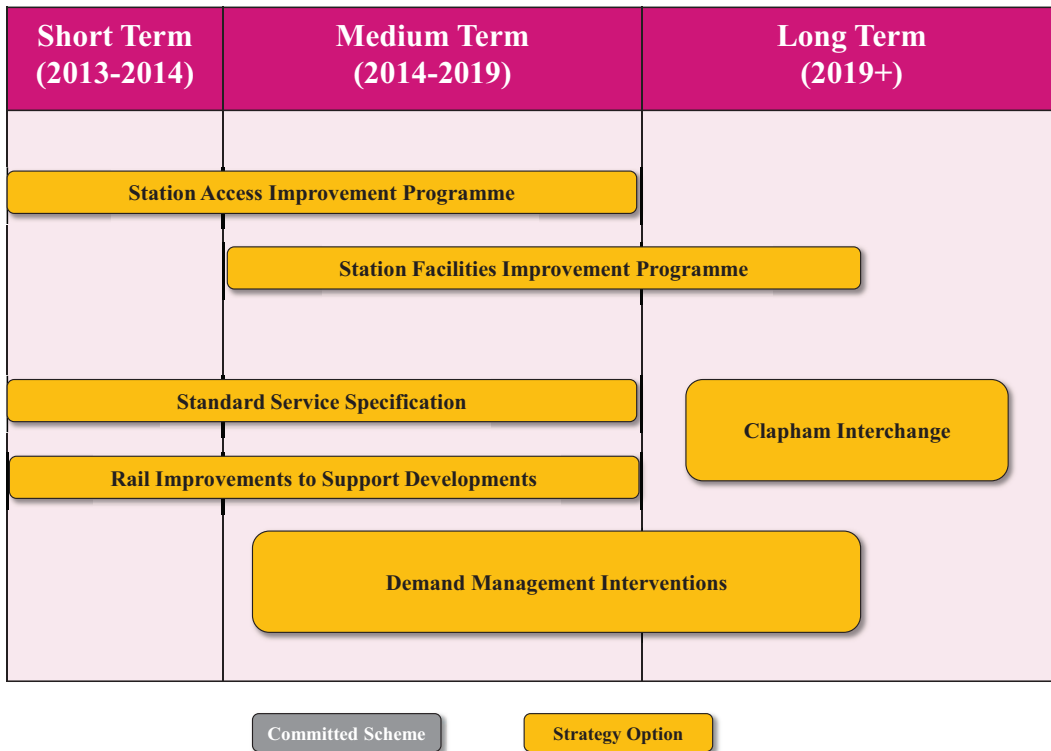
There is a clear strategy to address the adequacy gaps for access to Guildford. This is a strategy that is local to Surrey and could be led by the County Council and its partners. It is summarised as:

- Confirming the business case for 2 tph Alton-Guildford and lobbying the DfT to include it in the next South Western franchise specification;
- Confirming the business case for Park Barn station and lobbying the DfT to include it in the next South Western franchise specification. Also working closely with Network Rail to schedule delivery in CP5;
- Confirming the business case for Merrow station once processes associated with preparing a new Guildford borough Local Plan are complete and the new plan is adopted, lobbying the DfT to include it in the next South Western franchise specification, and working closely with Network Rail to schedule delivery in CP5.

5.7 Network Wide and Stations

There are a number of options that were identified in the study that have a network-wide impact and are not specific to any particular area. These options are shown in **Figure 27**, which include the preferred options for the short, medium and long term timescales.

Figure 27: Network Wide and Stations Strategy



5.7.1 Station Access Improvement Programme

A key issue in the stakeholder consultation for this study was the poor access to rail stations in Surrey. This is evidenced in the National Passenger Survey results, which indicate that only 52% of passengers are satisfied with ‘connections with other forms of public transport’, compared to 74% in the south east region.

There is very little further evidence and data on access to stations in Surrey, such as overall demand, mode share and car parking usage. This option is a rail station access improvement programme, informed by a new data collection exercise on current usage and forecast growth, focused on the key stations where there are higher volumes of passengers or known issues.

Based on the data collected, a Programme of access improvements should be developed to address gaps, providing additional capacity or alternative modes of access. Schemes should cover all transport modes and could include improved parking facilities for cars and bicycles, improved walk and cycle access to stations, improved pick-up/drop-off facilities for private cars and taxis or improved bus services to the station with enhanced interchange and integration (e.g. coordinated timetables). The package of measures could take the form of a Station Travel Plan, as a catalyst for improvement.

Bus and rail integration should be a key theme, to avoid the continued use of private cars as an access mode. The following simple measures could be included in the package to encourage bus use:

- High priority to bus/rail interchange when stations are redeveloped, such as that planned at Dorking, along with decent sheltered, well-lit stops with real time information;
- Provision of prominent onward journey information at the main exits of rail stations including maps, leaflets and bus real time information screens, and clear signage to bus stops;
- Promote Plusbus integrated rail/bus ticketing which already exists at the main Surrey stations. Encourage operators to develop this for ITSO smart ticketing, as is already in place in Horley where Southern key card holders with Plusbus can travel on Metrobus services locally on the same smartcard;
- Encourage rail operators to show key bus connections and links on rail maps;
- Work with bus and rail operators to provide timed connections between services where possible.

In some areas of Surrey the private car is an important mode of access to rail stations, particularly in rural areas where there are few viable public transport alternatives and where distances are too long or roads not suitable for walking and cycling. In these cases, car parking facilities need to provide sufficient capacity at an appropriate price. Examples raised in the consultation include Haslemere, Farnham, Brookwood, Godalming, Redhill and Merstham. Issues include lack of capacity, particularly after the morning peak. These key locations need to be identified and studied through this option, to assess the capacity issues and determine where expansion of car parks is appropriate and provides value for money. Future growth in the catchment area also needs to be considered so that capacity grows in line with demand. This option is not funded. Initial data collection costs are likely to be in the region of £50-100k, with scheme costs

depending on the exact measures developed and the location. This is an option Surrey County Council could contribute to through local funds or funding bids (eg Access for All or National Stations Improvement Programme), and obtain financial support from the relevant train operator.

This is a short-medium term scheme, building on access improvements already made at stations such as Redhill. Data collection should be undertaken immediately, with a programme of work scheduled to fit with funding availability and other local development plans. It will be important to develop the programme quickly so that Surrey County Council can lobby for inclusion of relevant schemes in the Thameslink and South Western franchise specifications.

Surrey County Council and partners can lead this option, but will need the support of both the local partners, particularly Borough and District Councils, who often have good local knowledge of specific issues at stations, and the rail industry, particularly the relevant train operator and Network Rail.

5.7.2 Station Facilities Improvement Programme

A key issue in the stakeholder consultation for this study was the facilities at rail stations in Surrey. This is evidenced in the National Passenger Survey results, which indicate that only 52% of passengers are satisfied with ‘the availability of staff’, compared to 59% nationally, and only 44% are satisfied with the facilities and services at stations, compared to 50% nationally.

A standard service specification for station facilities should be developed (see option below) in Surrey. A rail station facilities improvement programme can be developed, informed by the standard service specification, to address gaps where facilities fall below the specification.

Schemes could include improved staffing levels at stations for passenger security (or safety design improvements for unstaffed stations), provision of passenger information, ticket machines, toilets, access for the disabled (DDA¹³ compliance), and other facilities. It could also include improved facilities for integrated ticketing.

This option is not funded. Development of the standard service specification will be a cost to Surrey County Council, with scheme costs depending on the exact measures developed and the location. This is an option Surrey County Council could contribute to through local funds or funding bids, and obtain financial support from the relevant train operator.

This is a short-medium term scheme, building on station improvements already made in Surrey. Development of the requirements should be undertaken immediately, with a programme of work scheduled to fit with funding availability and other local development plans. As with the station access option, it will be important to develop the programme quickly so that Surrey County Council can lobby for inclusion of relevant schemes in the Thameslink and South Western franchise specifications.

Surrey County Council and partners can lead this option, but will need the support of both the local partners, particularly Borough and District Councils, who often

¹³ Disability Discrimination Act.

have good local knowledge of specific issues at stations, and the rail industry, particularly the relevant train operator and Network Rail.

5.7.3 Standard Service Specification

Analysis for the Issues Paper showed variability in service frequencies by station and in journey times to key urban centres in Surrey. A standard service specification would provide passengers with more certainty about the frequency of rail services from their local station to key destinations (e.g. London, Reading, Guildford) and could, in some cases, get a ‘turn-up-and-go’ service.

This is aspirational and could take a long time to fully develop and implement. It is also made complicated by the fact that there are currently three different train operating companies in Surrey. However, it will provide a very useful benchmark for engagement with stakeholders and supports the identification of priority schemes where services fall below the benchmark.

A standard service specification should include journey times to key urban centres, to ensure that, where reasonable, passengers can access these centres within a certain time (e.g. 30 minutes). Providing more certainty over frequency and journey times would improve the rail experience for Surrey residents and workers.

It would include requirements for minimum peak and off peak frequencies (to key destinations) and minimum journey times to key urban centres (e.g. Guildford). It could also cover minimum levels of station facilities, such as staffing and step-free access. It could also include specific requirements for services to airports, in line with Network Rail’s Long Term Planning Process, eg 2-4 opportunities to travel per hour to large airports.

Activities would include developing the specification and prioritising schemes, and developing business cases for improvements.

By example, TfL has a standard service specification for rail services, which may be a useful guide. In the Mayor of London’s Rail Vision (Feb 2012) it identifies a package of customer service standards which can be applied across the rail franchises serving London, including a ‘turn-up-and-go’ frequency of at least four trains per hour throughout the week.

This option is not funded. Development of the standard service specification will be a cost to Surrey County Council, with scheme costs depending on the exact measures developed and the location. This is an option Surrey County Council could contribute to through local funds or funding bids, and should obtain contributions from the relevant train operating company.

This is a short-medium term scheme for the development of the specification and related activities. Development of the requirements should be undertaken immediately, with a programme of work scheduled to fit with funding availability and other local development plans.

Surrey County Council and partners can lead this option, and should lobby the DfT to include the specification and related schemes in franchise specifications and possibly for funding. They should also encourage bidders to deliver the specification through franchises.

5.7.4 Rail Improvements to Support Developments

This option is a process for reviewing rail links to new developments. New developments are planned in and around Surrey that will generate additional travel demand in the County. These include the Whitehill/Bordon development, Aldershot urban extension, and the DERA site at Longcross. Where feasible, this additional travel demand should be accommodated on public transport, and rail where appropriate. This will enable new developments to be implemented without a major impact on the road network and without adding to congestion, allowing sustainable growth.

Rail schemes should be developed where they can directly or indirectly serve a new development. Whether rail can directly serve a new development can be determined using the technology choice framework, as shown in **Figure 28**. This assessment also needs to consider impacts of new stations on existing journey times and stopping patterns, to avoid detrimental impacts to existing levels of service.

Figure 28: Technology Choice Framework

Commuter / Inter-urban travel	Implementation Timeframe	Peak capacity / hour	System life (years)	Unit carrying capacity
Regular Buses	Short	2,500 – 6,000	8 - 14	40 - 120
Light Rapid Transit (LRT)	Medium / long	12,000 – 20,000	25 - 50	400 - 600
Tram Train	Medium / long	6,000 – 12,000	25 - 50	400 600
Heavy Rail	Long	20,000 – 60,000	25 - 50	2,000 – 3,500

If rail is not the most appropriate mode, assessed through the Technology Choice Framework, then other modes should be used instead, such as bus.

Indirect serving of developments may include improving station access at a station near a new development, where buses and cars may feed into the rail network from the new development.

Key sites to be considered under this option should be identified by Surrey County Council and partners and rail improvement schemes developed through the Transport Assessment for the site, in consultation with Surrey County Council and the relevant Borough, and then added to the Rail Strategy once approved. The rail schemes can then be developed through the Rail Strategy programme.

There are no direct costs associated with this option, as this is a review process. Scheme costs will depend on the exact measures agreed through the Transport Assessment, and should be funded by the relevant developer(s).

This is a short-medium term scheme, the timing of which is linked to the schedule of the various developments around the County.

Surrey County Council and partners should proactively lead this option, to engage with new developments and set out requirements for sustainable development as early as possible. The option will need the particular support of local partners, particularly Borough and District Councils, who can provide local knowledge and manage delivery of schemes.

5.7.5 Demand Management Interventions

Demand management is an important option that could help to delay the need for major infrastructure upgrades by reducing demand for train services, particularly on the most crowded routes at peak times.

The fares structure as it stands does not sufficiently differentiate between the marginal costs that a commuter in the high peak imposes on the railway (in terms of operation and infrastructure) and the costs imposed by passengers travelling at other times. For example, in terms of cost per journey, it is more expensive to travel between London and Woking during the low-demand off-peak period than it is to travel at the busiest times using an annual season ticket (see Options Paper for details).

In almost all cases, calls for investment in costly infrastructure improvements to the railway network are driven by the need to accommodate morning peak demand. For this reason, there is an equity argument for charging highest fares to peak commuters as they will benefit most from infrastructure investment.

Demand management interventions could take any number of forms, but the fundamental principle is to incentivise fewer people to travel on the rail network at times when demand is highest. Interventions could include:

- charging a premium for travelling in the morning peak hour;
- providing a discount for travel in the ‘shoulder peak’ period;
- selling flexible season tickets that reward part-week commuting patterns;
- producing better information for commuters about crowding levels on specific trains (South West Trains has trialled posters at selected stations and on its website, in conjunction with the Office of Rail Regulation, detailing the level of crowding on peak services, which has resulted in some changes in passengers’ travelling habits. Further trials or a more permanent scheme may be implemented in the future);
- setting up a non-cash rewards scheme to incentivise travel on less busy trains.

Smartcard ticketing is a prerequisite of introducing differential pricing by train / time of day. South West Trains has installed ITSO smartcard equipment at all its stations and with the completion of the TfL / DfT project to enable ITSO use in London due in 2014, the infrastructure to support demand-managed pricing will be present. However, the required changes to the rail industry pricing regime and permitted fare levels would need Ministerial approval before it could be introduced.

The costs and benefits of these measures are not fully known, and are difficult to estimate, as it involves complex behavioural modelling.

This is a complex and difficult option to develop and implement, and requires the support of a number of stakeholders across the rail industry. This should not

however, deter the industry from addressing the option, as the alternative (major infrastructure development) is also expensive, costly, risky and time consuming.

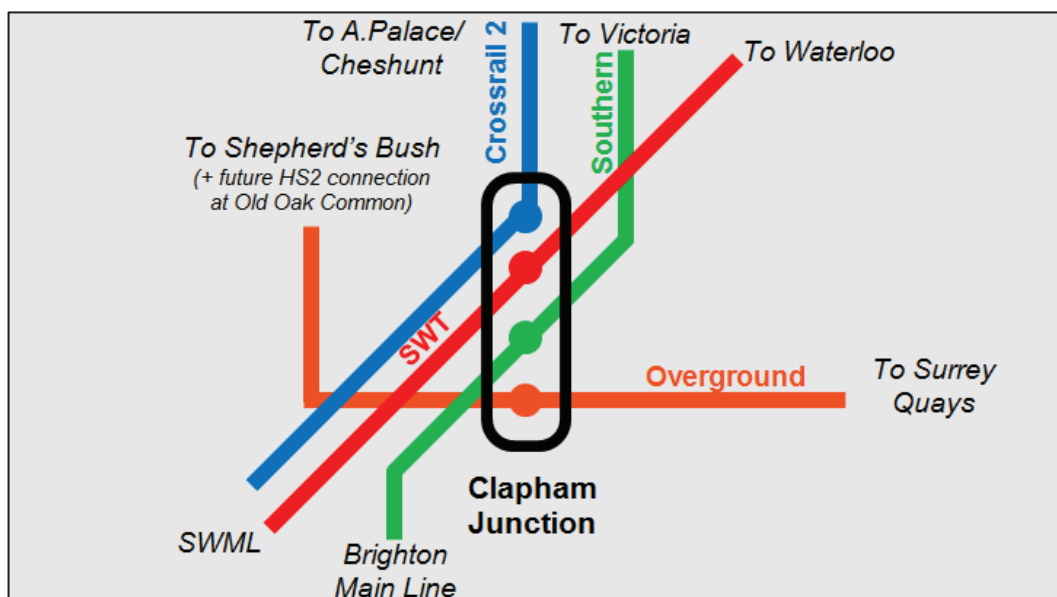
It is therefore recommended that Surrey County Council and partners engage with the rail industry, particularly the DfT and franchisees to review the demand management options available and push to develop options that would benefit Surrey.

5.7.6 Clapham Interchange

Many stakeholders, including the train operating companies, are convinced that there is great demand for better connections at Clapham Junction. Clapham Junction is a key link between two main Surrey rail corridors. On the South West Main Line, Clapham Junction is not served by Outer Suburban and long distance services during peak hours due to capacity issues. On the Brighton Main Line, many services do not stop at Clapham Junction for capacity and journey time reasons.

With improved frequencies planned on London Overground services (linking Clapham Junction to Shepherd's Bush and Willesden Junction in the north, and Surrey Quays in the east) and the potential in the longer term for a connection to Crossrail and High Speed 2 at Old Oak Common, improved interchange at Clapham Junction would provide for new journey opportunities for Surrey. It would benefit users across Surrey, on both the the SWML as well as the BML. It could also relieve pressure on Waterloo, if passengers can alight before the terminus station. The concept is illustrated in **Figure 29**.

Figure 29: Clapham Interchange Concept



This option involves stopping more SWML and BML services at Clapham Junction Station, and improving the station facilities and operations to serve the needs of interchanging passengers. It would require changes to track layout and platforms on the SWML and BML fast lines. It would also require major works to improve cross-platform interchange, such as a new wider passenger overbridge or subway linked to all platforms with escalators to accommodate increased passenger flows.

The costs and benefits of this option are not known, so a business case would need to be developed to determine the specification for the scheme and the value of investing in it any further.

This is a long term scheme that could be developed to coincide with the construction of Crossrail 2 and/or a fifth-track scheme to Clapham Junction. Indeed, it may require Crossrail 2 or an alternative capacity solution to be implemented to fully achieve the benefits from the released capacity on the SWML.

Surrey County Council and partners should work with the rail industry, particularly the DfT, Network Rail and TfL, to review the business case for this option, and develop the scheme further.

5.7.7 Network Wide and Stations Strategy

There is a clear strategy to address the network wide adequacy gaps in Surrey. It is summarised as:

- Taking the leading in developing a Station Access Improvement Programme option, with the support of Borough and District Councils, the relevant train operator and Network Rail;
- Taking the lead in developing a Station Facilities Improvement Programme option, with the support of Borough and District Councils, the relevant train operator and Network Rail;
- Taking the lead in developing a standard service specification for Surrey, and lobbying the DfT to include the specification and related schemes in franchise specifications;
- Proactively leading the process to identify the potential for rail to support new developments, engaging with new developments and setting out requirements for sustainable development as early as possible;
- Engaging with the rail industry, particularly the DfT and franchisees to review the demand management options available and push to develop options that would benefit Surrey;
- Working with the rail industry, particularly the DfT and Network Rail, to review the business case for Clapham Interchange, and develop the scheme further.

5.8 Summary

In this chapter, the strategies for each area/topic were presented. The areas/ topics covered are:

- South West Main Line;
- Windsor Lines;
- Brighton Main Line;
- North Downs Line;
- Access to airports;
- Access to Guildford;
- Network wide and stations.

The strategies comprise the committed schemes and the preferred options for the short, medium or long term timescales. These area/topic strategies combine to form the Surrey Rail Strategy.

The main actions to deliver each option were identified. These inform the rail strategy action plan in the following chapter.

6 Rail Strategy Action Plan

This chapter presents the recommended actions for Surrey County Council, its partners, and other stakeholders in the short, medium, long term to deliver the rail strategy described in the previous chapter.

The top priority actions are identified to enable the effort and resources to be focused on the most important issues.

The Action Plan is split into three tables:

- Short and Short-Medium term;
- Medium and Medium-Long term;
- Long term.

The Action Plan tables are structured as follows:

- ‘**Area/ Topic**’ is the category for the action. Each topic is a different colour to aid reading of the tables;
- ‘**Option**’ is the shortened named of the option for which the action is required;
- ‘**When**’ refers to the timescale in which the action should be undertaken. This is usually Short, Short-Medium, Medium, Medium-Long or Long. Where more specific information is available, this is included (i.e. a year or Control Period);
- ‘**Action**’ is the action required by Surrey County Council and its partners, taken from the previous chapter. In this context, partners refers to Surrey Future, the M3 or Coast to Capital LEP, or the Surrey business community, or a combination of these;
- ‘**Main Stakeholders**’ refers to the parties with whom Surrey County Council and its partners should work to deliver the strategy. These are:
 - DfT – the Department for Transport;
 - NR – Network Rail;
 - TfL – Transport for London;
 - TOC – the relevant Train Operating Company;
 - BD – Boroughs and Districts, both within Surrey and possibly in neighbouring counties;
 - Other – depending on the option, may refer to, for example, airport operators or private sector scheme promoters.

Within each table, the actions are grouped by area/ topic; they are not in priority order within each table. Priority actions are considered at the end of this chapter.

6.1 Short Term Action Plan

The Short and Short-Medium Term Action Plan is shown in **Table 6**.

In the short term action plan there are actions required to:

- Support committed train lengthening schemes on the South West Main Line and Windsor Lines;
- Continue to work with Network Rail on level crossing issues along the Windsor Lines;
- Commence strong lobbying for further development of the Crossrail 2 regional scheme to deliver more capacity on the South West Main Line, working closely with TfL and other key stakeholders;
- Explore options to reduce journey times between Camberley and London;
- Support committed additional platform at Redhill;
- Lobby for train lengthening and timetable recast on the North Downs Line;
- Proactively engage with the Davies Commission on airport capacity;
- Support committed schemes that will benefit Gatwick Airport;
- Work with Kent County Council to consider the feasibility of a Tonbridge-Gatwick service that would benefit Tandridge District.
- Improve road-based access to Heathrow Airport;
- Lead the development of the station access and station facilities improvement programmes, as well as the standard rail service specification for Surrey;
- Lead review, and where appropriate, the development of rail improvements to support developments.

As each option is developed, individual programmes will be drawn up for implementation of the option.

Table 6: Short and Short-Medium Term Action Plan

Area/ Topic	Option	Action	When	Main Stakeholders					
				DfT	NR	TfL	TOC	BD	Other
South West Main Line	Committed Schemes	Supporting the committed scheme to lengthen trains	Short 2013-4	X			X		
South West Main Line	Crossrail 2	Strong support for development of the Crossrail 2 regional scheme	Short 2013	X	X	X			
South West Main Line	Sturt Lane Chord	Exploration of short-medium term options to reduce journey times between Camberley and London via Ash Vale, linked to Alton-Guildford option	Short				X		
Windsor Lines	Committed Schemes	Supporting the committed schemes to deliver 10-car operation and additional services	Short-Medium		X		X		
Windsor Lines	Committed Schemes	Continue to work with Network Rail on level crossing issues along the Windsor Lines;	Short-Medium		X				
North Downs Line	Committed Schemes	Supporting the committed scheme to provide an additional through service to Gatwick with the completion of platform 0 at Redhill	Short-Medium	X	X				
North Downs Line	Train Lengthening	Lobbying the DfT to include train lengthening and timetable recast in the next franchise specification	Short-Medium	X					

Table 6: Short and Short-Medium Term Action Plan (cont'd)

Area/ Topic	Option	Action	When	Main Stakeholders					
				DfT	NR	TfL	TOC	BD	Other
Access to Airports	Committed Schemes	Considering Surrey's position on airport growth in the region and proactively engage with the Davies Commission in the short term to ensure a preferential outcome for the County	Short	X					
Access to Airports	Committed Schemes	Supporting the committed schemes that will benefit rail access to Gatwick (eg Thameslink Key Output 2, Platform 0 at Redhill, NDL improvements)	Short-Medium		X				
Access to Airports	Heathrow	Expending effort on improving journey time reliability of access to Heathrow by road, and undertaking research to inform the development of options for improving bus and coach access, for example by providing additional Rail-Air links from other locations (based on the existing Woking model)	Short-Medium					X	X
Access to Airports	Heathrow	Actively engaging with Wandsworth Council on the Airtrack Lite scheme to assess the benefits for Surrey and consider its support for this scheme	Short-Medium		X				X
Access to Airports	Heathrow	Considering scheme proposals such as Staines Rapid Rail and extension of the Ultra PRT to Staines, once these become formal proposals and a business case assessment has been undertaken	Short-Medium						X
Access to Airports	Gatwick	Work with Kent County Council to consider the feasibility of a Tonbridge-Gatwick service that would benefit Tandridge District.	Short-Medium						X
Network Wide & Stations	Station Access Improvement Programme	Taking the lead in developing a station access improvement programme, with the support of both local partners, particularly Borough and District Councils, and the rail industry, particularly the relevant train operator and Network Rail	Short-Medium	X	X		X	X	
Network Wide & Stations	Station Facilities Improvement Programme	Taking the lead in developing a station facilities improvement programme, with the support of both local partners, particularly Borough and District Councils, and the rail industry, particularly the relevant train operator and Network Rail	Short-Medium	X	X		X	X	
Network Wide & Stations	Standard Service Specification	Taking the lead in developing a standard service specification for Surrey with both the local partners, particularly Borough and District Councils, and the rail industry, particularly the relevant train operator and Network Rail	Short-Medium	X	X		X	X	
Network Wide & Stations	Rail Improvements to Support Developments	Proactively leading the development of rail improvements to support developments, with Borough and District Councils	Short-Medium					X	

6.2 Medium Term Action Plan

The Medium and Medium-Long Term Action Plan is shown in **Table 7**.

In the medium term action plan there are actions required to:

- Work closely with Network Rail to support the effective use of committed funding to deliver capacity improvements at London Waterloo;
- Lobby for additional train lengthening on the South West Main Line, particularly its inclusion in the next South Western franchise specification;
- Proactively lobby for the inclusion of Surrey County Council and partners in the development of the Crossrail 2 scheme;
- Promote the Sturt Road Chord scheme as an effective use of future additional capacity on the SWML;
- Monitor actual demand growth on SWML Inner Suburban and Windsor Lines services;
- Support committed schemes on the Brighton Main Line and monitor the construction impacts of the Thameslink Programme;
- Work with Network Rail to develop further BML capacity improvements;
- Lead development of major improvement scheme for the North Downs Line, working closely with the DfT and Network Rail;
- Support committed Heathrow Western Connection to Reading;
- Engage with all options which seek to address access to Heathrow;
- Raise Crossrail extension option in discussions on Airtrack Lite;
- Develop options that will benefit Gatwick Airport in future;
- Confirm the business case for Guildford local access schemes, including 2 tph Alton-Guildford, and new stations at Park Barn and Merrow;
- Engage with the rail industry on demand management measures.

As the strategy enters the medium term, it is likely that the external environment will change, with the Davies Commission reporting and new franchises being awarded, amongst other things.

The strategy should be reviewed and amended to reflect any significant changes. This is considered further at the end of the chapter.

Table 7: Medium and Medium-Long Term Action Plan

Area/ Topic	Option	Action	When	Main Stakeholders					
				DfT	NR	TfL	TOC	BD	Other
South West Main Line	Committed Schemes	Working closely with Network Rail to develop incremental improvements to train frequency and length in the medium term, including the 28tph scheme	Medium CP5		X		X		
South West Main Line	Maximum Train Length	Lobbying for additional lengthening of remaining trains so all trains are operating at maximum length	Medium CP5	X			X		
South West Main Line	Crossrail 2	Proactive lobbying to include Surrey County Council and partners in the development of the Crossrail 2 scheme	Medium	X	X	X			
South West Main Line	Sturt Lane Chord	Promotion of the Sturt Lane Chord option in the next HLOS, linked to additional capacity released by other options, so it can be delivered later in CP6	Medium	X	X				
South West Main Line	Lengthen to 12-Car	Monitoring of demand growth on Inner Suburban services to determine the requirement for additional lengthening to 12-car in the future	Medium	X	X				
Windsor Lines	12-Car Trains	Monitoring of demand growth on Windsor Line services to determine the requirement for additional lengthening to 12-car trains in the future	Medium	X	X				
Brighton Main Line	Committed Schemes	Supporting the committed schemes to provide additional capacity through the Thameslink programme, particularly the delivery of Key Output 2, and lengthening on the Uckfield line	Medium		X				
Brighton Main Line	Committed Schemes	Monitoring the construction impacts of Key Output 2 and working with rail industry partners to ensure that the impacts on Surrey are not unreasonable	Medium		X				
Brighton Main Line	Junction Improvements	Working with Network Rail to develop the option and lobby the DfT to include this in the next HLOS so it becomes a requirement for CP6.	Medium	X	X		X		

Table 7: Medium and Medium-Long Term Action Plan (cont'd)

Area/ Topic	Option	Action	When	Main Stakeholders					
				DfT	NR	TfL	TOC	BD	Other
North Downs Line	Electrification & improvements	Leading the development of an NDLM major improvement project with general upgrading of the line to provide an improved orbital service offering in Surrey, possibly with electrification	Medium-Long	X	X		X		
Access to Airports	Committed Schemes	Supporting the Western Connection to Reading committed scheme that will benefit rail access to Heathrow to ensure that this is improved	Medium-Long		X				
Access to Airports	Gatwick	Developing the recommended options that will benefit rail access to Gatwick in the future. These include North Downs Line train lengthening, North Downs Line electrification and improvements, and Brighton Main Line junction improvements, to address adequacy issues	Medium-Long	X	X				
Access to Airports	Heathrow	In the discussions on Airtrack Lite, raising the alternative to extend Crossrail to Staines, to assess whether this scheme is worth pursuing further as an alternative to the proposed scheme	Medium		X	X			X
Access to Guildford	2tph Alton-Guildford	Confirming the business case for 2tph Alton-Guildford and lobbying the DfT to include it in the next South Western franchise specification	Medium	X	X		X		
Access to Guildford	Park Barn Station	Confirming the business case for Park Barn station and lobbying the DfT to include it in the next South Western franchise specification	Medium	X	X		X		
Access to Guildford	Merrow Station	Confirming the business case for Merrow station and, if confirmed, lobbying the DfT to include it in the next South Western franchise specification	Medium	X	X		X		
Network Wide & Stations	Demand Management Interventions	Engaging with the rail industry, particularly the DfT and Network Rail, to review the demand management options available and push to develop options that would benefit Surrey	Medium	X					

6.3 Long Term Action Plan

The Long Term Action Plan is shown in **Table 8**.

In the long term action plan there are actions required to:

- Identify further capacity upgrades on the South West Main Line and enabling schemes for Crossrail 2 or an alternative long term scheme to relieve the inner area;
- Secure policy support for a southern rail access to Heathrow Airport through the rail industry long term planning process for delivery in CP6 (linked to expansion at Heathrow Airport, if granted through the Airports Commission).
- Develop the concept of a new, possibly high speed, rail link across Surrey from Heathrow to Gatwick Airport and possibly beyond;
- Develop the business case for the Clapham Interchange option.

These actions cover the long term schemes that could only be implemented in the long term. However, these actions can be taken forward earlier if other actions are completed and there is a desire to accelerate these schemes.

Table 8: Long Term Action Plan

Area/ Topic	Option	Action	When	Main Stakeholders					
				DfT	NR	TfL	TOC	BD	Other
South West Main Line	Further Capacity Upgrades	Identification of requirements for further capacity upgrades and enabling schemes for Crossrail 2, including Woking Flyover	Long CP6	X	X				
Access to Airports	Heathrow & Gatwick	Secure policy support for a southern rail access to Heathrow Airport through the rail industry long term planning process for delivery in CP6 (linked to expansion at Heathrow Airport, if granted through the Airports Commission).	Long	X	X			X	
Access to Airports	Heathrow & Gatwick	Develop the high speed rail link scheme to pre-feasibility level to investigate the major opportunities and challenges, and build stakeholder support	Long	X					
Network Wide & Stations	Clapham Interchange	Working with the rail industry, particularly the DfT and Network Rail, to review the business case for an improved Clapham Interchange for Surrey, and develop the scheme further	Long	X	X	X	X		

6.4 Rail Strategy Priorities

There are a number of actions identified above covering many different options. There is a risk of confusion over priorities and dilution of resources across too many activities, particularly if human resources to lead and develop options are limited.

The priority actions should be those which relate to those options which are closely aligned with the Surrey rail development objectives and which have the potential to have a major impact on rail in Surrey, in the short, medium or long term. These priority options are considered to be:

- **Capacity on the South West Main Line** – the South West Main Line has significant capacity challenges in future. In the short to medium term the County Council should support committed and planned schemes to increase capacity through train lengthening and additional services. In the longer term, the Crossrail 2 project has the potential to address some of the capacity gap forecast on the line and, depending on the configuration of the scheme, has wider benefits for parts of Surrey in terms of greatly improved access to major employment centres in London and in maintaining Surrey’s global competitiveness by providing better connections to HS1 and in future HS2. It should be a priority of the strategy to implement actions that encourage further development of the Crossrail 2 regional scheme with stakeholders, and also to develop the enabling schemes in the short to medium terms, such as Woking Flyover and plans to relieve the inner area of the South West Main Line;
- **Local Orbital Rail Services** – improvements to the North Downs Line will address capacity issues in the short-medium term, but in the medium long term there is potential to create a really strong orbital link through Surrey, anchored by Gatwick Airport at one end and Reading at the other (for the future employment opportunities in Reading and wider connections, such as the planned Western Connection to Heathrow) and with the major Surrey towns of Redhill and Guildford between the two. There is also potential to link through to Kent on the Tonbridge line. This is an option that Surrey County Council and its partners can step up to and take the lead on, and it should be a priority of the strategy to push forward with this option;
- **Access to Airports** – this is a high profile and political issue in Surrey, and it affects decisions to locate people and businesses in the County. There are a number of options in the short and longer terms to address access to Heathrow and Gatwick, but in the case of Heathrow, there are no easy solutions. It should therefore be a priority for Surrey County Council and its partners to demonstrate leadership on this issue, by defining its position on airport capacity, and taking the lead on improving access to airports from Surrey. Inevitably, a final position will be dependent on the conclusions of the Davies Commission, but it is important that Surrey lobbies strongly for the continued development of Heathrow and Gatwick, because of their contribution to Surrey’s global competitiveness, economic prosperity, and employment.

6.5 Implementing the Strategy

Once the Surrey Rail Strategy is approved and adopted by Surrey County Council, it should be implemented quickly to maintain the momentum gained during the development stage of the strategy. There has been excellent stakeholder interest and support from both within the County and the rail industry, and this should be harnessed by Surrey County Council and its partners to deliver benefits to Surrey from the strategy options.

In particular the short term options should be developed as a priority to feed into the main rail industry processes. Early engagement should include:

- Engagement with the **Department for Transport** to clearly promote Surrey's requirements for:
 - the 2017 High Level Output Specification (HLOS) and Control Period 6;
 - future franchise specifications and priorities (Thameslink, South Western, Great Western, etc);
- Engagement with **Network Rail** to ensure Surrey's active participation in the Long Term Planning Process (LTPP) particularly the London and South East Market Study and future Route Studies. Conditional outputs should be clearly defined so options for Control Period 6 are developed and agreed;
- Engagement with **Transport for London** to ensure Surrey's active participation in the development of the Crossrail 2 scheme, and other schemes involved lines and stations in London, eg Clapham Junction hub;

Regular engagement should also be held with the **Train Operating Companies** to build relationships around development and implementation of relevant options, and with **Surrey stakeholders**, such as Boroughs and Districts and the business community, to report on progress, build relationships around the rail strategy, and harness local skills and knowledge to support implementation.

One possible approach for building stakeholder support around the rail strategy is to hold an Annual Rail Summit. During the stakeholder consultation, this was reported by Kent County Council as an effective means of implementing their Rail Action Plan. After developing a Rail Action Plan for Kent, the County Council invited stakeholders to the rail summit, where stakeholders including rail user groups, parishes and local politicians were informed of progress in implementing the Action Plan and given the opportunity to put forward their concerns. This meant that the County could then pass on these concerns, acting as the 'voice' of rail for the County. A rail summit or similar type event is recommended as a way of implementing this strategy and maintaining stakeholder support.

Appendix A

Meetings with Stakeholders

Stakeholders	Description	Format	Meeting Date
Surrey County Council	Relevant Members Cllr Steve Renshaw Cllr John Furey Cllr Simon Gimson SCC Principal Environmental Assessment Officer SCC Surrey Future team SCC other relevant officers	Meetings at 'drop-in' event at County Hall	26 November 2012
	Stewart Palmer (SCC adviser)	Meeting at County Hall	30 November 2012
	SCC Members	Member Seminar	14 January 2013
Surrey Borough and District Councils	Local planning and transport officers D Yell (Guildford) G Davies (Reigate & Banstead) J Straw (Mole Valley) J Phillips (Tandridge) J Brooks (Spelthorne) J Rickard (Surrey Heath) K Jakubczyk (Epsom & Ewell) L Underwood (Elmbridge) P Falconer (Waverley) R Ford (Runnymede)	Meetings at County Hall	26 November 2012 30 November 2012
	Woking Borough Council	Telcon with Jeni Jackson	10 December 2012
Other councils	Hampshire County Council	Telcon with Geoff Hobbs	29 November 2012
	Kent County Council	Telcon with Stephen Gasche	4 December 2012
	West Sussex County Council	Telcon with Jamie Dallen	4 December 2012
Transport for Surrey Partnership Board / Surrey Connects	Mark Pearson (Chief Executive of Surrey Connects)	Meeting at County Hall	30 November 2012
Local Enterprise Partnerships	Enterprise M3	Meeting of Enterprise M3 LEP Transport Action Group	24 January 2013
	Coast to Capital	Telcon with Ian Parkes	19 December 2012
Department for Transport	Franchise Specification team Rail Strategy team	Meeting	27 March 2013
Network Rail	Representatives from the HQ Planning team and, if appropriate, from the Wessex Route team	Meeting with Richard Eccles	1 February 2013
Transport for London	Crossrail 2 Planning Team	Meeting	23 November 2012
Train Operating Companies	South West Trains	Meeting at SWT HQ	5 December 2012
	Southern	Telcon with Howard Read	23 January 2013
Rail passengers	Passenger Focus	Telcon with Linda McCord	12 December 2012

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Heads of Transport for London and
Network Rail

David Hodge
Leader of the Council
Surrey County Council
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Penrhyn Road
Kingston Upon Thames
Surrey, KT1 2DN

david.hodge@surreycc.gov.uk

July 2013

Dear

Re: Crossrail 2

Surrey County Council strongly supports Crossrail 2. I would like to advocate the regional option as the scheme most likely to boost economic growth and benefit the travelling public in Surrey and across Southern England.

While fully supporting the regional option, Surrey would expect to see no loss of service or declines in frequency of service to Central London from any station in Surrey as a result of Crossrail 2. To ensure this, and given the importance of Crossrail 2 for Surrey's economy, we would welcome more active involvement in the project, including dialogue on which stations receive a direct Crossrail 2 service, and a place on any committees or project boards established to oversee the scheme.

I believe that Crossrail 2 is an opportunity for Surrey. As such it is a priority in the Surrey Rail Strategy. This strategy recognises that to maintain global competitiveness, drive economic growth, reduce impacts on the environment and accommodate sustainable population growth Surrey needs good rail connections and world class rail infrastructure. Crossrail 2 is exactly the type of scheme needed to meet these goals.

Surrey is a large and strong economy with a Gross Value Added in excess of £30 billion. The county benefits significantly from major international gateways, particularly the airports, and from proximity to London and associated road and rail connections. However, Surrey's very success creates a significant challenge to its global competitiveness because investment in critical infrastructure lags behind the need generated by strong growth.

By increasing capacity on the South West Main Line and enabling additional trains into London Waterloo, Surrey residents and businesses will benefit from more frequent, less crowded and faster services. This would bring economic benefits to Surrey including key economic hubs such as Woking and Guildford. Crossrail 2 is also important because it will facilitate further infrastructure improvements with implications for communities in Surrey. This includes the Woking flyover and Sturt Lane Chord.

Thank you for the opportunity to respond to this consultation. I look forward to your response.

Yours sincerely

David Hodge
Leader of the Council

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1. Topic of assessment

EIA title:	Surrey Rail Strategy
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EIA author:	Lee McQuade, Economy Manager
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2. Approval

	Name	Date approved
Approved by¹	Iain Reeve	June 2013

3. Quality control

Version number	v0.3	EIA completed	
Date saved		EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Lee McQuade	Economy Manager	SCC	Project Manager
Paul Millin	Group Manager, Travel and Transport	SCC	Project Sponsor
Stephen Bennett	Associate	Arup	External Consultant
Scott Clyne	Planner	Arup	External Consultant

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>The Surrey Rail Strategy is a work stream of Surrey Future. Surrey Future brings together Surrey's local authorities and business leaders to agree the investment priorities to support the county's economy over the next few decades and establish a list of long-term infrastructure priorities.</p> <p>The Surrey Rail Strategy provides Surrey with:</p> <ul style="list-style-type: none"> • A long term programme of deliverable investment in rail infrastructure that is fully integrated with spatial priorities for growth and supports existing and emerging plans and strategies; • A strong basis from which to lobby for and bid effectively for funding to deliver rail infrastructure and other economic initiatives; and • A means for public bodies to be able to demonstrate that they have met the requirements of the duty to co-operate set out in the Localism Act 2011 on strategic priorities.
<p>What proposals are you assessing?</p>	<p>The county council does not have an up-to-date policy on the provision of rail services in Surrey. The Surrey Rail Strategy will remedy this by articulating the council's priorities for rail and providing supporting evidence. The Surrey Rail Strategy will be part of the Local Transport Plan (LTP3).</p> <p>The Surrey Rail Strategy will provide a programme of investment in rail improvements that will benefit Surrey. Improvement options will be classified as either short, medium or long-term. A delivery plan will accompany the Surrey Rail Strategy to provide guidance on the practical steps the county council should take to ensure that the recommended rail improvements will be carried out.</p> <p>One of the actions in the strategy concerns a Station Facilities Improvement Programme, with the support of local partners, particularly borough and district councils and the rail industry. This reflects on evidence which suggests that some stations are not fit for purpose in terms of the quality of the facilities provided.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>The groups most likely to be affected by the Surrey Rail Strategy are:</p> <ul style="list-style-type: none"> • Surrey businesses or residents who use, or may want to use in future, rail services. Commuters to London will represent a large proportion of this group. • Residents of adjacent local authorities that could be affected by changes to rail services or infrastructure in Surrey. • Local residents who may be affected (either positively or negatively) by the construction of new rail infrastructure that would otherwise not be undertaken in the absence of the Surrey Rail Strategy. • Network Rail, the organisation responsible for the provision of rail infrastructure.

9

EQUALITY IMPACT ASSESSMENT TEMPLATE

	<ul style="list-style-type: none">• Train Operating Companies responsible for the provision of rail services within Surrey. <p>Separate EIAs will need to be undertaken on specific projects and initiatives as they are brought forward in partnership with the rail industry.</p>
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EQUALITY IMPACT ASSESSMENT TEMPLATE

6. Sources of information

Engagement carried out

As the strategy has been developed consultation has taken place with a number of partners, not least with relevant partners in the rail industry.

A Task and Finish Group was created with representation from Surrey County Council and Surrey districts and boroughs. Nominations for this group were sought from Surrey Planning Working Group.

At the start of the process Arup held several one-on-one sessions with members and officers. These sessions included meetings with:

- All Surrey boroughs and districts (planning and transport officers).
- The Chairman of Environment and Transport Select Committee
- The Cabinet Member for Environment and Transport
- Councillor Simon Gimson (Formerly of South West Trains and a member of the Environment and Transport Select Committee)
- The Chief Executive of Surrey Connects and Chairman of the Transport for Surrey Partnership.

A Member Seminar was held in January 2013. 29 members received a presentation on the rail issues identified and discussed early options to address those issues.

Two workshops have been held to inform the strategy. An Options workshop (January) included representatives from Surrey districts and boroughs, Surrey County Council, the Train Operating Companies, Network Rail, BAA Heathrow and the LEPs.

A further draft Surrey Rail Strategy workshop (March) included neighbouring local authorities.

Public consultation

There was a 14 week public consultation on the rail strategy.

Five local committees and the local committee chairmen received an item on the strategy.

The draft Surrey Rail Strategy and/ or Executive Summary was sent by post to:

- Surrey Residents Associations
- Surrey Parish and Town Councils
- Surrey MPs
- All Elected Members
- Surrey libraries
- District and borough portfolio holders.

Information was also sent electronically to:

- Members of the Transport for Surrey Partnership
- A Local Transport Plan distribution list including walking, cycling and other public transport bodies
- Mencap, Age UK, Action for Blind People, Gay Surrey, the Disabled Citizens' Advice and Support Service, Guide Dogs for the Blind, Surrey Association for

EQUALITY IMPACT ASSESSMENT TEMPLATE

Visual Impairment (SAVI), Raise, North West Surrey Association for Disabled People (NWSADP), South East Surrey Faith Forum, and others.

- Business contacts:
 - Business representative groups such as Surrey Chambers of Commerce, the Institute of Directors and Federation of Small Businesses.
 - Surrey Connects business contacts.

Neighbouring transport authorities, the Train Operating Companies and several other groups and bodies had the opportunity to comment on the Surrey Rail Strategy.

Consultation responses were received from the Five Local Empowerment Boards in Surrey, the Surrey Access Forum and The Surrey Coalition of Disabled People. These supported the strategy and in particular the action to lead the development of a Station Facilities Improvement Programme.

Data used

Data reviewed for the Strategy include:

- Surrey Local Transport Plans (LTP1 2001/02-2005/06 (including the Rail Services Strategy), LTP2 2006/07-2010/11, LTP3 2011-2026)
- Surrey Strategic Partnership Plan 2010-2020
- Rail Line Improvements in Surrey (South West 1995 and South Central 1996)
- Relevant documents from Surrey Future and Surrey Connects
- London and South East Route Utilisation Strategy (Network Rail 2011)
- Published passenger demand forecasts for the Surrey area
- Future franchise plans for rail franchises in Surrey (South West, Thameslink, Great Western) evidenced through DfT consultation or published specifications / ITTs
- South West Rail Corridor Plan (2007) and other relevant rail strategy documents prepared by Transport for London
- Airport master plans (particularly Heathrow and Gatwick)
- Delivering a Sustainable Transport System (DfT 2008)
- Local Transport White Paper (DfT 2011)
- High Level Output Statement (DfT 2012)
- Aviation policy documents (DfT)
- Periodic Reviews (Network Rail 2008 and 2013)

Data used specifically for completing the EIA include:

- Agenda for Later Life 2012: Policy priorities for active ageing, Age UK, 2012
- Railways for All: The Accessibility Strategy for Great Britain's Railways, Department for Transport, 2006
- Tube trials "Baby on board" badges for mums-to-be, TfL Press Release, Transport for London, 2005

EQUALITY IMPACT ASSESSMENT TEMPLATE

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 ²	Potential positive impacts	Potential negative impacts	Evidence
Age	Improvements to public transport brought about by the Surrey Rail Strategy will benefit both the young and old lacking access to private car transport.	None identified	The charity Age UK's report <i>Agenda for Later Life 2012: Policy priorities for active ageing</i> states that "for many older people, accessible, affordable public transport is a lifeline and vital to leading an active and independent life."
Disability	There will be benefits for disabled people where station improvements are made that increase accessibility (e.g. lifts, ramps, accessible toilets etc.). Disabled people benefit particularly from public transport improvements due to lower-than-average levels of access to private car transport.	None identified	The 2006 DfT <i>Accessibility Strategy for Great Britain's Railways</i> states that "Transport is essential for providing access to employment, health services, education and leisure pursuits. Disabled people are particularly dependent on public transport with 60 per cent of disabled people having no car in the household, compared with 27 per cent of the general population."
Gender reassignment	None identified	None identified	N/A
Pregnancy and maternity	Reduced overcrowding on trains during peak times would make their use more attractive for pregnant women.	None identified	In 2005 TfL carried out a survey on the issue of pregnant women and seats on London Underground services. The research showed: <ul style="list-style-type: none"> • 92% of respondents thought that people sitting down should offer the seat to a pregnant woman without having to be asked; • 85% think pregnant women should ask for a seat if she needs one; • 78% of currently pregnant women stated that they never ask for a seat when they need one.

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

EQUALITY IMPACT ASSESSMENT TEMPLATE

			This research highlights the importance of seat availability for pregnant women using public transport.
Race	None identified	None identified	N/A
Religion and belief	None identified	None identified	N/A
Sex	None identified	None identified	N/A
Sexual orientation	None identified	None identified	N/A
Marriage and civil partnerships	None identified	None identified	N/A

Page 127 **7b. Impact of the proposals on staff with protected characteristics**

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	None identified	None identified	N/A
Disability	None identified	None identified	N/A
Gender reassignment	None identified	None identified	N/A
Pregnancy and maternity	None identified	None identified	N/A
Race	None identified	None identified	N/A
Religion and belief	None identified	None identified	N/A
Sex	None identified	None identified	N/A

EQUALITY IMPACT ASSESSMENT TEMPLATE

Sexual orientation	None identified	None identified	N/A
Marriage and civil partnerships	None identified	None identified	N/A

EQUALITY IMPACT ASSESSMENT TEMPLATE

8. Amendments to the proposals

Change	Reason for change
None	N/A
None	N/A

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
N/A	I think it would improve the EIA if there were one or two actions. For the Age, Disability and Pregnancy characteristics could you make provision for monitoring the benefits as the Strategy is rolled out. Perhaps a survey of these people's experiences as the improvements are implemented (Les Andrews)	N/A	N/A
N/A	N/A	N/A	N/A
N/A	N/A	N/A	N/A

10. Potential negative impacts that cannot be mitigated

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

EQUALITY IMPACT ASSESSMENT TEMPLATE

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	<p>This EIA was carried out on the basis of a desktop study with reference to research carried out by national charities, the Department for Transport and Transport for London.</p> <p>Wide engagement with stakeholders and a 14 week public consultation as part of the process of developing the Surrey Rail Strategy has ensured that the views of those that will be affected by the Rail Strategy have been taken into account.</p>
Key impacts (positive and/or negative) on people with protected characteristics	<p>The EIA identified that the Surrey Rail Strategy would have positive impacts on groups of people with the following protected characteristics:</p> <ul style="list-style-type: none"> • Age • Disability • Pregnancy/Maternity <p>No negative impacts on any protected characteristic groups were identified.</p>
Changes you have made to the proposal as a result of the EIA	<p>No changes have been made to the proposal as a result of the EIA.</p>
Key mitigating actions planned to address any outstanding negative impacts	<p>No mitigating actions necessary as no negative impacts have been identified.</p>
Potential negative impacts that cannot be mitigated	<p>N/A</p>

SURREY COUNTY COUNCIL

CABINET

DATE: 24 SEPTEMBER 2013

PORTFOLIO HOLDER: MR JOHN FUREY, CABINET MEMBER FOR TRANSPORT AND ENVIRONMENT

LEAD OFFICER: JASON RUSSELL, ASSISTANT DIRECTOR HIGHWAYS

SUBJECT: WINTER SERVICE DEVELOPMENT FOR 2013/14



SUMMARY OF ISSUES:

The delivery of Winter Service is delivered in two distinct operations:

1. **Pre-treatment of Routes and Advance Planning** – this ensures that pre-defined route networks including carriageways, cycleways and areas of footway, are pre-treated according to their importance and the weather conditions, to inhibit the formation of ice and facilitate the removal of snow.
2. **Management of Severe Snow Event** – this ensures the service is prepared to manage a severe snow event, to reduce disruption and improve safety.

In 2010 a joint officer and member Winter Task Group was formed to review the overall delivery of the winter service. The success of the Task Group and the principals that have been applied now forms the backbone of the annual winter reviews in delivering continuous improvement to the service.

This report provides an overview of the performance of winter service last year and recommendations to further improve service and ongoing scrutiny.

RECOMMENDATIONS

It is recommended that the recommendations of the Winter Performance Task Group, set out in paragraph 3 on page 2 of this report and the Winter Service Plan 2013/14, included in Annex 1, be approved.

REASON FOR RECOMMENDATIONS

These recommendations are the outcome of a Task Group meeting, held on 26 July 2013, to discuss winter service performance during 2012/13 and the development of the service for the 2013/14 winter season.

REPORT OF THE ANNUAL WINTER SERVICE REVIEW:
--

1. In accordance with the Cabinet recommendations on 25 September 2012, Officers have met with members of the Environment & Transport Select

Committee to review key aspects and activities related to winter service provision in Surrey.

2. This report summarises progress made and identifies areas where further action is required, based on member feedback through the Task Group.

WINTER PERFORMANCE TASK GROUP RECOMMENDATIONS TO CABINET:
--

3. Subject to final ratification at the Environment and Transport Select Committee on 11 September 2013, the Task Group recommends to Cabinet that:-
 - I. The 2012/13 Gritting Route Network be maintained for the 2013/14 winter season while also incorporating minor amendments resulting from member, resident and officer feedback and the new Surrey Priority Network (SPN).
 - II. A process for the Highways Service to access additional funding in the case of a sustained severe weather event be investigated.
 - III. Property Services investigate and report on the viability of repairing or replacing the salt barn at Merrow Depot and the optimum capacity to meet current operational requirements.
 - IV. Beare Green Depot remains available as a key resource for use during severe weather events.
 - V. Communities are permitted to purchase additional grit bins at a total cost of £1,040 for a 4 year period while Parish Councils and other statutory bodies may be licensed to install grit bins on the public highway.
 - VI. The trial of alternative vehicles for use on hills, narrow routes and estate roads etc. is continued during the 2013/14 winter season.
 - VII. The Surrey Winter Service Plan 2013/14, included at Annex 1, be approved.
 - VIII. Approval of any future amendments to the Surrey Winter Service Plan be delegated to the Cabinet Member for Transport and Environment and the Assistant Director, Highways.

DETAILS:

Background

4. The previous Cabinet report, on 25 September 2012, documented key points to enhance service provision and meet the aspirations of both members and the public. This followed the lessons learnt from the first year of the May Gurney Contract.
5. This report considers the performance of the service during the 2012/13 winter season, the effect of subsequent operational improvements and additional funding approved by Cabinet for that season, together with organisational changes and partnership working arrangements.

6. Throughout their second year as the Council's contractor, May Gurney (now operating as Keir) worked with officers and members on all elements of the winter service to maximise efficiency and reduce costs. This included:
 - I. Optimisation of the gritting routes, resulting in a reduction in the number of routes to 35.
 - II. The final phase of gritter replacements to improve the quality and reliability of the fleet.
7. After a near "average" (52 runs per season) Surrey winter in 2011/12 a more extended winter followed in 2012/13 with 100 precautionary salting runs completed. Using the full extent of our resources, including the enhanced local partnership arrangements, we were able to effectively manage and respond to the accumulations of snow over the weekend 18th January and the late flurries on the 11th March which affected the south east of the county. Despite the high demand for salt during the winter period the countywide supplies were successfully replenished and reserves maintained which supports the approach adopted by the Council.
8. The Task Group complimented Keir on their gritting route efficiencies and the fact that the intended levels of service have continued to be maintained.
9. This joint report clarifies progress on a number of recommendations from previous years, includes updated information and in some cases proposals and recommendations, with indications of cost where appropriate. These are made by the Winter Performance Task Group for consideration and potential adoption as policy by Cabinet.

Network

10. Members reported some instances where local residents wanted to swap one road for another on the priority network. Officers stated that if this was mutually agreed locally and does not impact on the strategic network, then there should be no problem changing roads on a 'like for 'like' route length basis. Members were supportive of this approach, particularly as it was in keeping with the localism agenda.
11. It was noted that during extended periods of snow the gritters are released to undertake ad-hoc snow clearing on side roads once the priority networks are clear. It was also recognised that additional pre-planned route cards identifying local routes would assist the resilience of this operation. Officers have advised that a further tier of such routes (to be known as P4) will be developed during 2013/14 to complement the existing farmer's networks.

Operations

12. The introduction of tracker technology on each of the gritters has enabled real time information indicating where vehicles have been and how much salt has been spread. This advance in technology has proved to be invaluable by demonstrating contractor compliance or identifying and rectifying any shortfall in the service.
13. Following the final replacements to the SCC gritting fleet all of the vehicles are now able to spread with a higher degree of accuracy. This enables target

treatment rates to be reduced in line with new national guidance and will result in greater efficiencies.

14. During the snow event in January the 'Snow Desk' was fully operational to take calls and coordinate operations across the county utilising both SCC and Keir staff. This central coordination was one of the keys to our success during the event with sufficient resources being available to cover the extended period. It was, however, recognised that communication links with the local offices needs to be improved and this will be developed through the contractors Winter Operations Plan.
15. The trials of the Fastrac vehicles and quad bikes were both successfully completed in 2012/13. The Fastrac vehicles proved to be excellent on hills but found some dedicated routes difficult to navigate due to narrow road widths or parked cars. The quad bikes were also well received by the public, although issues were identified around safety equipment, transportation and a relative lack of power.
16. The Task Group considered the benefits obtained from the trial of these alternative vehicles, including the additional level of response possible, and agreed that the trial should be extended. Officers proposed two different vehicles for use in 2013/14, a 7.5t dedicated gritter and a demountable spreader, both of which are considered 'halfway' between the Fastrac vehicle and a quad bike.

Salt Management

17. Officers advised that, with the extended winter and over 17,500 tonnes of salt used on the network during 2012/13, our resilience had been maintained through the supply chain. This demonstrates that the salt stock management systems now in place are robust and fit for purpose.
18. Members acknowledged the improved situation with regard to salt storage and agreed that stocks should continue to be maintained at the maximum capacity of 16,000 tonnes prior to the commencement of the 2013/14 season.
19. Although Keir did not regularly operate from Beare Green Depot during 2012/13 we were still drawing off the salt reserves there to assist with the snow clearing operation in January. This demonstrates the ongoing operational importance of the depot and the Task Group continue to support its retention for similar winter service operations in 2013/14.
20. The following table summarises salt stocks and their distribution across highway depots, together with barn capacity figures: -

Depot	Total Barn Capacity (tonnes)	End of Season Stock Levels (tonnes)		MG/SCC Proposal 2013/14 (tonnes)	
May Gurney Contract:					
Bagshot	3500	1939		3500	
Godstone	4000	2496		4000	
Merrow (including open storage)	5750	2642		5750	
Witley	1800	1155		1800	
Other SCC Depot:					
Beare Green	900	743		900	
Total	15950	8975		15950	
Combined Capacity (Keir + Highways) for 2013/14					16,000t

Infrastructure Replacement

- 21. Officers advised that Property Services are currently progressing a detailed structural survey and feasibility study to assess the viability of either repairing or replacing the current Merrow barn. The study will also consider the optimum capacity of the barn as the number of gritters operating from the depot under the Keir contract has increased from 6 to 13 vehicles and the 4,000t reserve stockpile is currently held in open storage.
- 22. The feasibility report from Property Services is pending but Highways officers have been advised that if the study indicates replacement to be the preferred option the long term operational needs of the service will be taken into account and reports provided for both members and the investment panel.
- 23. In advance of the feasibility report, Property Services have provided the following indicative replacement costs for the barn replacement.

Barn Size (tonnes)	Cost (£,000)
1745 (existing barn size)	217
4000	326
6000	390

- 24. The Kingswood Depot weighbridge was successfully transferred to Witley Depot prior to the commencement of last season. No further upgrades are currently proposed.

Provision and Use of Grit Bins

- 25. The county currently manages and maintains 1787 highway Grit Bins (1624 winter service, 163 member sponsored) with an additional 25 recorded at, or near, fire stations that are provided as part of their own business continuity planning.

26. The labelling and tagging of each grit bin is currently being completed. In addition a new web based computer management system will be introduced enabling officers to remotely monitor, in real time, when grit bins have been re-filled and, therefore, the level of salt usage at individual sites.
27. The cost of providing and maintaining a grit bin, in accordance with the previously agreed county process, has been reviewed to reflect the current contract rates. The cost of a grit bin, including annual refurbishment and filling in line with county standards, is now £1,040 for a 4 year period.
28. The introduction of the new licensing system enabling Parish Councils and other statutory bodies to place and maintain their own grit bins on the public highway has had a good take up with 49 licences issued to nine Parishes in 2012/13.

Borough/District Responsibilities

29. During last winter, in line with the Statement of Understanding, most Boroughs and Districts were involved in supporting the county to maintain footways during the snow event. This shared approach is now well documented with clear lines of communication and understanding regarding when and where Boroughs and Districts can provide assistance.
30. This year's winter maintenance information pack will include updated details of Borough and District commitments during severe weather events.

Farmers, Contractors and Equipment

31. In order to support the Council's snow clearance and gritting response during times of severe winter weather 51 local farmers provided additional assistance in 2012/2013 under a five year contract which is now in its third year. With the enhanced network of snowplough routes, the Task Group recognised the valuable contribution they had made, particularly in reaching isolated communities.
32. Following a detailed mechanical assessment, the proposed upgrade of the SCC survey vehicle with plough equipment did not take place. This was due to the extensive and costly refurbishment required, which may have also affected the surveying system.
33. In order to reduce ongoing maintenance and traffic management costs, the Blackwater Valley weather station has now been upgraded.
34. A further 4 weather stations have now been fitted with cameras, increasing the total number of sites to 6, to enhance our ability to view and respond to changing weather situations. They are sited at the following locations:-

A286 Brook
A319 Chobham
A325 Frimley
A331 Black Water Valley Road
A3050 Walton on Thames
B2218 Banstead

Communications Plan

35. To manage expectations information bulletins matching daily 'activity' to ongoing publicity campaigns will again form part of the communications plan, ensuring that communications about the winter service are based on accurate, real time information.
36. Although the winter service has been fully optimised there is still a need for annual reports direct to Select Committee in July each year to agree any changes following a review of performance and learning with proposed service 'improvements'.
37. To ensure stakeholders contributions are captured in the review an annual item will be included on the spring round of Local Committees to inform the Task Group. The review timetable has now been incorporated in the Winter Service Plan 2013/14 included in Annex 1.
38. Area Team Managers will discuss proposed changes to the salting network with their Local Committee Chairmen and it will be for the latter to determine how and when information is brought to the attention of their Local Committee for any response within the timescales.

Severe Snow Event & Central Severe Weather Contingency Fund

39. Members on the Task Group expressed concern that the recent Cabinet decision to transfer the severe weather reserve to Highways to be used to repair roads damaged last winter might have a negative impact upon the Council's ability to respond to severe weather events and officers were asked to consider how this might be managed in future.
40. It is noted that since the winter service budget was adjusted in 2010 to reflect the needs of the service there has been no event or circumstances that have necessitated a call on the reserve. This includes the two periods of extended severe weather in 2010/11 and 2012/13.
41. The current winter service budget allocation allows for a 2 day snow event which is considered a fair reflection for most years. In the event of a significant overspend, for example due to more severe weather, it may be possible to absorb this within the wider Service or Directorate budget. In the event that this is not possible, Cabinet would consider the overspend at the end of the year in light of the Council's overall financial outturn position.

CONSULTATION:

42. The recommendations in this report have been developed by Members, Officers and Keir who together formed the Winter Performance Task Group.

RISK MANAGEMENT AND IMPLICATIONS:

43. Section 41a of the Highways Act 1980 states that local authorities 'have a duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice'. The qualification of 'reasonably practicable' means that it is not an absolute duty.

44. Risks have been managed through the prioritisation of both roads and footways to provide clear understanding of agreed criteria for each category and the type of response/treatment proposed, taking into account agreed stakeholder views alongside operational requirements which forms part of the annual review of the service.

Finance and Value for Money Implications:

45. The revenue budget for Winter Service activities in 2013/14 is confirmed as £2,564m. This figure continues to reflect the recommendations approved by Cabinet in 2012 and will deliver the advance planning and pre-treatment of identified routes to prevent ice and snow build up, together with up to 2 days operational response to a severe weather event. See breakdown below:

Winter Service Budget Activity	Budget 2013/14 £000
Labour and vehicles to deliver pre-treatment service to agreed Gritting Network	1,400
Salt usage	500
Grit bins pre-season salt fill & maintenance	120
Weather stations and bureau service (contract lump sum)	45
Re-brand grit bins and install bar codes	56
Relocation of weather station	64
Weighbridge servicing & maintenance	9
SCC gritters	16
Alternative vehicles	36
General maintenance	168
Severe snow event	150
Winter total	2,564

Section 151 Officer Commentary:

46. The S151 Officer confirms that all material financial and business issues and risks have been considered in this report. Details of the 2013/14 winter service budget are set out in paragraph 48, and officers consider this to be appropriate for a typical winter including a 2 day snow event. In the event that costs exceed the budget, for example due to more severe weather, costs would need to be managed within the wider budget as explained in paragraph 41.

Equalities and Diversity:

47. The winter service priority 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.
48. Within the resources available we are not able to treat the entire network at any one time. The impact of the service will be both positive and negative on all groups identified depending on their location in relation to the priority network.

49. To improve access for a number of these groups the prioritisation process has been developed to provide a 'people solution', with particular reference to facilities such as schools, stations, hospitals, special schools and access to isolated communities. These changes have made the service more inclusive to a wider part of the community. The policy has been further developed, through these enhanced criteria, to allow an increase on the priority salting network.
50. 'Communities access' for vulnerable people is addressed and organised through Emergency Planning and local 4x4 groups etc. The Districts and Boroughs also provide a service to their own care home facilities which is outside the scope of the highway winter service.
51. The recommendations in this report will have no material impact on existing equality policy and therefore the need to complete a full assessment prior to report submission was not deemed necessary. A full assessment will be made available to cabinet at a future meeting, as part of a wider review of equalities in the highways service.

Legal Implications – Monitoring Officer:

52. No issues identified.

WHAT HAPPENS NEXT?

Approved recommendations will be implemented as part of the Winter Service Plan 2013/2014.

Report Contact:

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020 8541 7395

Consulted:

Members of the Winter Performance Task Group
Peter Agent, Asset Planning Group Manager
Simon Mitchell, Maintenance Plan Team Leader
Tony Orzieri, Finance Manager
Lisa Beach, Senior Accountant
Lucy Monie, Operations Group Manager
Mark Borland, Projects and Contracts Group Manager
Richard Bolton, Local Highway Services Group Manager

Annexes:

Annex 1 – Winter Service Plan 2013/14

Informed:

Trevor Pugh – Strategic Director, Environment and Infrastructure

Sources/background papers:

Winter Service Task Group meeting - 26 July 2013
Environment and Transport Select Committee meeting - 11 September 2013
Previous report of the Task Group to the Cabinet – 25 September 2012

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DRAFT

**WINTER SERVICE PLAN
2013/2014**

(1 October 2013 to 30 April 2014)



**Produced by:
Asset Planning Group,
Surrey Highways**

**Assistant Director
Highways**

Jason Russell

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Individual Borough and District Council Winter Service contacts

RECORD OF AMENDMENTS

Amendment No.	Details	Date	Amended By
Version 1	Initial Draft	6 Aug 13	SM
Version 2	Second Draft	12 Aug 13	SM
Version 3	Amendments for ETSC/Cabinet	2 Sept 13	PKA
Version 4	Final version	2 Sept 13	PKA
Version 5	Minor amendments to stakeholder engagement timetable in Para 12.2 following ETSC on 11 September.	12 Sept 13	PKA

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1 INTRODUCTION

- 1.1 Surrey County Council's Winter Service is essential in terms of both road safety and the economy. The Service intends, 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. It is economically significant because of the delays and congestion that bad weather can cause.
- 1.2 Surrey County Council has, continued to develop new ways of working and provide appropriate, enhanced levels of resource to deal with the exceptional, severe weather events that now seem to be a regular feature of our lives during winter. A Winter Service Task Group, made up of members and officers, has met to review operations and recommend improvements, where necessary, across all the various winter service activities.
- 1.3 The County Council's Cabinet continue to support our enhanced winter service preparations. The Winter Service Task Group will continue to review the performance of our combined operations during this winter season and report again in July 2014. This continued testing of our response to the variety of winter service activities has provided tangible improvements over the last year that will enable Surrey to operate as efficiently and effectively as is reasonably practicable during the forthcoming winter season.
- 1.4 Winter Service involves treating the highway in order to:
- Prevent ice from forming (known as "precautionary salting")
 - Melt ice and snow already formed (known as "post salting")
 - Remove snow
- 1.5 The Winter Service Plan for 2013/14 gives details of how Surrey County Council intends to achieve the standards identified in the County Council's Winter Service Policy Statement. (See Section 3 of this plan.)
- 1.6 **The Surrey Winter Service response will be available from 1 October 2013 to 30 April 2014.**

2 WINTER PERFORMANCE TASK GROUP REPORT

- 2.1 The annual review of the levels of service and associated funding for the various Highway Winter Service activities has been undertaken with full Member input through Cabinet, Environment and Transport Select Committee (ETSC) and the Winter Service Task Group. Following various meetings of the aforementioned Committees the joint Member and Officer Task Group reported to both ETSC and Cabinet on 11 September and 24 September 2013 respectively.
- 2.2 After a near "average" (52 runs per season) Surrey winter in 2011/12 a more extended winter followed in 2012/13 with 100 precautionary salting runs completed. Using the full extent of our resources, including the enhanced local partnership

arrangements, we were able to effectively manage and respond to the accumulations of snow over the weekend 18th January and the late flurries on the 11th March which affected the south east of the county. Despite the high demand for salt during the winter period the countywide supplies were successfully replenished and reserves maintained which supports the approach adopted by the Council.

2.3 Throughout their second year as the Council's contractor, May Gurney (now operating as Keir) worked with officers and members on all elements of the winter service to maximise efficiency and reduce costs. This also included the consolidation of the additional salting network resulting in the establishment of 35 salting routes and the final phase of gritter replacements to improve the quality and reliability of the fleet.

2.4 Whilst no major changes are proposed to the winter service an number of improvements have been made to further enhance the service to residents over the coming winter as follows:-

- The priority salting network has been aligned with the new Surrey Priority (Road) Network (SPN)
- All gritters with latest salt spreading technology now replace older fleet plus 2 additional ploughs to support farmers
- Maintaining our pre-season salt stocks at 16,000 tonnes, approximately double the quantity required for an average Surrey winter.
- All grit bins will be tagged providing real time information on grit levels. The grit bins will be filled by October and if necessary we will carry out a second fill over the winter, but with resources deployed on clearing roads and footways, we will not be able to refill during a snow event.
- Continuing our partnership with district and boroughs provide up to 40 tonnes of salt to helping them to keep key pavements and town centres clear.
- Continue to supply new grit bins, allowing residence and local community groups to buy a grit bin for four years at a cost of just £1,040
- Continuing to support localism through the grit bin licensing scheme enabling Parish Councils to maintain their own grit bins on the highway
- Retain our pool of farmers willing to help out in the toughest of weather conditions (51 farmers)

2.5 The recommendations in the Winter Performance Report to Cabinet, together with the responses, are included in Appendix F.

3 POLICY STATEMENT

3.1 It is the Policy of the County Council to provide a Winter Service that, as far as is reasonably practicable, allows for:

- The "precautionary salting" of roads on major routes within the County.
- The "post-salting" of footways and carriageways in extreme weather to keep congestion, delays and incidents to a minimum.
- The removal of snow from the key areas of the public highway.

3.2 Surrey County Council as the Highway Authority for Surrey has a statutory duty to maintain the public highway. Section 41a of the Highways Act 1980 states that local authorities 'have a duty to ensure, so far as is reasonably practicable, that safe passage along the highway is not endangered by snow or ice'. The qualification of

'reasonably practicable' being that this is not an absolute duty. In addition, highway authorities **may** take preventive measures against the accumulation of snow and ice.

- 3.3 Surrey County Council, as the Highway Authority, takes its Winter Service responsibilities extremely seriously. Until recently there has been no legal duty on Highway Authorities to take preventative measures in anticipation of snow or ice. This meant that, so long as any decision as to whether or not to act was taken on reasonable grounds, with due care and with regard to relevant considerations, the authority would not be liable. Moreover it had been said judicially that when there is a transient danger due to the elements, be it snow or ice or heavy rain, the existence of danger for a short time is no evidence of a failure to maintain the highway.
- 3.4 Following the introduction of the Railways and Transport Safety Act 2003 (31 October 2003), Highway Authorities have to ensure that, so far as is reasonably practicable, safe passage along a highway is not endangered by snow and ice. It is the belief of Officers that the arrangements Surrey County Council has in place are at least adequate to discharge this duty.
- 3.5 Highway Authorities are **permitted** to take preventative measures against the accumulation of snow and ice and to protect the highway over and above the minimum statutory requirements. The use of this power is relevant to an Authority's road safety responsibilities as well as its highway maintenance function.

County Council Maintained Highway

- 3.6 Surrey Highways delivers the winter service on the Surrey County Council maintained highway.

Minimum Winter (Resilience) Network

- 3.7 As the total highway network cannot be treated simultaneously within the resources reasonably available to the County Council, priorities shall be established as follows.

Following the 2009/10 salt shortage it has been accepted that the "A" road plus network met with the criteria and is deemed as the minimum statutory requirement. "A" roads plus is made up of the following and represents – approximately 17% of the County highway network and can be found at [Gritting routes in Surrey](#):

- Surrey Priority Network 1 (Mainly principal roads, plus some important non-principal (B and C roads) with traffic flows greater than 18,000 vehicles and/or 600 HGV per day)
- main access route to A&E and acute and second tier hospitals
- main access route to large/medium population hubs

- 3.8 These are the most important roads in terms of the volume of traffic carried, the proportion of large goods vehicles and their strategic function as principal links between major destinations within Surrey and beyond or within settlement hubs or other significant urban areas.

Carriageway Treatment

- 3.9 All carriageways forming part of the public highway network shall be allocated to one of the four groupings according to the following criteria;

Priority 1 – approximately 39% of the County highway network

Precautionary salting will be carried out on all Surrey Priority Network (SPN) 1, 2 and 3 roads within the County. These are the most important roads in terms of the volume of traffic carried, the proportion of large goods vehicles and their strategic function as principal links between major destinations within Surrey and beyond or within settlement hubs or other significant urban areas. The routes can be seen at [Gritting routes in Surrey](#) includes:

- Surrey Priority Network 1, 2 and 3 (Roads with traffic flows greater than 8,000 vehicles per day)
- main access routes to A&E, acute, and some district hospitals and fire stations
- major bus service routes (50 per day urban, 25 per day rural) and depots
- roads passing through major shopping centres
- access road/s leading to other hospitals and ambulance stations
- main access route to designated special schools
- Priority 2 routes meeting two thirds of the above

Priority 2 – approximately 8% of the County highway network

The route can be seen at [Gritting routes in Surrey](#) includes:

- roads with traffic flows greater than 5000 vehicles per day
- main access route to important industrial and secondary education establishments
- single access points to villages
- access roads leading to railway stations
- roads used by other bus service routes
- steep hazardous gradients and over bridges where known local icing conditions occur

Priority 3 – approximately 1% of the County highway network

The route can be seen at [Gritting routes in Surrey](#) includes:

- main access routes to other education establishments

Non-Priority

- all other public highways not covered by the above

3.10 Time Of Treatment For Frost, Ice And Snow

- Priority 1: to be treated, as routine pre-salting, in advance of any forecast frost, ice, or snow.
- Priority 2: to be treated only when there is prolonged and persistent frost, ice or snow which is expected to continue, or following snow, but only once Priority 1 routes have been cleared.
- Priority 3: to be treated following significant snowfall in combination with the Priority 2 routes. But only once the Priority 1 routes have been cleared.

- Non-priority: to be treated following significant snowfall but only once Priority 1 2 and 3 routes have been cleared with priority then being determined by the Operations Group.
 - In the event of severe snow condition when tandem ploughing is required (each route will require 2 gritters thus reducing our capacity to clear the network on a single run) or salt shortage the Priority 1 salting network will be restricted to the key "A" plus network only.
- 3.11 The Service provider must have the ability to mobilise the gritting fleet for precautionary salting within 1 hour of the decision being made day or night. The operational requirement is then to complete the treatment of all pre-defined precautionary salting routes within 2 hours 30 minutes. If an immediate response is required treatment will commence within one hour of the decision being taken. However, for the majority of occasions during the season it is recognised precautionary salting will be undertaken during the evening following the decision being made after the mid day forecast. The winter service operational plan contains route designations and summary information.
- 3.12 The performance of the Service Provider in relation to response, treatment times and salt usage will be monitored by the Operations Group.
- 3.13 Extent of Carriageway to be Salted
- The full width of the running carriageway shall be treated at the specified rate of spread indicated on the agreed action treatment.
 - Each carriageway of a dual-carriageway shall be treated individually.
 - All slip roads at grade-separated junctions shall be treated individually.
 - The full length of the carriageway at roundabouts and gyratory systems shall be treated.
 - Treatments will only extend to the Surrey County boundary unless legally binding agreements are in place with neighbouring authorities under Section 8 of the Highways Act 1980.
- 3.14 At the request of Network Rail during the 2009/10 winter season the Council's policy is not to pre-salt from 12 metres to the nearest running rail both sides of the crossing. The Constructors may liaise with Network Rail, where known local problems exist, to discuss and agree alternative salting/de-icing arrangements and Network Rail should be notified of the County's precautionary salting decisions in order that they may also take appropriate action.

Footway Treatment

- 3.15 There is currently no case law to suggest that Surrey County Council has a legal responsibility to grit footways although they do form part of the highway. Although central government's Code of Good Practice states that Councils should consider a service for pedestrians and cyclists, this is discretionary. As a result most associated winter weather claims can be successfully refuted.
- 3.16 The discretionary aspect of responsibility for gritting footways allows the Council to focus resources on maintaining the road network as the main priority. It is recognised that footways often clear without specific treatment by the time roads have been fully gritted to an appropriate standard. As such, the Task Group believes that the public should be clearly informed that the County will not be responsible for gritting

footways, and will only clear with priority then being given by the Operations Group and, through negotiation, Borough and Districts will assist with this function.

- 3.17 Members of the public are unlikely to be held liable, following an incident related to their snow clearance or salt spreading, as long as the condition of the road/footway is no worse than it was before they carried out the work. This information will again be communicated to the public in the winter addition of 'Surrey Matters' and on the winter service web site.

Grit Bin Provision and Use

- 3.18 Whilst it is recognised that the provision of grit bins is very popular with the public there is no legal duty, and historically no specific budget, for Surrey Highways to provide grit bins or maintain them. However, the Council recognises that by encouraging self-help they can further assist local communities, particularly those not on the P1 precautionary salting network. Grit spread by hand from these bins is a very inefficient use of a valuable and limited resource and the wider use of hand operated machinery is far more efficient and provides value for money. In these circumstances our own contractors, local authorities and residents will be actively encouraged to follow this course of action.
- 3.19 Due to the demands created by the nature and duration of the weather events, a further mid season restock will be scheduled following severe weather but no ad hoc filling will be undertaken. It is noted that, in order to preserve valuable salt stocks and improve performance during snow events particularly, either a mix of salt and grit or grit alone may be provided in bins.
- 3.20 At present there are approximately 1787 (163 funded) plus 49 Licensed (Parish) and 25 Fire & Rescue grit bins in Surrey, and the County Council will have to, without additional resources, continue to prioritise their provision and future replacement based on the previously agreed safety related criteria included at Appendix A. The location of the bins can be found at [Grit bin locations in Surrey](#).
- 3.21 Existing grit bins that do not meet the criteria (score less than 100 points) will remain in situ until they come to the end of their serviceable life and then be removed. Local members will be informed in advance and they, or their community, may choose to fund a replacement.
- 3.22 The four-year cost of a grit bin in Surrey is currently £1,040 irrespective of the source of provision (to be reviewed annually). This cost includes the following elements:
- Initial purchase cost
 - Deployment on site, including plant, labour and materials
 - Subsequent refill in line with County cycle, including plant, labour and material
 - Annual maintenance of the asset and site as necessary
 - Asset inventory and management to replace, or not, after 4 years
- 3.23 Where Members or other stakeholders wish to pay for a grit bin, as a service, at any safe location the full amount should be paid to Highways, in advance as a commuted sum, for the supply, single annual refill and maintenance of the asset over the four year period with the funding accounted for separately and ring fenced in Highway allocations specifically for this purpose.

- 3.24 Licensed grit bins –Parish Councils may, under agreement, place and maintain their own grit bins on the public highway. Any grit bins located on the highway network, will be labelled with details of the owner. Application forms and conditions can be found at: [Parish Council grit bin licence application](#) .
- 3.25 Private grit bins – The advice is that any private individual should keep salt bins on their own land. Only Council street furniture can be placed on the publicly maintained highway, the placing of private grit bins on the highway would be akin to an encroachment. Their placement on the highway would also raise a number of issues including who would be able to use the grit bin, the level of service against Council standards (perception that it is a Council grit bin), licensing, liability and ongoing maintenance. Additionally if a private grit bin on the highway caused damage to a person or vehicle, the person suffering damage could pursue the council for not exercising proper control. Any private grit bin will, therefore, be removed from the highway.

Defect Repairs in the event of severe weather

- 3.26 In the event of severe weather, response times for repairs can be affected due to available resources being diverted to snow clearance. Conditions leading to a backlog in defect repairs may, therefore, trigger the introduction of Severe Weather response times for defect repairs.
- 3.27 The Severe Weather response times can only be implemented by agreement between the Assistant Director, Highways (or nominated deputy) and the Cabinet Member for Transport and Environment.

Category	Normal response time	Severe weather response time
Accident & Emergency	2 hour	4 hours
Safety High Risk	24 hours	48 hours on Surrey Priority Network 1 3 calendar days on other parts of the network (Permanent repair within 40 calendar days)
Safety Low Risk	28 calendar days	40 calendar days

New Inspection Regime (Proposed TBC)

Category	Normal response time	Severe weather response time
Accident & Emergency	2 hour	4 hours
Safety High Risk	5 working days	5 working days on Surrey Priority Network 1, 2 & 3 8 working days on other parts of the network (Permanent repair within 30 working days)
Safety Low Risk	20 working days	30 working days

Motorways & Trunk Roads

- 3.28 The Department for Transport (DfT) is the highway authority for motorways and all-purpose trunk roads in Surrey and the Highways Agency acts for the Department in this respect. Details of contractors responsible for the operational maintenance of motorways and all-purpose trunk roads within Surrey are:

Area 5 - M25 DBFO-Connect Plus
 Area 3 – Enterprise Mouchel - AccordMP
 Area 4 – Balfour Beatty Mott Macdonald

The Motorway and Trunk Road network can be found at [Gritting routes in Surrey](#)

The County Council, therefore, has no responsibility for winter maintenance service activities on these particular roads.

4 CLIENT & CONSTRUCTOR RELATIONSHIP

- 4.1 Winter Service work will be carried out by Keir in 2013/14 with the district and boroughs being split into the following area

Area	District/Borough
Area Highways (NE)	Epsom & Ewell Elmbridge Spelthorne
Area Highways (NW)	Runnymede Surrey Heath Woking
Area Highways (SE)	Mole Valley Tandridge Reigate & Banstead
Area Highways (SW)	Guildford Waverley

- 4.2 The division of responsibilities for the various aspects of the Winter Service are:

Surrey County Council	Service Provider
Winter Service Policy Statement and Winter Plan	Winter Service Operational Plans
Setting of Standards and Level of Service	Day to day operations
Performance Monitoring	Design of routes
Salt procurement	Salt delivery and stock management
Procurement, installation and support for Ice prediction systems, weather stations and software	Manning levels
Checking service providers readiness in respect of: <ul style="list-style-type: none"> • Rosters and operational staff qualifications • Salt stocks • Proposed methods/routes • Spreaders and Ploughs • Calibration and servicing of equipment 	Maintenance of spreaders and ploughs including ploughs held with farmers

	Maintenance and operation of salt saturators
Publicity and Communications including web pages	Provision of other winter maintenance plant / vehicles
	Day to day decision making
Co-ordinating research and feasibility studies	Procurement of forecast service (Open Road)
Specifying spreader and saturator equipment	Receipt and dissemination of weather forecasts and updates
	Use of County Council depots under the contract
Contingency planning	Contingency planning

5 WEATHER INFORMATION

Weather Information Systems

5.1 Surrey Highways, together with its Service Provider, use four main sources of information to forecast and monitor the weather and road conditions around the County. These are as follows:

- Weather forecasts from a forecast provider (Meteo Group)
- Thermal mapping (Vaisala IceViewer and IceNet)
- Ice prediction systems (Vaisala IceViewer and IceNet)
- Regional texts (Met Office Open Road)

Weather Forecasts

5.2 Detailed daily weather forecasts and reports specifically dedicated to roads in Surrey will be available during the period 1 October to 30 April each year. The Service Provider has obtained the winter weather forecast through Meteo Group, details of which are contained in their Winter Operations Plan.

5.3 The forecast provides:

Morning Summary (0730 hrs)

Summary of weather condition encountered over the last 24 hours
 Minimum road surface temperatures (RST) encountered at weather stations
 Preliminary forecast for the next 24 hours

Afternoon Forecast (1300 Hrs)

Detailed forecast for the next 24 hours
 Road surface forecast temperature graphs
 Two to five day forecast

Evening update forecast (1830 hrs)

Thermal Mapping

5.4 All precautionary salting routes in Surrey have been thermally mapped and this technology is used to identify sections of road that are cooler or warmer than average due to topography, type of construction, traffic flow and other factors affecting road

surface temperatures. A road may be described as either 'cold' or 'warm' if thermal mapping shows they are cooler or warmer than average.

- 5.5 The information yielded from thermal mapping is used in conjunction with site-specific forecasts to predict accurately the minimum temperature of road surfaces across the road network. This allows accurate decisions to be made not only about whether to salt or not, but whether to salt only those roads that require treatment.

Ice Prediction

- 5.6 Seven automated road weather stations have been installed around the county. These are equipped with sensors to monitor air and road surface temperature, rainfall, humidity, road surface conditions and give an indication of residual salt on the road surface. A number of the sites are also equipped with footway sensors.
- 5.7 A number of weather stations are also located in adjoining highway authority areas and on the motorway and trunk road network in Surrey. By working in collaboration with the various parties concerned we can view their sensor information to further assist our own decision-making.
- 5.8 The Meteo Group, via the Vaisala Bureau at Birmingham, collects information from these sensors at hourly intervals and this assists them in providing more accurate forecasts based on 'real time' information.

Duty Manager (Decision Maker)

- 5.9 Responsibility to instruct precautionary salting operations rests with the Service Providers Duty Manager. Detailed arrangements for undertaking this function are included in their annual Winter Operations Plan.
- 5.10 The Duty Manager is responsible for the following:
- Receiving forecast information from Metro Group
 - Monitoring current weather conditions
 - Issuing countywide salting instructions for Priority 1 and 2 salting routes
 - Forwarding decisions to Communications for further distribution
- 5.11 The decision making process will be based on the Winter Service Guidance for Local Authority Practitioners 'Recommended Precautionary Treatments and Post Treatments Including Revised Salt Spread Rates' which supersedes the Well Maintained Highways Code of Practice, Appendix H, Section H7 (January 2012).
- 5.12 Appendix H of the Code of Practice includes a pre-wetted target rate of 21g/m² within the H7 guidance table. All gritting routes are currently designed on 20g/m² which allows for two 20g/m² treatments in advance of snow. The variation between the two spread rates is within 80% of the guidance target. The 20g/m² will remain the maximum spread rate when making decisions until such time that the routes are re-optimised.
- 5.13 The Surrey Gritting Update will be issued daily by the Communications Officer containing information about expected weather conditions together with any salting instructions. The Duty Manager will be responsible for issuing forecast updates and any revised salting instructions to Communications. The Surrey Gritting Update will

be sent to members, Boroughs and District Councils, neighbouring authorities and the Highways Agency contractors.

6 SALTING

6.1 Precautionary Salting

Precautionary salting will take place on the Priority 1 salting network on a pre-planned basis to help prevent the formation of ice, frost and/or the accumulations of snow on the carriageway surface.

6.2 Post Salting

Post salting will normally take place on the Priority 1 salting network to treat frost, ice and snow that has already formed on the carriageway or footway surfaces. Post salting may also be carried out on roads or sections of roads beyond the scheduled Priority 1 salting network.

6.3 Spot Salting

Spot Salting is a non-routine activity carried out after the completion of the Priority 1 salting when, during periods of adverse weather, parts of the Priority 1 network may remain at risk due to the formation of ice/snow. In these instances there may be a need to undertake post treatment of these sections by spot salting. Requests for spot salting are received and managed by the Operations Group.

Spot salting will not be undertaken on the network when it is unlikely to be completed before the ice begins to melt, or road temperatures are expected to rise. Spot salting can be undertaken either by mechanical spreader or by hand.

Additionally whilst the main priority is to keep the Priority 1 network open and free flowing in some instances it may be necessary to close roads and in these cases the diversion route should also be treated to the same standard as the remainder of the Priority 1 network.

7 SNOW CLEARANCE

Snow Condition Action Plan

The Snow Condition Action Plan forms part of the Severe Weather Plan and is contained in a separate document [Snow Condition Action Plan](#). The following is a summary of the key functions:

- Establishment of a Snow Desk, jointly manned by the Service Provider, Operations Group and other stakeholders, to provide clear management of the organisational arrangements and coordination of resources in response to severe weather conditions
- Identifies triggers for mobilising resources such as weather conditions, resources, location
- Identifies network hierarchy to keep clear, parameters and time scales
- Contacts for all resources to place on readiness once a 'severe weather warning' has been received
- Mobilising resources immediately the 'action levels have been met'

Emergency Procedure/Snow Desk/Local Control

- 7.1 When the potential for widespread and persistent ice and/or snow is forecast that is **likely** to result in action other than just P1 precautionary salting initiated by the service providers, the Service Providers Duty Manager/Core Maintenance Manager will proactively engage with the Operations Group Manager or designated representative.
- 7.2 Where action involves any works other than P1 precautionary salting, including P2 salting in advance of ice and/or snow, a 'Snow Event' will be declared from a particular date and time and **all** decision making and associated resource management for winter activities will pass to the Operations Group representatives until an agreed date and time when the 'Snow Event' will cease and decision making passes back to the Service Provider for P1 precautionary salting.
- 7.3 In advance of and during a 'Snow Event' daily joint meetings of the Snow Event Coordination Team will take place to pre-plan and provide feedback on operations and priorities to the Assistant Director and Emergency Planning Team. The core members of the Snow Event Coordination Team will be the Core Maintenance Manager, Duty Manager, Operations Group Manager, Highway Maintenance Team Manager and Communications Officer. Such meetings may be virtual or require personal attendance subject to circumstances.
- 7.4 During a 'Snow Event' the service providers will continue to publish decision sheets and Operations Group representatives will provide and communicate morning and evening updates, through Communications, of activities undertaken.
- 7.5 In the event of snow the Snow Action Plan will be activated and 'Local Control' declared. The Snow Event Coordination Team will be expanded to include the Area Managers, or their representatives, who will meet twice daily to review conditions and the response. To ensure they are inclusive such meeting may be conducted by conference call.
- 7.6 During 'Local Control' the Snow Desk will be opened in the Control Hub to act as the focus for highway management and be jointly managed by the Operations Group and Service Provider.
- 7.7 In the event of snow, carriageways will be treated and cleared commencing with the Priority 1 precautionary salting routes. Dependent on conditions it may be necessary to restrict the initial operation to the "A" Road plus network. Other routes will be cleared when resources permit and consideration may be given to treating strategic highway areas, including footways in town centres, shopping precincts and areas leading to hospitals and schools etc. with assistance from Borough, Districts Town and Parish Councils.
- 7.8 Management of farmers undertaking any winter service activities will be the sole responsibility of the Operations Group with each district being coordinated through the Maintenance Engineers or by direct contact from the Snow Desk.
- 7.9 During severe winter weather events a Highways Service representative will represent Highways on any group(s) established by the Emergency Planning Team.

- 7.10 Responsibility for carrying out spot salting and emergency response remains with the Service Provider using their routine emergency response crews. Any use of the frontline gritters in these circumstances will be strictly by agreement with the Operations Group, and only under exceptional circumstances, such as a medical emergency.

Control Hub (Snow Desk) Operational Procedure

- 7.11 Depending upon the nature of the incident, the following maps will be available as required in the control hub, which will be used as described elsewhere in this section:

- Road Condition Map: Identifying the latest situation throughout the area, with further information added as actions are taken;
- Pre-Salting/Plough Routes: Indicating Priority 1, 2 and 3 salting/ploughing routes, for information;
- Footway and Pavement priority schedules.
- Farmer's Plough Routes: Indicating agreed farmers ploughing routes, for information.

Resources of the Control Hub (Snow Desk)

- 7.12 The Service Provider will switch their resources in the Control Hub to the Snow Desk which will be jointly manned by the Operations Group, with additional support provided by Local Delivery. The table below sets out roles and responsibilities.

Role	Lead Officer	Responsibility
Controller	Operations Group Manager or designated deputy.	Overseeing joint setting up of the Snow Desk and actions taken. Chairing Snow Coordination Team meetings, liaison with communications, Local Delivery and APG
Condition Co-ordinator	Designated Operations Group Officer	Co-ordination of incoming data, maintaining road condition maps. Liaising with Resource Co-ordinator on actions required.
Resource Co-ordinator	Core Maintenance Manager (Service Provider)	Joint setting up and general organisation of Snow Desk. Agreement of action with Condition Co-ordinator, co-ordination of resources and recording actions
District and Borough Co-ordination	Maintenance Engineer	Co-ordinate with District and Borough's on footway clearance and update "Snow Desk" and Area Manager on condition
Farmers Co-ordination	Core Maintenance Manager	Co-ordinate Farmers on P1 salting network with main snow clearing operation
	Maintenance Engineer	Co-ordinate Farmers on side road clearance and update "Snow Desk" and Area Manager on condition
Scouts	Operations Group engineers, Community Highway Officers (CHO)'s Highway Inspectors	Fact finding of current situation on the network at the request of the Snow Desk, or as part of regular controls of designated areas. Provide additional pool resource for Snow Desk and as drivers mates.
Communication officer	Representative from Local Delivery	Responsible for recording and passing key messages to the website, contact centre

		and communications team.
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Service Provider

- 7.13 The vehicles and plant required by snow clearance will be no different to their normal requirements. In exceptional circumstances the Service Provider may provide additional special snow clearance plant, this may entail special payments to snow clearance contractors.
- 7.14 The normal snow clearance equipment will be open back lorries and vans, JCB's and personnel with brooms and shovels, together with hand operated spreading equipment.
- 7.15 Snow clearance and other winter service activities will be carried out on a priority basis as directed by the Controller or his/her representative.
- 7.16 Snow clearance sub-contractors will be directed to draw salt and grit from depots as appropriate by the Service Provider using the installed weighbridges for record and audit purposes.
- 7.17 Keir will be extending the trial on small to medium sized vehicles, suitable for gritting in more restricted areas such as housing estates in Haslemere and Caterham to be reviewed at the end of the season.

Co-ordination of Resources

- 7.18 Districts and Boroughs

To assist with footway clearance works, negotiations have taken place with the Borough and District Councils to agree a Statement of Understanding whereby they will give priority to gritting/snow clearance when their crews are unable to undertake their primary functions. They will clear agreed priority footways dependent on the availability of grit/salt and manpower.

To assist with the operation each authority has been provided with hand spreaders and 40t of salt but the overall responsibility remains with Surrey, as the highway authority. This includes insurance liability, other than for negligence on the part of operatives whilst working or arising from road traffic accidents involving fleet vehicles whilst on duty.

Details of the Statement of Understanding are included in Appendix C.

As discussions continue with Borough, District, Town and Parish Councils in relation to the provision of additional resources for snow and ice clearance during a weather emergency, the Maintenance Engineer, or designated representatives, will be responsible for liaising with these authorities to assess/record their actions and co-ordinate any assistance they may be able to provide.

- 7.19 Parishes

Through local working arrangements, representatives of a number of Parishes and Chambers of Commerce now operate mechanical hand spreaders to clear pavements in towns and villages in their area. The locations are included in Appendix C.

During a snow event a number of steep hills across the county may become impassable. In Tatsfield the Parish Council, will, by agreement, erect information boards advising drivers that certain roads are impassable.

7.20 Third Parties (Farmers/Contractors)

In some rural areas it may be appropriate to lodge snowplough attachments with farmers equipped with suitable machinery or otherwise hire their equipment and services in extreme events so that they can operate on the public highway with the authority of the Operations Group. They will then be reimbursed at rates agreed by the Operations Group.

Local farmers and plant operators who are under agreement to Surrey Highways, will carry out snow clearance on certain minor route carriageways using either ploughs provided by the Council, agricultural snow ploughs and snow throwers/blowers as directed by the Operations Group.

Snow ploughing will commence as soon as 50 mm (2 inches) of snow has fallen on the specified route, providing snow is persisting, or unless otherwise directed by the Operations Group. Each farmer will have a designated route or work as a team with the Service Provider, or others, and report daily on progress.

A number of farmers have salt spreading capacity and provision has been made for a pre season delivery of approximately 5t of salt to each farmer providing the service.

Each farmer has been provided with a set of signs to advise motorist that roads are being ploughed and to take an alternative route.

Snow clearance on other minor routes will be carried out as resources permit. Some minor routes and cul-de-sacs will inevitably have to be left to thaw naturally.

7.21 Members of the public and Liability

Members of the public are unlikely to be held liable, following an incident related to their snow clearance or salt spreading, as long as the condition of the road/footway is no worse than it was before they carried out the work. This information will again be communicated to the public in the winter addition of 'Surrey Matters' and on the winter service web site providing a clear legal position:

"As with all actions taken by members of the public, people should act sensibly and consider the effect their actions might have on other highway users. Provided any salting or snow clearance is carried out responsibly and without creating further hazards which could lead to a passer by injuring themselves, then there would be no liability for such actions."

8 VEHICLES & INFRASTRUCTURE

Vehicles

- 8.1 A mixed fleet of 39 front line gritters will be deployed on the network with 1 spare in each of the depots, all managed and maintained by Keir on a 24/7 basis, inclusive of call-out cover. Vehicle details and locations are included in the Winter Service Operations Plan:

Vehicles	Volume
6m ³ Pre wet spreaders with DIN plates	34
6m ³ Quick Change Body (QCB) Pre wet spreaders with DIN plates	2
9m ³ Pre wet spreader body	3
7.5t Dry spreader with DIN plate	1
1.5t demountable on transit	1
Snow Ploughs	40
Salt Spreader	15
Depot loading shovels	4
SCC ploughs with farmers	31

- 8.2 All front line vehicles are fitted with GPS tracking facilities. The records from each gritting run are to be collated with the salting return sheets and passed directly to the Operations Group for retention and future audit as necessary.
- 8.3 The County normally expects spreading vehicles to be single manned but during severe weather, snow clearing or when dense fog persists, two-man operation may be required.
- 8.4 All spreaders and ploughs will be available for use during the entire winter service season. The calibration and service of all plant and equipment will be completed prior to the start date of the winter season.
- 8.5 After each period of use and at least once every 24 hours, whether in constant use or not, each vehicle and associated piece of equipment will be thoroughly washed to remove any trace of salt or brine.

Saturator Contingency Planning

- 8.6 The County is committed to a completely pre-wet precautionary salting operation. There are four brine producing saturators located at the Bagshot, Godstone, Mellow and Witley depots.
- 8.7 As with all mechanical equipment, the units are subject to operational wear and failure of component parts. Operation, maintenance and repairs will be undertaken during the season by May Gurney.

- 8.8 It is noted that approximately 50% of the brine tank capacity on the spreaders is used to complete the routes. In order to provide greater operational resilience in all vehicles brine tanks are to be fully replenished by the Service Provider at the conclusion of a spreading run so the tanks have sufficient brine for two runs. In these circumstances additional time is allowed to deal with any power failure or saturator plant breakdown without any immediate, direct operational effect.
- 8.9 Brine is not corrosive to the polypropylene material used for the spreader tanks so prolonged storage is not a problem and the majority of plant malfunctions should be repaired on a permanent or temporary basis within 48 hours.

9 SALT

- 9.1 Surrey held 8,975t of salt across the five county barns at the end of last season further deliveries during September and October will bring the pre season total up to a minimum of approximately 16,000t. Through Salt Unions stock control monitoring system deliveries are automatically released as stocks are used. By maintaining stock levels the impact of any national shortage will be reduced, as demonstrated through our resilience in 2012/13.
- 9.2 Salt stocks will be maintained at the maximum level that storage permits through the peak season until mid February when stocks will be allowed to run down to a minimum of 8,000t (equivalent of 6 days of continuous salting), to enable stock rotation, prior to receipt of new supplies.
- 9.3 However, it is recognised that national demands may result in no further significant deliveries being received by highway authorities for the remainder of 2013/14 and 'Salt Cell' operation could be implemented by the Government. The 'Salt Cell' formulae has previously disadvantaged Surrey as a council which conserves salt stocks while rewarding other authorities who do not conserve or who may operate less efficiently. Orders can be sourced from abroad but this is more expensive and not the preferred option.

Salting Methods

- 9.4 The primary precautionary salting operation is undertaken through the application of "pre-wet" salt. This process uses a brine solution comprising 30% salt and 70% water that is pre-mixed in purpose built brine 'saturators'. The brine solution is then stored in tanks on the spreading vehicles and mixed with dry salt on the spreader plate at a ratio of 30% brine and 70% salt.
- 9.5 The advantage of this treatment method, with its partial dilution at the point of application, is the immediate de-icing action that takes place on contact with the road surface. There are also significant environmental benefits as the salt solution adheres to the road surface and doesn't tend to 'bounce' during the spreading operation so having less effect on adjacent verges and buildings and also passing vehicles.
- 9.6 Surrey will again use 6mm salt during the 2013/14 winter season in its 35 frontline, pre-wet spreaders, each dedicated to a pre-defined precautionary salting route.

Residual Grit and Sand

9.7 During severe winter weather events large quantities of grit and sand may be spread on the network to comply with the County's duty to maintain the highway in a safe condition. Once these materials have served their purpose they could be considered to be litter under the terms of the Environmental Protection Act, particularly where they remain in sufficient quantities. However, spreading grit is considered to be a legitimate and reasonable duty of the Highway Authority and, therefore, not actionable under the terms of the legislation. It is thus the responsibility of the relevant District Council to clear these materials as part of their street cleansing duties. However, there will be circumstances where residual grit and sand cause potentially hazardous conditions, for example:

- On slopes to footways with high pedestrian use
- When significant local spillages have occurred during spreading

These excessive amounts of material should be removed as part of the Highway Winter Service function.

10 BUDGETS

10.1 At their meeting on 24 September Cabinet agreed the £2.564m budget allocation to ensure the existing level of service is maintained.

11 PUBLIC AND MEDIA COMMUNICATIONS

11.1 Effective communications and news media management, particularly local radio stations, is of the utmost importance. A Highways Communications and Engagement Plan, has been developed for use during a severe winter event by the Operations Group Manager, supported as required by the Assistant Director, Highways and in liaison with the Cabinet Member for Transport as appropriate.

11.2 Additional information will also be provided, including to members as appropriate, especially during periods of snow clearance to ensure that the travelling public are informed of current road conditions and affected or cleared routes.

11.3 A Winter Service Information Pack giving details of the means by which Surrey County Council intends to achieve the objectives and standards identified in the Winter Service Policy will be made available to members and other interested parties. The pack will include schedules for the priority salting network, footways and grit bins, together with the arrangements that are in place with Borough, District and Parish Councils, and others, including the farmers.

11.4 The County Council's Communications and Media Teams will act as the focal point for Winter Service briefings and media communications during the 2013/14 Winter Service Season and will again be running a campaign in advance of the season.

12 WINTER SERVICE REVIEW AFTER THE 2013/14 SEASON

- 12.1 This review will look at the delivery of continuous improvement during the 2013/14 winter season and update members on performance with recommendations for further improvement and ongoing scrutiny.
- 12.2 The review will include consultations with stakeholders and Local Committees, and involve the Winter Service Performance Task Group. The proposed engagement timetable is as follows:-:

Stakeholder and Local Committee feedback on winter service (Agenda item to be included on spring round of Local Committees)	Oct - March
End of season wash up meetings – Local Highway Service Teams, Service Provider, Operations and Asset Planning	March - April
Task Group Review Meeting (including progress on the 2013/14 recommendations)	March - April
Local Committee Chairmen advised of any changes to salting network	May - July
Environment & Transport Select Committee – Winter Service Report & Plan	September
Cabinet – Winter Service Report & Plan	September
Local Committees – Update on winter service arrangements	Autumn meetings
Winter service information pack and communications campaign	September onwards

- 12.3 During May the Highway Maintenance and Planned Maintenance Team Leaders will review the previous season's activities. The de-brief will follow the structure below:

- Discuss feedback from Local Committees and stakeholders
- Discuss things that went well
- Discuss things that went not so well
- Discuss things we would do differently next time
- Discuss what the Partnership could do differently next time.
- Changes to the network and implementation
- Review of latest national guidance and industry innovations

- 12.4 The review will ensure that the service is efficient, delivers value for money and is environmentally sustainable. The review will challenge current practices and draw on innovations in materials and equipment to ensure continuous improvement to the Service.

Development of salting network

- 12.5 It is recognised that changes in the use of the network will continue and evolve over time which in turn will impact on the roads that we treat e.g. bus service amendments and the adoption of new roads etc. Where these occur the priority salting network will be updated to reflect the changes.

- 12.6 Other influence can come from local communities who want to swap one road for another. Provided this does not impact on the strategic network and has been mutually agreed locally (Local Committee) the swapping of roads can be implemented on a “like for like” bases in keeping with the localism agenda.

Monitoring and evaluating the service

- 12.7 Operations Group, together with the Service Provider, will review the Winter Service performance and report the percentage of Priority treatment routes completed on time to the Core Management Team. Other reports that will be completed to demonstrate a successful Winter Service are:

- Production of Snow Conditions Action Plan
- Accuracy of weather forecast by Met Office
- Completion of actions within treatment times and unplanned call outs
- De-icing material stock
- Third Party claims, accuracy, and compliments
- Vehicle and plant availability.

- 12.8 These reports will be used to evaluate performance and feed into the annual winter service report.

Appendix A – Criteria for the provision of Grit Bins

1. The Council has provided grit bins at certain adopted highway locations that are not included on the Priority 1 precautionary routes already treated as an aid to road safety.
2. Grit bins are placed in consultation with Area Team Managers where they can be positioned safely, near the highway, to provide for spot treatments at: -
 - Difficult road junctions
 - Slopes
 - Acute bends
 - Concentration of pedestrian and commuter use
 - To assist with service for those in isolated rural communities off the primary and secondary precautionary treated routes

Criteria

3. Requests for grit bins are assessed against a score to ensure those provided meet the criteria of servicing the highest priorities within the scope of budget constraints.

4. The score allocated must reach a minimum of 100 points for a location to qualify, but priority within limited resources will go to those locations with the highest scores. The decision of the Asset Maintenance Plan Team Manager will be final in deciding on the provision of grit bins.

5. Difficult junctions

Grit bins may be positioned to provide spot treatments at junctions where side road traffic joins high volume flows at peak times and snow or ice make the junction particularly difficult to negotiate safely.

6. Slopes

All slopes are potentially hazardous when snow or ice is present. Drivers are accordingly expected to exercise due caution in extreme winter conditions. Grit bins may be considered at locations where the presence of snow or ice on steep inclines makes it almost impossible for drivers to control their vehicles.

7. Bends

All bends are potentially hazardous in snow and ice conditions and drivers are accordingly expected to exercise due caution in extreme winter conditions. Grit bins may be considered at locations where an acute bend exists combined with a slope that make it almost impossible for drivers to control their vehicles.

8. Pedestrian locations

The focus of providing grit bins will be at pedestrian locations subject to commuter use. These will include locations where steps, or ramps, exist particularly at subways or footbridges. For convenience bins are placed at each access point, as far as possible to ease salt distribution at these locations.

9. Salt Storage

Salt is stored in waterproof containers to protect the salt from weathering and to help avoid contamination wherever bins may be affected by seepage. Salt is normally stored in yellow bins for ease of location during servicing operations. In sensitive areas, green bins may be supplied as an alternative to standard yellow as they may appear less obtrusive.

In order to conserve the environment, salt must not be stored on the highway where it could damage trees or areas of conservation verge, or where the salt might dissolve and enter an adjacent water course. In order to safeguard trees a grit bin should not be placed within a radius equal to 12 times the truck diameter or 4 times the circumference.

Highway Grit Bin Assessment Form

Site Name

Location

Requested by

Coordinates

District team area

Assessed by

Date

Characteristic	Severity	Points weighting	Points allocated
Vehicular Movement			
Is site on Priority One precautionary treatment route	Yes No	→ Continue assessment	Void location rejects application.
Is treatment area off priority one routes on which bin will be safely located	Yes	25	
Surface gradient	Less than 1:10 1:10 or over	75 Nil	
Difficult junction requiring precise timing to exit, or Within 25m of and falling towards junction with: -	(Exit traffic at peak times) Moderate Traffic Light traffic	30 Nil	
Bends on slope location with moderate traffic	Yes No	25 Nil	
Traffic density at peak times	Moderate Traffic Light traffic	40 Nil	
Pedestrian Movement			
Concentration of use by pedestrian's steps, ramps, footbridge, subway. (Category 1 & 2 Footways)	Yes No	100 Nil	

Bin condition damaged yes / no
Locality density

TOTAL POINTS

Retain/Remove

Appendix B – Service Provider’s Winter Operations Plan

The Service Provider’s Winter Operations Plan forms part of the Winter Service Plan and is contained in a separate document. The plan can be seen at [Winter Operations Plan](#) and includes:

1. Staffing and Operational arrangements
2. Communication
3. Surrey Road Zone – a dedicated winter service team web page to record and document all data, actions and decisions taken.
4. Liaison with adjacent Authorities
5. Client and Constructor Relationship
6. Weather Information Systems
7. Weather Forecast
8. Decision Making
9. Vehicle and Plant
10. Salt
11. Salting Methods
12. Routes
13. Residual Salt and Sand
14. Staff and Resources
15. Training Familiarisation
16. Rosters
17. Snow Clearing
18. Quad Bike and ATV (All Terrain Vehicle) trials
19. Hippo Bags
20. Post Thaw Maintenance
21. Budgets
22. Media Communication
23. Winter Service Review
24. Monitoring and Evaluation
25. Performance Records

Appendix C – District and Borough Footway Agreements

To assist in the snow clearing operation the County has entered into a Statement of Understanding with each of the Districts and Boroughs, all parties are agreeing to:

- Openly share information and best practice with each other
- Seek to maximise efficiencies and benefits and to get the best deal for local people within the budgets available

District and Borough Winter functions

The agreed footways will be given priority for gritting/snow clearance when the District and Borough Council crews are unable to undertake their normal primary functions. They will make safe these footways dependent on the availability of grit/salt and manpower.

Overall responsibility remains with Surrey as the Highway Authority. This includes insurance liability, other than for negligence on the part of operatives whilst working or arising from road traffic accidents involving fleet vehicles whilst on duty.

Resources

Each District and Borough Council has indicated the level of resources that would be available during a winter event and these resources should be sufficient to carry out at least the top priority routes listed. A number of priority routes have been split between the Districts and Boroughs and Surrey.

It is understood that these resources may vary depending on the scale and severity of an event. If waste services are suspended the cleansing operatives would be available to help with hand salting and clearing snow.

The response will be coordinated through the District or Borough representative and the Maintenance Engineer for each area.

To assist with the operation each authority has been provided with hand spreaders and 40t of salt. This salt is in addition to, and does not replace, the individual salt stock of the District or Borough and will, therefore, be used primarily for gritting the highway and/or priority footways.

As discussions continue with Borough, District, Town and Parish Councils in relation to the provision of additional resources for snow and ice clearance during a weather emergency, the Maintenance Engineer, or designated representatives, will be responsible for liaising with these authorities to assess/record their actions and co-ordinate any assistance they may be able to provide.

The following schedules show the indicative footways that the Districts and Boroughs will clear provided resources are available to assist. In some instances the responsibility for the initial response has been shared and in these cases the lead authority is detailed in brackets.

1. Elmbridge BC

Elmbridge Borough Council have not officially signed up to the statement of understanding but their street cleansing operatives do assist clearing pavements of snow when they are unable to carry out normal duties.

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Walton	Town Centre	High Street Hersham Road (part) New Zealand Avenue (part) Hepworth Way (part) Church Street
		Halfway	Hersham Road (part)
	Weybridge	Town Centre	Church Street High Street Baker Street (part)
		Queens Road	
	Esher	High Street	
	Cobham	Town Centre	Anyards Road (part) High Street River Hill
	Molesey	Town Centre	Walton Road (part)
	East Molesey	Town Centre	Bridge Road
	Oatlands	Village Centre	Oatlands Drive between St Mary's Road and Vale Road
Claygate	The Parade		
Oxshott	High Street		

2. Epsom and Ewell BC

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Epsom	High Street	
	Ewell	High Street	
	Stoneleigh	Stoneleigh Broadway	
	Langley Vale	All roads	Due to high location

Priority Two		Schools Shopping Parades Epsom Hospital Doctors surgery's	
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3. Guildford BC

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Guildford	Phoenix Court	High Street to North Street (not adopted but part of town centre network)
Priority Two	Guildford	Wey House paths Walnut Tree footbridge Lawn Road footpath. Porridge Pot Alley Rail station High Street North Street	(Not adopted but part of town centre network) Across river Wey (not adopted but part of town centre network. Snowflakes, not salt.) Length of Lawn Road. Buryfields to Millbrook. Footpath from station to town centre. Footways. Footways including access to bus station.

4. Mole Valley

Mole Valley District Council provide resources to clear Dorking Town Centre. A number of Parishes also have local arrangements to clear their footways in partnership with SCC.

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Dorking (MVDC)	High Street South Street West Street Junction Road London Road/Station Approach	
	Leatherhead (SCC)	High Street North Street Gravel Hill Church Street Bridge Street Kings Head Alley	High Street to Library High Street to Car Park

Priority Two	Leatherhead (SCC)	Station Road Station Approach Randalls Road Elm Road The Crescent	Station Approach to Bull Hill
	Betchworth (Betchworth PC)	Reigate Road Station Road The Street	Within limits of village Reigate Road to Church Street
	Brockham (Brockham PC)	Middle Street Tanner Hill Brockham Green Wheelers Lane	Borough Bridge to Middle Green Middle Street to Dodds Park
	Capel (Capel PC)	The Street Vicarage Lane	Within limits of village The Street to Village Hall
	Charlwood (Charlwood PC)	The Street Ifield Road Chapel Road Swan Lane Perrylands Seawill Close Willow Corner	The Street to Chambers Close
	Newdigate (Newdigate PC)	Village Street Church Lane Kingland Winfield Gardens	Within limits of village Within limits of village

5. Reigate and Banstead

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Horley	Victoria Rd High Street Station Road Massetts Road	Kings Road to Horley Station forecourt Massetts Road to Oakwood Road All Victoria Road to Ringley Avenue
	Redhill	High Street Station Road London Road Footways	Reading Arch Roundabout to Station Road Queensway to Redhill Station Station Road to Gloucester Road Around the perimeter of the town centre including Cromwell Road, Queensway, Marketfield Way, Princess Way and the immediate approaches to Redhill railway station.

			NB: Two 'walkways' will be cleared/gritted along each side of the pedestrian precinct to allow safe access to shops. No attempt will be made to grit the entire precinct.
	Reigate	Bell Street High Street Church Street Bancroft Road.	Lesbourne Road to High Street Bell Street to London Road Castlefield Road to Bell Street All
	Banstead	High Street	Park Road to Bolters Lane

6. Runnymede

10

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Addlestone	Station Road High Street Green Lane	Town Centre Shops Station Road to Simplemarsh Road Outside shops
	Chertsey	Guildford Street. Windsor Street London Street Heriot Road Stepgates	Town Centre Shops Town Centre Shops and Residential Town Centre Shops and Residential Access to town centre car parks Outside Medical Centre
	Egham	High Street Church Road Station Road The Causeway	Town Centre Shops Access to town centre car parks Shops and Residential Sainsburys to Staines Bridge roundabout
	Englefield Green	St Jude's Road Victoria Street Bond Street Bagshot Road	Shops and Residential St Jude's Road to Harvest Road St Jude's Road to Blays Lane Access to schools
	New Haw	The Broadway Woodham Lane	Shops Shops
	Virginia Water	Station Approach Station Parade Trumps Green Road	Outside shops Outside shops Outside shops
	Ottershaw	Brox Road	Shops and Residential
	Pooley Green	Thorpe Lea Road	Shops, schools and residential

7. Spelthorne

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One (SBC)	Staines	High Street Station Thames Street - Elmleigh Road Kingston Road	Pedestrian Area Kingston Road – Station Station Path, H/S Station O/S Community Centre Matthew Arnold School
	Ashford	Church Road Station Approach Clarendon Road Stanwell Road	Railway Bridge – Town Tree Road Woodthorpe Road - Station Around Day Centre Railway Bridge – Stanwell Road
	Shepperton	High Street Glebeland Gdns Manygate Lane Laleham Road	Memorial – T Lights Greeno Day Centre Green Lane - Thamesmead Manor Farm Avenue - M3 Bridge
	Sunbury	Parade, Staines Rd West Laytons Lane Nursery Road The Ridings Manor Lane	O/S Parade of shops Bishop Wand School Sunbury Manor School St Pauls School St Pauls School
	Stanwell	Town Lane High Street Stanwell Road Stanwell Road	O/S Ashford Hospital Oaks Road → End of Shops St James School Thomas Knyvett College
Priority Two (SCC)	Staines	Penton Avenue Water Drive Annie Brooks Close Langley Road Horton Road Kingsway Park Avenue	Outside school Outside school Outside schools
	Ashford	Station Crescent	Outside school
	Shepperton	Studios Road Rectory Close Briar Road	Outside school Outside school
	Sunbury	Ashridge Way Perigrine Road	

8. Surrey Heath

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One (SHBC)	Hill Routes	Various	1 gang in support of refuge collection
Priority One (SHBC - Car Park Access)	Camberley	Pembroke Broadway Access Road/Service Road off Knoll Road Knoll Road, Camberley. Access road, car park and surface area.	Main Square Car Park - Approach road Knoll Road Car Park - Between Camberley Theatre & Christ Church Surrey Heath House Car park Car park at the rear of the Council Office, next to the library.
	Bagshot	Access Road & Car Park surface area	Bagshot Car Park - Off High Street
	Frimley	Burrell Road and car park surface area. Frimley Road and car park surface area.	Burrell Road Car Park Watchetts Car Park
	Chobham	High Street and car park surface area.	Chobham Car Park
Priority Two (SHBC)	Camberley	Knoll Road High Street Pembroke Broadway Princess Way Obelisk Way Park Street London Road (Service Road) Heatherside Old Dean London Road Frimley Road	Shopping Centre Shopping Parade Section from The Avenue to Blackwater Valley Road, Shop Fronts Shop Fronts and in front of Health Centre

	Frimley	High Street Ansell Road Frimley Green Mytchett Road Deepcut Bridge Road Farm Road Frimley Park Hospital	Outside shops Outside shops (inc area outside Rose & Thistle P.H.) Outside shops Outside shops Outside shops Approaches and bus stops
Priority Two (SCC)	Bagshot	Town Centre	
	Lightwater	Village Centre	
	West End	Guildford Road Gosden Road	Outside shops Outside shops
	Bisley	Guildford Rd	Outside shops
	Chobham	High St Windsor Rd Chertsey Rd Station Rd	Outside shops Outside shops Outside shops
	Windlesham	Village Centre	

9. Tandridge

Tandridge District Council coordinates snow clearing in partnership with Parish Councils and Chambers of Commerce.

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Caterham (Caterham Valley PC/TDC)	Station Approach Station Avenue	
		The Square Godstone Road (part) Croydon Road (part)	The Square to Clairville Road The Square to Colin Road
	Caterham on the Hill (Caterham on the Hill PC/TDC)	High Street Chaldon Road Town End Coulsdon Road	High Street to West Way Chaldon Road to Petrol Station Westway to Banstead Road

	Hurst Green (Oxted PC/SCC)	Greenhurst Lane Hurstlands	Mill Lane to Hurstland to Station Car Park
	Lingfield (Lingfield PC/TDC)	Plaistow Street East Grinstead Road (part) High Street Godstone Road (part)	High Street to Drivers Mead Headland Way to Newchapel Road
	Oxted (TDC)	Station Road East Station Approach Station Road West	
	Upper Warlingham (Warlingham PC/ SCC)	Westhall Road Station Approach Station Road	Hillbury Road to Footpath 92
Priority Two	Caterham (Caterham Valley PC/SCC)	Godstone Road (part) Church Hill Markfield Road	Clairville Road to Tupwood Lane Godstone Road to School
	Caterham on the Hill (Caterham on the Hill PC/SCC)	Chaldon Road (part) Westway Town End Burntwood Lane (part) Whyteleafe Road (part) Church Road	Westway to Coulsdon Road Petrol Station to Burntwood Lane Town End to De Stafford School Burntwood Lane to Audley Primary School
	Lingfield (Lingfield PC/SCC)	Newchapel Road (part) Town Hill Station Road (part) Racecourse Road (part)	Lincolns Mead to Godstone Road Old School Place to Station Road Town Hill to Lingfield Station entrance including access road to station Station Road to Lingfield Notre Dame School

	Hurst Green (Oxted PC/ SCC)	Hurst Green Road (part) Mill Lane (part) Wolfs Wood Pollards Oak (part)	Church Way to Greenhurst Lane Greenhurst Lane to Moor House School Hurstlands to Wolfs Wood
	Oxted (SCC)	Snatts Hill Grensham Road (part) Bluehouse Lane (part) Silkham Road (part) Chichele Road Barrow Green Road (part) Hoskins Road (part)	Station Road East to Granville Road Station Approach to Oxted School Chichele Road to Woodland Court Chichele Road to Bluehouse Lane Access road to Leisure Centre
	South Nutfield (Nutfield PC/ SCC)	Mid Street (part) The Avenue (part) South Station Approach Oakwood North Station Approach	The Avenue to North Station Approach Station Approach South to Mid Street
	Whyteleafe/ Upper Warlingham (SCC)	Godstone Road (part) Hillbury Road (part) Hornchurch Hill Church Road Whyteleafe Hill (part) St Lukes Road Salmons Lane (part) Tithepit Shaw Lane	Whylefeafe Hill to Station Road Godstone Road to Whytefeafe Recreation Car Park Outside school Church Road to Godstone Road Godstone Road to The Avenue Limpsfield Road to Hamsey Green Infant School

10. Waverley

Waverley Borough Council have a limited resource and will initially concentrate their snow clearing operations in their own car parks and amenity areas, including access points. In Haslemere localised assistance is also provided by the Chamber of Commerce.

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One (WBC Car Park Access)	Farnham	Central Car Park (Victoria Road)	Between CP & The Borough Between CP & The Borough Between CP & Downing St Between CP & Downing St Between CP & South St Between CP & East St
		St. James CP (Mike Hawthorn Drive)	
		Riverside CP (Mike Hawthorn Drive)	Between CP & East St via St James To Care Home
		Hart CP (The Hart)	Farnham Lower Between CP & Pilgrims Way
	Godalming	Crown Court CP (The Burys)	Between CP & Moss Lane Between CP & High St (wide) Between CP & Council CP Between CP & Gt George St
Priority One (SCC)	Haslemere	High St. CP	Between CP & The Wells Between CP & High St
	Cranleigh	Village Way CP	Between CP & Health Centre Between CP & High St Path adjacent to CP
		Stocklund Square CP	Between CP & High St (West) Between CP & High St (Entrance)
	Farnham	Guildford Road East Street West Street South Street Union Road Dogflud Way Hale Road Station Hill	Shepherd & Flock roundabout to corner of East Street Hale Road roundabout to East Street Farnham Rail Station to South Street
	Godalming	Bridge Street High Street	

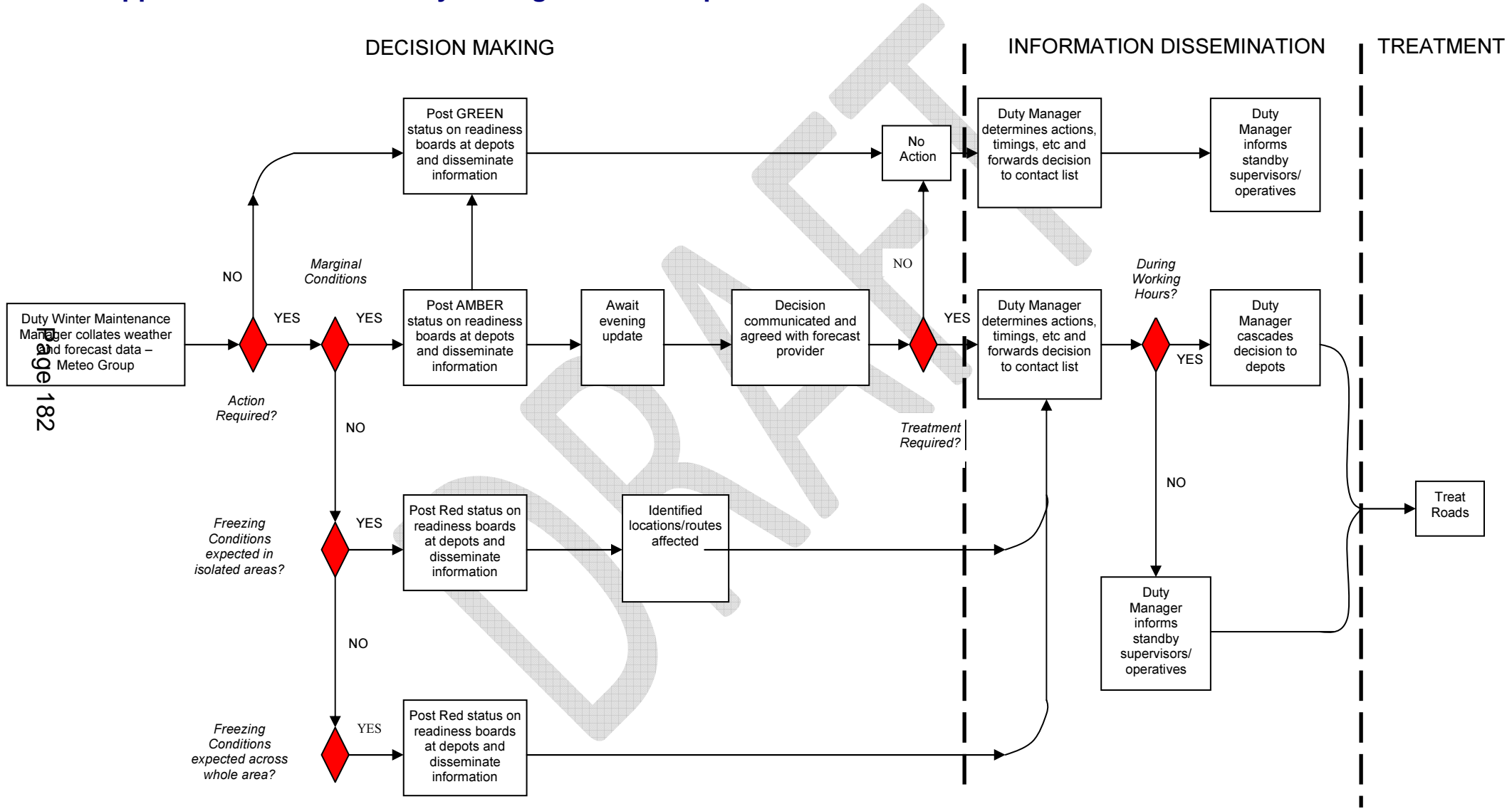
		Station Road The Mint Mill Lane	
	Haslemere	Church Lane High Street Wey Hill Lower Street Station Approach West Street	Including footpath leading from Wey Hill to Tescos
	Cranleigh	High Street Ewhurst Road Village Way	Corner of High Street to Summerlands
Priority Two (SCC)	Godalming	Holloway Hill	
	Haslemere	Shephers Hill Derby Road	

11. Woking

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Woking	Town Square Victoria Way	Town Centre footpaths, which are a combination of WBC interest, public highway and private ownership. steps and ramps subway steps and ramp footbridge over canal ramp, steps and ramp pedestrian crossing and carriageway ramp jct Church St West/Cawsey Way - pedestrian crossing
		Cawsey Way High Street Church Path Gloucester Square Commercial Way	jct Goldsworth Rd - pedestrian crossing bandstand steps and ramps pedestrian crossing station entrance and pedestrian crossing steps and ramps around fountain, steps and ramps around fountain
Priority Two		High Street Broadway Chertsey Road Commercial Way Cawsey Way Church Path Chapel Street Church Street East Duke Street	station to Brook House R/A

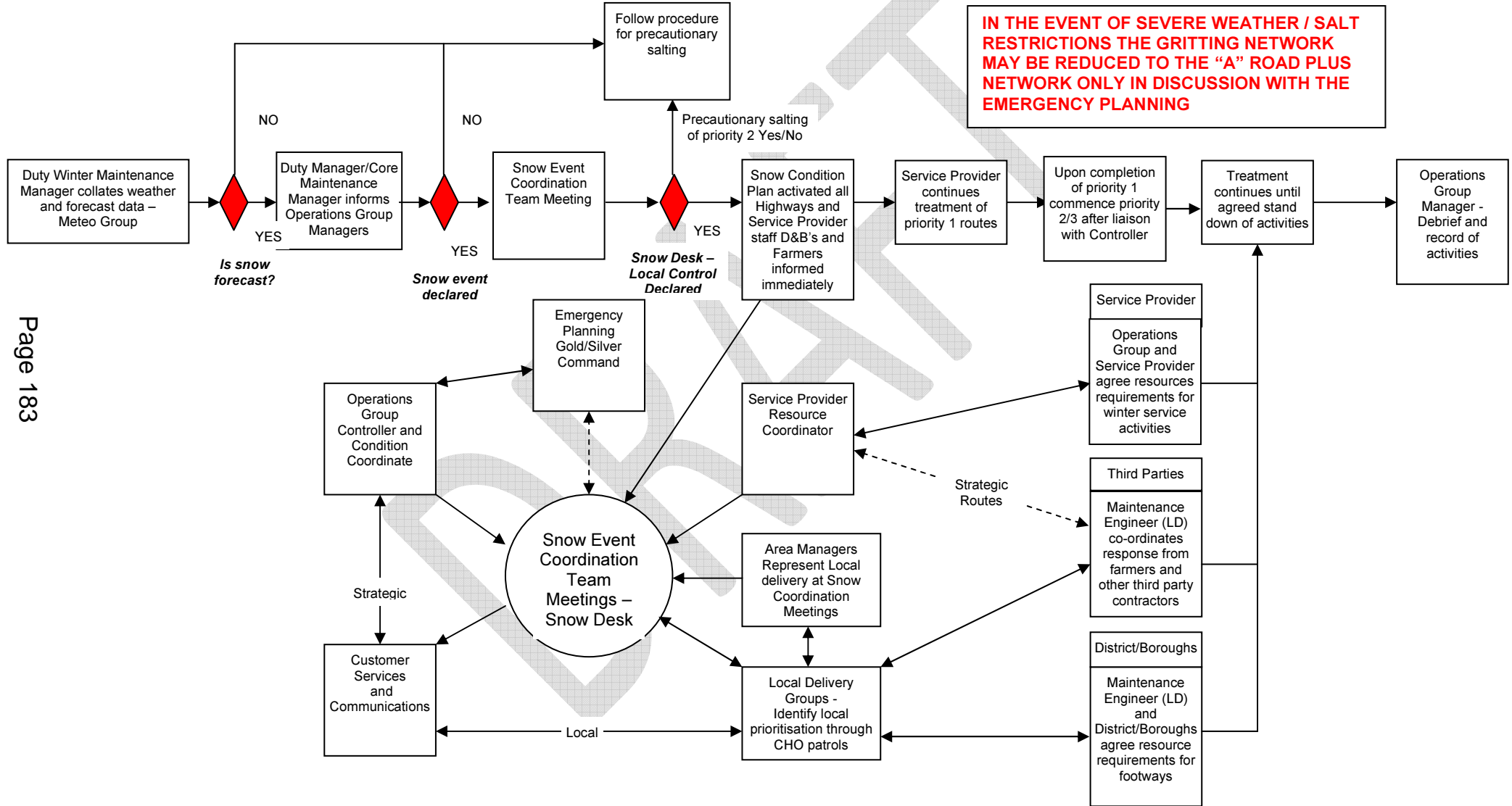
	Outside PO Locke Way Town Square	Victoria Way to Cawsey Way
	Footway from Town Square to Civic Offices Stanley Road Chobham Road Christ Church Way Crown Square	Chertsey Road to Victoria Way
	Guildford Road Victoria Way Victoria Road Station Approach Oriental Road Heathside Crescent Oriental Road Heathside Road	Mount Hermon Road to Victoria Arch Arch to Church Street shops
	Goldsworth Road Church Street White Rose Lane Hillview Road	Station Approach to White Rose Lane Station Approach to Heathside Crescent Station Approach to White Rose Lane Victoria Way to Arthurs Bridge Road - include Canal Step Bridge Goldsworth Road to Victoria Way station to Wendela Close

Appendix D - Precautionary Salting Process Map



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Appendix E – Snow Event Process Map



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Appendix F – Summary of Cabinet Decisions on 24 September 2013

The recommendations of the Winter Performance Task Group, as agreed by Cabinet and recorded below following the meeting on 24 September 2013, should be implemented as appropriate for the 2013/14 winter season:

(tbc)

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SURREY COUNTY COUNCIL**CABINET****DATE: 24 SEPTEMBER 2013****REPORT OF: MRS MARY ANGELL, CABINET MEMBER FOR CHILDREN AND FAMILIES****LEAD OFFICER: NICK WILSON STRATEGIC DIRECTOR OF CHILDREN, SCHOOLS & FAMILIES****SUBJECT: CHILDREN, SCHOOLS AND FAMILIES SECTION 75 AGREEMENT WITH SURREY CLINICAL COMMISSIONING GROUPS (CCGS)****SUMMARY OF ISSUE:**

There is an existing agreement under section 75 of the National Health Service Act 2006 which establishes a joint budget between the Council and the PCT for commissioning and providing integrated services for young people with mental health issues. These include the targeted Child and Adolescent Mental Health Service (CAMHS) and the HOPE service. This agreement has been in place for a number of years and comes to an end on 31 March 2014. Since the agreement was completed, the PCT has been disbanded and the recent organisational changes within the Health Service in April 2013, led to the establishment of six Clinical Commissioning Groups (CCGs) within Surrey (NHS East Surrey CCG; Guildford and Waverley CCG; Surrey Downs CCG; Surrey Heath CCG; North West Surrey CCG and North East Hampshire and Farnham CCG).

The existing arrangements are now hosted by Guildford and Waverley CCG. With the approaching termination of the agreement, it is proposed that a new overarching Section 75 Agreement between the Council and the six CCGs in Surrey now needs to be established. In renewing the agreement, the opportunity will be taken to provide a framework for joint commissioning or integrated service provision so that further services can be added as required, and aligned to the children's priorities of the Health and Wellbeing Board.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. Agrees to proceed to legal negotiations with the Surrey CCGs on an overarching Section 75 Pooled Funding Agreement which will initially cover the continuing arrangements for targeted CAMHS and the HOPE services (the quantum contributions have been identified in paragraph 12 below).
2. Agrees to delegate authority to make amendments to the Section 75 Agreement, enabling the effective use of the agreement and the inclusion of additional services, to the Strategic Director for Children, Schools and Families, in consultation with the Cabinet Member for Children and Families and/or the Cabinet Member for Schools and Learning, or Cabinet, in accordance with financial regulations, with advice from the Head of Legal and Democratic Services

and the Section 151 Officer.

REASON FOR RECOMMENDATIONS:

By entering into an overarching section 75 Agreement, the intention is to improve health and social care outcomes for children, young people and their families regardless of whether funding originates from the CCGs or the Council and to deliver services cost effectively.

DETAILS:

1. The objective of the Section 75 Agreement is to enable an integrated approach to commissioning services, reducing duplication, maximising outcomes and ensuring that each service commissioned has a properly constructed service specification; and to improve health and social care outcomes for children, young people and their families.
2. The proposal is in line with Surrey's One Children and Young People's strategy 2012-2017 and the Health and Wellbeing strategy. These strategies seek to positively support our children and young people to realise good health and wellbeing outcomes throughout their childhood and adolescence. The Children's Health and Wellbeing Group will be the lead partnership body, ensuring connected and integrated approaches across public sector partners to commission and deliver services. It will report to the Health and Wellbeing Board.
3. In exercising respective functions, the Council and Surrey CCGs are required, under Section 82 of the National Health Service Act 2006, to co-operate to secure and advance the health and welfare of the local population. Under the section 75 Agreement, it is proposed that partners will delegate the management of funding to either partner to invest in services in accordance with the agreed objectives and in compliance with relevant procurement rules and applicable legislation.
4. The partners seek to enter into a new Section 75 Agreement in order to build on existing achievements in joint commissioning of emotional wellbeing and mental health as well as to address current and new challenges to meet the medium term financial plan. The overarching Section 75 Agreement will cover a three year period with the option to extend for a further two years, effective from April 2014.
5. The Section 75 Agreement will enable either all CCGs as a collective to commission or integrate services with the Council or for individual CCGs to collaborate with the Council, as appropriate for the service being provided or commissioned.
6. There is flexibility to include additional schedules, preventing the need to draft and retain several Section 75 Agreements. The inclusion of additional schedules to the overarching agreement will be identified by the Children's Health and Wellbeing Group. The decision to enter into an additional schedule will be delegated to the Strategic Director for Children, Schools and Families, in consultation with the Cabinet Member for Children and Families and/or the Cabinet Member for Schools and Learning with advice from the Head of Legal and Democratic Services and the Section 151 Officer. For

CCGs the decision to enter into additional schedules will be made by each or all of the CCG management boards.

CONSULTATION:

7. Guildford and Waverley CCG has led the consultation on the Section 75 Agreement with Surrey County Council along with Surrey Downs CCG; Surrey Heath CCG; North West Surrey CCG and North East Hampshire and Farnham CCG management boards.
8. The Section 75 Agreement has also been consulted on with the Children, Schools and Families leadership team, with a wide degree of support for the proposal being expressed.

RISK MANAGEMENT AND IMPLICATIONS:

9. The pooled budgets detailed in each schedule will be agreed on an annual basis between the parties. All contracts awarded by the Council arising from individual schedules pooled budgets in the Section 75 Agreement will have annual break clauses to allow for variations in funding.
10. In addition where the commissioning of services is to be led by the Council, all contracts tendered within the pooled budget will be coterminous with the Section 75 Agreement to prevent any potential risk to the Council.
11. The overarching agreement sets out clear governance and mechanisms for all partners to review and/or vary the provisions in the event of any changes to the statutory bodies involved.

Financial and Value for Money Implications

12. The pooled funds relate to salary and non-salary costs for the Council and CCGs. The current funds identified for the Section 75 Agreement is as follows:

Service Area	Surrey County Council contribution (2013/14)	CCGs contribution (2013/14)	Total per annum (2013/14)	Indicative Aggregated expenditure for three years
CAMHS	£1,194,377	£1,036,236	£2,230,613	£6,691,839
HOPE Service (integrated provision)	£605,479*	£817,688	£1,423,167	£4,269,501
Total	£1,799,856	£1,853,924	£3,653,780	£10,961,340

* Note: The Surrey contribution in respect of Hope is Delegated Schools Grant (DSG) funded

13. The pooling of budgets would seek to provide value for money by ensuring services commissioned will reduce the need for more expensive care and support, by early intervention and prevention, enhancing the quality of life for children, young people and their families.

14. The Section 75 Agreement will enable all parties to realise the benefits of an integrated commissioning approach by pooling resources available for investment by the CCGs and the Council. This proposal will also support the delivery of key elements of the Council's medium term financial strategy.

Section 151 Officer Commentary

15. The report concerns the creation of an overarching s75 agreement to govern the creation and management of pooled budgets commissioning and integrating council and health services in Surrey. The agreement contains provisions governing the financial administration of the pooled budget, management of risks, variations to financial contributions and the achievement of efficiencies. The final form of the agreement will be agreed following advice from the s151 officer.
16. Approval is also sought to include emotional wellbeing and mental health services as the first service under the new agreement. This is a continuation of existing arrangements for CAMHS and HOPE services encompassing the budgeted council contributions of £1.8m outlined in paragraph 12. The inclusion of further services under the agreement will be subject to evaluation of the financial implications and agreed following advice from the s151 officer.

Legal Implications – Monitoring Officer

17. Under Section 75 of the National Health Service Act 2006, Health and Social Care organisations can make contributions to a common fund, to be spent on agreed projects or delivery of specific services or delegated functions. These arrangements are often referred to as 'Section 75 Agreements' or 'health act flexibilities'
18. Legal services are advising on the terms of the overarching Section 75 Agreements, which will cover all present and future services.

Equalities and Diversity

19. The use of the pooled budget to commission services will comply with the general duty imposed upon public authorities by the Equality Act 2010. Any case for change to services as identified through the relevant chapters of Surrey's Joint Strategic Needs Assessment will require consideration to be given to the potential impact of any proposals on the protected groups.
20. Prior to the recommissioning or decommissioning of services, an Equality Impact Assessment (EIA) will be undertaken to determine the impact on residents and staff with protected characteristics.

Corporate Parenting/Looked After Children implications

21. Looked After Children and those young people leaving care are amongst the most vulnerable and disadvantaged in our community. In order to ensure the best possible outcomes for them, it is a council priority that the right services and the right support at the right time, are provided. The Section 75 Agreement will enable Surrey County Council and the CCGs to meet this priority in the pooling of resources to commission and deliver targeted services to this vulnerable group.

Public Health implications

22. The Section 75 Agreement will enable the Council and CCGs to pool resources to commission effective services that enhance the physical health and emotional wellbeing of children and young people in Surrey.

Climate change/carbon emission implications

23. The recommendations of this report does not contain any significant climate change or carbon emission implications and therefore should not have a detrimental effect on the Council's approach to cutting carbon emissions and tackling climate change.

WHAT HAPPENS NEXT:

24. October 2013 - Surrey County Council's legal and CCGs legal teams to meet to begin negotiation on the section 75 Agreement.
25. January 2014 – Update Cabinet Member on progress on formal negotiation and preliminary discussions on the other schedules.
26. March 2014- The overarching Section 75 Agreement to be executed.

Contact Officer:

Ian Banner - Head of Children Services Commissioning (07917 590657)
Karina Ajayi - Children Services Commissioner (01372 833941)

Consulted:

Caroline Budden – Assistant Director - Services for Children and Safeguarding
Peter-John Wilkinson - Assistant Director and Head of Schools and Learning
Garath Symonds - Assistant Director Services for Young People
Mark Bisson - Directorate Head of Resources
Sean Rafferty – Head of Family Services
Andrew Goulston – Principal Accountant
Deirdre Linehan - Senior Principal Accountant
Paula Chowdhury - Strategic Finance Manager for Children, Schools and Families
Sarah Baker - Group Manager Childcare, Adults and Education - Legal and Democratic Services
David Kelly – Corporate Group Manager – Legal and Democratic Services
Zarah Lowe – Provision and Partnership Development Manager
Shelia Jones – Head of Countywide Services
Angela Sargeant – CAMHS Development Manager
Mark Bounds Chief Officer NHS East Surrey CCG
Phil Orwin Chief Officer Guildford and Waverley CCG
Miles Freeman Chief Officer Surrey Downs CCG
Dr. Andy Brooks Chief Officer Surrey Heath CCG
Julia Ross Chief Officer North West Surrey CCG
Maggie Maclsaac Chief Officer North East Hampshire and Farnham CCG

Annexes: None

Sources/background papers: None

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SURREY COUNTY COUNCIL**CABINET****DATE: 24 SEPTEMBER 2013****REPORT OF: MRS MARY ANGELL, CABINET MEMBER FOR CHILDREN AND FAMILIES****LEAD OFFICER: LAURA LANGSTAFF, HEAD OF PROCUREMENT & COMMISSIONING
NICK WILSON, STRATEGIC DIRECTOR OF CHILDREN, SCHOOLS AND FAMILIES****SUBJECT: CONTRACT AWARD – EARLY HELP (VOLUNTEER SUPPORT FOR FAMILIES WITH A CHILD UNDER 5)****SUMMARY OF ISSUE:**

The current contract for the provision of Early Help (Volunteer support for families with a child under 5) Services expires on 31 October 2013. It is therefore necessary to award a new contract, following a procurement exercise, to Home Start Surrey (HSS) on the basis described in the Part 2 Annex 1 (agenda item 18) to deliver Early Help Support Services starting on 1 November 2013.

The service will be provided in accordance with guidance from Social Care and Wellbeing commissioners to ensure continuous improvement throughout the lifetime of the contract. The Early Help Service will support children and families who require additional help and support, provided at an early stage before their problems or difficulties escalate and affect their chances of achieving the outcomes they aspire to.

RECOMMENDATIONS:

It is recommended that the contract is awarded to the provider on the basis described in the Part 2 annex (agenda item 18) to deliver the Service.

REASON FOR RECOMMENDATIONS:

The service will deliver increased quality through a strengthened and outcome focused service specification, ensure enhanced and clearly monitored contract delivery and move to a streamlined Countywide service model, with the lead Provider forming a consortia covering all Districts and Boroughs.

The recommended contract award ensures that the new service will be delivered at a reduced cost than currently paid and will move to a more coherent and streamlined service model, delivering services across the County of Surrey for the contract period of two years, with the option to extend for an additional year.

The Children's Social Care and Wellbeing commissioning team will be the lead commissioner for this contract.

Guildford and Waverley Clinical Commissioning Group (CCG) will contribute to the funding of this contract annually, this is an historical arrangement. They will contribute 15% of the total contract value for this service for the first year and we will

be seeking further contributions for the remaining contract duration. Colleagues from the CCG have been involved in the recommissioning process ensuring that both Social Care and Health needs are aligned.

The Council will also strongly benefit from the additional resources contributed to the service through fundraising, which will ensure additional services are delivered to families in Surrey.

DETAILS:

1. As a result of the tender process, the recommended contract will enable the service to be provided Countywide at a reduced cost.
2. The Service will be available to families (with a child under 5) in all eleven Districts and Boroughs (the current contracts cover only nine Districts and Boroughs).
3. By awarding the contract, Surrey County Council will receive a high quality service at a competitive rate.

Background and Options Considered

4. The following options for the Early Help Service were considered:-
 - Option 1, continue as is with nine individual agreements across Surrey. The Council was unable to continue this arrangement due to the contracts expiring on 31st October 2013. The old system of contracts was cumbersome as there were nine contracts within Surrey with different organisations which did not cover the whole County leading to inconsistencies in service delivery across Surrey.
 - Option 2, reconfigure and retender. Reconfiguring the current service to deliver positive service user reported outcomes, will help the Council ensure quality and continuity of service for Surrey residents whilst streamlining contract arrangements and extending the service to cover the whole County. The intention being to adopt a one provider model approach to deliver the service across the whole County. The commissioning of the Early Help Volunteer Support Services will be aligned to the Early Help priority project area included in the Public Value Programme (PVP) work. This will ensure that the new contract reflects the requirements of the wider Children, Schools and Families Directorate. This was the preferred option.
 - Option 3, decommission. Early Help is a strategic priority for the Directorate. Decommissioning a successful service which provides help and support at an early stage in children's lives and helps prevent problems escalating is counter-intuitive. Maintaining and improving the Early Help Service is more beneficial to Surrey residents given the outcomes reported by current and past service users rather than decommissioning.
5. Surrey County Council is committed to working with the Provider to deliver a coherent and effective volunteer Early Help offer for children, young people and their families in order to improve the likelihood of positive outcomes and to reduce the demand for additional services.

6. The Service will provide free and confidential support to families with at least one child under five years of age who are referred to the service (predominately through health visitors, social workers and parents can also self-refer to the service). The Provider will work in partnership with other agencies for the benefit of families.
7. The Service is delivered to families by volunteers in the families' local communities. Volunteers will visit families in their own homes, offering regular support and practical assistance to families experiencing difficulties, helping to prevent family crisis and breakdown. Information, advice and guidance will also be offered as appropriate to the needs of the family.
8. The aim of the service is to support vulnerable families and those that are hard-to-reach. The service specification ensures that deprived areas, 'Priority Places' and isolated and/or marginalised families living in Surrey will be a priority for support and engagement.
9. The Early Help Service will deliver service outcomes and outputs which align with Surrey County Council's Children and Young People's strategy (2012-2017). The newly commissioned service will aim to provide robust and sustainable outcomes across the following areas:
 - Improvement in family resilience
 - Achievement of developmental milestones
 - Secure attachment between parents/carers and their children
10. One of the main features of the Early Help Support Service is that it will continue to be rooted in local communities delivering both benefits to the service users and also the wider community. The Provider will continue to:
 - Support access to employment for Surrey residents
 - Engage and support residents from deprived areas, across Surrey
 - Support learning and training including returning or entry to the job market
 - Encourage the use of community facilities e.g. Children's Centres
 - Link with local businesses and other organisations to support fundraising and sponsorship
11. This service is provided under S.17 of the Children Act 1989, which is a general duty on local authorities to safeguard and promote the welfare of children in need in their area through provision of a wide range of services.
12. 'Priority Places' across Surrey will be a target group for this service. These are areas which have been identified as experiencing relative inequality and deprivation in Surrey. They are:
 - Stanwell North, Ashford North and Stanwell South (Spelthorne)
 - Maybury and Sheerwater (Woking)
 - Old Dean (Surrey Heath)
 - Westborough (Guildford)
 - Merstham (Reigate & Banstead)

CONSULTATION:

- 13. Commissioners from Children’s Social Care and Wellbeing, colleagues from Early Years, Finance, Legal, Procurement and Health have been involved in the project and consulted with.
- 14. Service users have informed the commissioning intentions of the service through representative groups and officers have engaged with them to ensure their views have been incorporated into the recommissioning, particularly at the evaluation stage through the involvement in presentations.
- 15. The project has also followed the Procurement Review Group (PRG) gateway process and has progressed through Gateway 3 prior to coming to Cabinet.

RISK MANAGEMENT AND IMPLICATIONS:

- 16. The contract includes a termination provisions which protects Surrey County Council in the case of an unsatisfactory performances of service and or any changes in Council Policy which will impact on the existing services. These provisions allow the Council to amend the contract with three months notice or if termination is required, six months notice will be given to the Provider.

Category	Risk Description	Mitigation Activity
Financial	Potential risk that during the life of the contract the Provider will request an inflationary increase against the annual service delivery cost.	The annual cost of the contact is fixed for the duration of the contract. Surrey County Council’s inflationary intentions will also be communicated with all Providers on an annual basis.
Service	Poor quality of service and service does not deliver Local Outcomes.	Strong contract management and quarterly contract review meetings will mitigate the risk of a poor quality service. Failure to meet the service outcomes and objectives will enable Surrey County Council to restrict payment based on performance and ultimately terminate the contract if performance does not improve.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

- 17. Full details of the contract values and financial implications are set out in the Part 2 Annex (item 18).

SECTION 151 - OFFICER COMMENTARY:

- 18. The proposed contract award will deliver the same level of service as is currently being received, within the existing budget allocation. In addition to a

small saving on the contract cost itself, there will be some savings in officer time due to managing fewer contracts.

LEGAL IMPLICATIONS – MONITORING OFFICER:

19. The legislative provisions and legal requirements in relation to these services and their procurement have been outlined in this report.

EQUALITIES AND DIVERSITY AND PUBLIC SOCIAL VALUE:

20. The procurement process was undertaken through an EU Procurement procedure (Part B), which was advertised to allow Providers to express their interest. The tender was also advertised on the SCC’s website and Bravo to as to attract local businesses and SMEs.
21. As part of the market engagement work Surrey County Council held a Provider event to communicate the needs and vision for the services and encourage Provider engagement in the process.
22. The cost of the contract will be funded with Surrey County Council contributing 48% of the contract value and the Provider fundraising the additional 52%. This is the same model of funding for the current contract. The Provider will be responsible for making up any shortfall in the funding that is required for the delivery of these Services.
23. The contracts make it a legal requirement that the Provider complies with all relevant equality and diversity legislation (including but not limited to the Equality Act 2010) whilst delivering the services. This includes a clause which requires the Provider to ensure its personnel comply with all equal opportunities policies when dealing with both service users and staff.
24. The Equalities Impact Assessment is attached as an annex to this report.

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OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Safeguarding responsibilities for vulnerable children and adults	No implications arising from this report. Staff and volunteers will receive safeguarding training in awareness and procedures.

WHAT HAPPENS NEXT:

25. The timetable for implementation is as follows:

Action	Date
Cabinet decision to award	24 September 2013
Call in period ends	30 September 2013
Standstill Period ends	10 October 2013
Contract Award	Week commencing 14 October 2013
Contract Signature	Week commencing 21 October 2013

Contract Commencement Date	1 November 2013
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26. Colleagues from Procurement and Commissioning will work closely with the successful Provider to ensure a smooth transition from the current provisions to new services.

Contact Officers:

Jo Lee – Commissioner Social Care (01372 833940)

Alys Wood – Children and Young People Category Specialist (020 8541 8676)

Consulted:

Ian Banner – Head of Children’s social services and wellbeing commissioning

Laura Langstaff – Head of Procurement and Commissioning

Christian George – Category Manager Adults and Children and Young People

Andrew Goulston – Principal Accountant

Carmel McLoughlin – Contracts and Procurement Lawyer

Annexes:

Part 2 Annex attached as agenda item 18

Equalities Impact Assessment

Sources/background papers:

Tender submissions (exempt information)

1. Topic of assessment

EIA title:	Tendering of Early Help (Volunteer Support for Families with a child under 5 years old)
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EIA author:	Ross Pike, Project Officer. Children's Commissioning Team
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2. Approval

	Name	Date approved
Approved by¹	Ian Banner	12/06/2013

3. Quality control

Version number	3.0	EIA completed	12/06/2013
Date saved	12/06/2013	EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Sandy Thomas	Service Manager	SCC	Budget Holder
Jo Lee	Senior Commissioner	SCC	Commissioning
Alys Wood	Category Specialist	SCC	Procurement
Ross Pike	Project Officer	SCC	Commissioning

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

5. Explaining the matter being assessed

<p>What policy, function or service is being introduced or reviewed?</p>	<p>Early help (volunteer support for families with a child under the age of five) is being reviewed with a view to continuing to provide positive outcomes for families and value for money in Surrey but ensuring consistency and countywide coverage and streamlined contract management for SCC.</p> <p>The current provider's core function is to train and recruit volunteers who visit families in their own homes, once a week. They support families with everyday tasks such as hygiene, grocery shopping, healthy eating and accessing community services to more complex emotional support, parenting skills and child development. The support lasts for as long as the volunteer is needed or when the youngest child turns five.</p> <p>The only criterion for accessing the service is that the family have at least one child under the age of five and that they live within the geographic boundaries of the scheme. Referrals can come from a range of sources including health visitors and social workers or directly from the family.</p> <p>The service aims to provide the right support to prevent family problems escalating into crisis, necessitating intervention from statutory services and also to provide families with the resilience to cope independently using the universal services available in Surrey and realise positive outcomes for themselves and their children.</p>
<p>What proposals are you assessing?</p>	<p>The changes that are being considered are primarily contractual; moving from nine individual one year contracts with the provider to a one contract countywide model system that meets the needs of families and children across the county for a period of two years.</p> <p>There are no plans to alter the service significantly as it currently delivers high levels of support, value for money and positive outcomes for the families whom it serves. Therefore, the model for delivering support to families with a child under five will not be prescriptive. Performance measures and outcomes will be outlined and monitored. The motivation for the review is to ensure Countywide coverage, so there are no gaps in provision and consistency of the service and to streamline contracting and monitoring processes.</p> <p>The implications are a potential change in provider and possible subsequent loss of efficacy depending on the identity of the provider as they may have to start from scratch and receive cases from the existing provider.</p> <p>Greater penetration of the county should be achieved by aligning the contracts to a countywide area. Outcomes will be demonstrable for every case supported by the service using a consistent methodology that reflects the priorities of the County Council and its Children,</p>

	<p>Schools and Families Directorate.</p> <p>The expected aims and outcomes of the service will not substantively change.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>Service users: the relationships with their current service and volunteer could be lost. This could negatively impact the family and their children if trusted support is lost or altered. If the provider changes and the workforce too; material, social and emotional outcomes could worsen, vulnerable families may not be reached and social care teams could experience increased referrals. However, the service could benefit from increased security from a two year financial award allowing greater scope for provider planning and outreach to families which do not access the service currently, development of workforce skill set and ability to impact on more challenging complex cases and further embedding of relationships with local community services.</p> <p>Council staff: the burden of contract and performance management will lighten increasing the capacity for scrutiny and relationship management and free up capacity for other functions. Social care staff will be able to continue to build networks in their area including the family support provider preventing crises and the need for intervention.</p> <p>Conversely, if a new provider is chosen this could increase the amount of work required on contract and performance management as the new provider gets to grips with SCC's expectations. A dip in performance could impact social care team referrals and caseloads in both children's and adult's teams and community services such as Children's Centres.</p> <p>External organisations: if funding is not awarded to the existing provider they could cease operating causing employees to lose their jobs. This has obvious negative economic and social implications for Surrey residents. Existing partnerships that providers have developed will not be able to continue perhaps reducing the effect other organisations can have on outcomes for children and families in the county and on the employment of other staff.</p>

6. Sources of information

Engagement carried out
<p>Engagement was carried out with each of the provider organisations directly to discuss the work they carry out with the community in their local area. Via interviews they provided self reported outcomes, case studies and case load information as well an insight into the gaps they have discovered in their referrals and the resulting potential for unmet needs. This was analysed alongside the quarterly monitoring information provided to Children’s Services.</p> <p>Drawing on the work carried out by other teams across the Directorate such as the Early Help Public Value Programme we have been able to supplement the information provided by the frontline staff with further service user feedback.</p>
Data used
<p>Graham Allen MP, <i>Early Intervention: The Next Steps. An Independent Report to Her Majesty’s Government</i>, (January 2011). Surreyi, JSNA chapters on Demography, Priority Places and Child Poverty. ONS, Census data on the age structure/demography of Surrey Districts and Boroughs (2011). Home Start, Outcomes, Caseloads, Staff and Volunteer numbers, 2011-12</p>

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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 ²	Potential positive impacts	Potential negative impacts	Evidence
Age	This is an early help service so should positively effect children in the early years benefiting them as they age. Children over-5 are not the primary target of the service but if they have siblings over-5 they are still supported. As are the parents/carers who may be of any age.	None identified	The Allen Review highlights the need to put services in place to help child development early. The 0-5 yrs criteria contributes to that aim. Evaluation of the schemes show the positive effect the service has on their lives too.
Disability	Develop volunteer skill-base with increased focus on outcomes for children and parent's with disability	May not be able to secure volunteers with the right skills or motivation to work with the most complex cases. These families may be adversely affected or need the intervention of a social care team to help.	Evaluation report.
Gender reassignment	None identified	None identified	
Pregnancy and maternity	The provider works closely with parents experiencing difficulties coping with multiple births, many children under-5 and post natal depression. Contracting differently will allow the service to continue and expand this work countywide	None identified	Teenage parents have been identified as hard to reach but it is also recognised that this group are more responsive to 'friends' such as the voluntary sector rather than statutory services. JSNA.

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

Race	Alternative providers may have other strategies for engaging reaching BME groups that have not be used in Surrey before which could bring marginalised groups into the orbit of a family support service.	Continuing with the current model of sending volunteers to support people in their homes does present problems in certain tight knit communities and family groups such as the GRT community which do not consider outside intervention from organisations to be welcome.	Evaluation report GRT Strategy
Religion and belief	Alternative providers may have other strategies for engaging reaching groups that have not be used in Surrey before which could bring marginalised groups into the orbit of an early help service.	Continuing with the current model of sending volunteers to support people in their homes does present problems in certain communities and family groups whose beliefs mean that outside help for struggling families is not appropriate.	Evaluation report
Sex	None identified	None identified	
Sexual orientation	None identified	None identified	
Marriage and civil partnerships	Can tackle emotional stress and domestic abuse issues which can destabilise relationships and impact on parents and children and young people's well-being and attainment.	Capacity/experience of provider to deal with such situations may differ leading to divergent outcomes depending on the contract award.	Self reported outcomes/monitoring

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

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	None identified	None identified	
Disability	None identified	None identified	
Gender reassignment	None identified	None identified	
Pregnancy and maternity	None identified	None identified	
Race	None identified	None identified	
Religion and belief	None identified	None identified	
Sex	None identified	None identified	
Sexual orientation	None identified	None identified	
Marriage and civil partnerships	None identified	None identified	

8. Amendments to the proposals

Change	Reason for change
N/A	N/A

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Transition	SCC will support the successful provider with implementation of the new countywide service and with the transfer of service users where appropriate.	1 st November 2013	Commissioning

10. Potential negative impacts that cannot be mitigated

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

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	Monitoring data submitted to Surrey County Council by the provider. Self reported outcomes from the users of the services. Evaluation of the service by Children's Service officer.
Key impacts (positive and/or negative) on people with protected characteristics	Positive impacts include improved equity by ensuring countywide service provision and value for money for Surrey residents and potential new methods and strategies for helping 'hard to reach' residents. No negative impacts were identified.
Changes you have made to the proposal as a result of the EIA	N/A
Key mitigating actions planned to address any outstanding negative impacts	Thorough review of current service provision and revision of outcomes expected by SCC from any provider of the service.

Potential negative impacts that cannot be mitigated	N/A
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SURREY COUNTY COUNCIL

CABINET

DATE: 24 SEPTEMBER 2013

REPORT OF: MS DENISE LE GAL, CABINET MEMBER FOR BUSINESS SERVICES

**LEAD OFFICER: MR JASON RUSSELL, ASSISTANT DIRECTOR HIGHWAYS
MS LAURA LANGSTAFF, HEAD OF PROCUREMENT AND COMMISSIONING**

SUBJECT: PROVISION OF ADVERTISING SERVICES FOR STATUTORY NOTICES



SUMMARY OF ISSUE:

To award the Contract to the recommended tenderer for the provision of Advertising Services for Statutory Notices to commence on 1 November 2013 for a period of 3 years, with an option to extend for a further period of 1 year. The Report provides details of the procurement process, including the results of the evaluation process, and in conjunction with the Part 2 Annex (item 20), demonstrates why the recommended Contract award delivers best value for money.

Due to the commercial sensitivity involved in the contract award process, the names and financial details of the potential suppliers have been circulated as a Part 2 Annex (item 20).

RECOMMENDATIONS:

It is recommended that:

1. the background information set out in this Report be noted, and
2. the award of Contract be agreed following consideration of the procurement process set out in item 20, Part 2 Annex.

REASON FOR RECOMMENDATIONS:

The existing contract will expire on 31 October 2013. A tender process has been completed, and the recommendations arising out of the above process provide best value for money for the Council following a thorough evaluation process. The procurement activity is expected to deliver savings of 10% per annum through the use of composite notices, closer working relationships, targeted distribution and alternative designs requiring less advertising space. Also, the contract ensures the Managed Service Provider passes on all discounted rates that the Newspapers offer.

The new contract rates are in line with the current rates but the difference is they are fixed for the contract duration; therefore the projected spend is £540,000 per annum, compared to the current spend of £600,000 per annum, without incurring any inflationary costs.

DETAILS:

Background and options considered

1. Surrey County Council (SCC) currently uses a Managed Service Provider (MSP) to supply advertising services as a legal requirement for statutory notices. This contract will replace the current framework agreement which terminates on 31 October 2013.
2. The placement of statutory notices requires the MSP to comply strictly with the government legislation (see Legal Implications section of this report) to ensure the Council fulfils its obligation to make the public aware of all statutory notices.
3. A full tender process, compliant with all regulations, has been conducted. This included advertising the contract opportunity in the Official Journal of the European Union (OJEU) on 3 May 2013.
4. This recommendation is to appoint a single MSP for the provision of advertising services for statutory notices. The MSP will be responsible for the co-ordination of advert placement for statutory notices and general advertising requirements. This will include (but not be limited to) formatting, proof reading and booking of media space. The MSP will act as a single point of contact for all statutory notice advertising requirements. It will cover services across the SCC including Highways, Rights of Way, Planning Permits and Minerals and Waste. However, due to tight deadlines and legal requirements, it may be necessary for services to go directly to the publications as and when necessary.
5. The proposed contract will provide sufficient flexibility should there be any future changes in legislation which alter the requirement for advertising in newspapers. This flexibility will also allow SCC to explore the potential of using free publications in future. Hampshire County Council have adopted such an approach since October 2012, placing statutory public notice adverts in their own free publication called the Hampshire Independent.
6. An exercise to assess the benefits, costs and risk of using a free publication for SCC's advertisements (alongside our website and other digital media) is underway. This will need to take into account the set up costs and timescales of implementing a reliable and robust system for publication and distribution. The risk of such an approach on SCC's ability to fulfil its legal obligations will also be considered.

Procurement Strategy

7. Several options were considered when completing the Strategic Procurement Plan (SPP) prior to commencing the procurement activity. These options included using an existing Local Authority framework agreement, tendering

the requirement, joining an existing consortium or providing the service in house.

8. After a full and detailed options analysis it was decided to invite tenders as this demonstrated best value for money for Surrey.
9. An in house arrangement was rejected as agencies have the ability to group notices together to improve economies of scale, long established relationships with newspapers and the ability to provide typesetting and proof reading services. The Council does not have these options in place.
10. Comparison of benchmarking data clearly showed that Surrey would pay more per advert and incur management fees and additional service charges that could accumulate to 10% of the contract value if the Council joined a consortium or utilised an existing framework agreement (which would outweigh the costs of the procurement activity).
11. A joint project team was set up including representatives from Procurement, the Highways Service, Environment Service and SCC Legal to determine roles and responsibilities for the tender project.

Use of e-Tendering and market management activities

12. Since the council last went out to tender in 2009 there has been further consolidation within the advertising market. A number of mergers have taken place and the number of advertising suppliers available nationally has been further reduced. Last time expressions of interest were sought for this requirement a total of 9 suppliers responded.
13. A request for information was sent out to the market to generate early interest for the new tender.
14. A total of 9 suppliers expressed interest. This compares favorably to the previous tender exercise given the national reduction in the number of suppliers.
15. The tender was conducted using an electronic tender system.

Key Implications

16. By awarding the Contract to the supplier recommended in the Annex (item 21), the Council will be ensuring that they are able to fulfil its aims outlined in the Background section to this report above.
17. Performance will be monitored through a series of Key Performance Indicators as detailed in the Contract and reviewed at monthly operations meetings.
18. The management responsibility for the Contract lies with the Highways Service and will be managed in line with the Contract Management Strategy and plan as laid out in the Contract documentation which also provides for the review of performance and costs.

Competitive Tendering Process

19. The Contract has been let through a competitive tendering exercise. It was decided that the Open Procedure was appropriate due to the number of the suppliers who registered their Interests.
20. An invitation to tender (ITT) was sent to 9 suppliers, who were given 45 days to complete and submit their response to the tender, of which 6 responded. These responses were then evaluated and one supplier is to be recommended. Details of the evaluation are included in Part 2 (item 20).

CONSULTATION:

21. As this was a routine retendering of the long standing Contract, it has not been considered necessary to take this report to other committees, or consult externally.

RISK MANAGEMENT AND IMPLICATIONS:

22. The Contract includes a provision for the Council to terminate the Contract by giving notice to the Supplier should any changes be made to relevant legislation.
23. All tenderers successfully completed satisfactory financial checks and 4 suppliers successfully completed checks on competency in delivery of similar Contracts as part of the tender evaluation process.
24. The following key risks associated with the Contracts and contract award have been identified, along with mitigation activities:

Category	Risk Description	Mitigation Activity
Financial	Anticipated Legislation change to publishing Notices in the local newspapers in 2015.	An early termination clause has been included in this contract to avoid any financial penalties resulting from legislation change.
	Supplier ceases business	Ongoing monitoring of supplier performance and continued market awareness. The selected supplier has passed comprehensive financial checks.
Reputational	Failing to fulfil our legal obligation to display public notices.	Work with supplier to ensure procedures are in place and continually improving.

Financial and Value for Money Implications

25. Full details of the Contract value and financial implications are set out in Part 2 (item 20).
26. Contract rates are broadly similar to the existing contract. The procurement activity is expected to deliver savings of 10% per annum through the use of

composite notices being placed at the same time, requiring less advertising space. Also the contract ensures the Managed Service Provider passes on all discounted rates that the Newspapers offer.

27. As well as a decrease in the cost of the Advertising space there will be an improvement in the Key Performance Indicators (KPI) reporting requirements and the service levels being delivered under each Contract. Reports available will include order fulfilment statistics, average costs by type of space used and a range of spend reports.

The prices for the new contract will be fixed for the entire contract duration.

Section 151 Officer Commentary

28. The Section 151 Officer confirms that all material financial and business issues and risks have been considered in this report and in the part 2 Annex (item 20). Savings are anticipated through revised working practices resulting in grouping of notices.

Legal Implications – Monitoring Officer

29. All compliant tenderers supplied a written confirmation that if successful they will accept the Councils Contract Conditions, issued with the ITT.
30. Responsibility for the provision of the service is in line with the statutory requirements within the following Legislation:

The Road Traffic (Temporary Restrictions) Procedure Regulations 1992
Road Traffic Regulation Act 1984
Cycle Tracks Act 1984
The Countryside Act 1981
The Highways Act 1980
The Wildlife and Countryside Act 1981
The Town and Country Planning Act 1990
The Countryside and Rights of Way Act 2000
The Natural Environment and Rural Communities Act 2006

Under section 149 of the Equality Act 2010 Cabinet must comply with the public sector equality duty, which requires it to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (b) advance equality of opportunity between persons who share a relevant characteristic and a person who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Equalities and Diversity

31. The Council has been mindful of its equalities duties in carrying out the Tender. A full Equality Impact Assessment has been undertaken by the Highways service. This is attached as an Annex. Resource provision is well placed to improve the service to equality groups with a number of reviews and projects being proposed. We will ensure that we work closely with other Highways service teams, County Council departments and our customers, or potential customers, to enable delivery of these improvements (see “Recommendations” of the EIA).

32. The Contract which the supplier will sign stipulates that the supplier will comply with all relevant equality and diversity legislation (including the Equality Act 2010) whilst providing the goods and services. All suppliers submitted their Equalities and Diversity policies as part of their bid submission.

33. The tender was also advertised on Surrey County Council's website to attract local interest.

WHAT HAPPENS NEXT:

34. The timetable for implementation is as follows:

Action	Date
Cabinet decision to award (including 'call in' period)	30 September 2013
'Alcatel' Standstill Period ends	10 October 2013
Contract Signature	21 October 2013
Contract Commencement Date	1 November 2013

35. The Council has an obligation to allow unsuccessful suppliers the opportunity to challenge the proposed Contract award. This period is referred to as the 'Alcatel' standstill period.

Contact Officer:

Robert Dean – Category Specialist 020 8541 9487
Bernice Milton – Senior Category Specialist 020 8541 9649
Michelle Caines – TRO Team Leader Highways 01483 518325

Consulted:

Ross Duguid – Category Manager, Procurement and Commissioning
Tony Orzieri – Finance Manager
Naz Fox – Senior Lawyer
David Curl – Parking Strategy and Implementation Team Manager
Debbie Prismall – Senior Countryside Access Officer
Laura Langstaff – Head of Procurement and Commissioning

Annexes:

Part 2 information – item 20
Equality Impact Assessment Annex

Sources/background papers:

Tender Evaluation Summary

Addressing Inequalities

Equalities Impact Assessment Interim Template – Nov 2010

Surrey County Council Equality Impact Assessment Template

Stage one – initial screening

What is being assessed?	Surrey County Council Statutory Notices Procurement
Service	Highways (All services required to publish Statutory notices)
Name of assessor/s	Michelle Caines
Head of service	Jason Russell
Date	02/08/13
Is this a new or existing function or policy?	Existing policy

Write a brief description of your service, policy or function. It is important to focus on the service or policy the project aims to review or improve.

There are a number of departments in Surrey County Council (SCC) who are required by Legislation to publish Statutory Notices in the Local Press or London Gazette to changes that are occurring in their local area that may affect them.

Aim

The aim is to procure this service from one provider to provide an efficient and economical service in publishing statutory notices.

Objectives

- Process SCC statutory notices advertisements efficiently and accurately from preparation of proofs to placement in chosen media. Ensure adverts are proof read by the agency prior to placement, and a copy is sent to the relevant SCC officer for final approval.
- Ensure adverts are placed within the timescales required. Due to the nature of the Council's work and legal requirements, this can result in adverts being required with minimum notice, or adverts being amended or pulled at the last minute.

- Demonstrate Value for Money.
- Provide necessary information to SCC departments so they can manage the finance of advertising effectively, e.g. including title of advert and purchase order number on invoices.
- Ensure all advertisements comply with relevant legislation. Understand the legal requirements governing the publication of statutory notices, and that once fixed, the date of publication is not discretionary to accord with regulations.
- Manage statutory advertising services through a single point of contact.
- Develop and maintain good knowledge of and relationship with national and local publications used by SCC and be able to advise the Council on the most cost-effective media for each vacancy.

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.

Equality Group	Positive	Negative	No impact	Reason
Age			✓	Some elderly still have limited access to computers and rely on the local press to inform them on local issues that may affect them. The general aim of this function is to improve the procurement of statutory notices, which should benefit all local residents, businesses and road users, but will not significantly impact any one group.
Gender Reassignment			✓	The general aim of the function is to improve the information given to the public via Public Notices. This should be of benefit and is not likely to have any significantly impact on people undergoing gender

				reassignment.
Disability			✓	The strategy reinforces the council's commitment to informing a wide range of individuals and adheres to SCC's key values.
Sex			✓	The general aim of the function is to improve on information given to all road users, residents and businesses about temporary and permanent changes in their local area and is not likely to have any significantly impact on people according to their gender.
Religion and belief			✓	The general aim of the function is to improve on information given to all road users, residents and businesses about temporary and permanent changes in their local area and is not likely to have any significantly impact on people according to their faith or belief.
Pregnancy and maternity			✓	The general aim of the function is to improve on information given to all road users, residents and businesses about temporary and permanent changes in their local area and is not likely to have any significantly impact on pregnant or expecting women.
Race			✓	The general aim of the function is to improve on information given to all road users, residents and businesses about temporary and permanent changes in their local area and is not likely to have to have any significantly impact on people

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				according to their race.
Sexual orientation			✓	The general aim of the function is to improve on information given to all road users, residents and businesses about temporary and permanent changes in their local area, which should be of benefit and is not likely to have any significantly impact on people according to their sexual orientation.
Carers			✓	The general aim of the function is to improve on information given to all road users, residents and businesses about temporary and permanent changes in their local area, which should be of benefit to carers.
Other equality issues – please state				None
HR and workforce issues				A separate EIA does not need to be carried out
Human Rights implications if relevant				N/A

If you find a negative impact on any equality group you will need to complete stage one and move on to stage two and carry out a full EIA.

A full EIA will also need to be carried out if this is a high profile or major policy that will either effect many people or have a severe effect on some people.

Is a full EIA required?	Yes (go to stage two)	No ✓
If no briefly summarise reasons why you have reached this conclusion, the evidence for this and the nature of any stakeholder verification of your conclusion.		

It is a legal duty for some departments in SCCI to produce statutory notices to inform the public of certain processes. The contract for the provider of the service of advertising this in the local newspapers is due to expire in September 2013. It is the most cost effective method for SCC to go through an agency to purchase the advertising space.

Briefly describe any positive impacts identified that have resulted in improved access or services

Described above

For screenings only:

Review date	August 2013
Person responsible for review	Michelle Caines
Head of Service signed off	
Date completed	

- Signed off electronic version to be kept in your team for review
- Electronic copy to be forwarded to Equality and Diversity Manager for publishing

SURREY COUNTY COUNCIL

CABINET

DATE: 24 SEPTEMBER 2013



REPORT OF: MR TONY SAMUELS, CABINET MEMBER FOR ASSETS AND REGENERATION PROGRAMMES

MRS LINDA KEMENY, CABINET MEMBER FOR SCHOOLS AND LEARNING

**LEAD OFFICER: JOHN STEBBINGS, CHIEF PROPERTY OFFICER
PETER JOHN WILKINSON, ASSISTANT DIRECTOR FOR SCHOOLS AND LEARNING**

SUBJECT: HORLEY NE PRIMARY SCHOOL, HORLEY – NEW SCHOOL PROVIDING 210 AND 26 PRE SCHOOL PLACES

SUMMARY OF ISSUE:

To approve the business case for the provision of a permanent need one form entry (210 places and 26 place nursery) Diocesan primary school as part of the Schools Basic Need Programme.

Numbers of children in Horley have been increasing for some years, due in part to large scale housing development of Horley and surrounding areas as part of the Horley regeneration plan.

RECOMMENDATIONS:

It is recommended that Cabinet approves the construction of a new primary school, as detailed in this report, be agreed in principle subject to the consideration and approval of the detailed financial information set out in Part 2 of this agenda (item 19).

REASON FOR RECOMMENDATIONS:

The proposal supports the Authority's statutory obligation to provide sufficient school places to meet the needs of the population in the Horley area.

DETAILS:**Background**

1. The number of school aged children in Horley has been steadily rising over the last few years. Much of the rise is due to an increase in housing development in Horley and the surrounding areas.
2. These factors feed into the forecasts of future demand on school places. Surrey County Council is predicting the need for at least 2 forms of additional entry in the Horley NE sector through to 2018. The analysis of this indicates that an expansion of primary provision is needed immediately.
3. Following the Section 106 agreement with housing developers, an area of land within the 'Acres Housing Development' has been identified as a suitable location for the new school. The land sits centrally within the 700 planned houses, and the housing development will feed approximately 75% of the available pupil places.
4. The Cabinet Member for Schools and Learning was consulted on 11 September 2012 in order to recommend the support of a preferred partner to establish a Horley NE School to provide a total of 210 places and 26 nursery places.
5. The building will comprise 7 classrooms and provision of a nursery space for 26 children. There will be suitable WC and cloak provision, a hall space with dining facilities, a kitchen, a staff room, suitable office accommodation and a practical room.
6. The expectation is that the school will be up and running from Sept 2014
7. The project is included in the County Council's School Basic Need Capital Programme as part of the 2013/2018 Medium Term Financial Plan.

CONSULTATION:

8. The results of the public consultation to provide the new school were considered in the report to Linda Kemeny, Cabinet Member for Schools and Learning on 11 September 2012.
9. The community of Horley and the governing bodies of all local schools have been consulted.
10. The Southwark Diocesan Board of Education has been fully consulted on the establishment of Horley NE School and the development of the design proposals.

Peter Boarder, Horley Regeneration Project Manger – Surrey County Council and Reigate and Banstead Borough Council has been consulted on joint issues relating to the new school.

RISK MANAGEMENT AND IMPLICATIONS:

Risks associated with the project are identified in the individual report business case and a project risk register is being maintained and updated on a regular basis.

Financial and Value for Money Implications

11. The project is included in the County Council's schools basic need capital programme as part of the 2013/2018 Medium Term Financial Plan and is subject to robust cost challenge and scrutiny to drive optimum value as the scheme progresses.

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.

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 in its area. In doing so, the Council is required to contribute to the spiritual, moral, mental and physical development of the community. Section 14 of the Education Act 1996 places a duty on the Council to secure that sufficient schools or providing primary and secondary education are available in its area. There is a legal duty on the Council therefore to secure the availability of efficient education in its area and sufficient schools to enable this.

Equalities and Diversity

14. The new school building will comply with DDA (Disabilities Discrimination Act) regulations. The new school will provide employment opportunities in the area.
15. The school will be for children in the community served by the school. If there is sufficient provision available, then it would be beneficial for all children, including vulnerable children.
16. The school will be expected to contribute towards community cohesion and will be expected to provide the normal range of before and after schools clubs as are provided in a typical Surrey County 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 design philosophy is to create a building that will support low energy consumption, reduce solar gain and promote natural ventilation. The aim is for the buildings to exceed the requirements of Building Regulations in terms of thermal insulation and energy consumption and this will be achieved by a high performance

thermal envelope which will reduce the overall heating demand with minimal heating provided to compensate for fabric losses only.

WHAT HAPPENS NEXT:

19. Subject to Cabinet approval, the award of a contract to the contractor to deliver the works to provide a new school.

Contact Officer:

Bill Christie, Senior Project Manager (Schools), Property Services, Tel: 020 8541 9509
Nicholas Smith, Schools Commissioning Officer, Schools and Learning, Tel: 020 8541 8902

Consulted:

Julie Fisher, Strategic Director for Business Services
Denise Le Gal, Cabinet Member for Business Services
Dorothy Ross-Tomlin, Local Member for Horley East
Kay Hammond, Local Member for Horley West
Paula Chowdhury, Strategic Finance Manager, Business Services

Annexes: None

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
 - Investment Panel: Report 28 September 2010
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SURREY COUNTY COUNCIL**CABINET****DATE: 24 SEPTEMBER 2013****REPORT OF: LINDA KEMENY, CABINET MEMBER FOR SCHOOLS AND LEARNING****LEAD OFFICER: NICK WILSON, STRATEGIC DIRECTOR SCHOOLS, CHILDREN AND FAMILIES****SUBJECT: PERFORMANCE IMPROVEMENT AND SCHOOL EXPANSION IN THE FARNHAM AREA****SUMMARY OF ISSUE:**

Pilgrim's Way Primary School is located within a mile of South Farnham Academy. It has been underperforming and undersubscribed in recent years and although it is no longer in special measures it continues to obtain results that are beneath National Floor Targets in some areas and remains of a significant concern to Officers. The County Council has entered into discussions with the Governing Bodies of both schools whom are in agreement to place Pilgrim's Way under the management of South Farnham Academy via a multi academy trust which will be expected to have a transformative effect on the reputation and quality of education outcomes of education at Pilgrim's Way school. Improvement in the popularity of Pilgrim's Way School will provide increased future capacity in the South Farnham area.

The South Farnham Academy is a very popular, successful and oversubscribed school and would be able to accommodate further pupils to meet current and future demand if adaptations to the infrastructure at its Key Stage 1 site (the former Bourne Infant School) are made. There is not an immediate need to increase places however future planned housing development will create demand. The more immediate issue in the area is the varying performance of the schools causing under and oversubscription in the schools.

RECOMMENDATIONS:

It is recommended that:

- (1) Approval is given for the South Farnham Academy to enhance leadership alongside developing and implementing a sustainable school improvement programme at Pilgrim's Way school.
- (2) Approval is given to transfer £750,000 from an existing scheme in the capital programme for capital investment in the South Farnham Academy to facilitate an increase in capacity in the area, via both schools, through added infrastructure and the proposed leadership improvements.
- (3) Approval to the above is based on tangible and monitored improvements that South Farnham Academy will implement at Pilgrim's Way within 2 academic

years. These improvements will be monitored by the local authority and Babcock 4S

REASON FOR RECOMMENDATIONS:

Progress and outcomes for pupils at Pilgrim's way school are of significant concern and early indications from the 2013 performance results show that previous improvements have plateaued. A poor Ofsted judgement is now a very serious possibility. Officers are confident that this leadership intervention will rapidly realise improvements to underperformance.

South Farnham Academy is a very popular and oversubscribed school and its long term success indicates its ability to support and lead improvements at Pilgrims Way school. The ability to admit more pupils overall into successful schools will ensure greater stability for the area and support the Council's aspirations to provide appropriate facilities for local children in Surrey. This scheme of adaptation at the Academy's Bourne site which will facilitate the provision of a further form of entry, increasing from 2 to 3 forms of entry, supports the expansion of popular and successful schools and will meet future demand. Combined with reputational improvements to Pilgrim's Way through its sponsorship by the South Farnham Academy represents a whole locality solution to the quality and quantity of school places in the area.

DETAILS:

1. Pilgrims' Way is located less than a mile from South Farnham. It is regularly undersubscribed and has a poor local reputation and a history of "special measures". Between 2011 and 2012 results showed improvement but there is concern that recent results indicate this improvement is not sustained. Approximately 40% of pupils in Year 6 in the 2012/13 academic year were entitled to pupil premium. This is significantly higher than the Surrey County Council average of approximately 16%. Those pupils achieving level 4+ in mathematics, reading and writing is expected to be significantly lower than this group nationally and in other Surrey Schools when the results are published. (They have not been validated at the time of writing).
2. Over the last 20 years South Farnham School has thrived first as a junior and now as a primary school. It has received impressive national recognition.
3. Pilgrim's Way school will be inspected in the coming academic year.
4. The DfE increasingly looks to local partnerships where these are possible to manage the improvement at schools such as Pilgrims Way and successful academies are approached to undertake that role. South Farnham's imprimatur is likely to have a decisive and immediate effect and its involvement will dissolve much of the parental resistance to the current Pilgrims Way School. South Farnham has successfully helped other schools facing difficulty and we are confident it can bring about rapid and constructive changes. Discussions have taken place with the DfE about the local authority proposals for the South Farnham area and they are in agreement with our approach. If we do not take this proposal forward we can expect the DfE to instruct us to deploy an academy partner at Pilgrim's Way.
5. This local sponsorship solution is considered to be the most appropriate option to improve the educational performance of Pilgrim's Way school and

will be facilitated in conjunction with the countywide improvement work being undertaken by Babcock 4S. South Farnham has been clear that it is willing to enter into our proposed arrangements with investment at its Bourne site. Should they decide not to go ahead with the planned proposal they would not be likely to suffer significant reputational damage but we can assume the DfE would seek an alternative academy partner. The DfE have indicated to us they have little confidence in finding a more appropriate partner than South Farnham

- 6. The cost of the adaptations at The South Farnham Academy was not incorporated in the current education capital programme as the preferred options for improvement in the area had not been determined when the programme was set. However in the current programme there is a scheme at a school in the wider Farnham area where the scope can be changed which will release the funding required for the adaptation proposed at the South Farnham Academy.

CONSULTATION:

- 7. An academy, as its own admissions authority can choose to increase its provision of school places without seeking approval from the Local Authority. Surrey has positive relationships with its Academy leaders and the Cabinet Member for Schools and Learning agrees the rationale for facilitating further provision at South Farnham. This could meet demonstrated parental demand and provide an opportunity to reorganise the wider educational offer in the Farnham area including the improvement of a school with a poor local reputation.
- 8. The DfE may intervene where they believe a school is of concern. In the case of Pilgrims Way School DfE officers have supported the approach that Surrey is proposing to manage school improvement by taking it into the South Farnham Academy Trust.
- 9. We are aware from correspondence from parents that additional places at South Farnham Academy will be welcomed.

RISK MANAGEMENT AND IMPLICATIONS:

- 10. If approval is given to the proposals in this paper an academy chain will be established quickly and once operating as such any improvement at Pilgrims Way will need to be robustly monitored and key milestones agreed and put in place to report progress. South Farnham has an excellent record of school improvement work and has a strong interest in as well as ability to improve Pilgrim’s Way, due to the intention that the schools operate as long term partners in a single trust
- 11. Doing nothing at this stage will result in a saving for the schools basic need capital budget as funds will not be redirected to facilitate adaptations at South Farnham’s Bourne site. Against this however, poor performance at Pilgrims Way would not be immediately addressed via a local solution, nor would the problems caused by over and under subscription in the area be addressed.
- 12. It is possible that the DfE would intervene and direct an academy chain of their choice to take leadership of the school. The academy chain of choice

would probably be The South Farnham Academy but the timing of this decision would be uncertain and in the meantime the poor performance at Pilgrim's Way will remain without action.

13. Were Pilgrim's Way to close it would be necessary immediately to place one form of entry of its current pupils. This would not be possible in the immediate area at present and when future demand arises probably from 2018, possibly earlier, we would need to acquire further premises

Financial and Value for Money Implications

14. Essentially two problems can be addressed with the proposal: an immediate issue regarding school quality at Pilgrim's Way and a longer term issue regarding sufficiency of school places in the area. In return for investment at South Farnham Academy the Head teacher will undertake to bring about much needed improvements at Pilgrim's Way replicating a national strategy of getting stronger schools to take over the leadership of weaker schools, something we have organised with success to date in Surrey. Such improvements will include
- Recognised excellence in leadership overseeing the improvements
 - The implementation of specialist primary teachers
 - Staffing economies of scale
 - Increased community confidence in Pilgrim's Way due to the association with a popular and successful school and anticipated improved Ofsted results
15. The cost of the proposed adaptation at the South Farnham, Bourne site is £750,000. This can be funded by redirecting an allocation from a scheme in the existing programme. This potential saving has arisen following further viability work demonstrating that the initial scheme can be delivered for less due to the opportunity to manage the existing infrastructure effectively. This creates the opportunity to redirect funds to the scheme at South Farnham without an overall increase to the programme
16. In the context of additional places an investment of £750,000 which provides an increased capacity of approx 150 places (1 form of entry at South Farnham's Bourne site) and the potential to fill up the existing capacity of 1FE plus bulge class at Pilgrims Way represents value for money. A typical form of entry at a primary school would be expected to cost approximately £1.9m

Section 151 Officer Commentary

17. The s151 Officer confirms that this proposal, including agreed performance measures, would not be an unreasonable use of resources.

Legal Implications – Monitoring Officer

18. The local authority has a duty to exercise its education functions with a view to promoting high standards and the fulfilment of learning potential. It also has a duty to secure sufficient school places for the area and must exercise this

function with a view to ensuring diversity in the provision of schools and increasing opportunities for parental choice. The proposal outlined in this report to adapt the site at South Farnham Academy to increase the provision by an additional form of entry, combined with the proposal for the Academy to take over the management of Pilgrim’s Way school addresses the issues of both capacity and performance which have arisen in the area.

Equalities and Diversity

- 19. The county council is committed to improving standards at all under-performing maintained schools and has invested in a comprehensive programme of improvement with Babcock 4S, However given the readily available local solution that the LA is proposing between The South Farnham Academy and Pilgrim’s Way specific action targeted here is deemed appropriate.

Corporate Parenting/Looked After Children implications

- 20. Pilgrims Way contains significant proportions of at risk and looked after children and changes that improve its educational performance will benefit these.

Safeguarding responsibilities for vulnerable children and adults implications

- 21. Pilgrims Way contains significant proportions of at risk and looked after children and changes that improve its educational performance will benefit these.

WHAT HAPPENS NEXT:

- 22. Subject to Cabinet approval the administrative process to amalgamate Pilgrims Way with the South Farnham Academy Trust will commence.

Contact Officer:

Peter–John Wilkinson, Assistant Director, Schools and Learning 020 8541 9907

Consulted:

Nick Wilson, Strategic Director for Children Schools and Families
Councillor Pat Frost, Local Member, Farnham Central
Paula Chowdhury, Strategic Finance Manager, Children Schools and Families
Schools – Head teachers and Governors

Sources/background papers:

- The Academies Act 2010
- The Education Act 1996
- The School Standards Framework Act 1998
- The Education Act 2002
- The Education and Inspections Act 2006

SURREY COUNTY COUNCIL

CABINET

DATE: 24 SEPTEMBER 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

SEPTEMBER 2013

(i) SOURCING AND ADMIN REVIEW: I.T. PLACEMENT PORTAL AND DELIVERING BEST VALUE TRAINING PROGRAMME INVEST TO SAVE BID

Details of decision

1. That the Invest to Save funding bid for an investment of £400,000 over a five year investment period be agreed, in order to progress to purchasing and implementation an I.T. placement portal solution to support frontline staff with new ways of working following the Sourcing and Admin Review changes, the need to maximise social capital and to achieve best value for money.
2. That the Invest to Save funding bid for an investment of £10,000 for the delivering best value training programme be agreed.

(ii) Reasons for decision

As part of a wider savings strategy, Adult Social Care has, for the 2013/14 financial year, a £15m savings target from developing and utilising social capital, with further savings anticipated in future years.

This Invest to Save investment for an I.T. placement portal solution and delivering best value training programme will act as a facilitator to the cost reduction strategy through changing behaviour and equipping staff with effective tools and systems to maximise the use of social capital. A core strategic objective of the Directorate is to build sustainable communities and public services through social capital.

These proposals will have a key role in facilitating change and improving relationships and value for money achieved from the Adult Social Care (ASC) care market in Surrey. There will be increased visibility of the wider market place and provider availability, resulting in an increase in making timely and efficient placements, increase occupancy, better management of the in-house care market and strengthen frontline staff's position/ability to negotiate competitive rates for services.

2. This Invest to Save investment will assist in developing a workforce which performs to the highest standards and empowers people to live independently. This investment will simplify systems, processes and structures for a Directorate that delivers services which are local, universal, preventative, whilst at the same time are value for money and develops stronger partnership working with the provider care market.

(Decision of Cabinet Member for Adult Social Care – 4 September 2013)

(ii) **SOURCING AND ADMIN REVIEW: STAFFING AND SYSTEMS INVEST TO SAVE BID**

The item has been called in by the Adult Social Care Select Committee and will be discussed at a special meeting of the select committee on Friday 20 September 2013.

(iii) **APPROVAL OF INVEST TO SAVE FUNDING FOR CONTINUING HEALTH CARE**

The item has been called in by the Adult Social Care Select Committee and will be discussed at a special meeting of the select committee on Friday 20 September 2013.

(iv) **LAND AT GLEN CLOSE, KINGSWOOD**

Details of decision

That an application be made to the Magistrates' Court for an order stopping up the land identified on the plan at Annex 1 as highway, in accordance with the provisions of Section 116 and 117 of the Highways Act 1980 and subject to the conditions of the County Council's approved policy on stopping up applications.

Reasons for decision

The land subject of the application is deemed surplus to highway requirements and, on completion of a successful application the County Council would be relinquished from any future maintenance liability.

(Decision of Cabinet Member for Transport, Highways and Environment – 10 September 2013)

(v) **LAND AT 27 RIDLANDS RISE, LIMPSFIELD CHART**

Details of decision

That an application be made to the Magistrates' Court for an order stopping up the land identified on the plan at Annex 1 as highway, in accordance with the provisions of Section 116 and 117 of the Highways Act 1980 and subject to the conditions of the County Council's approved policy on stopping up applications.

Reasons for decision

The land in question is deemed surplus to highway requirements and on completion of a successful application the County Council would be relinquished from any future maintenance liability.

(Decision of Cabinet Member for Transport, Highways and Environment – 10 September 2013)

(vi) LAND AT POOL ROAD, WEST MOLESEY

Details of decision

That an application be made to the Magistrates' Court for an order stopping up the land identified on the plan at Annex 1 as highway, in accordance with the provisions of Section 116 and 117 of the Highways Act 1980 and subject to the conditions of the County Council's approved policy on stopping up applications.

Reasons for decision

The land in question is deemed surplus to highway requirements and if the land is not stopped up the County Council, as highway authority, is duty bound to secure the removal of the encroachment.

(Decision of Cabinet Member for Transport, Highways and Environment – 10 September 2013)

(vii) REQUEST TO ADOPT A NEW FOOTWAY AT CEDAR ROAD, COBHAM

Details of decision

That, under the Scheme of Delegation and in line with Surrey County Council's current policy, the dedication of a new footway, at Cedar Road Cobham, be approved, to become publicly maintainable highway, as set out in Annex 1 of the submitted report.

Reasons for decision

The request set out in Annex 1, of the submitted report, fully meets Surrey County Council's current policy on road adoption.

(Decision of Cabinet Member for Transport, Highways and Environment – 10 September 2013)

(viii) REQUEST TO ADOPT A STRIP OF LAND AT DE BURGH GARDENS, TADWORTH

Details of decision

That, under the Scheme of Delegation and in line with Surrey County Council's current policy, the adoption of the strip of land at De Burgh Gardens, Tadworth be approved to become publicly maintainable highway, as set out in Annex 1 of the submitted report.

Reasons for decision

The request set out in Annex 1, of the submitted report, fully meets Surrey County Council's current policy on road adoption.

(Decision of Cabinet Member for Transport, Highways and Environment – 10 September 2013)

(ix) ALLOCATION OF THE SURREY GROWTH FUND 2013/14

Details of decision

That the recommended programme of economic development activity, as set out in Annex A of the submitted report, for funding through the Surrey Growth Fund in the financial year 2013-14, be approved.

Reasons for decision

The activities outlined correspond with the aims and objectives of the Surrey Growth Fund. The proposed programme of activity will enable the County Council to improve its capacity for bidding for external funding to support local sustainable economic growth.

The approach will assist the council in achieving the One County, One Team Corporate Strategy 2012-17 (as endorsed by Cabinet on 31 January 2012 and by full Council on 7 February 2012), which includes a specific priority to make Surrey's economy strong and competitive. It will support the council in its efforts to secure investment in Surrey, which would, in turn, help maintain the quality of life in the county.

(Decision of Deputy Leader – 11 September 2013)

(x) PROCEDURAL MATTERS - PETITION

Details of decision

That the response attached, Appendix 1, be agreed.

Reasons for decision

To respond to the petition.

(Decision of Cabinet Member for Schools and Learning – 11 September 2013)

(xi) BROOKWOOD PRIMARY SCHOOL

Details of decision

That the expansion of Brookwood Primary School to two forms of entry on a split site be agreed, subject to planning permission.

Reasons for decision

The Local Authority has a statutory duty to provide sufficient school places in the County. There are currently no Year R or 1 vacancies at schools in the

local area and although there are some vacancies in other year groups they are not expected to be sufficient to meet the expected additional demand met by the housing development and returning service families.

Surrey County Council is a signatory to the Military Covenant and is committed to ensuring that children from service families are not disadvantaged in any way and are fully able to access key public services. It is important that there are sufficient school places in the area for service families which this proposal will ensure.

(Decision of Cabinet Member for Schools and Learning – 11 September 2013)

(xii) LANGSHOTT INFANT SCHOOL, HORLEY

Details of decision

That the publication of Statutory Notices indicating the Council's intent to alter the upper age limit of Langshott Infant School so that it becomes a Primary School be approved.

Reasons for decision

This proposal is reflective both of an increasing demand for school places in the Horley area, resulting from an increase in birth rate and significant house building, and an opportunity to provide primary school structure throughout the town.

The provision of additional Junior places both meets the increased demographic pressures in the area and will allow the Council to admit those people who name the school as their preferred option thus, meeting the wider statutory duty to offer all applicants a school place.

It will enable a diversity of provision to be maintained within the Horley area and be part of a strategy that enables Horley residents to access to a local Primary School.

A programme of building works at the school will improve the general fabric of the school buildings and enhance the learning experience for pupils, parents and staff.

(Decision of Cabinet Member for Schools and Learning – 11 September 2013)

(xiii) ECHELFORD PRIMARY SCHOOL, ASHFORD: THE SPECIALIST SEN CENTRE

Details of decision

1. The Specialist Speech, Language and Communications Needs (SLCN) Centre be closed in January 2014.

2. No further admissions be made to the Specialist Centre with effect from September 2013.
3. Suitable alternative educational provision be arranged for pupils currently on roll at The Echelford Specialist Centre. This will be done in conjunction with their parents/carers and the Local Authority maintaining Special Educational Needs (SEN) provision in order to enable their transition in January 2014 or sooner.

Reasons for decision

There are a number of unfilled places at this Centre and it has not been full for a number of years. This is partly due to fewer SLCN pupils in Surrey requiring this sort of provision. There is also another more popular and successful Centre locally. The Echelford Governing Body has been unable to secure appropriate specialist teaching and leadership of the Centre and standards there are judged as being unsatisfactory at present. The proposed closure will enable the Headteacher and Governing Body to concentrate on raising standards in the mainstream school which currently also requires special measures and is becoming an academy. More suitable and effective alternative provision has been identified for the six pupils currently on roll.

(Decision of Cabinet Member for Schools and Learning – 11 September 2013)

(xiv) APPROVAL FOR BUDGET VIREMENT GREATER THAN £250,000

Deferred until the Leader's meeting on 9 October 2013

(xv) COMMUNITY IMPROVEMENTS FUND

Details of decision

That the proposed grant funding from the Community Improvements Fund Budget, as set out in Appendix 2, be approved.

Reasons for decision

Approval of the proposed grant funding will enable the Community Partnerships Team to progress with facilitating the payments relating to the Community Improvements Fund.

(Decision of Leader of the Council – 11 September 2013)

**CABINET MEMBER FOR SCHOOLS AND LEARNING
RESPONSE TO PETITION TO OPEN A SECONDARY SCHOOL IN MOLESEY****The Petition**

There is a huge shortage of Secondary schooling in Elmbridge, and specifically in Molesey. Primary schools are expanding to cater for the huge birth rate rise in recent years, and all these children will soon need to move on to secondary education.

Molesey sits within the official catchment area of Esher High School, which has a published admission number of 210 pupils, due to increase to 240. Molesey could fill these places entirely, as the 4 primary schools here are now catering for 240 children each year. Many Molesey children were sent to secondary schools outside the borough this year, in a trend that is due to continue unless something is done quickly.

Please show your support by signing this petition, which will be sent to the Education Department at Surrey County Council.

Response:

Thank you for your petition.

The Molesey primary schools that sit within the designated catchment area of Esher High School are Hurst Park Primary, Chandlers Field Primary, St Lawrence Church of England VA Primary and St Alban's RC Primary. Their combined Published Admission Number is currently 210 although there are proposals due to come forward to expand the number of primary places in the area to 240 in order to meet local need. Some of these places are already available in the form of temporary expansions of Reception classes at Hurst Park and previously at St Alban's. Therefore we concur with your assessment that approximately 240 Molesey pupils per year will require secondary school places.

However, some of these pupils will not request places at Esher High School. For example, the Catholic students at St Alban's tend to move on to either Salesians or St Paul's RC secondary schools. There are also a significant percentage of children who move into the independent sector at year 7 and some parents actively choose to request places in schools out of their home area. So our estimate of the number of secondary places required by Molesey residents is somewhat lower than 240 but, nevertheless, makes up a significant percentage of the roll of Esher High School.

We currently have plans in place to expand Esher High School, and also both Rydens and Heathside schools, in order to add capacity into Elmbridge Borough as a whole. There is also likely to be a secondary Free School in Cobham by 2015 or 2016 and there are proposals to change the catchment area of Hinchley Wood in order to benefit Claygate residents. All of these actions will change the pattern of uptake of places at Esher High School and potentially increase the number of places available to residents of the Moleseys living within the catchment area.

School Planning Officers do not think that a small Free School would be viable in this context. We would also be concerned that any new school in this area would be so close to the County border that it would fill up with pupils from Richmond who lived close by and not especially benefit Surrey residents, especially those living further away. We do however acknowledge that there is an overall capacity issue which we have not yet fully addressed across the Borough. My officers are currently working on

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this so that we have sufficient additional capacity, when and where it will be needed, from 2015 onwards.

At present officers' preference would be to seek to provide more forms of entry in the Dittons and Weston Green areas and we have a similar group of residents petitioning for a Free School there. Surrey County Council will support the commissioning of new schools where they are required but there is a legal presumption now that all new schools will be academies or free schools which are publicly funded by the Department for Education. It would be up to the promoters of the new school to find land and premises on which to build a school. It would be extremely rare for the council to build and maintain a new school under present legislation.

Given all of the above information I think it is unlikely that Surrey County Council would support a new school in the Moleseys but we would be keen to talk to any promoters about their ideas and we are happy to share our analysis of pupil forecast data with them before they make an application to the Department for Education.

If you wish to discuss your proposal further, please contact Melanie Harris, School Commissioning Officer for North East Surrey, at melanie.harris@surreycc.gov.uk, who would be pleased to meet you.

Linda Kemeny
Cabinet Member for Schools and Learning
11 September 2013

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